



**LOS ANGELES COUNTY**  
**Civil Grand Jury**  
**2022 – 2023**

**Final Report**



**To view this view the  
2022-2023 Civil Grand  
Jury Final Report Book  
online, please visit us at:**

<http://grandjury.co.la.ca.us/gjreports.html>





## County of Los Angeles CIVIL GRAND JURY

222 South Hill Street • Sixth Floor • Suite 670 • Los Angeles, California 90012  
Telephone (213) 893-0411 • Fax (213) 893-0425  
[www.grandjury.co.la.ca.us](http://www.grandjury.co.la.ca.us)

In Dedication to: the Los Angeles County Residents & Board of Supervisors

As I introduce the value of this year's, 2022-2023, Civil Grand Jury's Final Report, I would like to share two Spanish words that come to mind:

### ***Sobrevivir***

*In Spanish----the word "Sobrevivir" can be associated with survival*

### ***Aspirar***

*In Spanish----the word "Aspirar" can represent a much broader concept such as to aspire towards goals*

Our community, Los Angeles County, has public service employees administering to ten million residents, who hold a very broad range of interpretation between basic sustenance (survival) and holding onto long term aspirations and accomplishments (goals).

This report represents the work of twenty three jurors respecting this very basic premise that despite the diversity represented in our community,

**we share the commonality that each individual is trying to secure self-dignity in a safe space.**

This year's research and in-depth examination of public entities, resulted in this report that reflects recommendations in the areas of criminal justice, homelessness, mass transit, medical assistance, mental health, technical education, voter rights and water/air quality. With the guidance and assistance of Los Angeles County Civil Grand Jury Judges, County Counsel advisors and administrators, we leave with the hope that our work and dedication will have served to educate, enlighten and motivate our readers to continue on the path of collaboration. Together, we can walk the path that will dignify our hopes and aspirations for today and future generations.

With great appreciation for my team of Civil Grand Jurors,

Shirley Shiuga Zaragoza, Foreperson  
Los Angeles County Civil Grand Jury, 2022-2023

# THE LOS ANGELES COUNTY CIVIL GRAND JURY 2022-2023 FINAL REPORT

The Los Angeles County 2022-2023 Civil Grand Jury (CGJ), served from July 1, 2022 through June 30, 2023. The following provides a broad overview of the Civil Grand Jury's history, function, and make up.

## HISTORY OF GRAND JURIES

A precursor to the present Grand Jury is defined in Article 61 of the Magna Carta, signed by King John of England in 1215, protecting citizens from the arbitrary power of the crown. Thus the Grand Jury celebrated its 808<sup>th</sup> birthday in 2023. English colonist brought the grand jury system to the United States, enshrining it in the Fifth Amendment to the Constitution. "No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a grand jury."<sup>1</sup>

## CALIFORNIA

The first California Penal Code contained statutes providing for a Grand Jury. Early Grand Juries investigated local prisons, conducted audits of County books, and pursued matters of community concern. The role of the Grand Jury in California is unique in that by statutes passed in 1880, the duties include investigation of County government.<sup>2</sup>

California Penal Code § 888 states that,

"A grand jury is a body of the required number of persons returned from the citizens of the county before a court of competent jurisdiction, and sworn to inquire of public offenses committed or triable within the county."<sup>3</sup>

Each grand jury has been duly impaneled pursuant to Sections 904.5 to 904.9, inclusive of one grand jury in each county and shall be charged and sworn to investigate or inquire into county matters of civil concerns

---

<sup>1</sup> <https://constitution.congress.gov/constitution/amendment-5/>

<sup>2</sup> <https://www.bing.com/search?q=when+civil+grand+jury+started+in+california&aqs=edge.0.69i64i45018.98940j0j9&FORM=ANAB01&PC=LCTS>

<sup>3</sup> [https://california.public.law/codes/ca\\_penal\\_code\\_section\\_888](https://california.public.law/codes/ca_penal_code_section_888)

such as the needs of county officers, including the abolition or creation of offices for the purchase, lease, or sale of equipment for, or changes in the method or system of performing the duties of the agencies subject to investigation pursuant to section 914.1.<sup>4</sup>

Article 1, Section 23, of the State of California's Constitution requires that each all fifty-eight counties draw and summon a grand jury (civil or criminal) at least once per year.<sup>5</sup>

## **LOS ANGELES COUNTY GRAND JUROR SERVICES**

Within Los Angeles County, there are two separate Grand Jury Systems: Criminal and Civil. The required number of grand jurors is based on the size of the county. Los Angeles County with a population of an estimated ten million, has twenty-three members and a designated number of alternates. The criminal grand jury serves for thirty days, whereas the civil grand jury serves a full year term through the fiscal calendar year July 1<sup>st</sup> to June 30<sup>th</sup>.

### **FUNCTION**

The primary function of the CGJ is to investigate county, city, special districts, and school districts in Los Angeles County. The investigative powers of the Civil Grand Jury include the ability to audit the operations, accounts, and records of officers and departments. All investigations and audits by the CGJ must be conducted and completed during its term of office.

The CGJ has no power to substitute its own policies and/or procedures for those of local government. It is not an alternative form of government nor does it have arrest or investigative powers like those exercised by established law enforcement agencies. The jurisdiction of the CGJ is limited by statute, as follows:

---

<sup>4</sup> [https://california.public.law/codes/ca\\_penal\\_code\\_section\\_914.1](https://california.public.law/codes/ca_penal_code_section_914.1)

<sup>5</sup> <https://law.justia.com/constitution/california/article-i/section-23/#:~:text=Article%20I%20-%20Declaration%20of%20Rights%20Section%2023.,at%20least%20once%20a%20year%20in%20each%20county.>

- It must exercise its powers within the geographic boundaries of Los Angeles County.
- Subject matter jurisdiction is confined to the exercise of specific statutory powers. The CGJ has no jurisdiction or authority to investigate state or federal agencies.
- In carrying out its functions, members of the CGJ have no privilege to write or speak with immunity from civil or criminal action.
- With the exceptions of auditors, it cannot hire experts nor investigators to assist with its own investigation.
- The CGJ can act only as one body. Individual jurors have no authority nor official identity except when they sit as or perform their investigative duties.
- The powers of the CGJ are exercised only at its regular and lawful meetings.
- The findings of investigations conducted by the CGJ can be communicated only in the Final Report published at the conclusion of the jury's term on June 30, 2023. Prior to that time, all matters discussed are private and confidential.

## **REQUIREMENTS FOR BECOMING A CIVIL GRAND JUROR**

To become a civil grand juror, an individual:

- Must be a citizen of the United States, eighteen years of age or older, and a resident of the State of California and Los Angeles County for at least a year immediately prior to service.
- Cannot have been discharged as a grand juror in any California court within one year of the beginning date of service.
- Cannot have been convicted of wrongdoing while in office or any other high crime.
- **If anyone is interested in fulfilling their civic duty while serving on the Los Angeles County Civil Grand Jury, please go to [www.grandjury.co.la.ca.us](http://www.grandjury.co.la.ca.us) and register online.**



**Back Row (L-R):** Donald Lindgren, Carina Lister, Victor Lesley, Donald Gonzales, Wayne S. Dodds, James B. Bukowski, Leroy R. Titus, Deborah B. Humphrey, James R. Childress, George M. Padilla, Jenalea H. Smith, Dale LaCasella  
**Front Row (L-R):** Patricia A. Estrada, Michele Ashamalla, Marlene L. Walker, Shirley S. Zaragoza, Margaret A. Chapman, Leslie C. Flores, Carolyn Cobb  
**Not Pictured:** Alice Beener, Frank A. Murray, Richard S. Nordwind



**THE FOLLOWING CITIES ARE REPRESENTED BY THE  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY**

Agoura Hills  
Alhambra  
Altadena  
Cerritos  
Lakewood  
Glendale  
Long Beach  
Los Angeles

Pacific Palisades  
Rancho Dominguez  
Rancho Palos Verdes  
Sherman Oaks  
Torrance  
Tujunga  
Valencia



# TABLE OF CONTENTS

## INVESTIGATION COMMITTEE REPORTS

1. **Aging Out:** Transitional Aged Youth
2. **All Aboard: Is Metro Rail on Track**  
Safety, Sanitation, and Rider Experience
3. **Career Technical Education Pathway:** A Road Less Traveled
4. **Civil Grand Jury Compensation**
5. **Election Operations**
6. **Have We M.E.T.?**  
Mental Health Evaluation Teams and How They Work
7. **HHH:** Too Few, Too Much, Too Slow
8. **Housing Vouchers For Low income and Homeless Angelenos**
9. **The Inmate Reception Center:** An Outdated Process Imperils Staff, Inmates, and the Justice System
10. **Juvenile Justice CYA**
11. **Lack of Housing:** The Social Injustice of the 21<sup>st</sup> Century
12. **Los Angeles County Fire Department Workers Compensation**
13. **Medi-Cal Reimbursement:** The Final Resolution of an Ongoing Issue
14. **Prop 19:** Implementation and Related Matters
15. **Sheriff's Operations:** Examining Transparency, Accountability, and Community Policing within the LASD
16. **Storm Water Capture and Wastewater Reuse**
17. **Zero Emissions:** Air Quality Monitoring

## STANDING COMMITTEE REPORTS

1. **Ad Hoc**
2. **Audit**
3. **Citizen Complaints**
4. **Continuity**
5. **Detention**
6. **Edit**
7. **Hospitality**
8. **Information Technology**
9. **Publication**
10. **Speakers and Tours**



**AGING OUT**  
**Transitional Aged Youth**





# AGING OUT

## Transitional Aged Youth

### SUMMARY

Tonight, like every other night, more than 4,000 young people are homeless in Los Angeles County. Youth aging out of Probation and the Department of Children and Family Services constitute one of the chief pipelines to homelessness and poor life outcomes. These youth constitute a preventable failure in our social safety net.<sup>1</sup>

The future for youth aging out of the foster care and probation system is bleak. One study found that 12% of California foster youth become homeless within 18 months of aging out and another study found that over 24% had experienced homelessness within 3 years of aging out.<sup>2</sup> Other studies found that nationwide, 51% are unemployed within 2-4 years of aging out. 40% are on public assistance within 2-4 years of emancipation.<sup>3</sup> 85% of trafficked youth recovered by law enforcement have been the subject of a prior child welfare referral.<sup>4</sup>

If we are serious about assisting these youth to emancipate successfully, we must ensure that they are provided adequate services before they fall victim to homelessness, trafficking, or criminal involvement.

“Whether they are called ‘youth in transition,’ ‘transition age youth,’ ‘aging out youth,’ or other terms, youth in this age group experience a number of challenges on their pathway to successful adulthood.”<sup>5</sup>

The 2022-2023 Los Angeles County Civil Grand Jury (CGJ) Aging out Committee (Committee) refers to this age group as “Transitional Age Youth”<sup>6</sup> (TAY) ages of 16-24. They may receive services from the

<sup>1</sup> My Friend’s Place, Youth Homelessness is a National and Local Crisis.

<https://www.myfriendsplace.org/youth-homelessness>. Last accessed February 27, 2023.

<sup>2</sup> <https://socialinnovation.usc.edu/wp-content/uploads/2021/05/Foster-Youth-and-Homelessness-final-1.pdf>, at page 1 (last accessed on 04/06/2023)

<sup>3</sup> “Youth ‘aging out’ of foster care — People Affecting Community Change,”

<https://www.paccglobal.com/blog/ciaw5o7hb0zyskp1s730yci668ej3o#:~:text=The%20Urban%20Institute%20conducted%20a%20study%20where%20they,system%20were%20receiving%20public%20assistance%20or%20were%20incarcerated.>

<sup>4</sup> <https://file.lacounty.gov/SDSInter/bos/supdocs/128811.pdf>.

<sup>5</sup> Youth.org, Transition Age Youth. <https://youth.gov/youth-topics/transition-age-youth>. Last accessed August 22, 2022.

<sup>6</sup> The Annie E. Casey Foundation, Youth in Transition (Aging Out). [https://www.aecf.org/topics/youth-in-transition?msckid=10e429e6113a12c088824a27b1d7fc7d&utm\\_source=bing&utm\\_medium=cpc&utm\\_campaign=Youth+in+Transition+-01/22/2022\)+Topics&utm\\_term=youth+in+transition&utm\\_content=Youth+in+Transition](https://www.aecf.org/topics/youth-in-transition?msckid=10e429e6113a12c088824a27b1d7fc7d&utm_source=bing&utm_medium=cpc&utm_campaign=Youth+in+Transition+-01/22/2022)+Topics&utm_term=youth+in+transition&utm_content=Youth+in+Transition). Last accessed August 22, 2023.



Department of Children and Family Services (DCFS), Probation Department (Probation), Department of Mental Health (DMH), Department of Public Social Services (DPSS), Los Angeles County Office of Education (LACOE), Covenant House, or Hope the Mission. Youth between those ages must cope with immediate practical issues such as employment, education, and financial issues, as well as deeper emotional life issues including drug use, mental health matters, homelessness, crime and sexual exploitation. Every young person between those ages should be afforded the opportunity to:

- Obtain a high school diploma or General Education Development (GED)
- Attend college or a vocational training school
- Have a sustainable income by getting a job
- Have entrepreneurial/business opportunities
- Have suitable housing
- Develop life skills
- Grow successfully into adulthood

## **BACKGROUND**

The California Fostering Connections to Success Act<sup>7</sup> was signed into law on September 30, 2010, through Assembly Bill 12 (AB 12),<sup>8</sup> which extended the ability of youth under the child welfare and/or probation systems to voluntarily remain in the court system until age 21. This bill supported a number of efforts to build the skills and resources of youth 16-21. This legislation included benefits, transitional support services for eligible youth, and extended Adoption Assistance Payments and Kinship Guardianship Assistance Payments. Previously, when a youth turned 18 while under DCFS, they were aged out of the system and became responsible for their own welfare. Now, they become TAYs who are eligible to continue receiving assistance from DCFS and Probation.

The eligibility qualifications criteria for AB 12 are:

---

<sup>7</sup> California Courts, the Judicial Branch of California, AB 12 / 212: California Fostering Connections to Success. <https://www.courts.ca.gov/7988.htm#:~:text=Assembly%20Bill%2012%20%28Beall%3B%20Stats.%202010%2C%20ch.%20559%29%2C,support%20needed%20to%20gradually%20become%20fully%20independent%20adults>. Last accessed April 6, 2023.

<sup>8</sup> California Department of Social Services <https://www.cdss.ca.gov/inforesources/foster-care/extended-foster-care-ab12>. Last accessed July 29, 2022.



- 1) *The youth must be at least 18 years but under 21 years of age*
- 2) *The youth must be subject to a foster care placement order on their 18<sup>th</sup> birthday, placing them under the care of a county child welfare agency or probation department.*
- 3) *In addition, the youth must meet at least one of the following criteria:*
  - a) *Working toward completion of high school or equivalent program (GED)*
  - b) *Enrolled in college, community college or a vocational educational program*
  - c) *Working at least 80 hours a month*
  - d) *Participating in a program designed to assist in gaining employment*
  - e) *Unable to do one of the above requirements because of a documented medical condition”<sup>9</sup>*

On March 29, 2011, the Los Angeles County Board of Supervisors (BOS) directed the Chief Executive Officer to implement the Countywide Youth Self-Sufficiency Action Plan.<sup>10</sup> The plan detailed how participating County departments and County-affiliated partners would work towards establishing youth self-sufficiency as a Countywide goal. The plan included using existing resources, forming new partnerships, testing pilot programs and activities, and making policy changes to assist youth from birth to 24, served by DCFS and Probation, to become successful, thriving adults.<sup>11</sup>

A Case Social Worker (CSW) in the child welfare system and Deputy Probation Officer (DPO) in the probation system work with the youth to develop a Transitional Independent Living Plan (TILP) which includes the youth’s plan and goals for transition into adulthood.<sup>12</sup> The youth signs an agreement to meet with a social worker/probation officer once a month to discuss the goals outlined in their TILP. In order for a foster parent to receive payments, the non-minor dependent must reside in an eligible certified Resource Family Home, home of a relative or non-related extended family member, licensed foster family home, certified foster family, agency home, or the home of non-related legal guardian.

---

<sup>9</sup> Los Angeles County Department of Children and Family Services, The Independent Living Program, Assembly Bill (AB) 12. <https://www.ilponline.org/AB12>. Last accessed July 29, 2022.

<sup>10</sup> William T. Fujioka, ‘Implementing the Countywide Youth Self-Sufficiency Action Plan,’ County of Los Angeles Chief Executive Office. October 25, 2011. [https://file.lacounty.gov/SDSInter/bos/bc/167970\\_IMPLEMENTINGTHECOUNTYWIDEYOUTHSELF-SUFFICIENCYACTIONPLAN.pdf](https://file.lacounty.gov/SDSInter/bos/bc/167970_IMPLEMENTINGTHECOUNTYWIDEYOUTHSELF-SUFFICIENCYACTIONPLAN.pdf)

<sup>11</sup> Ibid.

<sup>12</sup> Los Angeles County Department of Children and Family Services, Policy-Los Angeles County, California, [http://policy.dcfs.lacounty.gov/Content/Transitional\\_independent.htm](http://policy.dcfs.lacounty.gov/Content/Transitional_independent.htm). Last accessed April 6, 2023.



In certain circumstances, the youth may receive money directly for their placement.

The 2022-2023 Aging Out Committee (Committee) focused its interviews, inquiries and investigations on four Los Angeles County Departments: DCFS, Probation, Department of Mental Health (DMH), and Department of Public Social Services (DPSS). The Committee also conducted interviews with the Department of Public Health (DPH), Los Angeles County Office of Education (LACOE), and Foster Care parents. The Committee also studied articles written in the fields of mental health and development stages for youth aged 14-24.

DCFS is responsible for the placement of children from birth to age 18 into approved foster homes.<sup>13</sup> When the department receives a report of possible child abuse and neglect, an investigation is opened. During the course of the investigation, DCFS assesses the situation and determines if the information is unfounded, inconclusive, or substantiated. If DCFS substantiates the allegations and determines that court supervision is needed, a petition is filed, and a hearing is held in the Juvenile Dependency Court.<sup>14</sup> A judge adjudicates the case and determines the services to be provided to the family. Children/youth may remain in the home of their parent(s) or be placed with relatives, friends of the family or in an approved foster or group home. The case is then assigned to a CSW based on the geographical location of the child's placement.

Assembly Bill 1735<sup>15</sup> was enacted on September 18, 2022. It added to the Foster Youth Rights in the Welfare and Institution Code §16001.9. The law identifies many of the rights guaranteed to youth, and includes the following:

- (1) *To live in a safe, healthy, and comfortable home where they are treated with respect.*
- (2) *To be free from physical, sexual, emotional, or other abuse, corporal punishment, and exploitation.*
- (3) *To receive adequate and healthy food, adequate clothing, grooming and hygiene products, and an age-appropriate allowance.*
- (4) *To be placed in the least restrictive setting possible.*

---

<sup>13</sup> Interview with DCFS staff, August 15, 2022.

<sup>14</sup> The Superior Court of California, County of Los Angeles, What is Juvenile Dependency Court? <https://www.lacourt.org/division/juvenile/JV0010.aspx>. Last accessed July 18, 2022.

<sup>15</sup> Los Angeles County Department of Children and Family Services, Foster Youth Bill of Rights, [https://dcfs.lacounty.gov/youth/know-your-rights/#Foster\\_Youth\\_Bill\\_of\\_Rights](https://dcfs.lacounty.gov/youth/know-your-rights/#Foster_Youth_Bill_of_Rights). Last accessed April 6, 2023.



- (5) *To be placed with a relative or nonrelative extended family member if available.*
- (6) *To not be locked in any portion of their foster care placement, unless placed in a community treatment facility.*
- (7) *To have a placement that utilizes trauma-informed and evidence-based de-escalation and intervention techniques.*
- (8) *To not be detained in a juvenile detention facility based on their status as a dependent of the juvenile court or the child welfare services department's inability to provide a foster care placement.*
- (10) *To be free from unreasonable searches of personal belongings.*
- (12) *To visit and contact siblings, family members, and relatives privately.*
- (14) *To have social contacts with people outside of the foster care system.*
- (15) *To attend religious services, activities, and ceremonies of the child's choice.*
- (16) *To participate in extracurricular, cultural, racial, ethnic, personal enrichment, and social activities.*
- (17) *To have fair and equal access to all available services, placement, care, treatment, and benefits.*
- (22) (A) *To access and receive medical, dental, vision, mental health, and substance use disorder services, and reproductive and sexual health care.*
- (27) *To attend school.*
- (29) *To attend Independent Living Program classes and activities.*
- (30) *To maintain a bank account and manage personal income.*
- (31) *To work and develop job skills at an age-appropriate level, consistent with state law.*
- (37) *To be involved in the development of their own case plan, including placement decisions, and plan for permanency.*
- (38) *To review the child's own case plan and plan for permanent placement if the child is 10 years of age or older, and to receive information about their out-of-home placement and case plan, including being told of changes to the plan.*





- (39) *To request and participate in a child and family team meeting, as follows:*
- (A) *Within 60 days of entering foster care, and every 6 months thereafter.*
  - (B) *If placed in a short-term residential therapeutic program, or receiving intensive home-based services or intensive case coordination, or receiving therapeutic foster care services, to have a child and family team meeting at least every 90 days.*
  - (C) *To request additional child and family team meetings to address concerns, including, but not limited to, placement disruption, change in service needs, addressing barriers to sibling or family visits, and addressing difficulties in coordinating services.*
  - (D) *To have both informal and formal support people participate, consistent with state law.*

*(Amended by Stats. 2022, Ch. 405, Sec. 1. (AB 1735) Effective January 1, 2023.) WIC §16001.9.<sup>16</sup>*

A youth who has aged out of the dependency system and chooses not to receive services as a TAY may be eligible to receive assistance through DPSS.<sup>17</sup> If single, a youth may be eligible for General Relief and Cal-Fresh (food stamps). The youth receives Medi-Cal while under DCFS or Probation. The case may be in their parent's name; however, upon turning 18, the case may be changed to their own name without disruption in eligibility or service. A youth who is a single parent may apply for CalWORKs, which includes Cal-Fresh and Medi-Cal.<sup>18</sup>

A large longitudinal study by the University of Chicago on California youth aging out found significant positive results and no long term harm in the implementation of the policy of allowing youth to remain in care beyond 18. The results are impressive and worth further examination. The study (still on-going) is finding that the extended period allowing youth to remain in care is associated with a range of important benefits for young people.

---

<sup>16</sup> California Welfare and Institutions Code §16001.9.

<sup>17</sup> Interview with DCFS administrator, October 3, 2022.

<sup>18</sup> Ibid.



“Compared to youth who left care, youth who remained in care were much more likely to obtain a secondary credential and to continue on to college. In terms of economic well-being, remaining in care significantly decreased the likelihood of economic hardship, homelessness, and reliance on need-based public aid, while it increased youths’ access to financial assets. Lastly, remaining in care was associated with an impressive reduction in the likelihood that youth would be convicted of a crime, an outcome that often has lifelong consequences.”

“Importantly, we found no evidence that remaining in care increases the risk of poor outcomes for youth transitioning to adulthood from the foster care system.”<sup>19</sup>

The Committee reviewed the requirements to become a foster parent through DCFS. An extensive application process is conducted and applicants must be a Los Angeles resident and at least 18 years of age. Foster parents can:

- Be single, married, divorced, or living with a partner,
- Live in an apartment, house, or rent a room,
- Be any race, ethnicity, religion, sexual orientation, or culture,
- Be working parent with appropriate child care.<sup>20</sup>

DMH provides mental health services for DCFS,<sup>21</sup> Probation, LACOE, and residents of Los Angeles County.<sup>22</sup> Approximately 85% of the clinicians providing services are contracted from certified vendors and Community Based Organizations (CBOs).<sup>23</sup> A clinician is assigned to provide services to children/youth under DCFS and becomes part of the MDT. The clinician is responsible for developing a plan and providing counselling and teaching life skills. A psychiatrist can be assigned to counsel and administer medication as needed. It is understandable that a youth might develop mental health problems as a result of the trauma experienced when removed from their parents and placed with strangers. Other pre-existing mental health issues may be due to genetic factors, neglect, abuse, or other conditions.

---

<sup>19</sup> Mark E. Courtney, Nathanael J. Okpych, “Memo from CalYOUTH: Early Findings on the Relationship between Extended Foster Care and Youths’ Outcomes at Age 19,” Chapin Hall at the University of Chicago. March 2017. [https://www.chapinhall.org/wp-content/uploads/CY\\_EF\\_IB0317.pdf](https://www.chapinhall.org/wp-content/uploads/CY_EF_IB0317.pdf).

<sup>20</sup> <https://dcfs.lacounty.gov/caregivers/become-a-foster-parent/#eligibility>

<sup>21</sup> Interview September 12, 2022, with DMH manager.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.



Probation becomes the lead department responsible for the care of a child/youth who commits a crime and is sent by the court to a Secure Youth Treatment Facility or camp.<sup>24</sup> Detention Service Officers (DSO) are on duty 24/7 and supervise the care of the youth. An MDT, which includes a DPO, a mental health clinician, and LACOE personnel, is formed to assess the risk, development, and needs of the youth. DCFS provides information and data to Probation to ensure the continuity of services.

While a child/youth is under the jurisdiction of Probation and residing in a camp, LACOE provides their education. An education specialist<sup>25</sup> is assigned to ensure the continuation of education. Remedial education is provided during the time they are residing in the Probation camps if needed. LACOE assists the youth to obtain a high school diploma or GED, and attend a community college or university. LACOE is also responsible for developing Independent Education Plans (IEP) for those children/youth who have various disabilities.<sup>26</sup>

Hope the Mission, formerly known as Hope of the Valley Mission, is a non-profit agency involved in building and offering housing for the homeless.<sup>27</sup> The Committee visited and interviewed staff at the Trebek Center, located in Northridge, which offers housing for adults and aged out youth who have declined continued services from DCFS and Probation.

Covenant House California (CHC)<sup>28</sup> operates a Safe Haven Program<sup>29</sup> for TAY who are experiencing homelessness. The youth housed at CHC are not under DCFS/Probation supervision. Administration at CHC stated, "The emphasis of care had evolved into a coordinated entry system."<sup>30</sup> This approach focuses on the mental state needs of the youth and provides housing first model.<sup>31</sup> CHC has an outreach program but states most of their referrals are by word of mouth.<sup>32</sup>

---

<sup>24</sup> Interview September 7, 2022, with Probation manager.

<sup>25</sup> Interview October 18, 2022, with Probation manager.

<sup>26</sup> University of Washington, Access Computing, What is an Individualized Education Plan? <https://www.washington.edu/accesscomputing/what-individualized-education-plan#:~:text=An%20Individualized%20Education%20Plan%20%28or%20Program%29%20is%20also,wit h%20a%20disability%2C%20family%20members%2C%20and%20for%20designated%20advocates>. Last accessed September 7, 2022.

<sup>27</sup> "Mission - Hope The Mission," <https://www.hopeofthevalley.org/mission/>

<sup>28</sup> Covenant House California, <https://covenanthousecalifornia.org/>. Last accessed January 31, 2023.

<sup>29</sup> Interview January 24, 2023, Safe Haven Program Handbook provided by staff.

<sup>30</sup> Interview January 24, 2023, with Covenant House.

<sup>31</sup> Center for Evidence-based Solutions to Homelessness, <http://www.evidenceonhomelessness.com>. Last accessed February 17, 2023.

<sup>32</sup> Interview January 24, 2023, with Covenant House.



## METHODOLOGY

The Committee conducted interviews with:

- DCFS
- DPH
- Probation
- DMH
- DPSS
- LACOE
- Foster parents
- Covenant House
- Hope The Mission
- TAYs

The Committee focused on the procedures of DCFS, Probation, DMH, and DPSS. In addition, the Committee studied numerous websites and articles written by experts in the fields of mental health and brain development of youth aged 14-24 years. We visited several juvenile probation camps and Secure Youth Treatment Facilities. We met with the county's Inspector General, who provides oversight over the Juvenile Probation Department. We reviewed hundreds of documents from the departments listed above.

## INVESTIGATION

### DEPARTMENT OF CHILDREN AND FAMILY SERVICES

DCFS is responsible for the child/youth from birth to age 21, who are part of the Los Angeles County Juvenile Dependency Court system.<sup>33</sup> If the court determines a child/youth has suffered abuse, neglect, exploitation, and/or other endangering situations and conditions, the case is assigned to a CSW.<sup>34</sup> Children may remain in the home of their parent(s) or are placed with relatives, certified foster parents, group homes, or other approved living arrangements. Following instructions from the court, DCFS implements a case plan with a MDT which can include, based on the child's needs, agencies such as DMH, Probation, LACOE, or a local school district official, foster parent(s), and any other agency or person who has an interest in the child/youth. In addition, a

---

<sup>33</sup> The Superior Court of California, County of Los Angeles, Juvenile.

[www.lacourt.org/division/juvenile/juvenile.aspx](http://www.lacourt.org/division/juvenile/juvenile.aspx). Last accessed November 21, 2022.

<sup>34</sup> Los Angeles County Department of Children and Family Services, Procedural Manual, Welfare and Institutions Code § 300. Provided by staff August 20, 2022.



Child Family Team is formed and includes the child, family, foster parents, and county departments as needed.<sup>35</sup>

According to information provided by a DCFS representative, 1,780 CSWs have youth between the ages of 14-21 assigned to their caseloads.<sup>36</sup> The 2010-2011 Civil Grand Jury report, "Transition Age Youth Journey,"<sup>37</sup> outlined the CSW procedures as follows:

- At 14 the CSW initiates development of a Transitional Independent Living Plan (TILP), which remains voluntary until age 16.<sup>38</sup>
- At 16, the TILP becomes mandatory.
- Ninety days before the youth's 18<sup>th</sup> birthday, the CSW initiates a "90 Day Transition Plan," detailing education, housing, and career plans.<sup>39</sup>

The CSW convenes the MDT and begins the transitional process at age 16.<sup>40</sup> TAYs between the ages of 16-20, who meet certain criteria, are eligible to receive services from the Independent Living Program.<sup>41</sup> The CSW follows the procedures as outlined<sup>42</sup> and the youths are eligible if they meet the following criteria:

- Were or are in a suitable placement order or foster care placement at any time from age 16-18
- Were adopted any time after age 16
- Were or are under a legal guardianship with a relative or nonrelated extended family member and receive or are receiving Kin Gap<sup>43</sup> services or payments at any time after age 16.
- Were or are in a Dependency Court order non-related legal guardianship that was granted on or after the youth's eighth birthday

Transitional housing is offered to those who were in a suitable placement order any time after age 16 and/or who emancipated from court

---

<sup>35</sup> Interview March 16, 2023, with DCFS manager.

<sup>36</sup> Interview September 19, 2022, with DCFS manager.

<sup>37</sup> "Transitional Youth Age (TAY) Journey," 2010-2011 Los Angeles County Civil Grand Jury Final Report, p. 182. <http://grandjury.co.la.ca.us/Final%20Grand%20Jury%20Report/FINAL%20REPORT%202010-2011%20LOS%20ANGELES%20COUNTY%20CIVIL%20GRAND%20JURY.pdf>.

<sup>38</sup> Law Insider, Transitional Independent Living Plan (TILP) definition, <https://www.lawinsider.com/dictionary/transitional-independent-living-plan-tilp#:~:text=Transitional%20Independent%20Living%20Plan%20%20>. Last accessed January 25, 2023.

<sup>39</sup> Interview of September 9, 2022, with DCFS manager.

<sup>40</sup> Department of Children and Family Services letter to Civil Grand Jury November 21, 2022.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

<sup>43</sup> California Department of Social Services, Payments. <https://www.cdss.ca.gov/inforesources/caregiver-advocacy-network/payments#>. Last accessed November 21, 2022.



jurisdiction at age 18.<sup>44</sup> The CSW provides at least the following services:<sup>45</sup>

- Funding to assist with college, vocational school, transportation and other needs
- Individual life skills support
- Transitional Housing
- Support groups or networks to help them establish lifelong connections

The Committee interviewed a certified foster parent who has been fostering for 26 years.<sup>46</sup> Their certification included special needs care and fostering older children. In addition to the initial mandatory foster parent training, this foster parent chose to receive training in special needs care and fostering older children, classes that were not required. The parent is currently fostering an 18 year old. The foster parent stated that when a child was assigned to the home, "DCFS would drop the child off, but did not provide background information on the child."

The information the foster parent needed was medical, education, mental, habits history, and any other pertinent information which would assist in establishing a relationship with the child. In addition, the foster parent stated that pertinent documents to be provided to the youth, such as birth certificate, school records, social security card, and medical information were not provided. Also, the foster parent believed that DCFS was negligent in not training the youth how to apply for a bank account or credit card, or complete an employment application. These are necessary skills the youth needs to become successful as they transition to adulthood. This foster parent felt DCFS was hesitant and remiss in communicating and responding to requests and did not offer or provide assistance on a timely basis.

In January 2017, DCFS implemented Resource Family Approval (RFA) under the State's Continuum of Care Reform Initiative.<sup>47</sup> The RFA is the approval process for licensing foster family homes and approving relatives and nonrelative extended family members as foster care providers. It is also used to approve families for legal guardianship or adoption.

---

<sup>44</sup> Department of Children and Family Services letter to Civil Grand Jury November 21, 2022.

<sup>45</sup> Ibid.

<sup>46</sup> Interview October 26, 2022, with foster parent.

<sup>47</sup> California Department of Social Services, Continuum of Care Reform.

<https://www.cdss.ca.gov/resource-families/continuum-of-care-reform>. Last accessed January 13, 2023.



DCFS uses a "Level of Care Protocol"<sup>48</sup> based on five domains for each child: Physical, Behavioral/emotional, Educational, Health, Permanent/family services.<sup>49</sup> The Resource Family Approval Written Directives outline the responsibilities of DCFS in providing information and updates to the foster parent on a timely basis.<sup>50</sup> The foster parent is expected to engage in activities that assist the child in functioning and developing life skills. The level of care rating determines if additional services will be provided and if additional funds will be issued. As stated above, the rating information often was not provided in a timely manner.

All resource family applicants are required to complete an orientation, which includes expectations of their roles and responsibilities to ensure they are familiar with the requirements as they go through the application process. Prospective foster parents are required to complete 12 hours of pre-approval training during the application process, 8 hours of pre-placement training, and eight hours of annual training.<sup>51</sup> There does not appear to be mandatory training for foster parents related specifically to working with youth who are in their transitional period.

The Committee was informed that, in general, DCFS does not include and fails to effectively coordinate with Probation, DMH, and DPSS for the transition.<sup>52</sup>

Upon turning 18, youth have a choice whether or not to remain in the foster care system. Youth who decide to leave the system may return to receive services before the age of 21. DCFS provides two different transitional housing opportunities for eligible youth:

- The Transitional Housing Program for Non-Minor Dependents (THPP-NMD) is for youth who are in foster care aged 18-21.<sup>53</sup> Only youth who are in a suitable placement order for at least one day after the age of 16 are eligible for THPP-NMD.<sup>54</sup>

---

<sup>48</sup> California Department of Social Services, Level of Care and Rates Information. <https://www.cdss.ca.gov/inforesources/cdss-programs/continuum-of-care-reform/level-of-care-and-rates-information>. Last accessed January 13, 2023.

<sup>49</sup> Interview of October 26, 2022, with foster parent.

<sup>50</sup> California Department of Social Services, Resource Family Approval [Resource Family Approval Program \(ca.gov\)](https://www.cdss.ca.gov/inforesources/cdss-programs/continuum-of-care-reform/level-of-care-and-rates-information)

Written Directives, Version 8. Effective date 11/01/2022.

<https://www.cdss.ca.gov/Portals/9/RFA/Written%20Directives%20V8.pdf?ver=2022-11-02-102947-957>. Document provided by DSS December 21, 2022.

<sup>51</sup> [https://dcfs.lacounty.gov/caregivers/become-a-foster-parent/#Training\\_Requirements](https://dcfs.lacounty.gov/caregivers/become-a-foster-parent/#Training_Requirements)

<sup>52</sup> Interview of October 26, 2022, with foster parent

<sup>53</sup> California Department of Social Services, Transitional Housing Programs for Current and Former Foster Youth. <https://www.cdss.ca.gov/inforesources/foster-care/transitional-housing-programs>. Last accessed January 13, 2023.

<sup>54</sup> John Burton Advocates for Youth, Information About THP-NMD & Extended Foster Care. Updated April 13, 2021. <https://jbay.org/resources/information-about-thp-nmd-extended-foster-care/>. Last accessed January 13, 2023.



- The Transitional Housing Program Plus (THP Plus) is for youth who have exited care. Services can be extended to age 25 if the youth is enrolled in school. Only youth who emancipate from court jurisdiction are eligible for THP Plus.<sup>55</sup>

## LOS ANGELES COUNTY PROBATION DEPARTMENT

If a child or youth commits a crime, upon adjudication by the courts, they may be confined to a juvenile probation camp. If the child or youth is under the Juvenile Dependency Court jurisdiction, the lead agency to provide case supervision is transferred from DCFS to Probation; then Probation and DCFS consult to coordinate the services to be provided. Upon a disposition from the Juvenile Dependency Court,<sup>56</sup> the Assessment DPO confers with Juvenile Court Health Services (JCHS),<sup>57</sup> DMH, LACOE, parents/guardians, and the youth and completes a Los Angeles Risk and Resiliency Check-up<sup>58</sup> (LARRC). Upon identifying areas which would benefit the youth, a determination which fits their needs is made; then the youth is scheduled for placement at a camp under the Probation Division of Juvenile Services.<sup>59</sup> Probation immediately transfers the case to a DPO specifically assigned to the camp. An MDT is then formed consisting of Probation, DMH, LACOE and DCFS.

As of November 17, 2022, the number of youth 16-18 in California Division of Juvenile Justice (formerly California Youth Authority) was 1,899, of which 87% are 16 years or older.<sup>60</sup> Approximately 121 of them will be returning to Los Angeles County in 2023.<sup>61</sup> Some of the youth have already returned and are currently housed in Probation camps or halls. Camp Kilpatrick, the most modern/well-equipped facility, located in Malibu, will house up to 48 probationers.<sup>62</sup>

The Committee reviewed the case planning and the procedures provided by Probation. According to Probation, their mission is to effect positive probationer behavioral change by taking a systematic approach to identifying needs and providing targeted intervention.

---

<sup>55</sup> TransitionalHousing.org. <https://www.transitionalhousing.org>. Last accessed November 21, 2022.

<sup>56</sup> The Superior Court of California, County of Los Angeles, What is Juvenile Dependency Court? <https://www.lacourt.org/division/juvenile/JV0010.aspx>. Last accessed August 16, 2022.

<sup>57</sup> Health Services of LA County, Juvenile Court Health Services. <https://dhs.lacounty.gov/juvenile-court-health-services/>. Last accessed April 6, 2023.

<sup>58</sup> County of Los Angeles Probation, Residential Treatment & Camp Services. <https://probation.lacounty.gov/residential-treatment-and-camp-services>. Last accessed November 21, 2022.

<sup>59</sup> Interview November 17, 2023, with Probation manager.

<sup>60</sup> County of Los Angeles Probation letter to Civil Grand Jury November 17, 2022.

<sup>61</sup> Interview November 17, 2023, with Probation manager.

<sup>62</sup> Interview with Probation Department, November 17, 2022.





The goal of the DPOs is to assure the probationer receives a consistent continuum of care.<sup>63</sup> The primary duties and responsibilities are:

- Review the case, and document any special court orders and/or instructions.
- Case management and coordination of all services to be provided
- Orient the youth; calendar next court date.
- Ensure all Court Reports are completed and submitted in a timely manner.
- Document all pertinent information and case contacts, and enter them in the computer system.
- Coordinate family engagement and unification.
- Facilitate small group sessions with emphasis on cognitive behavioral therapy.

Upon assignment to a camp, Probation provides education, medical, and mental health services. Staff from each of the departments formulate the MDT and are scheduled to meet within ten days of placement. The MDT assigned to the youth continues to meet and provide services as determined.

Probation's Youth Development Services (YDS) has a mission to provide transition age youth with skills, experience, and assistance that will enable them to lead health, productive, responsible, and self-sufficient adult lives.<sup>64</sup> In collaboration with other County departments, Probation develops an individual plan for qualifying youth up to 24 years of age who exit the system with skills, experiences and assistance that will enable them to lead healthy, productive, responsible, self-sufficient adult lives.<sup>65</sup>

The Placement Services Bureau, under Probation, assists TAYs in transitioning into housing.<sup>66</sup> Housing programs are designed to assist youth to successfully transition to and maintain permanent and affordable housing. Transitional housing provides the youth with the support and time necessary to meet the demands of adulthood.

---

<sup>63</sup> Interview November 17, 2023, with Probation manager.

<sup>64</sup> Los Angeles County Probation Department, Los Angeles County Probation Department Placement Services Bureau Manual 2010. [https://file.lacounty.gov/SDSInter/probation/1102319\\_PSB\\_Manual.pdf](https://file.lacounty.gov/SDSInter/probation/1102319_PSB_Manual.pdf). Last accessed April 5, 2023.

<sup>65</sup> Youth eligible up to 24 years and one day before 25<sup>th</sup> birthday. Information provided by Probation Staff on November 17, 2022.

<sup>66</sup> Los Angeles County Probation Department, Los Angeles County Probation Department Placement Services Bureau Manual 2010. [https://file.lacounty.gov/SDSInter/probation/1102319\\_PSB\\_Manual.pdf](https://file.lacounty.gov/SDSInter/probation/1102319_PSB_Manual.pdf). Last accessed April 5, 2023.



THP-Plus provides affordable transitional housing and comprehensive support services to youth formerly under foster care and probation.<sup>67</sup> The goal is to provide a safe living environment while helping youths to achieve self-sufficiency after aging-out of the foster care and juvenile probation systems.

Services provided to participants will include but are not limited to the following:

- Case management services
- Life skill training
- Money management skills
- Mental health and/or substance abuse services
- Referrals to childcare providers (if single parent)
- Employment and educational training
- Individual and group counseling
- 24-hour crisis intervention and support
- Medical and dental care
- Socialization skills and self-esteem training

The role of the DPO who serves as Transition Coordinator (TC) is to provide information, support, and assistance to 18 year olds leaving foster care or being released from a camp.<sup>68</sup> Transition Resource Centers (TRC) are strategically placed at seven locations throughout Los Angeles County, with the goal of helping ILP-eligible youth obtain needed skills and resources. The centers are available for those preparing to leave foster care and those who have already left. TRCs provide opportunities for participants to receive GEDs, college education and vocational training. Youth can receive services up to the day before their 21<sup>st</sup> birthday.

The Transition to Permanency Project (TPP) provides housing with case management supportive services for 18-24 year olds who are not eligible for ILP when they become homeless or are at risk of becoming homeless. To be eligible, the youth must have had contact with the County criminal system.<sup>69</sup>

The DPO assigned as case manager is able to provide a full range of probation services such as:

---

<sup>67</sup> County of Los Angeles Probation letter to Civil Grand Jury November 21, 2022.

<sup>68</sup> Los Angeles County Probation Department, Los Angeles County Probation Department Placement Services Bureau Manual 2010. [https://file.lacounty.gov/SDSInter/probation/1102319\\_PSB\\_Manual.pdf](https://file.lacounty.gov/SDSInter/probation/1102319_PSB_Manual.pdf). Last accessed April 5, 2023.

<sup>69</sup> Los Angeles County Department of Children and Family Services, Transitional Housing Services. [https://file.lacounty.gov/SDSInter/probation/1102319\\_PSB\\_Manual.pdf](https://file.lacounty.gov/SDSInter/probation/1102319_PSB_Manual.pdf). Last accessed April 24, 2023.



- Determine eligibility for potential projects and begins the intake process.
- Connect project participant with affordable housing options.
- Determine appropriate rental assistance or other financial support.
- Research and collaborate with county and community based social services support programs.
- Collaborate with Probation, DCFS, DMH, Emancipation Services, and Transition Age Youth programs.
- Track services provided, such as financial, rental and assistance referrals.

## **DEPARTMENT OF MENTAL HEALTH**

The Committee reviewed DMH *Juvenile Justice Mental Health Policy and Procedure Manual, 2022*.<sup>70</sup> The manual outlined services to children/youth under DCFS and Probation. Mental Health staff are assigned to a specific camp/hall. However, according to the staff, if a child/youth or family is represented and advised by an attorney, they have the right to decline services unless the court mandates treatment.<sup>71</sup>

A staff of 300 clinicians maintain the caseload; 85% of these clinicians are from contracted agencies.<sup>72</sup>

---

<sup>70</sup> Provided during an interview at Department of Mental Health interview October 11, 2022.

<sup>71</sup> Ibid.

<sup>72</sup> Ibid.



### Mental Health Staffing Profile

Full Time Staff

	Camp						
	Camp	Barry J Nydorf	Central	Dorothy Kirby	Camp	Camp	Barry J Nydorf
	Kilpatrick	Juvenile Hall	Juvenile Hall	Center	Afflerbaugh/Paige	Rockey	Assessment Unit
Psychiatrist	1	4	6	2.5	1	1	
Mental Health Worker	11	12			10	7	4
Mental Health/lcsw/mft			18	4			
Psychologist		4	6	3	1	1	2
MH Program Manager	1	1	1	1	0.66	0.33	
MH Clinical Supervisor	2	3	4	2	2		
MH Service Coordinator		1	4				
Supervisor Psychologist		1	1	1		1	
Sub. Abuse coordinator		1	1	1	1	1	
Medical case worker		1	2				
Psych Tech			1				
Rec. Therapist				1			
Parent Advocate				1			

\*Dorothy Kirby does include Probation Clinical Staff

The Committee focused on the services provided for TAYs serving time in the camps/halls. The DMH staff provides mental health and supportive services. Services are provided for the Seriously Emotionally Disturbed (SED) and Severe and Persistently Mentally Ill (SPMI) for youth ages 16-24. The staff considers this a priority population for services and emphasizes on outreach and engagement of those currently unserved and underserved.<sup>73</sup>

The priority population include:<sup>74</sup>

- TAY struggling with substance abuse disorder
- TAY who are homeless or at-risk of homelessness
- TAY aging out of the children’s mental health, child welfare or juvenile justice systems
- TAY leaving long-term institutional care

The Probation camp services provided to TAYs focus on those with co-occurring substance abuse disorders and those who have suffered

<sup>73</sup> Ibid.

<sup>74</sup> Los Angeles County Department of Mental Health interview October 11, 2022.



trauma.<sup>75</sup> DMH participates in the MDT, as treatment is critical in assisting this population to reach their potential as they transition back to the community.<sup>76</sup>

DMH focuses on the following items:

- Assessments
- Substance-abuse treatment
- Gender-specific treatment
- Medication support
- Aftercare planning
- Transition services (including housing and other intensive community-based mental health services)<sup>77</sup>

Department of Mental Health  
Average Daily Number of Open Mental Health Cases  
and Average Daily Number of Youth Psychotropic Medications

Facility Type	Facility	Average Daily # of Open Cases		Average Daily # of Youth on Meds	
		2021	2022	2021	2022
Juvenile Hall			1/1 - 8/31		1/1 - 8/31
	Barry J. Nidorf	120	143	64	90
	Central JH	121	156	50	63
Residential Placement Camp					
	Dorothy Kirby	48	37	36	30
	Afflerbaugh	22	21	8	11
	Paige	22	18	8	10
	Rockey	22	19	11	9
	Camp Kilpatrick	24	11	17	8

The staff is faced with many challenges in treating the youth. Besides the numerous emotional problems the youth face, the clinicians must develop a treatment plan for recovery by providing assistance in healing, confidence, self-awareness, making decisions and developing trust.<sup>78</sup> Unfortunately, DMH does not conduct in-depth Cognitive Behavioral Therapy.<sup>79</sup>

<sup>75</sup> Ibid.

<sup>76</sup> Ibid.

<sup>77</sup> Provided during an interview at Los Angeles County Department of Mental Health interview October 11, 2022.

<sup>78</sup> Los Angeles County Department of Mental Health interview October 11, 2022.

<sup>79</sup> Ibid.



## LOS ANGELES COUNTY OFFICE OF EDUCATION

Probation informed the Committee that LACOE provides all the educational services for the camps/halls. Teachers are assigned to work directly with the youth. According to Probation, LACOE is an essential part of the MDT and provides information regarding any learning disabilities or other learning factors of the youth.<sup>80</sup>

## DEPARTMENT OF PUBLIC SOCIAL SERVICES

Youth who have voluntarily aged out of DCFS are still eligible to receive services. These youth may apply for General Relief, the program for single adults. They may also be eligible for Cal-Fresh (food stamps) and Medi-Cal. If they were receiving Medi-Cal under their parent's name, they are now eligible to have the case in their own name. Upon approval, they are eligible to receive \$221 per month for nine months and can re-apply after three months. DPSS maintains monthly statistics, but it is not known how many of the recipients were previously foster children. Single parents are eligible to apply for Cal-Works, Cal-Fresh and Medi-Cal.<sup>81</sup>

## HOPE THE MISSION

The Committee toured Arroyo Seco Tiny Home Village,<sup>82</sup> The Navigation Center,<sup>83</sup> and Trebek Center<sup>84</sup> with the staff of Hope the Mission. It was founded in 2009 as a rescue mission which provided hot meals to the homeless.<sup>85</sup>

Some TAYs are housed at the Trebek Center, which has 107 beds. The center was named after Alex Trebek,<sup>86</sup> the late Jeopardy television show host, who donated \$500,000 to convert the former Skate Land building into housing for the homeless. The center offers wrap around services and 24-7 Mental Health staff.

---

<sup>80</sup> Interview of Probation staff on October 3, 2022.

<sup>81</sup> LA County DPSS interview on October 5, 2022.

<sup>82</sup> Hope the Mission, Arroyo Seco Tiny Home Village.

<https://www.hopeofthevalley.org/tinyhomes/arroyoseco/>. Last accessed on February 26, 2023.

<sup>83</sup> Hope the Mission, The Navigation Center. <https://www.hopeofthevalley.org/navigationcenter/>. Last accessed February 26, 2023.

<sup>84</sup> Hope the Mission, Trebek Center. <https://www.hopeofthevalley.org/trebekcenter/>. Last accessed February 26, 2023.

<sup>85</sup> Hope the Mission, History. <https://www.hopeofthevalley.org/history/>. Last accessed February 26, 2023.

<sup>86</sup> Hope the Mission, History. <https://www.hopeofthevalley.org/history/>. Last accessed February 26, 2023.



The Landing is a 38-bed facility for TAYs who were under DCFS or Probation, as well as those who exited the system.<sup>87</sup> They partner with The Village Family Services, which offers a holistic program model of supportive services of employment, education, and permanent housing goals. Plans for a new facility located in Encino are pending. Youth in the Landing facility will be moved to the new location upon completion.

## **COVENANT HOUSE**

The Committee met with Covenant House staff and toured the Los Angeles facility. Covenant House LA, is a part of Covenant House International, which provides housing services in more than 30 cities across the United States, Canada, and Latin America.<sup>88</sup> Covenant House LA currently provides 72 beds in dormitory style arrangement (4 beds to a room) and 24 beds (2 beds per room) for TAYs.

The staff emphasized that they run a program for homeless youth, and it is not a foster care program. The goals are to empower the youth to seek education and employment. Rather than utilizing a punitive approach, the staff and youth work together by talking, and working in support groups to effect behavioral change and improve the quality of their lives.

Youth receive three meals a day, snacks, clothing, and services, including:

- On site Medical and Mental Health services
- Support Center for employment
- Education provided through Five Keys
- Career development including on site internship
- Spiritual Ministry – if requested

Youth residing at the center have the freedom to work, attend school, and participate in the on-site services. The Committee noticed the functioning of the Duty Desk after 6 pm. Meals were provided for residents who missed dinner because of work or school. In addition, the facility has a game area, music room, art room, small kitchen where youth may prepare their own meals, open courtyard and basketball court, and a very well kept garden.

---

<sup>87</sup> Hope the Mission, The Landing. <https://www.hopeofthevalley.org/our-programs/the-landing-2/>. Last accessed February 26, 2023.

<sup>88</sup> Covenant House California, Our Histories and Values. <https://covenanthousecalifornia.org/our-history-and-values/>. Last accessed January 25, 2023.



Covenant House received money from Los Angeles Housing Services Authority (LAHSA) to construct additional rooms providing space for 16 beds. The construction was completed over a year ago. However, the Committee was informed that LAHSA has not fulfilled the contractual agreement for an additional \$500,000 needed for staff and services. The space remains unoccupied for over a year.<sup>89</sup>

The Committee interviewed two young men who live at the facility. Both of them were 18 years old and had resided at the facility for three months. The Committee was quite impressed with their candor and reasons for their homelessness and how the services received have made an impact on their lives.

One had been housed at Covenant House in New York. Upon arrival in Los Angeles he contacted the agency and immediately received housing. He is highly motivated and seeking an acting career. He works and owns a car. He has opted not to receive mental health services, as he relies on his spiritual beliefs. He was very complimentary of the house and rules. His only suggestion was that male staff should be hired for the night shift because the female staff cannot break up fights when they occur.

The other interviewee stated he was not part of Foster Care or Probation, but came from a dis-functional home. He was very soft spoken and shy; however, he stated the mental health and therapy sessions he was receiving were helping him. He is enrolled in Five Keys Adult Education Services and is 40 units from completing the program for his GED. He works on the grounds as an intern and receives wages. The Committee was very impressed with his desire to become a mentally stable adult and looks forward to a bright future for him.

## **DEPARTMENT OF PUBLIC HEALTH**

DPH has 14 public health centers serving the residents of Los Angeles County by providing immunizations, as well as screening and treatment. Since medical services are available to all residents, TAYs are eligible for services.<sup>90</sup> During the application process, DPH does not identify those youths serviced by indicating if they were previous foster children or probationers.

---

<sup>89</sup> Interview with Covenant House staff on January 24, 2022.

<sup>90</sup> "LA County Department of Public Health," <http://publichealth.lacounty.gov/chs/phcenters.htm>





## CONCLUSION

In conclusion, the Committee's effort to obtain program information, procedures, staff responsibilities and statistical data was completed with the cooperation of the agencies involved in servicing TAYs.

Throughout our discussion with DCFS, Probation, LACOE, DMH, and DPSS, we were told there was not effective cooperation between the agencies, to the detriment of the youth. According to the foster parent, generally they were not included in the MDT meetings.

During one of the interviews, a staff member from DMH stated, "We are not in the business of raising children."<sup>91</sup> While that may be true, it is the responsibility of the agencies to ensure that children/youth are placed in safe homes, provided education, mental health treatment, and all the services needed to survive. However, the African proverb, "It takes a village to raise a child," also rings true. The village includes agencies and staff mandated to provide services, assistance, and compassion. By the time a child in the foster care or probation system reaches 18, they may have resided in several foster homes, attended many schools in several school districts, and had their case transferred to different social workers, DPOs and mental health clinicians. The fact remains that for whatever reason, the courts have deemed that the child/youth be removed from the home of their parent(s) and placed into the care of these agencies.

Every child/youth should be afforded the opportunity to develop, mature and thrive.<sup>92</sup>

For complete social well-being a youth should be able to:

- Navigate successfully the complexities of life
- Develop fulfilling relationships
- Adapt to change
- Utilize appropriate coping mechanisms to achieve well-being without discrimination
- Realize their potential
- Have their needs met
- Develop skills that help them navigate the different environments they inhabit<sup>93</sup>

---

<sup>91</sup> Interview with DMH staff, September 19, 2022.

<sup>92</sup> Youth.org, Mental Health <https://youth.gov/youth-topics/youth-mental-health>. Last accessed April 5, 2023.

<sup>93</sup> The Children's Society, <https://www.childrensociety.org.uk/what-we-do/our-work/well-being>. Last accessed April 6, 2023.



The Committee believes if all the agencies involved in the well-being of children and youth worked together, the number of transitional aged youth who suffer from these social ills would decrease.

## **FINDINGS**

- 1 DCFS, DMH, LACOE, Probation, and DPSS have failed to effectively coordinate with each other and with the foster parents, to the detriment of the youth.
  - 1.2 DCFS begins most TAY services at age 16.
    - 1.2a DCFS TAY services generally end at age 21, with some exceptions.
    - 1.2b The MDTs fail to teach life skills to TAYs and fail to provide necessary documents to TAYs.
  - 1.3 TAY foster parents receive mandatory initial and ongoing training while youth are living with them. There does not appear to be mandatory training for foster parents related specifically to working with youth who are in their transitional period.
    - 1.3a Foster parents of TAYs do not consistently participate in MDTs.
    - 1.3b Foster parents report that they do not receive case history documents and information on a timely basis.
  - 1.4 DMH does not provide in-depth Cognitive Behavioral Therapy for TAYs.
  - 1.5 DCFS formulates the Individual Transition Plans 90 days before a TAY's 18<sup>th</sup> birthday. DCFS does not include and fails to effectively coordinate with Probation, DMH, and DPSS for the transition.
  - 1.6 LAHSA has failed to completely fund 16 units of TAY housing at Covenant House LA.



## RECOMMENDATIONS

- 1.1 Ongoing meetings of the MDTs must be regularly scheduled, with mandatory participation of departments, youth, foster parents, and other interested parties.
- 1.2 DCFS and MDTs should carefully monitor the ages of TAYs and other beneficiaries so as to make certain that TAY services and TAY planning begin as early as appropriately possible, at ages 14, 16 or other applicable ages.
  - 1.2 (a) DCFS, Probation and MDTs should carefully monitor the ages of TAYs so as to make certain that TAYs are made fully aware of services available not only until they reach age 18, but also continuing, where appropriate and available, extending TAY transitional services to ages 21 or 24.
  - 1.2(b) DCFS and Probation should ensure that the youth obtain a driver's license or California ID card, a birth certificate, social security card, medical card, and any other pertinent documents.

DCFS and Probation should assist the youth to obtain public and privately funded services. DPSS should provide information to the TAY for general relief, CalWORKS, CalFresh, and MediCal. DPH should provide information to access medical services.

DCFS and Probation should provide additional TAY services such as employment, housing, healthcare, and (for male TAYs age 18) registration with the Selective Service System. DCFS should provide training so the youth can open a bank account, and apply for admission to colleges.
  - 1.2c BOS should lobby the state legislature for authorization to extend TAY services to as early as age 14 and as late as age 24.
- 1.3 DCFS and Probation should provide training to foster parents or guardians of TAYs to educate them to the procedures, assistance and processes to effectively assist TAYs under their care during the transition period.
  - 1.3a DCFS or Probation should require foster parents to receive training and guidance as mandated by the MDT plans. Foster parents and court appointed educational advocates must



participate in educational plans with school administration and/or community organizations.

- 1.3b DCFS or Probation should provide foster parents with pertinent case history upon placement.
- 1.4 DMH should provide Cognitive Behavioral Therapy in addition to all other therapy services.
- 1.5 Each department should contribute to an Individual Transition Plan. The Individual Transition Plan should be a collaborative effort of all the involved departments, and the implementation should begin when the TAY reaches age 16. DCFS or Probation should develop one cohesive plan which includes the desires of the youth for continuing their education/training and future goals. All agencies should ensure that TAYs and their foster parents participate in all meetings concerning the TAY's case. The departments must ensure that TAYs are given the opportunity to express themselves without fear of retribution.
- 1.6 LAHSA should fully provide \$500,000 to Covenant House LA for staffing and operational costs so that 16 youths can move into the additional section.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies 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).



All responses to the recommendations, of the 2022-2023 Los Angeles County Civil Grand Jury must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Board of Supervisors	1.1,, 1.2b, 1.2c, 1.3, 1.3a, 1.3b, 1.4, 1.5, 1.6
Los Angeles County Chief Executive Officer	1.1,, 1.2b, 1.3, 1.3a, 1.3b, 1.4, 1.5, 1.6
Department of Children and Family Services	1.1, , 1.2, 1.2a, 1.2b, 1.3, 1.3a, 1.3b, 1.5
Department of Public Social Services	1.2b
Department of Public Health	1.2b
Los Angeles County Probation Department	1.1, 1.2a, 1.2b, 1.3, 1.3a, 1.3, 1.5
Department of Mental Health	1.1, 1.4, 1.5
Los Angeles City Council	1.6
City of Los Angeles Mayor	1.6
Los Angeles County Office of Education	1.1, 1.3b, 1.5
Los Angeles Homeless Service Authority	1.6

## COMMENDATION

The Committee appreciates the illustration at the beginning of our report, which was drawn by one our jurists. *Great job!*



## ACRONYMS

<b>AB 12</b>	Assembly Bill 12
<b>BOS</b>	Los Angeles County Board of Supervisors
<b>Camp(s)</b>	Secure Youth Treatment Facility(s)
<b>CBOs</b>	Community Based Organizations
<b>CGJ</b>	Los Angeles County Civil Grand Jury
<b>CHC</b>	Covenant House California
<b>Committee</b>	Aging Out Committee
<b>CSW</b>	Case Social Worker
<b>DCFS</b>	Department of Children and Family Services
<b>DMH</b>	Department of Mental Health
<b>DPO</b>	Deputy Probation Officer
<b>DSO(s)</b>	Detention Service Officer(s)
<b>DPSS</b>	Department of Public Social Services
<b>GED</b>	General Education Development
<b>IEP</b>	Independent Education Plan
<b>ILP</b>	Independent Living Plan
<b>LACOE</b>	Los Angeles County Office of Education
<b>LAHSA</b>	Los Angeles Homeless Services Authority
<b>LARRC</b>	Los Angeles Risk and Resiliency Check-up
<b>MDT</b>	Multi-Disciplinary Team
<b>Probation</b>	Los Angeles County Probation Department
<b>RFA</b>	Resource Family Approval
<b>TPP</b>	Transition to Permanent Program
<b>TAY(s)</b>	Transitional Age Youth(s)
<b>TILP</b>	Transitional Independent Living Plan

## COMMITTEE MEMBERS

Carolyn Cobb	Chairperson
James Childress	Co-Chairperson
Jenalea Smith	Secretary
Patricia Estrada	
Michael Padilla	
LeRoy R. Titus	



**ALL ABOARD!**  
**IS METRO RAIL ON TRACK?**  
**Safety, Sanitation, and Rider**  
**Experience in L.A. County**



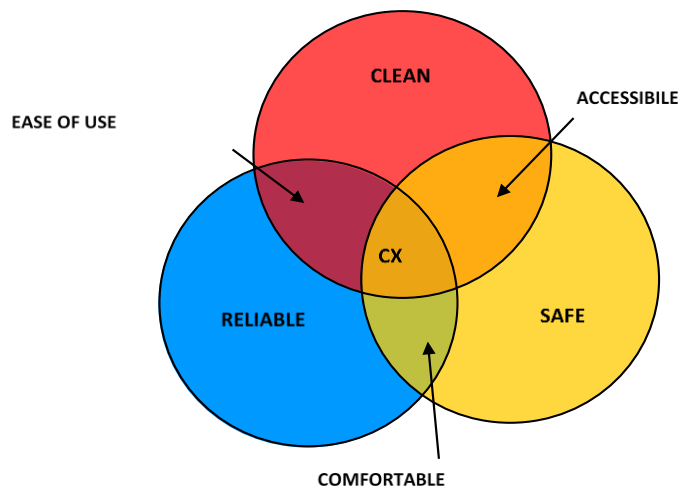
# ALL ABOARD! IS METRO RAIL ON TRACK? Safety, Sanitation, and Rider Experience in L.A. County

## SUMMARY

Metro Rail is at a crossroads. Ongoing problems with safety and sanitation have led to steep declines in ridership and customer satisfaction, raising doubts about the ambitious plans and lofty goals for the future of mass transit in Los Angeles County (County).

The stakes are high. In the next few years, the County's Metropolitan Transportation Authority (MTA), which operates Metro Rail, needs to make decisions that will impact not only mass transit, but the economic and environmental well-being of the County.

To address these concerns, the Metro Rail Committee (Committee) of the Los Angeles County Civil Grand Jury (CGJ) investigated the problems currently afflicting Metro Rail and its plans to tackle them. In our report, we focus on areas essential to success of the rail lines: safety, sanitation, and the customer experience. The area we left alone was the reliability of the trains' timetables. A clean and safe system is an accessible system for ridership; a safe and reliable ride is comfortable for passengers; a reliable and clean train system makes it easier for people to use; and together, these aspects comprise Metro's customer experience of the system. (See **Exhibit 1**).



**EXHIBIT 1.** Los Angeles County Civil Grand Jury. 2022. *The Venn Diagram of a Satisfactory Metro Rail Experience.* Diagram. October 2022.





Each of the areas we examined is the subject of heated controversy, both within Metro itself and in the larger community. All have been impacted by outside events, especially the COVID-19 pandemic, social justice movements, growing economic inequality and the rising presence of unhoused persons on the system and throughout our communities.

This Committee has produced recommendations regarding these matters with the intention of helping Metro hook their wheels to the right track and make the system safer, cleaner, and more user-friendly.

While these issues continue to simmer, the Metro has embarked on an ambitious expansion plan, which includes the K (Crenshaw) Line, a new subway line along Wilshire Boulevard from Midtown to Westwood, and a new line that will connect to Los Angeles International Airport.

Without a safe, clean system and satisfied riders, none of these plans will be successful.

We recommend stepping up security by various means, including law enforcement, greater Metro Transit Security presence, and continuing the Ambassador program. We believe that fare enforcement via TAP card use is critically important. Metro has solid cleaning schedules, and we urge they be vigorously executed. Other recommendations are included in our study.

Metro must address these pivotal issues now, and that is the aim of this report. As one Metro executive told us,

“We are at a precipice. We can either spiral up or down.”<sup>1</sup>

---

<sup>1</sup> Interview on October 24, 2022.



EXHIBIT 2. Metro System Maps. 2022. *Metro Rail and Busway*. Map. Metro.net. October 2022. <https://cdn.beta.metro.net/wp-content/uploads/2023/02/28101922/2022-metro-rail-busway.pdf>



**EXHIBIT 3.** Metro Library and Archive. 2008. *LAMTA Car 151. Main St. Station. Last day of San Pedro Line.* December 7, 1958. Photograph. Flickr. <https://flic.kr/p/5QtuHa>

## BACKGROUND

### HISTORY OF MASS TRANSIT BY RAIL

Los Angeles' beginnings as a modern metropolis can be traced back to rail, specifically the city's connection to the Southern Pacific Railroad in 1876.<sup>2</sup> As Los Angeles County grew, so did a need for local rail service. Pacific Electric Railway developed the Red Cars that traversed the city, and the Yellow Cars of the Los Angeles Railway provided quick, local service in downtown Los Angeles and nearby communities.<sup>3</sup> Together

---

<sup>2</sup> Yenne, Bill (1996). "The History of the Southern Pacific". New York, New York: Smithmark Pub. ISBN 0-8317-3788-3. Via Wikipedia: [https://en.wikipedia.org/wiki/History\\_of\\_the\\_Southern\\_Pacific#CITEREFYenne1996](https://en.wikipedia.org/wiki/History_of_the_Southern_Pacific#CITEREFYenne1996)

Sarah Rothbard, "L.A.'s Past and Future Railroad Heydays," UCLA Newsroom. November 5, 2014. <https://newsroom.ucla.edu/stories/l-a-s-past-and-future-railroad-heydays>.

<sup>3</sup> Nathan Masters, "Remembering L.A.'s Other Trolleys: the Yellow Cars," Los Angeles Magazine. March 12, 2013. <https://www.lamag.com/citythinkblog/remembering-las-other-trolleys-the-yellow-cars/>.



they ran about 1,100 miles of rail<sup>4</sup> traversing the city and its suburban communities.

In 1980, growing pollution and spiking gas prices led to voters passing Proposition A, a half-cent sales tax to improve and expand the existing regional transit system.<sup>5</sup> Two agencies, the Southern California Rapid Transit District (RTD) and the Los Angeles County Transportation Commission (LACTC) began work on the Red and Blue rail lines, respectively, and in 1993, the agencies were merged to form MTA, a joint county/city agency that manages bus, rail, subway, bicycle routes, and Metro Micro service in Los Angeles County.<sup>6</sup> One component of MTA is Metro Rail, the light rail system which is the subject of this investigation.

Metro Rail opened the A (Blue) Line light-rail in 1990; it ran between downtown Long Beach and downtown Los Angeles. The Blue Line was configured without locked ticket gateways. This was supposed to create ease of use when boarding and was a major cost-saver during construction. It would allow stations to be built along highways where turnstiles would typically be too large to fit.<sup>7</sup> Passengers were expected to submit to random proof-of-payment checks by roving Los Angeles County Sheriff's Department (LASD) deputies checking tickets to ensure fare compliance.

---

<sup>4</sup> Adam Burns, "Pacific Electric Railway: 'Comfort, Speed, Safety,'" American Rails. Last revised March 3, 2023. <https://www.american-rails.com/pacific.html>.

<sup>5</sup> "An Ordinance Establishing A Retail Transactions and Use Tax in the County of Los Angeles for Public Transit Purposes," Los Angeles County Metropolitan Transportation Authority Administrative Code, Title 3 Finance, Chapter 3-05. [http://libraryarchives.metro.net/DPGTL/legislation/1980\\_proposition\\_a\\_ordinance.pdf](http://libraryarchives.metro.net/DPGTL/legislation/1980_proposition_a_ordinance.pdf). Last accessed March 28, 2023.

<sup>6</sup> FindLaw.com, California Code, Public Utilities Code - PUC § 130051.10, <https://codes.findlaw.com/ca/public-utilities-code/puc-sect-130051-10.html>

<sup>7</sup> Interview on October 25, 2023 with Metro Security Staff. To read more on this unique type of rail gate system, visit: Nate Berg, "Do Honor Systems on Mass Transit Work Better in Smaller Cities?" Bloomberg. May 2, 2012. <https://www.bloomberg.com/news/articles/2012-05-02/do-honor-systems-on-mass-transit-work-better-in-smaller-cities>.



**EXHIBIT 4.** Metro Library and Archive. 2010. *Metro Blue Line Grand Opening Celebration*. July 19, 1990. Photograph. Flickr. <https://flic.kr/p/8edGQC>

The B (Red) and C (Green) Lines broke ground soon after, and the rapid expansion of MTA's Metro rail was underway. The most recent addition is the K (Crenshaw) Line, which opened in October, 2022. The K Line links with the Expo Line and, within a year, will link with the LAX People Mover. The current Metro system operates two heavy-rail subways and five light-rail lines supplemented with key connector buses. The total rail service area covers 107.4 miles (172.8 km), with 105 stations along seven lines.<sup>8</sup>

## **HISTORY OF LAW ENFORCEMENT**

In 1990, passenger safety was recognized as key to the success of the new Blue Line. Since then security and law enforcement have undergone many changes.

---

<sup>8</sup> Los Angeles County Metropolitan Transportation Authority, *Metro Facts at a Glance*, Last updated February 22, 2023. <https://www.metro.net/about/facts-glance/>. Last accessed March 28, 2023.



The LASD was first to patrol the Blue Line,<sup>9</sup> but in 1993, with the RTD-LACTC merger, MTA inherited the RTD Transit Police, a specialized law enforcement agency,<sup>10</sup> allowing it to save money and have a larger, dedicated security presence.



**EXHIBIT 5.** Metro Library and Archive. 2010. *SCRTD Female Transit Police Sergeant (Sharon Papa)*. November 19, 1984. Photograph. Flickr.

<sup>9</sup> Los Angeles County Sheriff's Department, Transit Services Bureau. [https://lasd.org/transitservicesbureau/#tsb\\_police](https://lasd.org/transitservicesbureau/#tsb_police). Last accessed February 17, 2023; <https://www.latimes.com/archives/la-xpm-1991-10-24-me-318-story.html> (Last Accessed 2/17/23)

<sup>10</sup> Ibid.



In 1997, Richard Riordan, then-Mayor of the City of Los Angeles (City), became the MTA Chairman of the Board.<sup>11</sup> MTA shifted law enforcement duties to within the City to Los Angeles Police Department (LAPD), with the unincorporated cities overseen by LASD, and eliminated the RTD Metro police force.<sup>12</sup> Transit Police officers were assimilated into LAPD and LASD patrols, fulfilling Riordan's promise to the City to expand their police force without increasing the annual budget.<sup>13</sup> Metro now had to contract these same RTD officers through LASD Transit Service Bureau and the LAPD Transit Police Force.<sup>14</sup>

LAPD and LASD shared law enforcement responsibility until 2003, when the MTA Board awarded the entire policing contact to a single agency, the LASD.<sup>15</sup> In 2017, when the contract was up to bid, LAPD and Long Beach Police Department (LBPD) submitted bids to patrol portions of the lines according to jurisdiction, and along with the LASD, they became part of Metro security.<sup>16</sup> MTA's projection was that this new contract would save about \$80 million over the five years while increasing law enforcement personnel.<sup>17</sup> At this time, the agency moved to separate policing duties from enforcement of Code of Conduct (COC) violations.<sup>18</sup>

Diversifying Metro's contracted security agencies was also seen as a way to address widespread complaints about LASD's treatment of passengers of color. There were frequent battles between MTA and the LASD over policing priorities.<sup>19</sup>

Today, this multi-agency layered security system involves LAPD, LASD, and LBPD joined by Metro's own security force consisting of Transit Security Officers (TSOs) and private contractors.

---

<sup>11</sup> [http://boardarchives.metro.net/Items/1997/08\\_August/03-21041\\_Num\\_SP2.pdf](http://boardarchives.metro.net/Items/1997/08_August/03-21041_Num_SP2.pdf).

<sup>12</sup> Los Angeles County Sheriff's Department, Transit Services Bureau. [https://lasd.org/transitservicesbureau/#tsb\\_police](https://lasd.org/transitservicesbureau/#tsb_police). Last accessed February 17, 2023; Interview with LASD personnel, January 24, 2023.

<sup>13</sup> Ibid.

<sup>14</sup> Ibid.

<sup>15</sup> Los Angeles County Sheriff's Department, Transit Services Bureau. [https://lasd.org/transitservicesbureau/#tsb\\_police](https://lasd.org/transitservicesbureau/#tsb_police). Last accessed February 17, 2023.

<sup>16</sup> Interview on January 24, 2023 with Public Official.

<sup>17</sup> Laura J. Nelson, "Metro Approves A \$797-Million Security Plan That Reduces the Power of the Sheriff's Department," Los Angeles Times. Feb. 23, 2017. <https://www.latimes.com/local/lanow/la-me-ln-metro-transit-police-20170223-story.html>.

<sup>18</sup> City News Service, "LA Metro Could Replace Sheriff with LAPD, LBPD and Other Agencies," Los Angeles Daily News. December 1, 2016, updated August 28, 2017. <https://www.dailynews.com/2016/12/01/la-metro-could-replace-sheriff-with-lapd-lbpd-and-other-agencies/>.

<sup>19</sup> Interview on January 24, 2023 with Public Official.

<sup>19</sup> Joe Linton, "Metro's 'Reimagining Public Safety' Proposal, First Step: Just Keep Paying Police and Sheriff," StreetsBlogLA. March 14, 2023. <https://la.streetsblog.org/2023/03/14/metros-reimagining-public-safety-proposal-first-step-just-keep-paying-police-and-sheriff/>.



**EXHIBIT 6.** Los Angeles County Civil Grand Jury. 2022. *Metro customers head into the K (Crenshaw) Line to take the inaugural train ride during the Grand Opening festivities. October 5, 2022.* Photograph. CGJ

## **RIDERSHIP**

Metro Rail ridership levels were at their highest a few years before the COVID-19 pandemic. The numbers dropped gradually from an annual high of 112,783,075 in 2017 until 2020 when the pandemic caused ridership to plummet to 51,918,949. Weekday, Saturday and Sunday ridership all dropped precipitously at the beginning of the pandemic, with the weekday ridership suffering the most.<sup>20</sup>

Looking at the monthly ridership puts the drop in stark light. In February 2020, there were 321,444 weekday riders. Two months later, when businesses and offices shut down, the April 2020 weekday ridership totaled 94,421 on all lines,<sup>21</sup> just 29% of the February numbers.

---

<sup>20</sup> Los Angeles County Metropolitan Transportation Authority, Metro Interactive Ridership Stats, <http://opa.metro.net/MetroRidership/>. Last accessed February 16, 2023.

<sup>21</sup> Ibid.





Although ridership has been coming back, three years after the start of the pandemic the numbers are not yet up to pre-pandemic levels. In January 2023, nearly three years after the pandemic began, the weekday ridership on all Metro lines was at 51% of the pre-pandemic weekday ridership in January 2019.<sup>22</sup>

The B (Red) Line consistently has the greatest ridership of the seven lines. The Red Line accounts for nearly half (46.6%) of all the ridership on Metro trains. The second most heavily used line is the A (Blue) Line, which accounts for about 18% of ridership. The C (Green), L (Gold), and E (Expo) lines each account for about 10-15% of ridership. The newly expanded K (Crenshaw) line accounts for just 1% of ridership.<sup>23</sup>

## **FARE EVADERS AND NON-TRANSPORTATION RIDERS**

When ridership fell drastically at the beginning of the pandemic, MTA introduced a "fare holiday." This policy was introduced to adhere to COVID-19 safety protocols and help low-income, essential workers still using the system. According to an October 2022 Customer Experience survey, 75% of Metro's riders (both trains and buses) are from low-income households.<sup>24</sup> No fares were collected from April 2020 until mid-January 2023.

Without a requirement for paying fares, there was an increase in the number of people boarding the trains for refuge - a place to ride continuously and sleep, especially in inclement weather, when other public places were shuttered. These are the "non-transportation riders." With little to no enforcement of the Metro COC, illicit activities became commonplace - drug commerce and use, alcohol use, smoking, and eating. At the same time, many longtime Metro riders began teleworking and stopped commuting.<sup>25</sup>

---

<sup>22</sup> Ibid.

<sup>23</sup> Los Angeles County Metropolitan Transportation Authority, Interactive Estimated Ridership Stats, <https://isotp.metro.net/MetroRidership/IndexRail.aspx>. Last accessed March 27, 2023.

<sup>24</sup> LA Metro, "Metro Ridership Was Up 12 Percent in 2022 Over Prior Year," The Source. February 28, 2023. <https://thesource.metro.net/2023/02/28/metro-ridership-was-up-12-percent-in-2022-over-prior-year/>.

<sup>25</sup> Interview on November 7, 2022 with Metro Security Staff.



The decrease in daily commuters and other fare-paying riders was accompanied by an increase in non-transportation riders and noticeably dirtier stations and trains. Although the number of non-transportation riders never came close to the number of fare-paying riders, the new metrics made the job of cleaning the trains more difficult.<sup>26</sup>



**EXHIBIT 7.** Khan, Irfan. 2022. *With crime up and ridership down, Metro struggles to move homeless people off trains.* (PATH workers check on the welfare of homeless people sleeping at 7<sup>th</sup>/Metro Center Station). Los Angeles Times. April 1, 2022. LA Times Article. <https://www.latimes.com/california/story/2022-04-01/la-metro-struggles-to-move-homeless-people-off-trains>

Custodians were targeted and attacked by loiterers, and cleaning schedules had to be adjusted to account for these security concerns.<sup>27</sup> A combination of factors has resulted in neglect of the system: COVID-19 stay-at-home orders; growing violence against custodial staff; and labor shortages due to vulnerable employees leaving the workforce.<sup>28</sup>

In a meeting with one top executive from Metro, this Committee was told that the agency is pledging to meet or surpass pre-pandemic

<sup>26</sup> Interview on October 24, 2022 with Metro Security Staff.

<sup>27</sup> Ibid.

<sup>28</sup> Ibid.



ridership levels by June 2023.<sup>29</sup> To meet this goal, Metro must attract former riders and new riders. This second group especially is affected by the perception that crime is rampant, and stations and trains are dirty.<sup>30</sup>

## CRIME ON THE RAIL SYSTEM

Safety is the highest priority for many Metro riders, particularly women, whose numbers have dropped due to fears of crime and harassment. In a 2022 Customer Experience survey of Metro riders, only 18% of female riders said they felt very safe riding the trains.<sup>31</sup>

There was a sharp upturn in crime during the pandemic. In 2021, MTA reported a 36% increase in violent crimes such as homicide, aggravated assault, and rape.<sup>32</sup> This crime surge was widely reported in the media and fed the perception Metro was out of control and dangerous.<sup>33</sup> Those crime numbers appeared to be going down in 2022. A Metro security official told the Committee that from February 2022 to July 2022, Metro experienced a 10.44% decrease in violent crimes and a 1.35% decrease in non-violent crimes.<sup>34</sup>

Still, MTA's top security officer, Gina Osborn, presented data to the Metro Executive Board on Thursday Feb. 23, 2023 pointing to "an alarming rise in crime" including a 24% increase in serious crime in 2022."<sup>35</sup> Osborn told the Board that complaints about drug use and drug sales reported on the Metro Transit Watch app skyrocketed nearly 100% last year, compared with the previous year.<sup>36</sup>

The drug use crisis is getting worse. In 2022, there were 24 reported deaths on Metro; 23 of them were the result of drug overdoses.<sup>37</sup> Just since January 2023, 22 people have died on Metro trains and buses,

---

<sup>29</sup> Interview November 22, 2022.

<sup>30</sup> Ibid.

<sup>31</sup> Rachel Uranga, "Crime Is Up On Buses and Trains. Metro Has a Plan to Make You Safe." Los Angeles Times. July 3, 2022. <https://www.latimes.com/california/story/2022-07-03/crime-bus-trains-los-angeles-metro-plan>.

<sup>32</sup> Rachel Uranga. "With crime up and ridership down, Metro struggles to move homeless people off trains". April 1, 2022. <https://www.latimes.com/california/story/2022-04-01/la-metro-struggles-to-move-homeless-people-off-trains>.

<sup>33</sup> Fox11 Digital Team, "Metro Mayhem. Newly Released Video Shows Violent Crimes on Buses, Trains," Fox11 Los Angeles. April 21, 2022. <https://www.foxla.com/news/metro-mayhem-la-county-sheriff-dept-shares-videos-of-violent-crimes-on-buses-trains>.

<sup>34</sup> Interview October 25, 2022.

<sup>35</sup> Rachel Uranga, "Rise of Drug Overdose Deaths and Crime Pushes Metro to Weigh More Security," Los Angeles Times. February 24, 2023. <https://www.latimes.com/california/story/2023-02-24/overdose-deaths-on-metro-trains>.

<sup>36</sup> Ibid.

<sup>37</sup> Ibid.



mostly from suspected overdoses.<sup>38</sup> At the Westlake/McArthur Park Station alone, there were reports of 26 medical emergencies between November 2022 and January 2023, the majority suspected drug overdoses.<sup>39</sup>

## HOMELESSNESS AND MENTAL HEALTH

Unhoused people are common on Metro cars and at stations, especially late at night and early in the morning. According to the publication Mass Transit, “[o]f the most vexing challenges facing Los Angeles County Metropolitan Transportation Authority (L.A. Metro), none is as difficult as the issue of the number of homeless using the authority’s system as shelter.”<sup>40</sup>

Metro initiatives to target this situation are:

- Exploring the creation of 24-hour “navigation hubs” on its system to supply direct social services.<sup>41</sup>
- Homeless outreach teams to roam Metro’s transit system seven days a week.<sup>42</sup>

These workers from Projects for Assistance in Transitioning from Homelessness (PATH) have the goal of establishing relationships with the non-transportation ridership population to gain trust and administer appropriate help.

- Partnering with the Los Angeles County Department of Mental Health (DMH) to pilot the provision of comprehensive crisis response services to individuals experiencing mental health crises while onboard Metro vehicles or at Metro stations.<sup>43</sup>

---

<sup>38</sup> Rachel Uranga, “L.A. Riders Bail on Metro Trains Amid ‘Horror’ of Drug Overdoses, Crime,” Los Angeles Times. March 14, 2023. <https://www.latimes.com/california/story/2023-03-14/horror-the-deadly-use-of-drugs-on-metro-trains>.

<sup>39</sup> Ibid.

<sup>40</sup> “L.A. Metro Taking Multifaceted Approach to Complex Challenge of Homelessness,” Mass Transit Magazine. November 2, 2022. <https://www.masstransitmag.com/management/press-release/21285865/los-angeles-county-metropolitan-transportation-authority-metro-la-metro-taking-multifaceted-approach-to-complex-challenge-of-homelessness>.

<sup>41</sup> Interview November 22, 2022 with Metro Executive.

<sup>42</sup> L.A. Metro’s contract for this work is with PATH, a nonprofit established in 2017. PATH has teams deployed every weekday from 3 a.m. to 3:30 p.m. and from 7 a.m. to 3:30 p.m. on weekends.

<sup>43</sup> Dave Sotero, “Los Angeles County Department of Mental Health and L.A. Metro Establish Unprecedented Partnership to Provide Multidisciplinary Crisis Response Services Within the Metro Transit System,” Los Angeles County Metropolitan Transportation Authority. May 26, 2022. <https://www.metro.net/about/los-angeles-county-department-of-mental-health-and-l-a-metro-establish-unprecedented-partnership-to-provide-multidisciplinary-crisis-response-services-within-the-metro-transit-system>.



- Maximizing the use of Metro property for temporary and permanent housing.<sup>44</sup>

The problem of homelessness is especially acute at the end-of-line stops after hours, when passengers are required to disembark. This often means dumping people in the surrounding streets because there are few alternatives open overnight. The City of Long Beach, in particular, has objected to this practice at the end of the Blue Line in downtown Long Beach.<sup>45</sup>

Homelessness on Metro is closely associated with people experiencing mental health crises. To help this population, Metro engages the LASD specialized Transit Mental Evaluation Team and the LAPD Mental Evaluation Unit, which pair specially trained deputies and officers with mental health clinicians from DMH. These teams aim to provide crisis assessment, offer information on available mental health services and diffuse potentially violent situations.<sup>46</sup>

## METHODOLOGY

This investigation focused solely on Metro Rail. Our time and resources did not permit studying the bus system or connectors, e-bike programs, or highways managed by MTA.

## SECURITY

On safety and law enforcement, we reviewed whether the current system of contracting with three separate law enforcement agencies to provide security – LASD, LAPD, and LBPD – should be continued or whether bolstering Metro’s own TSOs would be beneficial.

The Committee also reviewed non-law enforcement models of public safety within Metro’s multi-agency security system. We especially focused on the newly formed Transit Ambassadors, a pilot program that deploys unarmed personnel throughout the system and provides a link

---

<sup>44</sup> “Metro Looks at Properties for Possible Housing Sites,” Beverly Press, March 1, 2023. <https://beverlypress.com/2023/03/metro-looks-at-properties-for-possible-housing-sites/>.

<sup>45</sup> Kristy Hutchings. Press-Telegram. “LA Metro to consider end-of-line policy review after a Long Beach City Council request.” October 27, 2022. <https://www.presstelegram.com/2022/10/26/la-metro-to-consider-end-of-line-policy-review-after-a-long-beach-city-council-request/>.

<sup>46</sup> Los Angeles County Sheriff’s Department, Mental Evaluation Team Reports. <https://lasd.org/transparency/met/>. L.A. County Department of Mental Health and Metro partner for crisis response services on Metro system. <https://thesource.metro.net/2022/05/26/l-a-county-department-of-mental-health-and-metro-partner-for-crisis-response-services-on-metro-system/>. Last accessed April 27, 2023.



between safety services and customer experience (CX). Other specific research included:

- Interviews with personnel from law enforcement agencies that support Metro operations, notably top officers from Transit Bureaus with the LASD, LAPD, and the LBPD.
- Attendance at a training session of a new class of Metro Transit Ambassadors.
- Use of the Metro advertised security assistance; direct contact with Metro security and law enforcement staff; direct contact with Metro Ambassadors; phone calls, emails, and texts to Metro Security; submission of incident reports through the Metro Transit Watch App; and use of the Metro station call boxes.

## **SANITATION**

On sanitation, we looked at Metro's efforts to clean rail cars, platforms, and stations. From Metro's customer surveys and from our own observations as riders – several of this Committee's members are regular Metro commuters – it's clear that the system continues to be dirty, smelly, and unwelcoming.

The 2023 Fiscal Year Budget has made a substantial investment in the return to a clean and well-maintained rail line. As an urban transit system, Metro does not operate in a vacuum. Sanitation issues affected by homelessness, drug addiction, and mental health crises directly impact custodial efforts to provide a consistently clean and comfortable environment.

Further investigations into sanitation included:

- Review of the Metro Adopted Budget for Fiscal Year July 1, 2022 - June 30, 2023.
- Numerous rides on all Metro light rail and subway lines during the months the investigation was underway.
- Interviews with Metro Custodial and Operations staff.

## **CUSTOMER EXPERIENCE**

On enhancing the customer experience, we looked at the continuing debates about fares. Should the entire system be free? If there are fares, should there be fare enforcement and who should enforce compliance? Similarly, we looked at Metro's extensive COC which



prohibits a wide range of activities including drinking, smoking, using drugs, and harassing passengers. Many of the problems stem from “non-transportation” riders, sometimes unhoused, and often disruptive, who are a noticeable presence on trains and often cited as a cause of declining ridership. Currently, only TSOs are allowed to enforce fare and code violations.

Further investigations we made into Metro Rail included:

- Interviews with officials from the MTA, including most of the top Metro executives.
- Interviews with key MTA Board members.
- Interviews with community advisement bodies that advise and monitor the transportation agency.
- Other interviews, including a researcher from the UCLA Institute of Transportation Studies and a director of Move L.A., a mass transit advocacy group.
- Attendance (via Zoom) at public MTA Board meetings.
- Attendance at the opening of the Metro K (Crenshaw) Line at Leimert Park on October 7, 2022.
- An all-day ride-along with LASD’s Transit Mental Evaluation Team.
- Review of the Metro Vision 2028 Plan (2021).
- Document reviews including MTA’s annual reports, Metro’s customer ridership surveys, MTA’s COC regulations, organization charts, historical data, crime statistics, train maintenance schedules, train/station cleaning schedules, and personnel schedules.
- Comparison of the MTA COC with similar policies used by other metropolitan transit agencies (San Francisco Bay Area Rapid Transit (BART), New York Subway, and Washington DC Metro).
- Comparison of Metro fares and programs with the aforementioned systems.
- Use of various Metro apps for route and schedule information.

## **INVESTIGATION**

This investigation into Metro Rail services uncovered three areas of major concern: security, sanitation, and customer experience. Addressing these concerns will provide a strong framework for a healthy, sustainable future of public transportation throughout the region. Issues around safety, sanitation and the customer experience all influence one another. Focusing on solutions for just one area, without considering the impact on the others, will not lead to long-term, successful change.



## SECURITY

### LAW ENFORCEMENT AGENCIES

Currently, MTA contracts with three law enforcement agencies for security – LAPD, LASD and LBPB – along with its own TSOs and outside contractors. LAPD pays overtime to officers assigned to patrol Metro. LASD and LBPB have special Metro transit officers.<sup>47</sup>

The current law enforcement contract, covering 2017 through 2022, was extended in July 2022 for another year. The MTA board voted in March 2023 to continue this arrangement, subject to negotiations with the various agencies.

The original contract cost MTA \$650 million, with another \$100 million for the extension. This does not include costs of TSOs, other security contractors and added overtime. A Metro security executive estimates the total cost of security services since 2017 has exceeded \$1 billion.<sup>48</sup>

We were informed by an executive at Metro that the visible presence of LAPD and LASD law enforcement personnel on Metro rail was very limited. Commenting on the LASD transit unit, the staff member stated the lack of deputies on trains was “due to their primary responsibility of responding to calls for services which requires the majority to be deployed in patrol vehicles.”<sup>49</sup> MTA executives have asked the board to increase the number of TSO’s by forty eight from the current figure of 213,<sup>50</sup> starting in 2023, but they recognize that hiring and training new personnel will take years to complete.<sup>51</sup>

In the meantime, there is widespread consensus that there needs to be more security personnel riding in the trains – as opposed to officers on platforms or in patrol cars – and better coordination and communication between the various law enforcement and security agencies. There is also considerable support for a more layered approach to safety that would include fewer uniformed officers and more non-law enforcement personnel starting with the new Ambassadors.<sup>52</sup>

---

<sup>47</sup> Interviews with LAPD Executive on August 29, 2022 and Metro Executive on October 25, 2022.

<sup>48</sup> Interview November 7, 2022.

<sup>49</sup> Interview with Metro executive, January 24, 2023.

<sup>50</sup> There are about 50 Metro transit officers – from a force of 198 – on any given day across the system... Rachel Uranga, “Rise of Drug Overdose Deaths and Crime Pushes Metro to Weigh More Security,” Los Angeles Times. February 24, 2023. <https://www.latimes.com/california/story/2023-02-24/overdose-deaths-on-metro-trains>.

<sup>51</sup> Interviews October 25, 2022 and November 22, 2022 of Metro security staff.

<sup>52</sup> Interview December 12, 2022 with Metro advisor.





## TRANSIT AMBASSADORS

MTA embarked on a five-year, \$122 million pilot program for 300 “Transit Ambassadors” to offer guidance for riders, identify problems with safety and sanitation as well as providing other services.<sup>53</sup> An MTA executive defined the Ambassadors mission as “support, connect and report.”<sup>54</sup> Los Angeles County Supervisor Hilda Solis, a former chief of the MTA Board, said the Ambassadors program is, “likely to be one of the most significant programs this agency will ever launch.”<sup>55</sup>



**EXHIBIT 8.** Civil Grand Jury. 2022. Two Metro Transit Ambassadors display their green, grey and black uniforms. In one interview, the Committee was told that Ambassador work wear was specifically designed to be styled casually and non-authoritarian. The goal is to project helpfulness and approachability. October 5, 2022. Photograph. CGJ.

The Ambassadors are unarmed contract employees; they can be identified by their bright green fluorescent polo shirts. They are not involved directly with enforcement of any kind. They are hired and

---

<sup>53</sup> Rachel Uranga, “Crime Is Up On Buses and Trains. Metro Has a Plan to Make You Safe.” Los Angeles Times. July 3, 2022. <https://www.latimes.com/california/story/2022-07-03/crime-bus-trains-los-angeles-metro-plan>.

<sup>54</sup> Interview October 21, 2022.

<sup>55</sup> Rachel Uranga, “Crime Is Up On Buses and Trains. Metro Has a Plan to Make You Safe.” Los Angeles Times. July 3, 2022. <https://www.latimes.com/california/story/2022-07-03/crime-bus-trains-los-angeles-metro-plan>.



trained by two private agencies, Strive Well-Being, Inc. and RMI International, Inc.<sup>56</sup>

The project was endorsed by the MTA Board in 2020 as part of an effort to find non-law enforcement approaches to safety<sup>57</sup> and became fully operational in March 2023 after a soft launch at the end of 2022.<sup>58</sup> The program is loosely based on those of other mass transit systems like BART but with some key differences. The BART Ambassadors also have enforcement responsibilities while the Los Angeles Ambassadors will be focused on customer experience. Any issues and concerns found by the Ambassadors will be reported mainly through the agency's Transit Watch App.<sup>59</sup>

Because the Ambassadors are Metro's "eyes and ears," and are not directly involved with securing the system, many of our interviews with law enforcement mentioned that they had not been introduced to any Ambassadors and had no co-trainings or meetings to get to know who they were or how they would be able to assist one another. Many officers expressed worry that their patrol would be partially spent rescuing Ambassadors from uncomfortable or dangerous situations.<sup>60</sup>

The Ambassadors' increased scrutiny of the system has resulted in greater efficiency in addressing security and cleanliness issues. Metro officials say reports of problems on the system have more than doubled since the Ambassador program was rolled out.<sup>61</sup>

The project has been strongly endorsed by transportation activists and a majority of the MTA Board. Law enforcement agencies have expressed doubts about the mission and the need for Ambassadors, as well as concerns for their safety. According to a Metro executive, the mission will be refined based on early reports and data collected by the Ambassadors.<sup>62</sup>

---

<sup>56</sup> Mischa Wanek-Leibman, "L.A. Metro's Rail and Bus System Will Soon Host One of The Largest Ambassador Program (sic) in the U.S.," Mass Transit. March 7, 2023. <https://www.masstransitmag.com/safety-security/article/53027603/la-metros-rail-and-bus-system-will-soon-host-one-of-the-largest-ambassador-program-in-the-us>.

<sup>57</sup> Interview on November 7, 2022 with Metro Security Staff.

<sup>58</sup> Interview on November 16, 2022 with Metro Executive.

<sup>59</sup> Interview on November 7, 2022 with Metro Security Staff.

<sup>60</sup> Interviews with LAPD, LASD, LBPD and Metro Security Staff.

<sup>61</sup> Interview November 8, 2022.

<sup>62</sup> Ibid.



## DATA COLLECTION AND ANALYSIS

Inconsistent data makes it difficult to get an accurate picture of the state of the Metro Rail system. LASD, LAPD, LBPD and Metro's own Security Office all collect and report data according to each agency's standards and practices. This leads to overlooked and underreported instances of crime and safety, especially when security and non-transportation ridership issues intersect.<sup>63</sup>

For example, in 2022, the LASD said there were more than 5,700 unhoused living on the Metro train system and on platforms.<sup>64</sup> A Metro executive told the Committee the number was less than 1,000.<sup>65</sup> The recent Metro Office of Inspector General (OIG) report cited the lack of accurate numbers of homeless riders and urged the agency to conduct a comprehensive study.<sup>66</sup>

The need for more consistent, timely data is key to improving operations, according to Metro officials and outside experts.<sup>67</sup> A researcher with the UCLA Transportation Institute cited lack of accurate data as one of the major problems for the agency.<sup>68</sup>

A Metro security executive said the agency has hired several data analysts. One purpose of their work will be to quantify the relationship between the unhoused, crime statistics and fare evasion on Metro. It will also enable the agency to pinpoint which rail lines and stations are the most problematic – and at what hours – to better deploy personnel.<sup>69</sup>

---

<sup>63</sup> Interviews with LAPD, LASD, LBPD and Metro Security Staff.

<sup>64</sup> Susan Carpenter, "LA County Sheriff Announces Operation Safe Travel Plan for Metro," Spectrum News1. May, 24, 2022. <https://spectrumnews1.com/ca/la-west/public-safety/2022/05/24/la-sheriff-alex-villanueva-announces-operation-safe-travels-plan-for-metro>.

<sup>65</sup> Interviews with UCLA researcher on September 22, 2023, and with Metro executive on October 21, 2022.

<sup>66</sup> Interview January 24, 2023 with Public Personnel.

<sup>67</sup> Interview on September 26, 2022 with Public Official and Interview on December 12, 2022 with Metro Advisor.

<sup>68</sup> Ibid.

<sup>69</sup> Interview October 25, 2022.



## TRANSIT WATCH APP

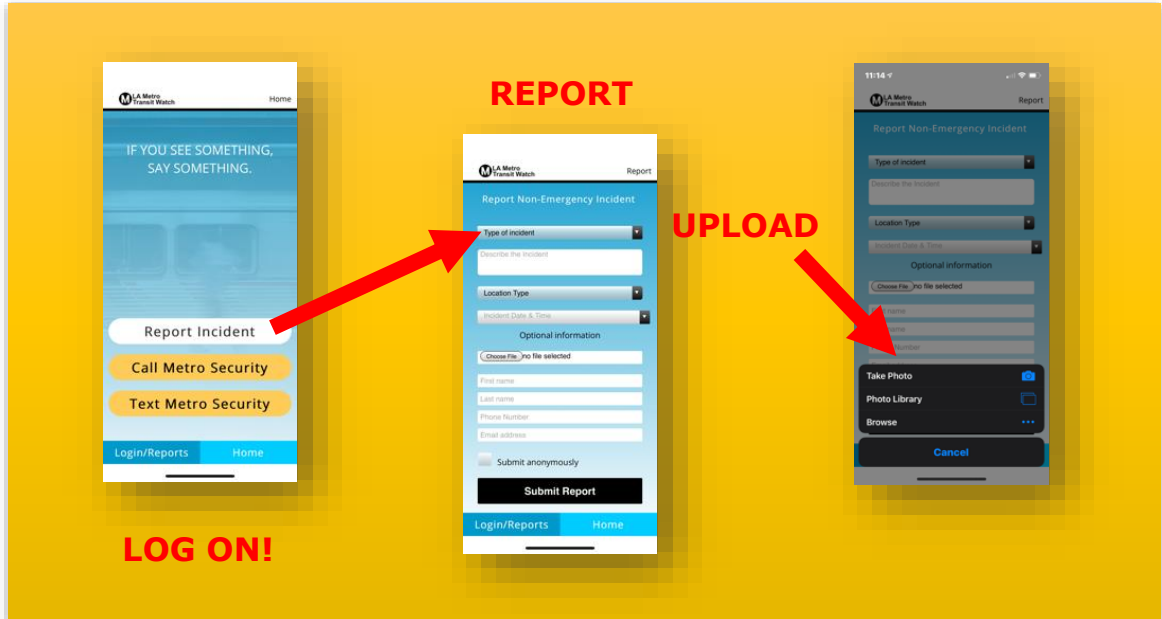
Metro introduced the Transit Watch App in late 2022. This is a smartphone application that can be used to report any issues on a car or station to Metro. Transit Watch enables an Ambassador or rider to contact a central dispatch by submitting an incident report by text message, phone call, or through drop-down menu within the app.



Metro urges their users to call using the phone option for safety incidents that require immediate attention, and to use the drop-down incident report feature for less urgent issues such as trash or graffiti.<sup>70</sup>

**EXHIBIT 9.** Metro. *Transit Watch* App icon. 2023. Screen Grab. Metro.net. <https://www.metro.net/riding/la-metro-transit-watch-app/>

The Metro OIG Audit<sup>71</sup> alludes to by-standers as an important security factor. By observing and reporting issues (especially COC violations and cleanliness concerns) through the Transit Watch App, by-standers become an important component of the *layered* safety and security plan.



**EXHIBIT 10.** Civil Grand Jury. 2023. *Transit Watch app incident report guide*. April 3, 2023. Composite Photo Collage. Metro.net. <https://www.metro.net/riding/la-metro-transit-watch-app/>

<sup>70</sup> Site visit to Ambassador training class February 1, 2023.

<sup>71</sup> Los Angeles County Metropolitan Transportation Authority, Office of the Inspector General, Fiscal Years 2021 and 2022 Metro Transit Security Services Performance Report, Dec. 29, 2022.



Our CGJ members have used the Transit App to report such issues as: non-working escalators and elevators, graffiti, piled-up trash, public urination and defecation, smoking and, in one instance, an unconscious man lying on the floor of a crowded Red Line car.

## SANITATION

A Metro CX Survey from 2022 indicates that sanitation is one of the top concerns of Metro riders.<sup>72</sup> Many non-riders avoid the trains in part due to concerns of exposure to the unsanitary conditions.



**EXHIBIT 11:** HanSangYoon. 2015. *Los Angeles Metro, Red-Purple Line Train view. (Clean interior)* May 4, 2015. Photograph. Wikimedia Commons.  
<https://commons.wikimedia.org/wiki/File:HSY- Los Angeles Metro, Red-Purple Line Train View.jpg>

The COVID-19 pandemic severely curtailed Metro's sanitation efforts. Immuno-compromised custodial staff left the work force leaving the department with many unfilled positions. During this period, sanitizing

<sup>72</sup> <https://www.metro.net/about/metros-customer-experience-survey-identifies-reliability-frequency-safety-cleanliness-and-homelessness-as-top-improvement-areas-the-annual-survey-informs-cx-action-plan-to-address-custom/> (Last Accessed April 28, 2023).



areas most touched by riders took precedence over typical cleaning targets and reports of violence against custodians skyrocketed.<sup>73</sup>

During the course of our investigation, Committee members repeatedly saw instances of people urinating and defecating in stations and on platforms. Elevators can be particularly troublesome. For example, an elevator at the B (Red) Line Pershing Square Station in Downtown Los Angeles has been out of service for much of the year. Unhoused people use the elevator as shelter and other non-transportation riders have damaged and destroyed components.<sup>74</sup> The members of this Committee rode every Metro rail line multiple times in order to personally gauge each line's utility, foot-traffic and station environment. Some members are daily riders, as well.

Throughout our anecdotal research, the B (Red) line is the most heavily used and generates the most unsanitary conditions.

A well-maintained environment illustrates Metro's respect for its stations, cars and customers. Dirty and unkempt spaces convey a tacit allowance for misconduct and bad behavior. Thus, sanitation issues are directly related to the perception of crime.

The 2023 Fiscal Year Budget has made a substantial investment in the return to a clean and well-maintained rail line. Metro has begun heavily recruiting new custodial and maintenance staff, switching out all cloth seats for easy to clean vinyl.<sup>75</sup>

## **RESPECT THE RIDE**

Beginning in April 2022, a new program called "Respect the Ride" was launched to address five aging heavy-use stations along the Metro B (Red) Line: Union Station, Civic Center, Pershing Square, 7th/Metro and Westlake/McArthur Park, all located along a central line through downtown Los Angeles. These were identified as "hot spot" areas.<sup>76</sup>

Respect the Ride focused efforts on combating safety and sanitation problems head on, including hiring more custodians, encouraging use of the Transit Watch App, informing riders of the COC, and enforcing fare compliance. There was also a push for more dedicated law enforcement

---

<sup>73</sup> Interview October 24, 2022 with Metro Security Staff.

<sup>74</sup> Interview October 24, 2022 with Metro Security Staff.

<sup>75</sup> LA Metro, "Results of our 2022 Customer Experience Survey," The Source. October 27, 2022. <https://thesource.metro.net/2022/10/27/results-of-our-2022-customer-experience-survey/>.

<sup>76</sup> Interview October 25, 2022.



and PATH outreach to enhance service to the many non-transportation riders sheltering along the lines.<sup>77</sup>

## **CLEANING SURGE**

Metro's sanitation project, dubbed by officials as the, "Cleaning Surge," (beginning in 2022<sup>78</sup>), signaled the desire to return to pre-pandemic cleanliness standards. All seven rail lines now have additional routine cleanings at their rail yards and train cars now receive interior detailing, a mid-day cleaning, added deodorizers and much needed end-of-line interior cleaning (aided by a security presence).<sup>79</sup>

## **DAILY CLEANING SCHEDULES**

The Cleaning Surge has been adopted into daily custodial operations with trains being cleaned and disinfected twice daily and power washing at some stations when possible. But consumer surveys and members from this Committee's own experiences while riding, indicate that the system still has acute sanitation issues.

There is also an enhanced effort to thoroughly clean trains at the end of each day. Each of the train lines has a Division maintenance yard where cars can be taken for overnight cleaning and repairs. All riders must exit the trains before the cars can continue on to the maintenance yards. Non-transportation riders are required to exit at this time.

On the C (Green) Line, custodial maintenance has launched a pilot program to post "Cleaned By" forms indicated the frequency of cleaning and by whom. This sheet is posted inside the train cars near the doorframes in full visibility.<sup>80</sup> This creates an important record of accountability to the ridership and reinforces Metro's presence along the line.

Somewhere along each line, usually at one end, is a "pocket track" or "tail track," a storage location or tunnel where a train can be taken offline briefly for cleaning or quick maintenance. For example, the A Line (Blue) has a tail track at the 7<sup>th</sup>/Metro Center. The B Line (Red) has a

---

<sup>77</sup> LA Metro, "Metro launches 'Respect the Ride' pilot program to improve customer experience and safety on system," The Source. April 6, 2022. <https://thesource.metro.net/2022/04/06/metro-launches-respect-the-ride-pilot-program-to-improve-customer-experience-and-safety-on-system/>.

<sup>78</sup> Interviews with various Metro Officials. To read more, please visit: Metro LA Budget FY2023 p. 10 <https://www.metro.net/about/plans/cx/> (Last Accessed on April 28, 2023)

<sup>79</sup> Metro Customer Experience Plan FY22, p.22. <https://www.metro.net/about/plans/cx/>. Last accessed March 30, 2023.

<sup>80</sup> Metro Customer Experience Plan FY22, p.22. <https://www.metro.net/about/plans/cx/>. Last accessed March 30, 2023.



tail track at Union Station. All riders must exit the train before it enters a tail track. Currently, custodians do light cleanups while the cars are moving or in the stations. Passengers are present, inhibiting the custodians' ability to work, and occasionally drawing negative attention from some riders.<sup>81</sup>

Metro drives trains onto the tail tracks at the end of service hours (around 2 am) to clean the cars after their daily runs. There is little time to fully take a train out of service during working hours because to do so would disrupt the service schedule.<sup>82</sup>

## **MAKE METRO CLEAN**

The Make Metro Clean Community Service Program was created to clean up bus stops. Participants complete court-mandated community service by removing trash, weeds and graffiti seven days a week.<sup>83</sup>

The rail lines are not participating but would benefit from having an additional layer of community care like this one.

## **RESTROOMS**

Many complaints around sanitation are directly related to the lack of restroom access. It is not just the non-transportation riders that contribute to this issue. While exiting the B (Red) Line Civic Center Station, members of this Committee witnessed a rider urinating near the street-level escalator. When he saw us approaching, he called out,

*"I couldn't hold it! I've gotta do what I've gotta do!"*

Currently there are only three restrooms on the entire Metro system. Arguments against installing more bathrooms are due to the high cost; a Metro executive stated each restroom would cost \$1 million a year for maintenance and security.<sup>84</sup>

Proponents of restrooms, including many transit advocacy groups, believe that they are a necessary component of improving the comfort and care of passengers. They note restrooms would be especially beneficial to those on longer rides, seniors and families.<sup>85</sup> Advocates say

---

<sup>81</sup> Interview on October 24, 2023 with Metro staff.

<sup>82</sup> Ibid.

<sup>83</sup> Metro Customer Experience Plan FY22, p.21. <https://www.metro.net/about/plans/cx/>. (Last Accessed March 30, 2023).

<sup>84</sup> Interview on November 18, 2022 with Metro Staff.

<sup>85</sup> Interview December 5, 2022 with Metro Security Staff.





restrooms could be built outside the stations and jointly operated by Metro and various localities.<sup>86</sup> The City of Long Beach pays for a restroom on the Blue Line route, at the Long Beach Transit Mall, and the city of Beverly Hills is planning to fund a restroom at the Purple Line station when it opens there.<sup>87</sup>

## CUSTOMER EXPERIENCE

### FARES

Fares are a highly controversial topic for MTA. Some MTA Board members and civic leaders advocate making Metro free for all. They note that the system primarily serves low-income riders who would benefit from a fare-less system and help promote economic equity in the County.<sup>88</sup>



**EXHIBIT 12.** Civil Grand Jury. 2023. *Metro fare chart posted at the Expo/Crenshaw Westbound rail platform.* October 5, 2022. Photograph. CGJ.

<sup>86</sup> Interview January 23, 2023 with Public Official.

<sup>87</sup> Interview on January 23, 2023 with Public Official.

<sup>88</sup> Interview on December 5, 2022 with Metro Security Staff.



On the other side are those who argue not only for keeping fares, but for more rigorous fare enforcement. This is a stance endorsed by other MTA board members, Metro executives, and law enforcement officials.<sup>89</sup> They argue that paying fares gives riders more of a stake in the system and that non-paying riders are responsible for the majority of Metro's safety and sanitation problems.<sup>90</sup>

Fare proponents add that fare collection underscores Metro's role as a transportation agency, not a social service.<sup>91</sup> Security Chief Osborn told the Metro executive board in 2022 that adding more transit officers and preventing fare evasion would improve security on the system.

*"I say the answer is access control.... Not all fare evaders are criminals, but all criminals are fare evaders."<sup>92</sup>*

Fares provide about 15% of MTA's overall budget, according to Metro executives and board members.<sup>93</sup> The majority of Metro's funding comes from Measure M<sup>94</sup> and Measure R revenue.<sup>95</sup> Fares on Metro are lower than those of other mass transit systems such as BART in the Bay Area, New York City and Washington D.C. The standard fare for a ride is \$1.75, but there are substantial discounts available for students, seniors and low-income riders.<sup>96</sup>

The agency has created many ridership initiatives that allow for free or heavily reduced rates for travel in order to remain true to its promise of equitable transportation for all. Metro is increasing access to its LIFE (Low Income Fare is Easy) program by promoting it at shelters and other social service facilities. Metro is also hoping to sign up more schools for

---

<sup>89</sup> Interviews September 19, 2022 and September 26, 2022. Another interviewee on December 12, 2022 pointed to the San Diego Trolley Line to San Ysidro as always having fare enforcement.

<sup>90</sup> Interviews September 19, 2022, September 26, 2022, and November 22, 2022.

<sup>91</sup> Steve Scauzillo, "LA Metro's 'Transit Ambassadors' Offer Alternative to Armed Officers," San Gabriel Valley Tribune. July 2, 2022. <https://www.sgvtribune.com/2022/07/02/la-metros-transit-ambassadors-offer-alternative-to-armed-officers/>.

<sup>92</sup> Rachel Uranga, "Rise of Drug Overdose Deaths and Crime Pushes Metro to Weigh More Security," Los Angeles Times. February 24, 2023. <https://www.latimes.com/california/story/2023-02-24/overdose-deaths-on-metro-trains>.

<sup>93</sup> Interview September 26, 2022.

<sup>94</sup> Measure M funds active transport programs. To read more, visit: "Metro Active Transport, Transit and First/Last Mile (MAT) Program": <https://www.metro.net/about/metro-active-transport-transit-and-first-last-mile-program/#:~:text=Measure%20M%20established%20the%20Metro%20Active%20Transport%2C%20Transit,in%20active%20transportation%20infrastructure%20projects%20throughout%20the%20region>.

<sup>95</sup> Measure R funds transportation projects and programs. To read more, visit "Measure R": <https://lbt-preprod.la-metro-web.net/about/measure-r/>; Interview December 5, 2022.

<sup>96</sup> Los Angeles County Metropolitan Transportation Authority, Fares, Passes and Discounts. <https://www.metro.net/riding/fares>. Last accessed March 24, 2023.

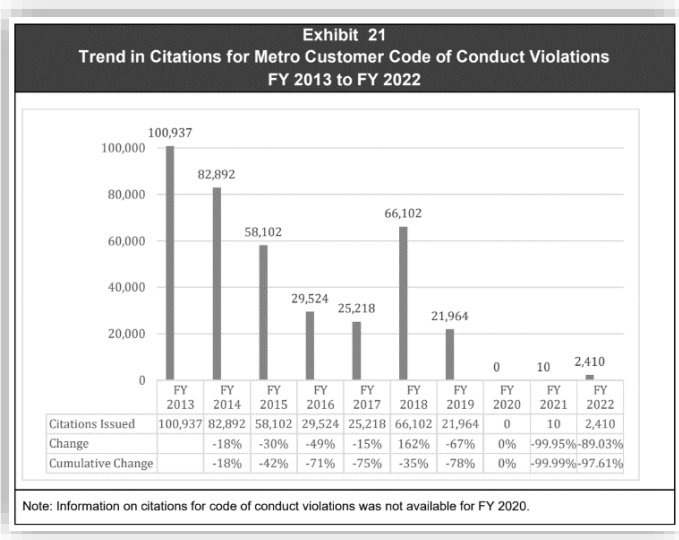


its GoPass program which offers free rides to eligible K-12 and Community College students in Los Angeles County.<sup>97</sup>

Only TSOs are designated to enforce fare collection. Repeated offenders can be sent to Metro’s Transit Court where they can receive fines or other penalties.<sup>98</sup> Evading fares is relatively easy at most Metro stations with no physical barriers blocking riders without tickets. Where entrance fare gates are installed, ‘reach-around’ access through emergency exits is used by fare evaders to bypass the required TAP card (Transit Access Pass) access.<sup>99</sup>

### CODE OF CONDUCT

Exhibit 20 Citations for Metro Customer Code of Conduct Violations FY 2022	
Violation Description	Number
Graffiti	6
Improper use of carts/strollers in peak/crowded condition	1
Incite violence / posing clear & present danger	1
Invalid coin currency in fare box or collect device	1
Large carts and strollers	4
Littering	26
Loitering in Metro facilities or vehicle	40
Obstructing or impeding flow of Metro vehicle	1
Playing sound device	20
Possession of a drug or illegal substance	2
Preventing a door from closing	4
Prohibited bicycle	1
Proof of payment	9
Refusal to show proof of payment	1
Riding bicycles and skateboards	19
Sale/peddling of goods/services	1
Soliciting lewd conduct	1
Spitting	2
Unavoidable grossly repulsive odor	1
Unsafe conduct in Metro vehicles or Metro facilities	21
Urinate or defecate except in a lavatory	47
<b>Total</b>	<b>2,410</b>



**EXHIBIT 13.** Metro Office of the Inspector General. 2022. *Citations for Metro Customer Code of Conduct Violations FY 2022*. (p.76) Metro Transit Security Performance Audit FY’s 2021-2022. Final Report. December 2022. Graph. [https://www.metro-oig.net/\\_static/72961f88bf145366818b15d1800d3175/23-aud-03-final-report-metro-transit-security-performance-audit-fy21-and-fy22.pdf?dl=1](https://www.metro-oig.net/_static/72961f88bf145366818b15d1800d3175/23-aud-03-final-report-metro-transit-security-performance-audit-fy21-and-fy22.pdf?dl=1)

**EXHIBIT 14.** Metro Office of the Inspector General. 2022. *Trend in Citations for Metro Customer Code of Conduct Violations FY 2013 to FY 2022*. (p. 77) Metro Transit Security Performance Audit FY’s 2021-2022. Final Report. December 2022. Graph. [https://www.metro-oig.net/\\_static/72961f88bf145366818b15d1800d3175/23-aud-03-final-report-metro-transit-security-performance-audit-fy21-and-fy22.pdf?dl=1](https://www.metro-oig.net/_static/72961f88bf145366818b15d1800d3175/23-aud-03-final-report-metro-transit-security-performance-audit-fy21-and-fy22.pdf?dl=1)

<sup>97</sup> LA Metro, “Upcoming Enrollment Events This Month for Our LIFE Low Income Fare Discount,” The Source. February 10, 2023. <https://thesource.metro.net/2023/02/10/upcoming-enrollment-events-this-month-for-our-life-low-income-fare-discounts/>.

<sup>98</sup> Interview on January 24, 2023 with Public Official.

<sup>99</sup> Interview on November 30, 2022 with LASD Staff.



Metro's COC was first drafted in 2003. The lengthy code contains rules prohibiting, among other things, smoking and drinking on trains, harassing passengers or Metro staff, taking up multiple seats or bringing carts on trains, trash disposal, playing music loudly, and vandalizing cars or stations.<sup>100</sup> These are still among the behaviors cited as most troublesome in Metro's 2022 ridership survey.<sup>101</sup>

In 2020, the MTA board directed outside law enforcement agencies not to enforce any COC violations, because of COVID-19 social distancing concerns as well as a concerted effort to remove any appearance of racial bias during enforcement interactions, particularly with men of color.<sup>102</sup> The current Metro agency leadership has continued this policy, with the progressive initiative Reimagining Public Safety. Metro is increasingly using regular recorded announcements on trains to remind passengers to follow the COC guidelines.<sup>103</sup>

In March 2023, the MTA Board approved a revised COC that uses clearer, more user-friendly language.<sup>104</sup>

## VENDORS

Few vendors or retailers are present at Metro stations – unlike many other mass transit systems. The principal exception is Union Station. At some Metro stations, push carts or food trucks on the street level, on the platforms, or near the escalators leading down to the station platform can be found. Metro does not authorize or license these vendors. The COC specifically prohibits eating and drinking on Metro trains and property.<sup>105</sup>

---

<sup>100</sup> Los Angeles County Metropolitan Transportation Authority, Title 6 – Customer Code of Conduct, adopted on July 22, 2010. [http://libraryarchives.metro.net/DB\\_Attachments/WGGC%20Service%20Provider%20Notes%20Links/Cod e%20of%20Conduct.pdf](http://libraryarchives.metro.net/DB_Attachments/WGGC%20Service%20Provider%20Notes%20Links/Cod e%20of%20Conduct.pdf).

<sup>101</sup> Metro Customer Experience Plan FY22. <https://www.metro.net/about/plans/cx/>. Last accessed March 30, 2023.

<sup>102</sup> Interview September 19, 2022.

<sup>103</sup> Interview November 22, 2022.

<sup>104</sup> LA Metro, "Metro Board Approves Hiring of Transit Security Officers, Law Enforcement Contract Negotiations and Policies to Improve Safety for Bus and Rail Riders," The Source. March 27, 2023. <https://thesource.metro.net/2023/03/27/metro-board-approves-hiring-of-transit-security-officers-law-enforcement-contract-negotiations-and-policies-to-improve-safety-for-bus-and-rail-riders/>.

The condensed COC brochure is still 26 pages long. To read it in full, please visit: <https://www.metro.net/riding/safety-security/> and click on "Let's Be Kind to Each other: Rules for Riders" to access.

<sup>105</sup> Los Angeles County Metropolitan Transportation Authority, Title 6 – Customer Code of Conduct, adopted on July 22, 2010. [http://libraryarchives.metro.net/DB\\_Attachments/WGGC%20Service%20Provider%20Notes%20Links/Cod e%20of%20Conduct.pdf](http://libraryarchives.metro.net/DB_Attachments/WGGC%20Service%20Provider%20Notes%20Links/Cod e%20of%20Conduct.pdf).



Los Angeles Times cultural critic Carolina Miranda believes the lack of vendors contributes to the feeling of isolation and insecurity for Metro riders. As she explained in a recent column, “There is no place to buy even so much as a bottle of water in most stations... But the lack of a consistent human presence in stations is simply creating other safety and maintenance problems... All of this can make for an unsettling place to be if you’re riding by yourself, especially late at night.”<sup>106</sup>

## A MODEL FOR CORRECTIVE ACTION

In February 2023, the MTA Board released a report identifying longstanding issues at the Westlake/MacArthur Park stop. The recommendations were to curb unsafe and unsanitary conditions<sup>107</sup> and the corrective actions were launched immediately. Many of the recommendations relied on non-staffing solutions by leaning into environmental design considerations; one immediate consideration was to begin playing up-tempo classical music over the stations’ loudspeakers. The train platform has a sense of movement and the energy was meant to discourage loitering.<sup>108</sup>

Another recommendation of the report is to relaunch the Metro-sanctioned vendor program. The goal for bringing food and goods to Westlake/McArthur Park is to “reimagine the vendor marketplace and transform the [street-level] plaza into a safe and active community space; one that supports local entrepreneurs and hosts community events.”<sup>109</sup> By infusing the station with bustling activity, there will be more positive foot-traffic.<sup>110</sup>

By considering the site-specific environment of this station, Metro has created a blueprint that can be implemented at many of their other hot spot locations and tailored to work at other, lesser-frequented stops.

---

<sup>106</sup> Miranda continues “It’s high time to rethink this. I understand the rationale, from a maintenance perspective, for not wanting people to eat and drink. But the lack of a consistent human presence in stations is simply creating other safety and maintenance problems. Small commercial spaces could enliven what can be some very lonely Metro stations, thereby making them safer.”

Carolina A. Miranda, “L.A. Metro Has Problems Besides Crime and Ridership: It’s in the Design,” Los Angeles Times. September 17, 2022. <https://www.latimes.com/entertainment-arts/newsletter/2022-09-17/l-a-metro-has-a-design-problem-essential-arts-arts-culture>.

<sup>107</sup> Los Angeles County Metropolitan Transportation Authority, 2023-0079 - Reimagining Westlake/MacArthur Park Station Thru Pilot Interventions. February 10, 2023. <https://boardagendas.metro.net/board-report/2023-0079/>. Last accessed March 28, 2023.

<sup>108</sup> LA Metro, “How We’re Working to Improve Safety and Security at Westlake/McArthur Park Station,” The Source. February 24, 2023. <https://thesource.metro.net/2023/02/24/how-were-working-to-improve-safety-and-the-customer-experience-at-westlake-macarthur-park-station/>.

<sup>109</sup> Ibid.

<sup>110</sup> Ibid. .



## **FISCAL IMPACT**

This Committee was not able to evaluate the fiscal impact of our report. Some of our recommendations would involve new expenditures, while others involve re-allocating existing funds. Metro gets the majority of its funding from Measure M and Measure R.

## **FINDINGS**

1. There are not enough law enforcement officers on trains. They are most often on platforms, patrol cars, or in "hot spot" stations.
2. There are not enough Metro TSO officers throughout the system. More TSO officers would give Metro greater control and accountability.
3. Metro's COC is enforced only by TSOs. Conduct violations such as drinking or doing drugs, vandalism and harassment are cited by Metro riders as among the most troublesome.
4. There is a lack of coordination and communication among the contract security agencies and no standardized method of recording crime statistics.
5. The pilot Transit Ambassador program is a promising new tool in Metro's multi-layered approach to security and sanitation issues. Its mission is still evolving.
6. Law enforcement agencies involved with Metro have expressed skepticism about the Ambassador program and confusion about their relationship with the Ambassadors.
7. The lack of accurate, timely data inhibits Metro's ability to deal with the scope of its problems with security and fare evaders.
8. The Transit Watch App is sleek, user friendly, and has real-time information. It is being used by Ambassadors and a small number of riders to report security, sanitation, and other occurrences.
9. Many of the problems associated with the system are linked to riders who are fare evaders.



10. The current methods of collecting fares is too lax. The fare gates are an unsecure, easily-evaded point of access to the Metro system.
11. The COC is a lengthy tome that governs almost every aspect of ridership. Most riders do not know the expectations of the code nor how to access it.
12. There are only three restrooms in the entire Metro system.
13. The B (Red) Line has the highest ridership and the most sanitation issues on the platforms and in the cars.
14. Despite efforts to improve sanitation on Metro – including the recent Cleaning Surge – customer surveys show riders find the system dirty, dark, and smelly.
15. Metro does not take trains offline to the tail tracks for spot cleaning during the daily cycle. The B (Red) Line, by virtue of its heavy traffic, would be much improved with more frequent cleaning.
16. The “Cleaned By” pilot program on the Green (C) line uses “cleaned by” sheets posted by the exit doors as a means of enforcing sanitation standards and gives a visual record to staff and riders how often the train is cleaned by Metro staff.
17. Vending is not present at most Metro subway and light rail stations, unlike most other mass transit systems.
18. The pilot, Respect the Ride program focuses Metro resources to reduce crime and improve sanitation in “hot spot” stations.
19. Metro elevators and escalators are often unsanitary and unsafe, particularly when the system is closed for the night.
20. Make Metro Clean Community Service Program participants complete court-mandated community service by removing trash, weeds and graffiti. This program is currently being used at bus stops and stations.
21. The new initiatives at the Westlake/MacArthur Park station – including recorded music and bringing in vendors – are aimed at improving the environment without hiring more staff.



## RECOMMENDATIONS

- 1.1. Require contracted law enforcement agencies (LAPD, LASD, LBPD) to assign more officers to ride the trains.
- 1.2. Metro's TSO force should be increased from its current figure of 213 to allow the agency to better enforce fare compliance and COC and give the agency greater control and accountability with security.
- 1.3. COC violations should be enforced and frequent violators subject to fines or banishment from the Metro system.
- 1.4. Encourage greater coordination among the agencies involved with Metro Rail, including a standardized method of reporting crime statistics.
- 1.5. Establish clear benchmarks for determining the success of the Ambassador program. Monitor and collect data to better focus the program. Make it publically available on the Metro.net website.
- 1.6. Metro should create opportunities for Ambassadors to interact with the other security agencies to raise awareness and build trust.
- 1.7. Analyze security data on a regular basis and obtain up-to-date numbers on non-transportation riders using the system.
- 1.8. Encourage riders to use the Transit Watch App to report security, sanitation, and other problem and help riders to install the Transit Watch App. Deploy mobile training booths to show riders how to install and use the app.
- 1.9. Keep fares at the current rate – including free transfers – and improve access to discount or free fares offered to low-income riders, students, and seniors through programs such as LIFE and GoPASS.





- 1.10. (a) Install turnstiles or other physical impediments that would discourage non-paying riders.  
  
(b) Station TSOs at high trafficked stations to re-enforce fare paying.
- 1.11. (a) Instead of the lengthy COC, create an abridged "Metro Manners" that gives riders a quick guide to the most important regulations.  
  
(b) Highlight Metro Manners in stations, train cars, and create an ad campaign for bus benches and across various social media platforms.
- 1.12. (a) More restrooms are needed for the Metro system. Metro should consider installing public bathrooms at its Customer Centers where staff is available to supervise their use.  
  
(b) The MTA should work with cities to share the costs of building and maintaining new restrooms, similar to the Long Beach model.
- 1.13. Maintenance and cleaning resources should be increased on the Red (B) Line, commensurate with its level of ridership - cleaning schedules should reflect the number of boardings, not just the time of day.
- 1.14. (a) Hire more custodians and have their workload be concentrated to smaller areas for more thorough cleaning.  
  
(b) Encourage riders to report custodial and maintenance incidents through the website metro.net or the Transit Watch App, or by reporting incidents to an Ambassador.
- 1.15. Metro should schedule several daily brief cleaning sessions at tail track stops, especially for the heavily used B (Red) Line and A (Blue) line.
- 1.16. Expand the "Cleaned By" program to all the rail lines which would foster greater accountability and transparency by the maintenance crews.



- 1.17. Metro should promote and encourage vendor presence in stations, including helping with the lengthy permit process.
- 2.18. Respect the Ride should be adapted, expanded, and implemented as a pilot program on the entire line.
- 1.19. Institute a nightly "lock-down" procedure for either custodial staff and/or TSOs to secure elevators and escalators along all lines.
- 1.20. The Make Metro Clean program should be expanded to include the rail system.
- 1.21. The Westlake/MacArthur Park station initiatives should be implemented at other stations.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies 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).

All responses to the recommendations, both required and invited, of the 2022-2023 Los Angeles County Civil Grand Jury must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012



Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	2:2, 2:9, 2:10, 2:12, 2:13, 2:14, 2:16
Los Angeles County Metropolitan Transportation Authority	2:1-2:21
Los Angeles County Metro Board of Directors	2:1-2:21
Los Angeles Sheriff's Department	2:1, 2:4 2:6, 2:7
Los Angeles Police Department	2:1, 2:4, 2:6, 2:7
Long Beach Police Department	2:1, 2:4, 2:6, 2:7

## **COMMENDATION**

Metro deserves praise for its attention to train schedules and reliability. Despite myriad problems, the rail system appears to have a handle on its core mission of providing reliable and equitable service. The Transit App used to track rail (as well as the rest of the system in its entirety) provides accurate, up-to-date timetables and is easy to use, interactive and user friendly.

The Committee wishes to thank Metro leadership for their cooperation and aid with this report and commend them on their commitment to turning things around at the agency. Currently, Metro is bursting with pilot program initiatives targeting specific issues of concern such as the Ambassador and Respect the Ride programs. There is an environment of creativity and a willingness to tackle issues head-on. Here are some examples.



<b>Transit Watch App</b>	A quick, easy and anonymous way for riders to report suspicious activity, safety or sanitation issues by text message or phone call.
<b>Fare Capping Policy</b>	After seeking customer feedback, Metro kept base fares at their current prices and continued free one-way transfers between buses and trains for two hours.
<b>Customer Experience Surveys</b>	Metro’s Customer Experience (CX) team surveys thousands of riders every year to obtain feedback on everything from cleanliness to security and reliability.
<b>Transit Ambassadors</b>	Ambassadors’ reporting helps Metro send the right response to address an issue, such as crisis intervention teams, security, law enforcement or cleaning crews.
<b>Public Safety Advisory Committee (PSAC)</b>	PSAC is made up of riders, community members and experts who give Metro input on ways to improve public safety on the system.
<b>Mental Health Teams</b>	Metro has an agreement for DMH to provide comprehensive crisis response services to individuals experiencing mental health crises.
<b>Unhoused Service Initiatives</b>	Metro’s joint development policy encourages affordable housing built by developers on Metro property (often left over from transit construction projects).
<b>Crenshaw’s K Line opening</b>	Metro’s newest eight and a half mile, \$2 billion light rail line, also known as the Crenshaw/LAX Line. By 2024, the K Line will connect to the new LAX/Metro Transit Center Station, the new Aviation/Century Station and the Metro C Line (Green).
<b>Fare-based Discount Initiatives</b>	The Low-Income Fare is Easy (LIFE) program provides offers discounts on select passes or twenty free rides for low-income riders; the GoPass program provides unlimited free transit rides to K-12 and community college students.
<b>Metro Micro Rideshare</b>	Metro’s new on-demand rideshare service using small vehicles for short local trips.
<b>SoFi Stadium Free Shuttle</b>	The shuttle operates between the Hawthorne/Lennox Station and SoFi Stadium during SoFi’s pre-, regular-, and post-season NFL games.
<b>Music and Environmental Security</b>	Metro is experimenting with playing recorded classical music in some stations. The idea is to create an atmosphere that is comfortable for spending short amounts of time transiting through a station, but not conducive to hours-long loitering.



## ACRONYMS

<b>COC</b>	Metro Code of Conduct
<b>CX</b>	Customer Experience
<b>DMH</b>	Department of Mental Health
<b>LACTC</b>	Los Angeles County Transportation Commission
<b>LAPD</b>	Los Angeles Police Department
<b>LASD</b>	Los Angeles County Sheriff's Department
<b>LAX</b>	Los Angeles Airport
<b>LBPD</b>	Long Beach Police Department
<b>LIFE</b>	Low Income Fare is Easy
<b>MET</b>	Mental Evaluation Team
<b>MEU</b>	Mental Evaluation Unit
<b>MTA</b>	Los Angeles Metropolitan Transit Authority
<b>OIG</b>	Metro Office of the Inspector General
<b>PATH</b>	Projects for Assistance in Transition from Homelessness
<b>RTD</b>	Southern California Rapid Transit District
<b>TAP</b>	Transit Access Pass (Fare Card)
<b>TSO</b>	Metro Transit Security Officer

## COMMITTEE MEMBERS

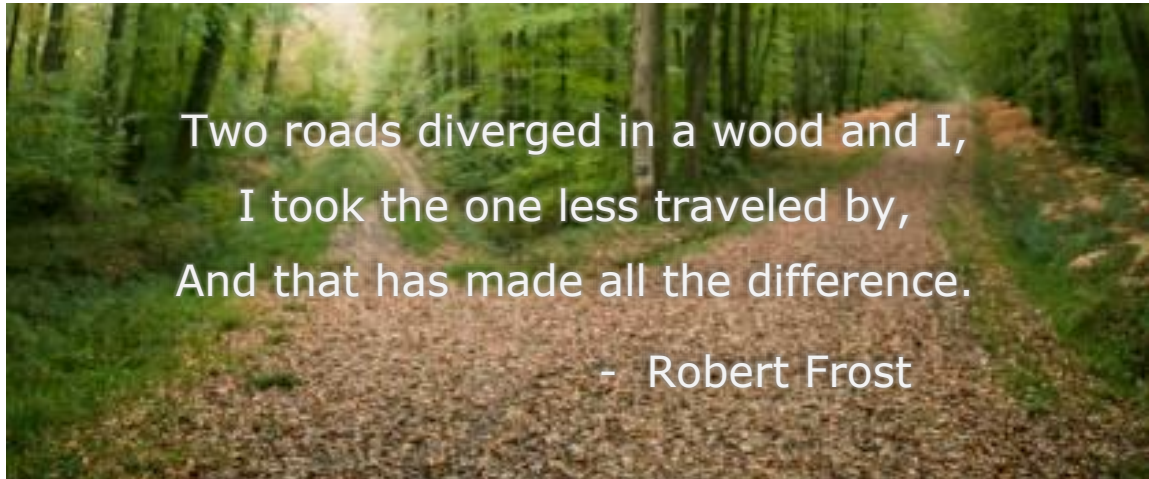
Richard Nordwind	Chairperson
Leslie Flores	Co-Chairperson
Carina Lister	Secretary
Michele Ashamalla	
Alice Beener	
James Bukowski	



**CAREER TECHNICAL  
EDUCATION PATHWAY**  
The Road Less Traveled



# CAREER TECHNICAL EDUCATION PATHWAY: THE ROAD LESS TRAVELED



## SUMMARY

This report investigated the road less traveled through the complex pathways within our current educational system, focusing on Career Technical Education (CTE). Robust CTE programs, formerly called vocational education, exist at community colleges, occupational centers, and at the high school level. These programs provide a viable alternative to the traditional academic path.

This committee examined a variety of these programs and their level of pre-graduation student involvement and found that a number of factors inhibit program enrollment: awareness of opportunities at the high school level and beyond; overextended high school counselors; school district priorities; scheduling issues; and recruitment and retention of certified CTE instructors.

The County of Los Angeles (County) and its residents have an obligation to ensure that all young people are aware of the many opportunities for higher learning. Expectations should be that any student, regardless of background or circumstance, graduate from high school, and either complete a college education or have a career skillset that allows them to succeed in life. Not all high schoolers are university-bound, nor should they be expected to be. Students and parents are, now more than ever, able to consider career technical education programs as an alternative



to a four-year college or university enrollment. CTE leads to career opportunities in less time and at a lower cost than a four-year college.

## BACKGROUND

Parents want their children to be successful, and college admission remains an aspiration in this country, even in the face of steeply rising costs. In a 2012 Pew Research report on post-graduation (high school) expectations, 94% of parents surveyed with children ages seventeen or younger said they expect their child to attend college,<sup>1</sup> however, parents are starting to realize that college attendance may not be the best path to success. In 2021, only 54% of parents polled wanted their child to attend a four-year college directly after high school.<sup>2</sup>

There are a host of reasons for students not attending college. Many new high school graduates have trouble keeping up with their academic course load, or need to take care of family members or other dependents.<sup>3</sup> In a New York Times opinion piece, "The Misguided Priorities of Our Educational System," writer Oren Cass goes into detail on how the United States spends a disproportionate amount of resources on college-bound students and much less on those who seek an alternative path. This imbalance has led to high school education systems becoming one of our nation's most regressive institutions.<sup>4</sup>

Historically, CTE was seen as a "dumping ground" for students who weren't considered college material. A two-tier educational system tracked predominantly low-income students and students of color into career and technical/vocational classes. However, high schools and community colleges have revamped coursework to prepare students for lucrative, non-collegiate careers in fields such as technology, health care and engineering.<sup>5</sup>

In 2005, to address the scope of educational priorities, the Los Angeles Unified School District Board of Education (LAUSD) approved a

---

<sup>1</sup> Russell Heimlich, "Most Parents Expect Their Children to Attend College," February 27, 2012. Pew Research Center. <https://www.pewresearch.org/fact-tank/2012/02/27/most-parents-expect-their-children-to-attend-college/>.

<sup>2</sup> Jill Barshay, "Poll: Nearly Half Of Parents Don't Want Their Kids To Go Straight To A Four-Year College," April 21, 2021. The Hechinger Report. <https://hechingerreport.org/poll-nearly-half-of-parents-dont-want-their-kids-to-go-to-a-four-year-college/>.

<sup>3</sup> Michael Burke, Daniel J. Willis, Debbie Truong, "California Community College Enrollment Plummets to 30-Year Low," November 18, 2022. Los Angeles Times. <https://www.latimes.com/california/story/2022-11-18/california-community-college-enrollment-plunges>.

<sup>4</sup> Oren Cass, "The Misguided Priorities of Our Educational System," Los Angeles Times. December 10, 2018. <https://www.nytimes.com/2018/12/10/opinion/college-vocational-education-students.html>.

<sup>5</sup> Sarah Butrymowicz, Jeff Amy and Larry Fenn, "How career and technical education shuts out Black and Latino students from high-paying professions," The Hechinger Report. October 22, 2020. <https://hechingerreport.org/how-career-and-technical-education-shuts-out-black-and-latino-students-from-high-paying-professions/>.





resolution to "Create Educational Equity in Los Angeles through the Implementation of the A-G Course Sequence."<sup>6</sup>

It describes A-G courses as "a rigorous life readiness curriculum that does not guarantee college admission but rather allows students the choice to pursue post-secondary education, vocation/career technical education, a career, and various other options and has been shown to close the Achievement Gap, increase high school graduation, and reduce dropout rates."<sup>7</sup> In the resolution, LAUSD specifically empowers students to choose a path individually suited for their post-secondary education plans.

The LAUSD resolution stated that beginning in 2012, all students would be required to complete an A-G curriculum in order to graduate. (See Appendix 1, "LAUSD A-G Graduation Requirements.") For CTE students, the resolution made a waiver available. This must be requested and approved by the school district for "students who at the end of the ninth grade, choose to take a Career and Technical Education sequence that incorporates the CTE standards as adopted by the California State Board of Education."<sup>8</sup> A-G requirements defined the minimum academic requirement for a standard entry to University of California/California State University.

Shortly after the A-G curriculum became an LAUSD graduation requirement, the 2013-2014 Civil Grand Jury (CGJ), published an investigative report titled, "Career and Job Preparedness in Public High Schools" wherein the question was posed, "What is America going to do without skilled workers who can build and repair things in today's society?"<sup>9</sup>

The 2013-2014 CGJ reported concerns regarding students not meeting the academic entry requirements into universities; at the same time receiving minimal vocational training at LAUSD. The investigation

---

<sup>6</sup> LAUSD Policy Bulletin 5789.1, <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/173/Graduation%20Requirements%202016.pdf>. Last accessed March 21, 2023.

<sup>7</sup> Motions/Resolutions Presented To the Los Angeles City Board of Education for Consideration. "Resolution to Create Educational Equity in Los Angeles through the Implementation of the A-G Course Sequence as Part of the High School Graduation Requirements," presented for action June 14, 2005. <https://idea.qseis.ucla.edu/newsroom/our-ideas/ResolutionToCreateEducationalEquityInLosAngeles2005-1.pdf>. Last accessed March 20, 2023.

<sup>8</sup> Motions/Resolutions Presented to the Los Angeles City Board of Education for Consideration. "Resolution to Create Educational Equity in Los Angeles through the Implementation of the A-G Course Sequence as Part of the High School Graduation Requirements," presented for action June 14, 2005. <https://idea.qseis.ucla.edu/newsroom/our-ideas/ResolutionToCreateEducationalEquityInLosAngeles2005-1.pdf>. Last accessed March 20, 2023.

<sup>9</sup> "Career and Job Preparedness in Public High Schools," 2013-2014 Los Angeles County Civil Grand Jury Final Report, pp. 74-80. [http://grandjury.co.la.ca.us/pdf/2013-2014\\_Final.pdf](http://grandjury.co.la.ca.us/pdf/2013-2014_Final.pdf).



advocated a “Linked Learning” concept, where academics and CTE were integrated.<sup>10</sup>

Ten years later, this Civil Grand Jury revisited Career Technical Education, has anything changed?

## **METHODOLOGY**

The committee conducted extensive research, visiting an occupational center and local community colleges offering CTE and meeting with deans and department heads at those sites. Additionally, we initiated virtual interviews with various high schools and post-secondary education organizations via Zoom, and reviewed websites for all organizations contacted. Additionally, websites were reviewed for a number of similar organizations. (See Appendix 2, “Investigation Synopsis.”)

Past civil grand jury reports on this same topic also proved invaluable by providing background and historical pathways for this investigation.

Staff at the following public education facilities were interviewed to determine courses offered in their CTE programs:

1. Abram Freedman Occupational Center
2. Harbor Occupational Center
3. Richard N. Slawson Southeast Regional Occupational Center
4. Cerritos College
5. Glendale Community College (GCC)
6. Long Beach City College (LBCC)
7. Los Angeles Trade Technical College (LATTC)
8. Rio Hondo College
9. West Los Angeles College

Staff at the two largest school districts in the County were interviewed to determine the course of their CTE pathways:

1. Long Beach Unified School District (LBUSD)
2. Los Angeles Unified School District (LAUSD)

Staff at the following state and county governmental agencies were interviewed to determine availability of support for CTE:

---

<sup>10</sup> “Career and Job Preparedness in Public High Schools,” 2013–2014 Los Angeles County Civil Grand Jury Final Report, pp. 77-79. [http://grandjury.co.la.ca.us/pdf/2013-2014\\_Final.pdf](http://grandjury.co.la.ca.us/pdf/2013-2014_Final.pdf).



1. California Department of Education
2. Los Angeles County Office of Education (LACOE)

Staff at the following public/quasi-public agencies were interviewed to determine how they were filling their skilled worker needs:

1. Los Angeles County Metropolitan Transportation Authority
2. Los Angeles World Airport
3. Port of Los Angeles
4. Port of Long Beach

Staff at the following trade organizations were interviewed to learn about their apprenticeship programs:

1. Los Angeles County Federation of Labor
2. Los Angeles/Orange Counties Building and Construction Trades Council

## INVESTIGATION

This committee set out to find out how much has changed in the last decade, since the previous CGJ report, specifically how high schools are presenting career technical education and how do they currently encourage alternative educational pathways.

LACOE has oversight over the eighty school districts in operation throughout the County and is integral to this report. We interviewed several officers of LACOE to gain insight into the CTE programs offered by those districts.

LACOE's mission revolves around improving the lives of students and our educational community through service, leadership and advocacy.

It believes every student has a right to an academic environment that prioritizes equity and overall well-being.<sup>11</sup>

LACOE authorizes the creation and upkeep for charter schools<sup>12</sup> and is responsible for policy oversight and budget review and approval to ensure school district solvency.<sup>13</sup> The agency provides professional

---

<sup>11</sup> Los Angeles County Office of Education, About LACOE. <https://www.lacoe.edu/About-LACOE>. Last accessed March 27, 2023.

<sup>12</sup> Los Angeles County Office of Education, Charter School Office. <https://www.lacoe.edu/Home/Charter-School-Office>. Last accessed April 27, 2023.

<sup>13</sup> Los Angeles County Office of Education, Financial Management Services. <https://www.lacoe.edu/Business-Services/Business-Advisory-Services/Financial-Management-Services>. Last accessed April 27, 2023.



development opportunities for teachers within the County,<sup>14</sup> and coordinates services for students in need (including those in transitory living conditions and those involved in the juvenile justice systems).<sup>15</sup> LACOE, however, does not govern local school districts, and can only provide advice and counsel.<sup>16</sup>

LACOE approves the Local Control and Accountability Plan (LCAP) for each school district. LCAP is a tool for local educational agencies to set goals, plan actions, and leverage resources to meet those goals to improve student outcomes.<sup>17</sup> All academic subjects are covered in a district's LCAP, including CTE. LACOE indicated that, for the first time, school districts had to now report CTE programs in their LCAPs and provide information to the California Education Dashboard, a tool for parents and educators to assess school and district performance.<sup>18</sup>

We interviewed personnel in the CTE offices of Los Angeles Unified School District and Long Beach Unified School District. Both school districts indicated that they offer extensive CTE programs and pathways, but participation is ultimately up to the student's choice.<sup>19</sup> Both school districts utilize "Linked Learning"; a blending of college-entry coursework with technical education.<sup>20</sup> <sup>21</sup> The four key components of a Linked Learning pathway are: rigorous academics, career technical education, work-based learning, and access to comprehensive support services.<sup>22</sup>

Over the course of this committee's investigation, a key occupational center and several other local community colleges were toured, and officials from similar institutions were interviewed via Zoom. Occupational centers were created to address high unemployment and workforce needs through statewide programming to provide entry-level

---

<sup>14</sup> Los Angeles County Office of Education, Professional Development Opportunities for Educators. <https://www.lacoe.edu/Home/Professional-Development>. Last accessed April 27, 2023.

<sup>15</sup> Los Angeles County Office of Education, About LACOE. <https://www.lacoe.edu/student-services>. Last accessed March 27, 2023.

<sup>16</sup> Los Angeles County Office of Education, About LACOE. <https://www.lacoe.edu/About-LACOE>. Last accessed March 27, 2023.

<sup>17</sup> California Department of Education, Local Control and Accountability Plan (LCAP). <https://www.cde.ca.gov/re/lc/>. Last accessed March 21, 2023.

<sup>18</sup> LACOE interview September 1, 2023.

<sup>19</sup> LAUSD interview November 8, 2022, LBUSD interview December 22, 2022.

<sup>20</sup> Los Angeles Unified School District, Linked Learning in L.A. Unified, <https://ctelinkedlearning-laUSD-ca.schoolloop.com/linkedlearning>. Last accessed March 21, 2023.

<sup>21</sup> Long Beach Unified School District, Linked Learning, [https://www.lbschools.net/Departments/Linked\\_Learning/](https://www.lbschools.net/Departments/Linked_Learning/). Last accessed March 21, 2023.

<sup>22</sup> Linked Learning, About the Linked Learning Approach, <https://www.linkedlearning.org/about/linked-learning-approach#:~:text=Linked%20Learning%20is%20a%20proven%20approach%20to%20education,that%20real%20educational%20solutions%20exist%20in%20the%20%E2%80%9Cand.%E2%80%9D>. Last accessed March 20, 2023.



career and technical training for high school students as well as adults wanting to continue their education.<sup>23</sup> Community colleges are public institutions of higher learning that typically serve the surrounding local community. In community colleges, the focus is on specific career skills that students need for a certificate, diploma, or associate's degree and a job in their field. They offer certificates, diplomas, and associates degrees as preparation for CTE jobs or higher education in universities.<sup>24</sup>

The committee learned about apprenticeship programs and Project Labor Agreements with two local labor organizations, the Los Angeles/Orange County Building and Construction Trades Council and the Los Angeles County Federation of Labor.

Officials at Los Angeles World Airports were interviewed regarding the HireLAX program located at Los Angeles Southwest College that prepares participants for union scale vocational trades. We also talked to Los Angeles County Metropolitan Transportation Authority about their intern program through LATTC.

Additionally, we interviewed management at the Ports of Los Angeles and Long Beach about their jointly planned training campus. Initial funding for the port training center has already been provided by the State of California.<sup>25</sup>

In addition to career preparation in some of these organizations, students are assisted in obtaining their driver's license, General Education Degree (GED), establishing bank accounts, and expunging criminal records. All these apprenticeship opportunities were well-developed and afforded attractive paths for CTE and life skills training. Finally, we talked to the Career and College Transition Division of the California Department of Education about general support for CTE and specifically, the CTE Incentive Grant program, created to give students the knowledge and skills needed to transition to employment and postsecondary education.<sup>26</sup>

---

<sup>23</sup> California School Boards Association, Regional Occupational Centers and Programs. <https://www.csba.org/GovernanceAndPolicyResources/StudentAchievement/~/link.aspx?id=C37F9988679844C1B81A14D4A1367A98>. Last accessed March 21, 2023.

<sup>24</sup> Grace Chen, "What is a Community College?" Community College Review. Updated September 07, 2022. <https://www.communitycollegereview.com/blog/what-is-a-community-college>. Last accessed March 21, 2023. Last accessed April 4, 2023.

<sup>25</sup> <https://spectrumnews1.com/ca/la-west/transportation/2022/01/20/port-of-la-announces-new-workforce-training-center--cybersecurity-system> last accessed 4/12/2023

<sup>26</sup> California Department of Education, Career Technical Education Incentive Grant (CTEIG). <https://www.cde.ca.gov/ci/ct/ig/#:~:text=Program%20established%20as%20a%20state,to%20employment%20and%20postsecondary%20education>. Last accessed March 21, 2023.



## CTE Opportunities

"High-Paying Trade Jobs Sit Empty, while High School Grads Line Up for University," – the title of this 2018 article says it all. The text states that 30 million jobs in the United States pay an average of \$55,000 per year and don't require bachelor's degrees. A shortage of workers continues to push wages even higher.<sup>27</sup> (Also see Appendix 3, "Construction Wage Rates in LA County.")

The California Department of Education (CDE) reports ninety-five percent of CTE graduates who did not enroll in college "worked for pay within two years of high school graduation."<sup>28</sup> Students who complete CTE training have good prospects for well-paying careers.<sup>29</sup> In California, CTE is comprised of fifty-eight pathways in fifteen industry sectors. Industry sectors are broad economic segments of the economy, while pathways are specific occupations. Appendix 4, "Technical Education: Preparing Students for the 21st Century and Beyond," shows the various industries and pathways available.<sup>30</sup>

Job prospects are particularly bright for skilled tradespeople.

"There is a significant shortage of skilled tradespeople. In fact, the industry as a whole is expected to grow 10 percent by 2028, according to the Bureau of Labor Statistics. Additionally, demand has been greatly outpacing the supply in the United States, with no signs of slowing down. It's estimated that more than 3 million skilled trades' jobs will remain open by 2028."<sup>31</sup>

(See Appendix 5, "2018-2028 Industry Sector Employment Projections.")

---

<sup>27</sup> Ashley Gross and Jon Marcus. "High-Paying Trade Jobs Sit Empty, while High School Grads Line Up for University," NPR. April 25, 2018. <https://www.npr.org/sections/ed/2018/04/25/605092520/high-paying-trade-jobs-sit-empty-while-high-school-grads-line-up-for-university>.

<sup>28</sup> California Department of Education, CTE General Public Fact Sheet.

<https://www.cde.ca.gov/ci/ct/qi/ctegeneralfacts.asp>. Last accessed April 4, 2023.

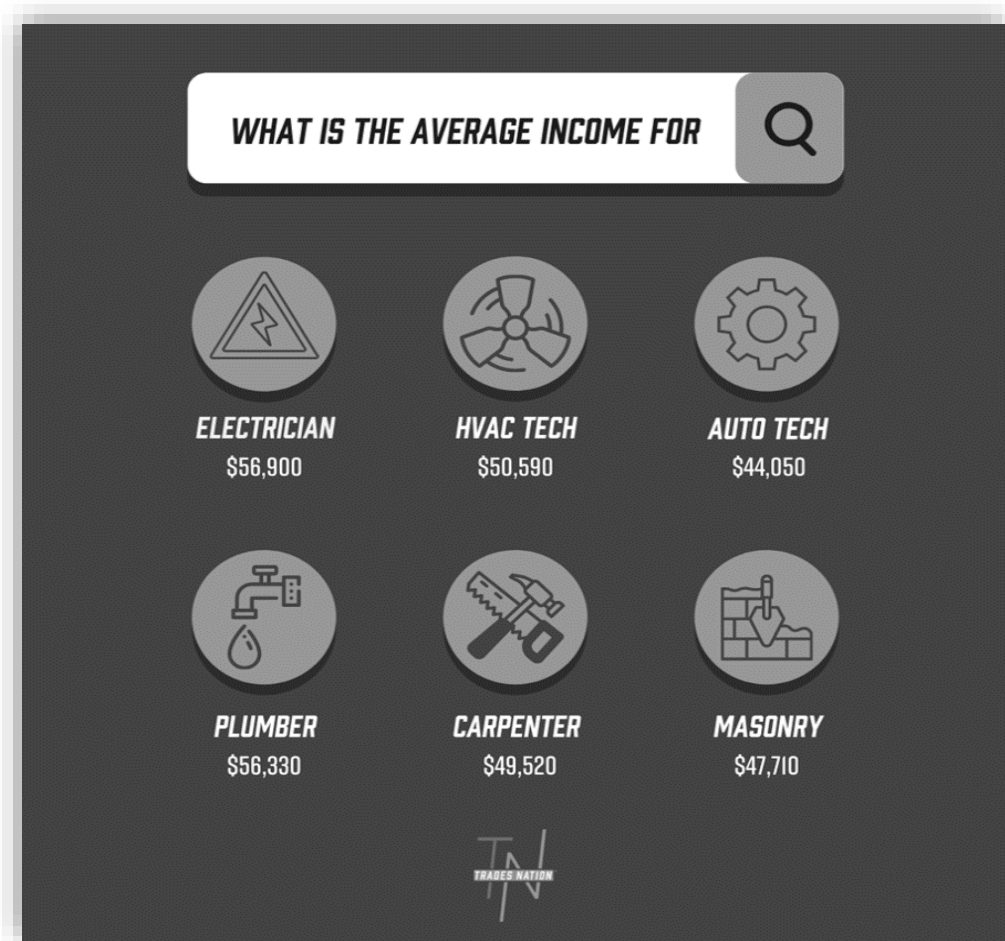
<sup>29</sup> See Appendix 3, "Construction Wage Rates in LA County," Appendix 5, "2018-2028 Industry Sector Employment Projections," and Appendix 6, "Current Salaries of CTE Occupations."

<sup>30</sup> See Appendix 4. California Department of Education, "California Career Technical Education: Preparing Students for the 21st Century and Beyond," <https://www.cde.ca.gov/ci/ct/sf/documents/ctecpwpower.pdf>. Last accessed April 4, 2022.

<sup>31</sup> Trades Nation, The Trades: Facts, Figures & Future. <https://www.tradesnation.com/us/en/the-trades-facts-and-figures.html>. Last accessed May 4, 2023.



The chart below (Exhibit A) highlights current average incomes for a few popular CTE pathways. For more detailed salary information, see Appendix 6, "Current Salaries of CTE Occupations."



### Exhibit A

Trades Nation, The Trades: Facts, Figures & Future: Job Security & Stability.  
<https://www.tradesnation.com/us/en/the-trades-facts-and-figures.html>.

In light of this, California is spending \$200 million to improve the delivery of career and technical education.<sup>32</sup> Additionally, post high school programs at occupational and community colleges are robust and far-reaching. Within the County, we found training for careers in medical; automotive; culinary; aviation; industrial; cosmetology; firefighting; design; and film and television studio fields. (Details of our interactions can be found in Appendix 2.)

<sup>32</sup> Matt Krupnick, "After Decades of Pushing Bachelor's Degrees, U.S. Needs More Tradespeople," The Hechinger Report. August 29, 2017. <https://hechingerreport.org/after-decades-of-pushing-bachelors-degrees-u-s-needs-more-tradespeople/>.



Additionally, students enrolling in one of the nine community colleges in the Los Angeles Community College District are eligible for "The Los Angeles College Promise," which is open to any first-time, full-time student. Tuition is waived for the first two years of college, and students also receive priority enrollment, additional financial support, and a dedicated team for academic and student support services. This promise is intended to help students "start right" on their way to "ending right" with a degree, university transfer, or career technical certificate.<sup>33</sup> Other Los Angeles County community college districts have similar programs.

## The Role of Counselors

The committee found numerous CTE opportunities in Los Angeles County, but were high school students aware of them? We spoke to community college counselors who shared information on their college fairs,<sup>34</sup> sponsored competitions for middle and high school students,<sup>35</sup> and integrated learning activities where they were able to bus students from their high schools to community college campuses at the end of the school day.<sup>36</sup> They were quick to inform us that they cannot be the primary counselors for high school students and need to "stay in their lane," allowing in-house high school counselors to be the priority when advising young people.<sup>37</sup>

Some community colleges formed true partnerships with their local high schools; one example is GCC. This school holds weekly meetings (previously on the high school campus, currently online over Zoom) for high schoolers to get information on available courses and opportunities, and allows time for prospective students to ask any questions.<sup>38</sup> Notices for these meetings and other community college happenings are placed in students' electronic folders that are updated weekly and accessible by parents as well.<sup>39</sup>

High school, for most young people, is a transition from adolescence into adulthood, college or career technical education, and the working world. It is a time of growth and reflection. Students are in the process of evaluating their strengths, skills, and abilities and they need guidance on how to achieve their personal, academic, and career goals.

---

<sup>33</sup> Los Angeles College Promise. <https://lacollegepromise.org/>. Last accessed March 21, 2023.

<sup>34</sup> West LA College interview March 1, 2023.

<sup>35</sup> Rio Hondo interview and tour September 22, 2022.

<sup>36</sup> LBCC interview February 21, 2023.

<sup>37</sup> LATTCC interview and tour September 22, 2022.

<sup>38</sup> GCC interview and tour November 7, 2022.

<sup>39</sup> See Appendix 7, "Glendale Community College Weekly Workshop Flyer."





The role of a high school counselor typically focuses on providing support and services to students in the areas of 1) academic achievement; 2) career development; 3) college readiness skills; and 4) social-emotional learning.<sup>40</sup> In a large public school, there are often just a few counselors who do all this, from crisis management to course scheduling, as well as personal counseling and family support.<sup>41</sup> In fact, some schools have no counselors at all.<sup>42</sup> The average student-to-counselor ratio in California high schools is 509-to-1.<sup>43</sup> It is easy to see that our counselors are “stretched thin and overwhelmed.”<sup>44</sup> LAUSD students are not generally mandated to meet with counselors unless there is any type of school-related problem.<sup>45</sup>

It is all too easy for students to fall through the cracks and make their way through school without goals. Currently, school counselors focus on four-year college choices and admissions.<sup>46</sup> High school counselors report that they receive very little professional development on advising students about community college enrollment in general and are not sufficiently prepared on topics such as career certification or licensing available at community colleges.<sup>47</sup>

It is important for students to understand that they have choices when deciding post-graduation plans and that CTE is one of them. CTE needs to be conveyed as a viable option, not a contingency plan for students who aren’t “college material.” Trade schools, that traditionally provide hands-on learning, offer many students a far more successful career than if they’d been forced into a “one-size-fits-all four-year college

---

<sup>40</sup> American School Counselor Association. “The Essential Role of High School Counselors,” <https://www.schoolcounselor.org/getmedia/2a38ea99-5595-4e6d-b9af-2ac3a00fa8c3/Why-High-School.pdf#:~:text=High%20school%20counselors%20define%20and%20focus%20the%20school,development%2C%20college%20and%20career%20readiness%20and%20social%2Femotional%20development> Last accessed March 22, 2023.

<sup>41</sup> Angel B. Pérez. “America Needs More School Counselors,” Forbes. February 1, 2021. <https://www.forbes.com/sites/angelperez/2021/02/01/america-needs-more-school-counselors/?sh=10341e873d6b>.

<sup>42</sup> The American School Counselor Association, School Counselors Matter. <https://www.schoolcounselor.org/getmedia/b079d17d-6265-4166-a120-3b1f56077649/School>. Last accessed April 4, 2023.

<sup>43</sup> American School Counselor Association, Student-to-School-Counselor Ratio 2021-2022. <https://schoolcounselor.org/getmedia/b9d453e7-7c45-4ef7-bf90-16f1f3cbab94/Ratios-21-22-Alpha.pdf>. Last accessed April 4, 2023. See Appendix 9 for more data.

The American School Counselor Association, School Counselors Matter. <https://www.schoolcounselor.org/getmedia/b079d17d-6265-4166-a120-3b1f56077649/School>. Last accessed April 4, 2023.

<sup>44</sup> Ibid.

<sup>45</sup> LAUSD interview November 8, 2022.

<sup>46</sup> CDE interview February 10, 2023.

<sup>47</sup> Angel B. Pérez. “America Needs More School Counselors,” Forbes. February 1, 2021. <https://www.forbes.com/sites/angelperez/2021/02/01/america-needs-more-school-counselors/?sh=10341e873d6b>.



plan."<sup>48</sup> Although some high schools have college and CTE advisory groups that meet once a month,<sup>49</sup> and others hold counselor workshops to keep counselors apprised of current options,<sup>50</sup> the committee heard from community college and occupational center officials that high school students were often not aware of career technical options before graduation, or had only a vague awareness.<sup>51</sup>

## District and School Priorities

The trend for the last twenty years has been for all students to strive to attend college with an academic pathway and, as a result, school districts have moved away from CTE.<sup>52</sup> Most high school campuses no longer have automotive or shop classes.<sup>53</sup> The current focus is based on completing a rigorous A-G curriculum to satisfy entry into California's higher education system, leaving districts (and individual schools) often insufficiently promoting CTE programs. Tremendous effort has been expended to encourage college for academic degrees over training in industrial and other trades, so much so that some fields face worker shortages.<sup>54</sup>

Recent data on four-year colleges shows less than half of students graduate within four years. More than one-third take longer than six years or never graduate from the institution at all.<sup>55</sup> Furthermore, the national average cost of a year of tuition and fees at a four-year, in-state public university was over \$9,000 in 2019. The average yearly cost of CTE programs is much lower. Students paid an average of less than \$3,300 for a full year of study at two-year schools across the country. On top of that, the shorter program lengths can lead to a much lower overall cost from enrollment to graduation.<sup>56</sup>

---

<sup>48</sup> Colleen Wildenhaus, "Trade Schools Are a Strong Choice for Students, Not a Contingency Plan," We Are Teachers. May 6, 2019. <https://www.weareteachers.com/trade-schools-for-high-school-grads/>

<sup>49</sup> LBUSD interview December 22, 2022.

<sup>50</sup> LAUSD interview November 8, 2022.

<sup>51</sup> LATTC interview and tour September 22, 2022,  
Rio Hondo interview and tour September 22, 2022,  
Cerritos interview and tour September 29, 2022.

<sup>52</sup> CDE interview February 10, 2023.

<sup>53</sup> Tara Tiger Brown, "The Death of Shop Class and America's Skilled Workforce," Forbes. May 30, 2012. <https://www.forbes.com/sites/tarabrown/2012/05/30/the-death-of-shop-class-and-americas-high-skilled-workforce/?sh=774541e8541f>.

<sup>54</sup> Matt Krupnick, "After Decades of Pushing Bachelor's Degrees, U.S. Needs More Tradespeople," The Hechinger Report. August 29, 2017. <https://hechingerreport.org/after-decades-of-pushing-bachelors-degrees-u-s-needs-more-tradespeople/>.

<sup>55</sup> Lyss Welding, "College Graduation Rates," Best Colleges. Updated October 3, 2022. <https://www.bestcolleges.com/research/college-graduation-rates/>. Last accessed April 4, 2023.

<sup>56</sup> Justin Boyle, "What is Career and Technical Education (CTE)?" Real Work Matters. January 10, 2020. <https://www.rwm.org/articles/what-is-career-technical-education-cte/#:~:text=Lower%20average%20cost.%20The%20national%20average%20cost%20of,of%20study%20at%20two-year%20schools%20across%20the%20country.>



The pandemic changed many students' outlooks – some are pushing back, feeling a college degree is not necessarily their ticket to success. Schools and districts need to pivot and celebrate those students who choose alternate work and CTE paths.<sup>57</sup>

## Scheduling

Initially, our committee was concerned that it would be impossible to increase CTE pathways and programs in high school because of the A-G curriculum, now a graduation requirement in many high schools. What we found is that local school districts can set their own graduation requirements, as long as they satisfy (often less stringent) state requirements,<sup>58</sup> for instance, A-G requirements include four years of English and three years of math,<sup>59</sup> while California requires three years of English and two years of math.<sup>60</sup> Furthermore, while LAUSD requires the A-G curriculum for graduation, a waiver option exists for students, who at the end of ninth grade, have elected to enroll in a high school CTE pathway.<sup>61</sup> LAUSD students must satisfactorily complete all coursework for their pathway, as well as all state secondary school graduation requirements.<sup>62</sup> Schools elsewhere in Southern California also utilize A-G waivers.<sup>63</sup>

Also, we were concerned about the difficulty of fitting more classes into a traditional school day. Through investigation, we learned school districts have scheduling autonomy. Some are very creative, allowing students to have up to eight periods a day, affording them the opportunity to complete a CTE pathway and satisfy all A-G requirements.<sup>64</sup> Additionally, some school districts are offering programming outside of school hours. (See Appendix 8, "Glendale Unified School District CTE After-School Programs.")

---

<sup>57</sup> Laura Pappano, "More Students Question College, Putting Counselors In A Fresh Quandary," The Hechinger Report. December 23, 2021. <https://hechingerreport.org/more-students-question-college-putting-counselors-in-a-fresh-quandary/>.

<sup>58</sup> CDE interview February 10, 2023.

<sup>59</sup> California Department of Education, Courses Required for California Public University. <https://www.cde.ca.gov/ci/gq/hs/hsgtable.asp>. Last accessed April 27, 2023.

<sup>60</sup> California Department of Education, State Minimum High School Graduation Requirements. <https://www.cde.ca.gov/ci/gq/hs/hsgmin.asp>. Last accessed April 27, 2023.

<sup>61</sup> Motions/Resolutions Presented to the Los Angeles City Board of Education for Consideration. "Resolution to Create Educational Equity in Los Angeles through the Implementation of the A-G Course Sequence as Part of the High School Graduation Requirements," presented for action June 14, 2005. <https://idea.gseis.ucla.edu/newsroom/our-ideas/ResolutionToCreateEducationalEquityInLosAngeles2005-1.pdf>. Last accessed March 20, 2023.

<sup>62</sup> LAUSD interview November 8, 2022.

<sup>63</sup> Epic Charter School, A-G Out-Out Waiver. <https://epiccalifornia.org/a-g-opt-out-waiver/>. Last accessed April 27, 2023.

<sup>64</sup> CDE interview February 10, 2023.



## Requirements for California CTE Instructors

California offers a three-year preliminary credential and a five-year clear credential for vocational/CTE teachers, each with its own set of extensive requirements.

For the three-year credential:

- Three years or the equivalent of adequate, successful, and recent experience in, or experience and education in, the subject named on the credential.
- Both credentials require candidates to have a high school diploma or pass a General Education Development (GED) Test.
- Satisfaction of the requirements for teacher fitness pursuant to California Education Code Sections 44339, 44340, and 44341.<sup>65</sup>

To progress to the Five-Year Clear Credential,

- Candidates must either complete a course on the U.S. Constitution or pass an exam on the subject at an accredited college or university.
- Candidates must also acquire health education and complete study in computer-based technology.

Moreover, candidates are required to complete approved training in an area known as Specially Designed Academic Instruction Delivered in English.<sup>66</sup> These requirements are significantly less than the requirements for a regular teacher certification which usually involves student teaching

Community college CTE instructors are not required to have a California teaching credential. The requirements are a bachelor's degree and professional experience in their field of study.<sup>67</sup>

---

<sup>65</sup> California Education Code § 44260. <https://codes.findlaw.com/ca/education-code/edc-sect-44260/>. Last accessed April 28, 2023.

<sup>66</sup> California Education Code § 44260.1. <https://codes.findlaw.com/ca/education-code/edc-sect-44260-1.html>. Last accessed April 28, 2023.

<sup>67</sup> California Community Colleges Chancellor's Office, 2018 Handbook. Minimum Qualifications for Faculty and Administrators in California Community Colleges. [https://www.cccco.edu/-/media/CCCCO-Website/About-Us/Reports/Files/CCCCO\\_Report\\_Min\\_Qualifications-ADA-Final.ashx?la=en&hash=AF8071356365AD992A83DA6C4C77B5AD69D76AD8](https://www.cccco.edu/-/media/CCCCO-Website/About-Us/Reports/Files/CCCCO_Report_Min_Qualifications-ADA-Final.ashx?la=en&hash=AF8071356365AD992A83DA6C4C77B5AD69D76AD8) Last accessed May 2, 2023.



## Attracting and Retaining CTE Instructors

CTE teacher shortages are a problem. Educational institutions across the board have reported difficulties both attracting and retaining instructors.<sup>68 69</sup> It remains one of CTE's "most persistent challenges."<sup>70</sup>

CTE instructors generally teach one subject within a major career field, combining classroom instruction with hands-on learning experiences. CTE teachers must be certified by the Commission on Teacher Credentialing in order to teach in a K-12 California public school.<sup>71</sup>

The requirement for a credential may not be waived, but up to two years of the required experience for the issuance of a Preliminary Administrative Services Credential may be waived.<sup>72</sup>

The committee was surprised to learn that, in LAUSD, the majority of CTE instructors have an alternative credential and a different pay table from teachers certified in academic subjects and earn less than their counterparts.<sup>73</sup> (See Appendix 10, "Salary Tables: CTE Instructors vs. Academic Teachers.")

LAUSD salaries are based on a teacher's education (degree and/or certification), years of experience, professional development salary points earned, paid days during the school year, and special duties.<sup>74</sup>

The two tables (T & L) represent a point-based system for salary. Table T is a table that represents employees holding regular credentials (i.e., non-emergency, non-intern) and a bachelor's degree, or having certain vocational or industrial arts credentials. Table L is a table for teachers with alternative certifications. These teachers have a bachelor's degree,

---

<sup>68</sup> LATTC interview and tour September 22, 2022, LAUSD interview November 8, 2022.

<sup>69</sup> Laura Hasselquist and Nicole A. Graves, "CTE Teacher Retention: Lessons Learned from Mid-Career Teachers," Career and Technical Education Research, v45 n1. May 2020.  
<https://eric.ed.gov/?id=EJ1256905#:~:text=Qualitative%20analysis%20of%20the%20data%20revealed%20four%20themes,support%20network%2C%20and%20%284%29%20innovating%20in%20the%20classroom.>

<sup>70</sup> Advance CTE, Perkins V Supports Teacher Recruitment and Retention.  
<https://careertech.org/resource/2021-PerkinsV-teacher-recruitment-retention>. Last accessed May 2, 2023.

<sup>71</sup> Los Angeles County Office of Education, General Questions. <https://www.lacoe.edu/Curriculum-Instruction/Career-Technical-Education/CTE-Credentials/CTE-General-FAQs>. Last accessed April 28, 2023.

<sup>72</sup> State of California Commission on Teacher Credentialing, Administrative Services Credential For Individuals Prepared In California.  
<https://www.rcoe.us/home/showpublisheddocument?id=314#:~:text=California%20public%20school%20employers%20encountering%20difficultly%20in%20recruiting,to%20two%20years%20of%20experience%20are%20found%20in.> Last accessed April 28, 2023.

<sup>73</sup> LAUSD interview November 8, 2022.

<sup>74</sup> Education for Equity, Types of LAUSD Salary Tables. <https://education4equity.com/about/resources-for-teachers/types-of-laUSD-salary-tables/>. Last accessed April 28, 2023.



and alternative certification (e.g. emergency or intern), not regular credentials. Both tables have ten levels of pay scale and eight pay scale groups, based on the number of salary points a teacher has earned, ranging from zero to ninety-eight points.<sup>75</sup>

Additionally, the salaries of CTE instructors are not close to what those skilled individuals would be making if they were working in their industry.<sup>76</sup>

The salary range for CTE instructors varies considerably, depending on whether the institution is a middle school, high school, or post-secondary institution, its geographic location, and how much education and experience the teacher has.

Schools and districts do advertise vacancies, but in light of salary shortfalls we have found, it is clear that in order to attract CTE instructors, we have to get creative. Other states have proposed revising CTE teacher licensing processes, taking military and work experience into account, teacher mentorship, etc.<sup>77</sup> Attraction and retention must become a priority for CTE to continue to serve our students and provide the quality programs and pathways we found throughout LA County.

## CONCLUSION

Throughout this investigation, the committee found a bounty of CTE offerings in LA County, although there are numerous factors that have inhibited enrollment. Our hope is that this report provides encouragement for schools to pursue this alternate and valuable path.

Two roads diverged in a wood and I,  
I took the one less traveled by,  
And that has made all the difference.

- Robert Frost

---

<sup>75</sup> Ibid.

<sup>76</sup> Sophie Quinton, Stateline, "States Want More Career And Technical Training, But Struggle To Find Teachers," PBS News Hour. April 9, 2017. <https://www.pbs.org/newshour/education/states-want-career-technical-training-struggle-find-teachers>.

<sup>77</sup> Advance CTE, Perkins V supports Recruitment and Retention. [https://cte.careertech.org/sites/default/files/files/resources/PerkinsV\\_Teachers\\_2021.pdf](https://cte.careertech.org/sites/default/files/files/resources/PerkinsV_Teachers_2021.pdf). Last accessed May 2, 2023.



## FINDINGS

1. CTE programs offer appealing career opportunities in less time and at lower cost than four-year colleges.
2. There is a stigma to enrolling in career and technical education.
3. The A-G curriculum is now a graduation requirement in many high schools. Local school districts, however, can set their own graduation requirements, as long as they satisfy California state standards.
4. The Local Control Accountability Plan (LCAP) is a tool for a school district to set goals, plan actions and leverage resources for which a description of their CTE program must be included. This plan allows schools an opportunity to share how, what, and why programs and services are selected to meet their local needs.
5. Some community colleges have regular weekly meetings with high schools within their area of the community college district to promote community college programs.
6. Many trade skills learned in CTE programs are in high demand in the local economy and are well-paid.
7. In California, the average ratio of high school counselors is one counselor for every 509 students.
8. Apprenticeship programs offer attractive paths for CTE and life skills training.
9. California school districts have scheduling autonomy, affording students opportunity to complete a CTE pathway while satisfying A-G requirements.
10. California Department of Education provides CTE Incentive Grants to promote CTE programs in schools.
11. CTE Instructors are in short supply and often earn less than their counterparts in academic subjects.



12. CTE teacher shortages are a problem. Educational institutions across the board have reported difficulties both attracting and retaining instructors.

## RECOMMENDATIONS

- 1.1. No recommendation.
- 1.2
  - a. LACOE should acknowledge and celebrate students in CTE programs.
  - b. LAUSD and LBUSD should acknowledge and celebrate students in CTE programs.
- 1.3. No recommendation.
- 1.4
  - a. LACOE should ensure school districts have a robust description of their CTE programs in their Local Control and Accountability Plans.
  - b. LAUSD and LBUSD should include a robust description of their CTE programs in their Local Control and Accountability Plans.
- 1.5. LACOE should coordinate with all community college districts to develop collaborative partnerships with high schools within their community college districts.
- 1.6. No recommendation.
- 1.7
  - a. LACOE should encourage school districts to hire additional counselors to reduce their student-to-counselor ratio.
  - b. LAUSD and LBUSD should hire additional counselors to reduce their student-to-counselor ratio.
- 1.8
  - a. LACOE should encourage school districts to inform students of local apprenticeship programs.
  - b. LAUSD and LBUSD should inform students of local apprenticeship programs.
- 1.9
  - a. LACOE should encourage school districts to accommodate students who desire to participate in CTE programs by adding before school and/or after school opportunities.





- b. LAUSD and LBUSD should accommodate students who desire to participate in CTE programs by adding before school and/or after school opportunities.
- 1.10 a. LACOE should encourage school districts to aggressively pursue CTE Incentive Grants.
  - b. LAUSD and LBUSD should aggressively pursue CTE Incentive Grants.
- 1.11 a. LACOE should encourage school districts to offer more competitive salaries for CTE instructors, equal to their academically credentialed counterparts.
  - b. LAUSD and LBUSD should encourage school districts to offer more competitive salaries for CTE instructors, equal to their academically credentialed counterparts.
- 1.12 a. LACOE should encourage school districts to encourage recruitment for CTE instructor positions.
  - b. LAUSD and LBUSD should recruit for CTE instructor positions.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012



Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Office of Education	1.2a, 1.4a, 1.5, 1.7a, 1.8a, 1.9a, 1.10a, 1.11a, 1.12a
Los Angeles Unified School District	1.2b, 1.4b, 1.7b, 1.8b, 1.9b, 1.10b, 1.11b, 1.12b
Long Beach Unified School District	1.2b, 1.4b, 1.7b, 1.8b, 1.9b, 1.10b, 1.11b, 1.12b

## **COMMENDATION**

We acknowledge and thank all the educational institutions and agencies we contacted for their invaluable service to the committee in preparing this report. All were forthcoming with their knowledge and time extended to us during our many encounters. It was gratifying to see that all understood the importance of CTE and indicated their support for comprehensive CTE programs.

## **ACRONYMS**

<b>CDE</b>	California Department of Education
<b>CTE</b>	Career Technical Education
<b>GCC</b>	Glendale Community College
<b>GUSD</b>	Glendale Unified School District
<b>GED</b>	General Education Degree
<b>LACOE</b>	Los Angeles County Office of Education
<b>LACP</b>	Los Angeles College Promise
<b>LATTC</b>	Los Angeles Trade Technical College
<b>LAUSD</b>	Los Angeles Unified School District
<b>LBCC</b>	Long Beach City College
<b>LBUSD</b>	Long Beach Unified School District
<b>LCAP</b>	Local Control and Accountability Plan



## **COMMITTEE MEMBERS**

Wayne Dodds	Chairperson
Frank Murray	Co-Chairperson
Deborah Humphrey	Secretary
Michele Ashamalla	
James Bukowski	
Patricia Estrada	
Don Lindgren	
Marlene Walker	



## APPENDICES

Appendix 1	LAUSD A-G Graduation Requirements
Appendix 2	Investigation Synopsis (three pages)
Appendix 3	Construction Wage Rates in LA County
Appendix 4	California's Career Technical Education Chart "Preparing Students for the 21 <sup>st</sup> Century and Beyond"
Appendix 5	2018-2028 Industry Sector Employment Projections Salaries of CTE Occupations
Appendix 6	Current Salaries of CTE Occupations
Appendix 7	Glendale Community College Weekly Workshop sheet
Appendix 8	Glendale Unified School District CTE After-School Programs
Appendix 9	Student-to-School Counselor Ratio 2021-2022 (two pages)
Appendix 10	Salary Tables: CTE Instructors vs. Academic Teachers



# APPENDIX 1

## LAUSD A-G Graduation Requirements

Comparison Chart of L.A. Unified High School Graduation Requirements and CSU, UC, Private and Community Colleges						
Subject	L.A. UNIFIED HIGH SCHOOL GRADUATION (Grade of "D" or better is required)	CALIFORNIA STATE UNIVERSITY (Grade of "C" or better is required)	UNIVERSITY OF CALIFORNIA (Grade of "C" or better is required)	PRIVATE COLLEGES (Grade of "C" or better is required)	COMMUNITY COLLEGES	
Subject Requirements and Non-Course Requirements	"A" Social Sciences	<b>3 years:</b> World History AB U.S. History AB Principles Am Democracy Economics	<b>2 years:</b> 1 year – World Hist., Geog. Culture from "A" or "G" 1 year – U.S. Hist. or ½ U.S. Hist. and ½ Prin. Am Dem	<b>2 years:</b> 1 year – World History, Geog. Culture from "A" 1 year – U.S. Hist. or ½ U.S. Hist. and ½ Prin. Am Dem	<b>2-3 years:</b> World History U.S. History Prin. Am Dem	<b>No Subject Requirements</b>
	"B" English	<b>4 years</b> English 9AB English 10AB Am Lit/Cont. Comp ERWC AB or Expo Comp/ ELA Literature Elective	<b>4 years</b>	<b>4 years</b>	<b>4 years</b>	Must be 18 years of age, a high school graduate OR possess a high school proficiency test certificate
	"C" Mathematics	<b>3 years</b> Algebra 1/Financial Algebra 1AB Geometry AB Algebra 2AB/Financial Algebra 2AB  (In addition to middle school math, students must enroll in math in Grades 9-11)	<b>3 years</b> Algebra 1/Financial Algebra 1AB Geometry AB Algebra 2AB/Financial Algebra 2AB  <i>Validation rules apply*</i>	<b>3 years</b> Algebra 1/Financial Algebra 1AB Geometry AB Algebra 2AB/Financial Algebra 2AB  <i>Validation rules apply*</i> <i>Geometry AB must be attempted to use an ADV Level math course to validate the entire math requirement</i>	<b>3-4 years</b> College Preparatory mathematics each school year	
	"D" Science	<b>2 years</b> 1 year – Biological 1 year – Physical	<b>2 years</b> 1 year – Biological from "D" or "G" 1 year – Physical from "D" or "G"	<b>2 years</b> 2 out of the 3 categories of Biology, Chemistry and Physics	<b>3-4 years</b> Lab Sciences	Students are also encouraged to enroll in honors, Advanced Placement and other rigorous courses
	"E" Language other than English (LOTE)	<b>2 years</b> Same language <i>Validation rules apply*</i>	<b>2 years</b> Same language <i>Validation rules apply*</i>	<b>2 years</b> Same language <i>Validation rules apply*</i>	<b>3-4 years</b> Same language	
	"F" Visual & Performing Arts (VPA)	<b>1 year</b> Same discipline	<b>1 year</b> Same discipline	<b>1 year</b> Same discipline and in sequence	VPA courses may count as electives	
	"G" College Prep Elective	<b>1 year</b> No introductory courses	<b>1 year</b> No introductory courses	<b>1 year</b> No introductory courses	College preparatory courses in area of interest	
	Physical Education	<b>2 years</b>				
	Health	1 semester				
	Service Learning Project	Verified and recorded in MiSIS				
	Career Pathway Selection	Verified and recorded in MiSIS				
	Total Credits	210				
	Additional requirements		<b>Min GPA: 2.0</b> <b>SAT or ACT</b> <b>EPT/MPT</b>	<b>Min GPA: 3.0</b> <b>SAT or ACT</b> <b>SAT Subject Tests</b>	<b>Min GPA: varies</b> <b>SAT or ACT</b> <b>SAT Subject Tests</b>	

*\*Validation applies only with marks of "C" or better*

Los Angeles Unified School District Policy Bulletin, BUL-076308, p. 23.  
<https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/22/policies/BUL%20076308%20Grad%20Requirements%20Class%20of%202020%20to%202023.pdf>. Last accessed April 28, 2023.



## APPENDIX 2 (three pages)

### Investigation Synopsis

Cerritos Community College	Founded in 1955. Among the CTE subjects offered are Architecture, Automotive Collision Repair, Automotive Technology, Cosmetology, Engineering Technology, Industrial Technology, Machine Tool Technology, Plastics/Composites Technology, Welding, and Woodworking Technology.
Glendale Community College	<p>Founded in 1927, GCC has counselors specializing in Career Education Skill Award, Certificate, and Degree pathways who are up-to-date on labor markets, industry-recognized certifications and licenses, and workforce trends. The six pathways offered by GCC's Career Education programs are:</p> <ul style="list-style-type: none"> <li>• Business, Entrepreneurship &amp; Management</li> <li>• Science, Technology, Engineering &amp; Math</li> <li>• Health, Wellness &amp; Public Safety</li> <li>• People, Power &amp; Perspectives</li> <li>• Visual &amp; Performing Arts</li> <li>• Industrial Technology and Aviation</li> </ul>
Los Angeles Trade Technical College	Founded in 1925, Los Angeles Trade-Tech is the oldest of the nine public two-year colleges within their district. Among the CTE courses by LATTC are Advanced Transportation, Construction, Cosmetology, Culinary Arts, Design and Media Arts, and Health Related Sciences.
Long Beach City College	<p>Founded in 1927, LBCC provides CTE instruction in forty-eight different career fields ranging from Business Administration to Construction. Highlights include the school's association with Rivian, which provided about a million dollars in equipment to support the school's advanced automotive technology curriculum. LBCC in association with the Port of Long Beach,</p>



	<p>was recognized as one of fourteen Maritime Centers of Excellence in the United States.</p>
<p>Rio Hondo College</p>	<p>Founded in 1960 in Whitter, CA, one of eight community/technical colleges in the U.S. that partners with Tesla Automotive. Tesla’s Student Automotive Technician Program (START) is an intensive training program that teaches the skills necessary for a successful career at Tesla and elsewhere. Certification consists of two tests: Manipulative (hands-on) and Non-Instructive (visible and written). The program is a sixteen-week semester program, with a maximum of sixteen students.</p>
<p>Abram Friedman Occupational Center</p>	<p>Approved by the U.S. Department of Health, Education and Welfare’s Bureau of Higher Education and State of California Department of Education for high school diplomas, work-study participation, and college work-study programs. They are accredited by the Western Association of Schools and Colleges. Approved by the U.S. Department of Health, Education and Welfare’s Bureau of Higher Education and State of California Department of Education for high school diplomas, work-study participation, and college work-study programs. They are accredited by the Western Association of Schools and Colleges.</p>
<p>Harbor Regional Occupational Center</p>	<p>A facility within the division of Adult and Career Education in LAUSD. Programs are offered in forty-seven different subjects including automotive &amp; diesel technology, forklift operations, welding, heating, ventilation, and air conditioning (HVAC) operations and maintenance, medical assisting, and graphic design. The CTE</p>



	program serves adults and concurrently enrolled high school students.
Los Angeles Unified School District	Has numerous CTE pathways; some of their programs are coordinated with the Los Angeles Community College District.
Long Beach Unified School District	Has numerous CTE pathways. Some of the programs are coordinated with LBCC. Participation is the student's choice.
Los Angeles County Metropolitan Transportation Authority	Offers internships to students. Positions are general office positions. Interns complete projects which are then graded.
Los Angeles World Airport	In partnership with Los Angeles Southwest College, Los Angeles World Airport offers a HireLAX union apprenticeship program.
LA/OC Building and Trades Council	Represents forty-eight local unions and district councils. Trains through rigorous apprenticeship programs that produce skills needed for private and public sector construction projects.

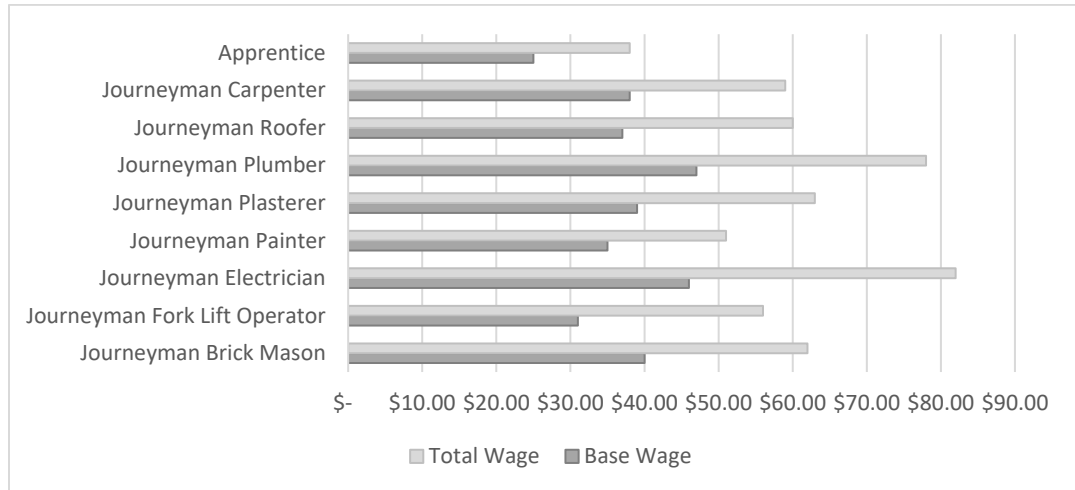
Chart created by committee.





## APPENDIX 3

### Construction Wage Rates in LA County



	Base Wage per hour	Total Wage per hour (Includes Health and Pension)
Assumes 172 hours per month	To nearest dollar	
	Base Wage	Total Wage
Journeyman Brick Mason	\$ 40.00	\$ 62.00
Journeyman Fork Lift Operator	\$ 31.00	\$ 56.00
Journeyman Electrician	\$ 46.00	\$ 82.00
Journeyman Painter	\$ 35.00	\$ 51.00
Journeyman Plasterer	\$ 39.00	\$ 63.00
Journeyman Plumber	\$ 47.00	\$ 78.00
Journeyman Roofer	\$ 37.00	\$ 60.00
Journeyman Carpenter	\$ 38.00	\$ 59.00

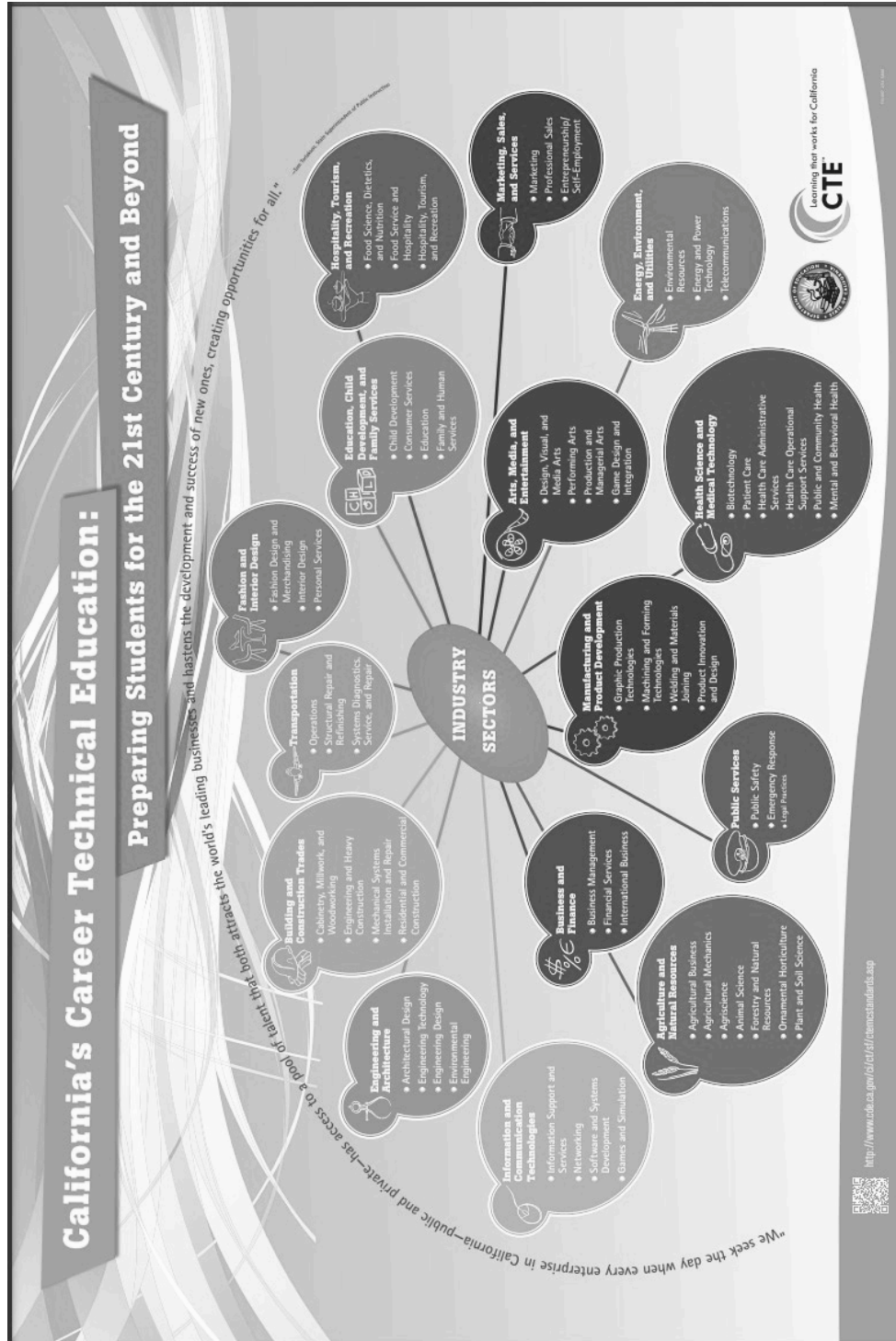
Information based on data from: Los Angeles County Class and Salary Listing as of January 1, 2023.

Salary information just released found at: [https://file.lacounty.gov/SDSInter/lac/1043266\\_alpha.pdf](https://file.lacounty.gov/SDSInter/lac/1043266_alpha.pdf). Last accessed April 28, 2023.



# APPENDIX 4

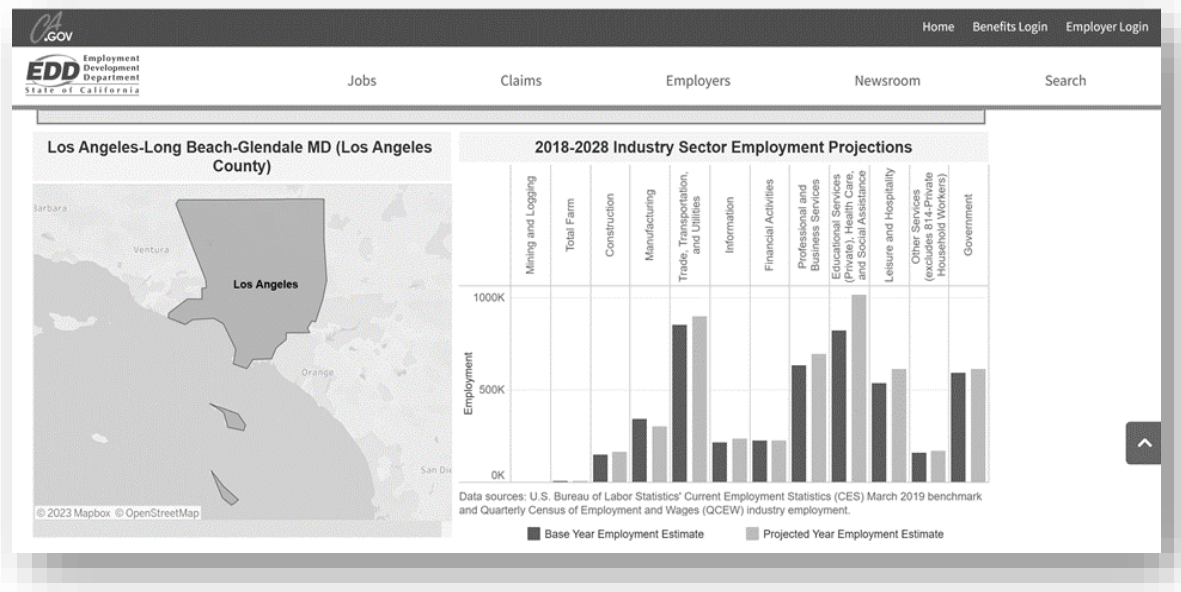
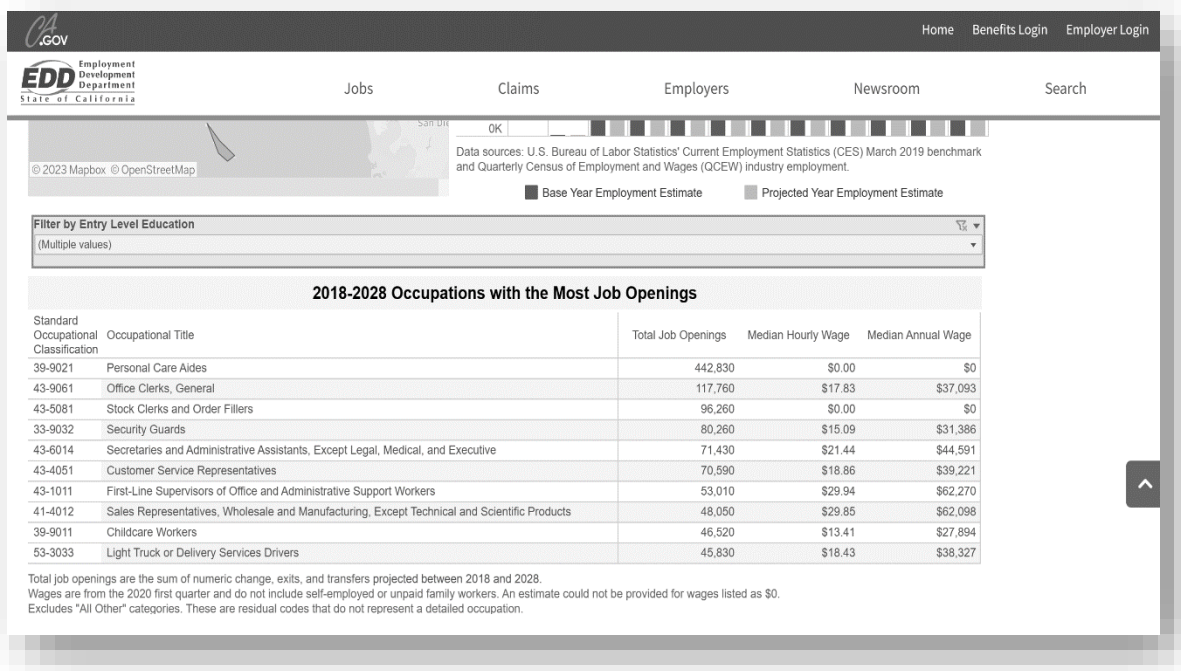
## Technical Education: Preparing Students for the 21st Century and Beyond





# APPENDIX 5

## 2018-2028 Industry Sector Employment Projections



Employment Development Department, Employment Projections.  
<https://labormarketinfo.edd.ca.gov/data/employment-projections.html>. Last accessed April 4, 2023.



## APPENDIX 6

### Salaries of CTE Occupations (current as of March, 2023)

Occupation	Average Base Salary per Hour	Average Salary per Year	Information Source
Auto Mechanic	\$29.41	\$69,629	<a href="https://www.indeed.com/career/automotive-technician/salaries/Los-Angeles--CA">https://www.indeed.com/career/automotive-technician/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Carpenter	\$26.18	\$67,298	<a href="https://www.indeed.com/career/carpenter/salaries/Los-Angeles--CA">https://www.indeed.com/career/carpenter/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Chef	\$23.77	\$68,792	<a href="https://www.indeed.com/career/chef/salaries/Los-Angeles--CA">https://www.indeed.com/career/chef/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Cosmetologist	\$24.00	\$55,698	<a href="https://www.indeed.com/career/cosmetologist/salaries/Los-Angeles--CA">https://www.indeed.com/career/cosmetologist/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Dental Hygienist	\$54.03	\$111,530	<a href="https://www.indeed.com/career/dental-hygienist/salaries/Los-Angeles--CA">https://www.indeed.com/career/dental-hygienist/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Diesel Mechanic	\$50.46	\$109,117	<a href="https://www.indeed.com/career/diesel-mechanic/salaries/Los-Angeles--CA">https://www.indeed.com/career/diesel-mechanic/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Drywall Hanger	\$22.13	\$44,260	<a href="https://www.indeed.com/career/drywall-hanger/salaries/Los-Angeles--CA?from=top_sb&amp;from=top_sb">https://www.indeed.com/career/drywall-hanger/salaries/Los-Angeles--CA?from=top_sb&amp;from=top_sb</a> . Last accessed March 24, 2023.
Electrician	\$27.27	\$60,253	<a href="https://www.indeed.com/career/electrician/salaries/Los-Angeles--CA">https://www.indeed.com/career/electrician/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
HVAC Technician	\$37.30	\$54,713	<a href="https://www.indeed.com/career/hvac-technician/salaries/Los-Angeles--CA">https://www.indeed.com/career/hvac-technician/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Licensed Vocational Nurse	\$33.01	\$77,117	<a href="https://www.indeed.com/career/licensed-vocational-nurse/salaries/Los-Angeles--CA">https://www.indeed.com/career/licensed-vocational-nurse/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Mason	\$27.24	\$48,834	<a href="https://www.indeed.com/career/mason/salaries/Los-Angeles--CA">https://www.indeed.com/career/mason/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Painter	\$22.30	\$75,133	<a href="https://www.indeed.com/career/painter/salaries/Los-Angeles--CA">https://www.indeed.com/career/painter/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Plumber	\$28.24	\$58,960	<a href="https://www.indeed.com/career/plumber/salaries/Los-Angeles--CA">https://www.indeed.com/career/plumber/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Respiratory Therapist	\$40.86	\$95,274	<a href="https://www.indeed.com/career/respiratory-therapist/salaries/Los-Angeles--CA">https://www.indeed.com/career/respiratory-therapist/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.
Welder	\$24.74	\$52,665	<a href="https://www.indeed.com/career/welder/salaries/Los-Angeles--CA">https://www.indeed.com/career/welder/salaries/Los-Angeles--CA</a> . Last accessed March 24, 2023.



## APPENDIX 7

### Glendale Community College Workshop Flyer

# CAREER EDUCATION

## WEEKLY WORKSHOPS + Q&A SESSIONS

Join CE Counselors for weekly workshops on Tuesday afternoons followed by an Open Forum for Questions & Answers. Students are welcome to join any of the workshops, the Q & A sessions, or both! The schedule is as follows:

**3:00 PM—WEEKLY WORKSHOP** (SEE TOPICS BELOW)  
**3:45 PM—OPEN FORUM Q & A WITH A CE COUNSELOR**  
**4:30 PM—SESSION ENDS**  
**Meeting ID: GCCCareerEd**

<p><b>MARCH 2</b> Intro to College</p> <p><b>MARCH 9</b> What Can I Do at GCC?</p> <p><b>MARCH 16</b> CE Programs at GCC</p> <p><b>MARCH 23</b> What Can I Do at GCC?</p>	<p><b>MARCH 30</b> Intro to College</p> <p><b>APRIL 6</b> Discover Your Interests</p> <p><b>APRIL 20</b> Discover Your Values</p> <p><b>APRIL 27</b> Discover Your Personal Traits</p> <p><b>MAY 4</b> How to Write a Resume</p>	<p><b>MAY 11</b> CE Programs at GCC</p> <p><b>MAY 18</b> Discover Your Interests</p> <p><b>MAY 25</b> Discover Your Personal Traits</p> <p><b>JUNE 1</b> How to Write a Resume</p>
---	--	--

**INTRO TO COLLEGE**

Join us for an introduction to college, where you will learn about college majors, what you can do with a college education and what types of careers certain majors lead to.

**WHAT CAN I DO AT GCC?**

Learn about the different educational paths at Glendale Community College, including earning industry specific skill awards and certificates, earning an associate degree and transferring to a four-year university.

**CE PROGRAMS AT GCC**

Discover the wealth of Career Education Programs offered at Glendale Community College and some of the highly sought after and well-paid careers they lead to.

**DISCOVER YOUR INTERESTS**

Join us to learn more about your interests through an interest exercise, where you will have the opportunity to see what trends and themes appear and how they can work as clues when looking for work or volunteer options.

**DISCOVER YOUR VALUES**

Understanding your values is a great tool that will help you make career decisions. Take this time to complete the Value Assessment Exercise to get insight on what gives you meaning and motivation.

**DISCOVER YOUR PERSONAL TRAITS**

Explore different traits and find out which of them you strongly possess and demonstrate on a consistent basis. Remember, personal traits are natural to you and they are the strengths you bring to perform your best work.

**HOW TO WRITE A RESUME**

Stuck on what to include on a resume? Join us for an opportunity to receive guidance and support on key items to include on your resume.

Dr. Narineh Makijan  
 Coordinator, College & Career Division  
 nmakijan@gusd.net, (818) 241-3111 X1633  
[gusd.net/collegecareer](https://www.gusd.net/collegecareer) @gusdcareertech

Flyer obtained from GUSD Peachtree electronic folder, available to GUSD students and parents.



## APPENDIX 8

### Glendale Unified School District CTE After-School Programs

**Career & Technical Education**  
**Spring 2023**  
**CTE After-School Programs**  
January 14, 2023 - May 27, 2023

**Cinematography** **Cosmetology**  
**Medical Assisting** **Water Safety & Lifeguarding**  
**Digital Arts & Animation**

**Registration**  
**[bit.ly/spring23cte](https://bit.ly/spring23cte)**

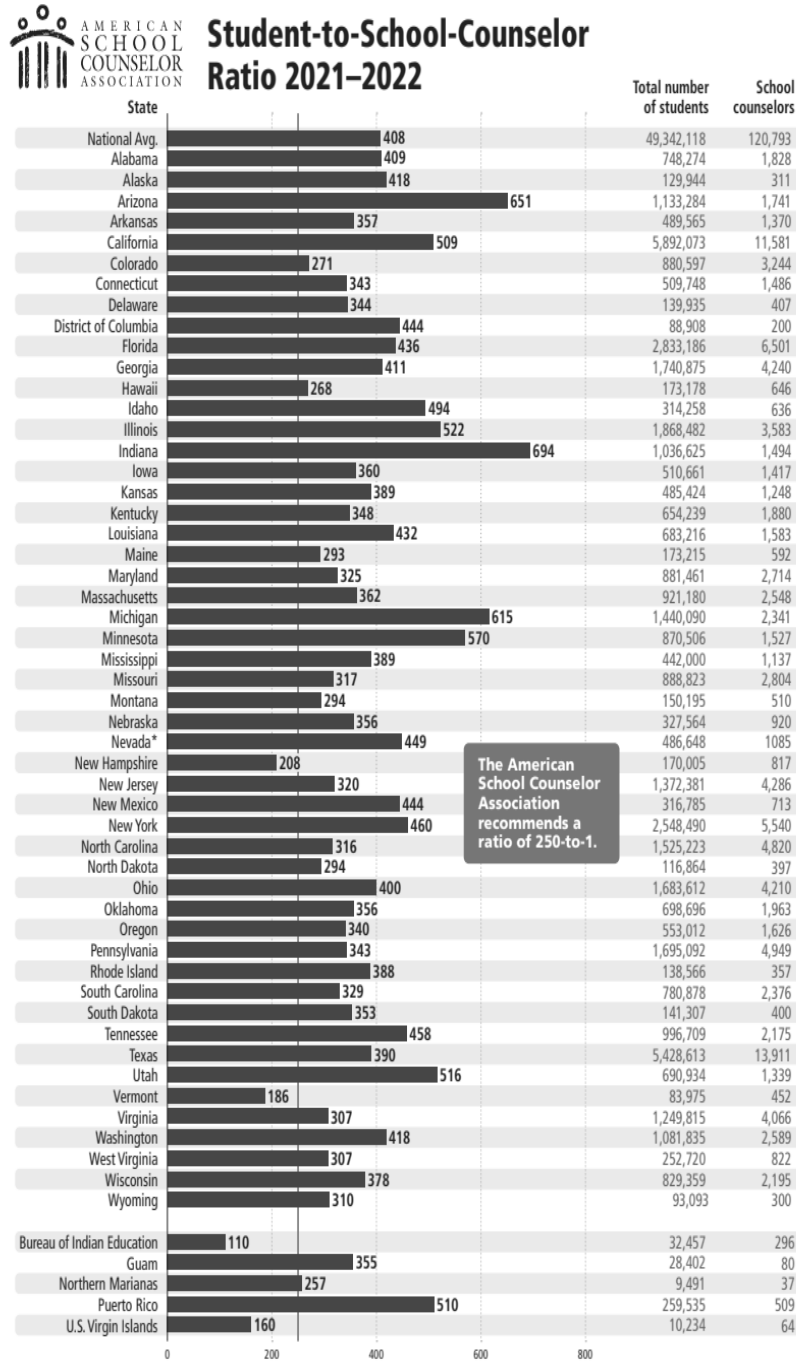
College & Career Division  
Dr. Christin Molano, Coordinator  
cmolano@gusd.net, (818)241-3111 X1633  
gusd.net/collegecareer @gusdcareertech

Glendale Unified School District, Career & Technical Education Spring 2023 CTE After-School Programs.  
<https://www.gusd.net/cms/lib/CA01000648/Centricity/ModuleInstance/31286/After%20School%20Final%20FlyerSpring.pdf>. Last accessed April 4, 2023.



# APPENDIX 9

## Student-to-School Counselor Ratio 2021-2022



Data Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), State Nonifical Public Elementary/Secondary Education Survey, 2021-22 v.1a. <http://nces.ed.gov/ipeds/>  
 Note: Data for Nevada school counselors was not available. 2020-21 data is used here.

American School Counselor Association, Student-to-School-Counselor Ratio 2021-2022.  
<https://schoolcounselor.org/getmedia/b9d453e7-7c45-4ef7-bf90-16f1f3cbab94/Ratios-21-22-Alpha.pdf>  
 Last Accessed April 4, 2023.



# APPENDIX 10 (two pages)

## Salary Tables: CTE Instructors vs. Academic Teachers

Table "T" represents salaries of academic teachers with regular certification.  
 Table "L" represents salaries of most CTE teachers.<sup>78</sup>

Personnel Policy Guide: S3



**Los Angeles Unified School District**

**2022-2023 Salaries for Teachers with Regular Credentials (T) C Basis**

Preparation Salary (T) Table (Regular Credentials): 2022-2023 rates continue the 2021-2022 rates. This table applies only to employees holding regular credentials (i.e., non-emergency, non-intern) and a bachelor's degree, or possession of certain vocational or industrial arts credentials.

**holding regular credentials (i.e., non-emergency, non-intern) and a bachelor's degree, or possession of certain vocational or industrial arts credentials**

Pay Scale Group (Req. Pts.)	Pay Scale Level									
	1	2	3	4	5	6	7	8	9	10
<b>20</b> (Minimum)	\$56,107	\$56,174	\$56,772	\$57,370	\$57,436	\$57,530	\$59,178	\$60,560	\$62,647	\$64,428
<b>21</b> (+ 14 points)	56,174	56,772	57,370	57,436	57,530	59,749	60,560	63,272	65,093	67,260
<b>22</b> (+ 28 points)	56,772	56,838	57,436	57,530	59,484	61,797	63,883	65,744	67,632	70,755
<b>23</b> (+ 42 points)	56,838	57,436	57,530	59,484	61,531	63,923	66,382	68,283	70,277	74,504
<b>24</b> (+ 56 points)	57,436	57,530	59,484	61,531	63,923	66,422	68,974	70,955	73,387	78,133
<b>25</b> (+ 70 points)	57,530	59,484	61,185	64,694	67,206	69,838	71,646	73,866	76,737	81,842
<b>26</b> (+ 84 points)	59,749	61,478	63,272	67,273	69,892	72,630	74,451	77,043	80,100	85,470
<b>27</b> (+ 98 points)	61,079	63,910	65,771	69,971	72,696	75,541	77,349	80,273	83,450	89,245

Additional Pay Scale Group	11	12	13	14
<b>27</b> (+ 98 points)	\$89,671	\$90,056	\$90,468	\$90,854

	Career Increments (CI)			
	First CI (C1)	Second CI (C2)	Third CI (C3)	Fourth CI (C4)
	\$92,236	\$92,940	\$95,400	\$97,008
<b>+ MA</b>	92,820	93,524	95,984	97,592
<b>+ DR</b>	93,404	94,108	96,568	98,176

Office of the Chief Human Resources Officer:IC/Salary Tables/2022-2023 Salary Tables/2022-2023 SALARY TABLES: T Annual

**Los Angeles Unified School District**

**2022-2023 Salaries for Teachers with Regular Credentials (T) (Continued)**

This table provides teachers with annual salaries from the Preparation (T) Salary Table, which applies to employees holding regular credentials and a bachelor's degree, or possession of certain vocational or industrial arts credentials (minimum requirement).

[https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/280/salary%20tables/T\\_Table\\_Annual.pdf](https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/280/salary%20tables/T_Table_Annual.pdf)

<sup>78</sup> LAUSD interview, November 8, 2022.





**Los Angeles Unified School District**  
**2022-2023 Salaries for Teachers with Alternative Certification (L) C Basis**

Preparation Salary (T) Table (Regular Credentials): 2022-2023 rates continue the 2021-2022 rates. This table applies only to employees holding regular credentials (i.e., non-emergency, non-intern) and a bachelor's degree, or possession of certain vocational or industrial arts credentials.

Pay Scale Group (Req. Pts.)	* Pay Scale Level									
	1	2	3	4	5	6	7	8	9	10
20 (Minimum)	\$48,916	\$48,916	\$48,916	\$49,767	\$52,332	\$52,877	\$54,512	\$56,346	\$58,938	\$61,557
21 (+ 14 points)	48,916	48,916	49,342	51,282	53,316	55,296	57,396	59,470	61,504	64,255
22 (+ 28 points)	48,916	49,342	51,362	53,648	55,815	58,101	60,281	62,620	64,814	67,592
23 (+ 42 points)	49,342	51,322	53,648	55,974	58,473	60,879	63,272	65,638	68,044	71,181
24 (+ 56 points)	51,322	53,289	55,815	58,473	60,986	63,604	66,196	68,708	71,394	74,650
25 (+ 70 points)	53,103	55,336	58,154	60,879	63,618	66,396	69,174	71,859	74,637	78,186
26 (+ 84 points)	55,217	57,396	60,294	63,272	66,196	69,187	72,058	74,943	77,920	81,669
27 (+ 98 points)	56,825	59,470	62,620	65,638	68,735	71,899	74,956	78,080	81,177	85,271

Additional Pay Scale Group	11	12	13	14
(continued) 27 (+ 98 points)	\$85,670	\$86,042	\$86,414	\$86,799

	Career Increment (CI)			
	First CI (C1)	Second CI (C2)	Third CI (C3)	Fourth CI (C4)
	\$88,102	\$88,780	\$90,309	\$91,864
+ MA	88,686	89,364	90,893	92,448
+ DR	89,270	89,948	91,477	93,032

Office of the Chief Human Resources Officer/IC/Salary Tables/2022-2023 Salary Tables/2022-2023 SALARY TABLES: L Annual

**Los Angeles Unified School District**  
**2022-2023 Salaries for Teachers with Alternative Certification (L) (Continued)**

This table provides teachers with annual salaries from the Preparation (L) Salary Table, which applies to employees holding alternative certification (emergency, pre-intern, and intern) and a bachelor's degree (not regular credentials) (minimum requirement).

[https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/280/salary%20tables/L\\_Table\\_Annual.pdf](https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/280/salary%20tables/L_Table_Annual.pdf)  
[https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/280/salary%20tables/L\\_Table.pdf](https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/280/salary%20tables/L_Table.pdf)



**CIVIL GRAND JURY  
COMPENSATION**



# CIVIL GRAND JURY COMPENSATION

## SUMMARY

Since 2020, interest in the Los Angeles County (County) Civil Grand Jury (CGJ) has diminished. The stay-at-home orders during the COVID-19 pandemic coupled with the impact of inflation on the County's high cost of living directly changed jury operations. In recent years, the CGJ had to utilize every candidate from their alternate rosters to maintain State mandates.

The CGJ is a voluntary position. Jurors are required to serve over a twelve-month period (following the fiscal year: July - June each year). The necessary time commitment makes it essentially a full-time job. In the County, CGJ compensation for attendance is currently paid out as a taxable per diem of \$60, unchanged since 2007.<sup>1</sup>

The applicant pool needs to be increased if the County intends to continue to facilitate an exemplary court-appointed, civil monitoring body; one that is necessary for the functioning and success of oversight over County responsibilities. Considering the CGJ's scope of work and the current expenses of residing in the County, an inquiry into the per diem for Civil Grand jurors is critical to the long-term success of this specialized body.

This Committee has considered the following issues regarding CGJ compensation:

- Smaller pool of CGJ applicants
- Increased diversity of race and socio-economic backgrounds for potential applicants
- Impact of turnover on the CGJ membership
- Impact of inflation and local cost of living
- Comparison to Los Angeles City's minimum wage
- Recent legislative proposals to increase juror compensation

To address these issues, this Committee recommends that the Board of Supervisors (BOS) increase the per diem to \$100, retroactive to January 1, 2023. The precedence has been set for retroactive pay allowances in recent years. Most notably, the provisions of the COVID-19 Supplemental Paid Sick Leave Ordinance, which applies to all employers

---

<sup>1</sup> Los Angeles County Civil Grand Jury Fact Sheet, <http://grandjury.co.la.ca.us/pdf/Fact%20Sheet.pdf>



in the unincorporated areas of the County, was applied retroactively to January 1, 2021.<sup>2</sup>

## BACKGROUND

Grand juries function as an effective and important independent body tasked with investigating and recommending changes to improve local government operations.<sup>3</sup> There are two separate, independently operating entities that fulfill this role. Criminal Grand Juries are impaneled, at minimum every thirty days, and attend hearings to hear evidence brought by the District Attorney and issue criminal indictments that require defendants to go to trial, generally on felony charges.<sup>4</sup> CGJs are impaneled over a twelve-month period to investigate non-criminal operations (e.g., inefficient public services, the conduct of county officials and spending and waste) of local government.<sup>5</sup>

The County has nearly ten million residents. Twenty-three individuals are required to complete a full CGJ roster.<sup>6</sup> An alternate pool of candidates is maintained concurrent to the service term, to ensure that twenty-three jurors remain available. The Criminal Grand Jury is filled in the same way as regular trial jurors are selected, by way of a random draw from a cross-section of the County's population. The CGJ operates very differently. Civil Grand jurors are not summoned, but are encouraged to volunteer by completing an application form.<sup>7</sup> This method of selection has created a unique situation for participation in serving on the CGJ.

Civil and Criminal Grand Juries in the County receive a taxable, per diem compensation of \$60 for their attendance. Jurors also receive a separate mileage reimbursement at a rate below the yearly Federal standard rate (65.5¢ for Federal and Los Angeles County grand jurors are currently paid 61.5¢/mile for 2023).<sup>8</sup>

---

<sup>2</sup> Los Angeles County, Board of Supervisors, "Analysis," PDF. January 21, 2021.

<https://file.lacounty.gov/SDSInter/bos/supdocs/153350.pdf>

<sup>3</sup> CA Courts, The Judicial Branch of California, "What Does a Grand Jury Do?", 2023.

<https://www.courts.ca.gov/civilgrandjury.htm>

<sup>4</sup> La Court, "Division, Jury," 2023. <https://www.lacourt.org/division/jury/JR0084.aspx>

<sup>5</sup> Civil Grand Jury Association. <http://cgja.org/grand-juries>

<sup>6</sup> Pen. Code, § 888.2 <https://codes.findlaw.com/ca/penal-code/pen-sect-888-2.html>

<sup>7</sup> Los Angeles Superior Court <https://www.lacourt.org/division/jury/JR0223.aspx>

<sup>8</sup> Internal Revenue Service. Website. "IRS Issues Standard Mileage Rates for 2022; Business use increases 3 cents per mile." December 29, 2022. <https://www.irs.gov/newsroom/irs-issues-standard-mileage-rates-for-2023-business-use-increases-3-cents-per-mile> (Date Accessed March 6, 2023)



Approximately 200 County residents have historically applied for the CGJ each year. Since the global pandemic of 2020, the CGJ applicant submissions have noticeably diminished. The current term (2022-2023) saw a total of 112 submissions.<sup>9</sup> Out of that number, forty-nine qualified jurors and alternates were retained for the year; the twenty-three seated jurors and twenty-six alternates. Half-way through the current term, juror turnover required the service of all alternates. The same phenomenon happened during the 2021-2022 term.<sup>10</sup> That jury also impaneled its entire alternate roster. High levels of member turnover is disruptive, hamper continuity, and is counterproductive to the CGJ's investigative duties.

A higher per diem adopted by the BOS can be a remedy for this issue. The per diem amount has not been adjusted for inflation. Consequently, only County residents with sufficient savings or other sources of income other than work can afford to serve on a Grand Jury. Jury composition leans heavily towards retirees. California law does not require employers to pay employees for time lost from work due to jury service.<sup>11</sup>

Increasing Grand Juror compensation is not unprecedented in Los Angeles County. By State law, the fee for Grand Jurors is \$15 a day for each day's attendance plus mileage reimbursement, unless a higher fee is otherwise provided by statute or county ordinance.<sup>12</sup> California Government Code section 68091 gives the BOS authority to specify by ordinance the compensation and mileage for Grand Jury members in that County beyond the State minimum of \$15.<sup>13</sup> In 1974 the BOS approved a per diem of \$25. The primary motive with this was to attract a wider demographic of qualified applicants. Thirty-two years later, the civil grand jurors themselves requested the BOS to review a per diem increase. A week later, the BOS instructed the County's Chief Administrative Officer (CEO) to review and provide recommendations to that request. The CEO recommended increasing the daily fee from \$25 to \$60, and worked with County Counsel to amend the County ordinance to reflect this increase.<sup>14</sup>

---

9 Interview on April 4, 2023 with Los Angeles Court Staff.

10 Ibid.

11 *People v. Kwee* (1995) 39 Cal.App.4th 1, 4. (Last Accessed April 4, 2023)

12 Pen. Code, § 890

13 Justia, US Law. CA Govt Code § 68091 (2021). <https://law.justia.com/codes/california/2021/code-gov/title-8/chapter-1/section-68091/> (Accessed February 14, 2023)

14 January 30, 2007 Letter from the CEO to the BOS, [CPY Document \(lacounty.gov\)](#)



The BOS approved the increased per diem to \$60 effective January 30th, 2007,<sup>15</sup> recognizing that the CGJ had not been compensated adequately. The new per diem was immediately granted through the County's supplemental budget funding in order to cover the increase.<sup>16</sup>

## **METHODOLOGY**

The Committee researched public sources and reviewed the County budgets, the history of CGJ applications, the turnover of CGJ rosters, and recent legislative proposals to increase compensation for California jurors.

## **INVESTIGATION**

### **Smaller pool of CGJ applicants**

As described above, since 2020, the County CGJ pool of applicants has diminished. The 2022-2023 Civil Grand Jury had a total of forty-nine qualified candidates. Initially, twenty-three citizens were randomly selected for a year of service, with twenty-six alternates. Some of our fellow members, including some on this Committee, are return jurors. Throughout many shared personal experiences and in speaking to others, the financial aspect is an important factor in continued participation.<sup>17</sup>

### **Turnover of CGJ membership**

As described above, by January 2023, the CGJ juror turnover required the use of the last available alternate juror to keep a full complement of twenty-three jurors. In interviews with former members of the CGJ, we have been told that reasons for leaving or not returning for service on future juries most often hinged on the low per diem amount.<sup>18</sup> High levels of turnover, like this, are disruptive, hamper continuity, and are counterproductive and not conducive to investigative activities.

### **Impact of inflation and local cost-of-living**

The Bureau of Labor Statistics shows the negative impact of inflation over the past 16 years: \$1.00 in 2007 has the same "purchasing

---

<sup>15</sup> Los Angeles County Code, § 4.76.020

<sup>16</sup> <https://file.lacounty.gov/SDSInter/bos/supdocs/CEOpresentationatCOCBudgetConference3-2-23.pdf>

<sup>17</sup> Ongoing interviews with current and former CGJ members

<sup>18</sup> Interview on April 25, 2023 with former CGJ members



power" as \$1.46 in 2023. Stated differently, a dollar today only buys 68% of what it could buy in 2007.<sup>19</sup>

Furthermore, the cost of living in Los Angeles, California is 51% higher than the national average for comparable items.<sup>20</sup>

## **Comparison to Los Angeles City's minimum wage**

The CGJ per diem is not a wage. However, the Los Angeles City's rate (\$16.04/hour as of July 2022<sup>21</sup>) for minimum wage is a good point of reference to use for calculating juror compensation. If members of the CGJ were paid at this rate of \$16.04/hour for the six hours of daily attendance, a new per diem would be \$96.24. When the last per diem hike took effect in 2007, State minimum wage was \$7.50.<sup>22</sup>

According to the National Law Review, the City of Los Angeles Office of Wage Standards announced a coming increase of the minimum wage for July 1, 2023, noting that "[b]ased upon the Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-U) for the Los Angeles metropolitan area, the minimum wage for the City of Los Angeles will increase by \$0.74 for a new minimum wage rate of \$16.78 per hour."<sup>23</sup>

Therefore, if the CGJ jurors were to be paid at the updated 2023 minimum wage rate, the new per diem would be \$100.68 (\$16.78 x 6 hours per day = \$100.68).

## **Recent legislative proposals to increase juror compensation**

Assembly Bill 1972 (AB 1972, Ward) was introduced on February 10, 2022 during the 2021-2022 California legislative session. AB 1972 would have increased the per diem paid to grand jurors be equal to 70% of the county median daily income for each day's attendance.<sup>24</sup>

---

<sup>19</sup> CPI Inflation Calculator. <https://www.in2013dollars.com/us/inflation/2007?amount=1>  
Accessed on April 25, 2023.

<sup>20</sup> Payscale. Cost of Living/California/Los Angeles. <https://www.payscale.com/cost-of-living-calculator/California-Los-Angeles> Accessed on April 25, 2023.

<sup>21</sup> 2022 MWO Poster EN 11 (lacity.org) Accessed on March 28, 2023.

<sup>22</sup> <https://labusinessjournal.com/news/what-to-expect-in-2007>

<sup>23</sup> <https://www.natlawreview.com/article/city-los-angeles-announces-minimum-wage-rate-increase-july-2023#:~:text=Based%20upon%20the%20Consumer%20Price,rate%20of%20%2416.78%20per%20hour>

<sup>24</sup> <https://legiscan.com/CA/text/AB1972/2021>



Los Angeles County District Attorney George Gascón wrote this letter in support of AB 1972, which did not advance in the legislative process:

"Dear Assembly Member Ward: The Los Angeles County District Attorney's Office is pleased to support Assembly Bill 1972. AB 1972 increases the pay of a grand juror from \$15 a day to an amount equal to 70% of the county median daily income for each day's attendance as a grand juror and to be reimbursed for reasonable travel and other costs associated with the performance of duties."<sup>25</sup>

Assembly Member Phil Ting (D - San Francisco) introduced in February 2023 Assembly Bill 881 (AB 881) to raise a juror's per diem to \$100 in criminal cases. The bill remains in the legislative process. His office's announcement said:

"AB 881, known as 'Be The Jury California,' would expand San Francisco's successful Be The Jury program statewide, and raise daily pay to \$100 for low-to-moderate-income jurors in criminal cases."<sup>26</sup>

AB 881's intent is to ease the financial hardship of jury service and increase the racial and economic diversity of criminal juries specifically, not civil grand juries. Assembly Member Ting's announcement noted that, "no one should be priced out of jury service."<sup>27</sup> The same considerations should apply to CGJ service.

A CBS News article about AB 881 added:

"Raising pay -- even just a little -- to serve on a jury has been a success. A pilot program launched last year in San Francisco that included a bump in pay found that more people of color and more people with below-average incomes were more eager to serve."<sup>28</sup>

---

<sup>25</sup> <https://da.lacounty.gov/sites/default/files/pdf/AB-1972-Support-Letter.pdf>

<sup>26</sup> <https://a19.asmdc.org/press-releases/20230215-ting-introduces-state-bill-ease-financial-hardship-jury-service-increase> Accessed on April 20, 2023.

<sup>27</sup> Ibid. The announcement also quoted San Francisco Treasurer José Cisneros as saying "Results from San Francisco's Be The Jury program demonstrate that this program helps level the playing field."

<sup>28</sup> <https://www.cbsnews.com/sacramento/news/california-lawmaker-proposing-pay-raise-for-jurors/> Accessed on April 20, 2023.





## **FINDINGS**

1. The Los Angeles County Civil Grand Jury process is failing to attract a large number of applicants in recent years.
2. The current CGJ has had a high turnover of Jurors and has exhausted its list of alternates.
3. CGJ jurors receive a mileage reimbursement of 61.5 ¢, less than the IRS federal standard rate of 65.5¢.

The cost of living in Los Angeles, CA is 51% higher than the national average.

4. The Los Angeles City minimum hourly wage will increase to \$16.78 on July 1, 2023, which, if applied to CGJ jurors' six hours of daily work, would result in a per diem of \$100.68.
5. Two recent bills introduced in the California Legislature (AB 1972 and AB 881) have proposed to raise jurors' per diem pay; to \$100 in the case of AB 881. Both would encourage more people of color and more people with below-average incomes to serve on criminal and civil juries.

## **RECOMMENDATIONS**

- 1.1. The BOS should increase the CGJ per diem to \$100.
- 1.2. The BOS should make its per diem increase retroactive to January 1, 2023. There is recent precedent in other pay adjustments for unprecedented situations within the County. Falling interest in the CGJ could be considered as such.
- 1.3. The BOS should provide CGJ jurors a mileage reimbursement equal to the IRS standard rate of 65.5¢.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall



be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Board of Supervisors Los Angeles County	1.1, 1.2, 1.3
Chief Executive Officer, County of Los Angeles	1.1, 1.2, 1.3

## **COMMITTEE MEMBERS**

Donald Gonzales  
James Bukowski  
Wayne Dodds

Chairperson  
Co-Chairperson



# **ELECTION OPERATIONS**



# ELECTION OPERATIONS

## SUMMARY

The Civil Grand Jury created an Elections Operations Committee (Committee) to initiate this investigation due to its observations that the number of people working at voting centers early in the eleven-day voting period was excessive and inefficient due to low voter turnout at that time. Additionally, there was concern that required poll worker training classes were held too early, as much as two months before Election Day. Learning retention likely regressed due to the length of time between training and the actual election when the equipment is used. It should be noted that the Los Angeles County Registrar of Voters (Registrar) conducted the November 8, 2022 election very efficiently. Therefore, this Committee recommends that the Registrar continue to analyze Election Operations to make them even more efficient. All elections in Los Angeles County since 2020 have been conducted under the provisions of the Voter's Choice Act using the Voting Solutions for All People software.

## BACKGROUND

The Registrar is responsible for conducting elections in Los Angeles County. This includes presidential elections, gubernatorial elections, primary elections, supervisorial elections, and special elections such as the recall of elected officials.

The Registrar also supports various city and local area agency elections. The Registrar is responsible for the registration of voters including overseas and military voters, maintenance of voter files, conduct of federal, state, local and special elections, and the verification of initiative, referendum and recall petitions. The Registrar selects and staffs Vote Centers, counts votes including in-person and absentee ballots, and certifies election results.<sup>1</sup> The Registrar provides voting materials in nineteen<sup>2</sup> different languages other than English.

Sections 4000-4108 of the California Elections Code governs the process of conducting mail ballot elections in Los Angeles (LA) County.<sup>3</sup> Prior to 2016, every registered voter in California was mailed a sample ballot for

---

<sup>1</sup> Los Angeles County Registrar-Recorder/County Clerk. "About Us." <https://www.lavote.gov/about-us/about-us>. Last accessed March 15, 2023.

<sup>2</sup> Page 2 of the Election Workers Procedures for the 8 Nov 2022 Election.

<sup>3</sup> Casetext. "Division 4 - MAIL BALLOT ELECTIONS." <https://casetext.com/statute/california-codes/california-elections-code/division-4-mail-ballot-elections>. Last accessed March 7, 2023.



each local, state, and federal election for which they were qualified to vote and registered to vote with their specific voting location identified.<sup>4</sup> Under this system if a voter chose to visit a location other than their designated location to cast a ballot, they would be required to cast a provisional ballot.

The inefficiencies of this system led to passage of the California Voter's Choice Act (VCA), signed by Governor Jerry Brown on September 29, 2016. The VCA modernizes elections in California by allowing counties to conduct elections entirely by mail or using voting centers which provides greater flexibility and convenience by allowing voters to choose how, when, and where to cast their ballots.<sup>5</sup> For specified counties, the VCA went into effect immediately. However, the first elections conducted under the VCA occurred in 2018. Los Angeles County was specifically not authorized to immediately implementing the provisions of the VCA by Section 4005 and 4007 of the Election Code.<sup>6</sup>

The provisions of the VCA became effective in LA County on March 1, 2020 via Section 4007 of the Election Code. Los Angeles County was authorized to conduct Vote Center elections assuming certain conditions were met and were authorized to conduct special elections as an all-mail election. Paper ballots were mailed to every registered voter for the 2020 Primary and 2020 General Election. This process was extended through 2021 for the Gubernatorial Recall Election due to COVID-19 safety considerations.<sup>7</sup> To further improve election operations, Assembly Bill (AB) 37 was passed in 2021 by the California Legislature and approved by Governor Gavin Newsom. That legislation required, among other things, every registered California voter receive a mailed ballot for all future elections.<sup>8</sup>

The VCA requires some voting centers open ten days prior to Election Day and remaining voting centers open four days prior to the election. Actual turnout at voting centers decreased dramatically because voters dropped off ballots at drop-off ballot boxes and mailed ballots. Estimates

---

<sup>4</sup> California Secretary of State. [www.sos.ca.gov](http://www.sos.ca.gov). Last accessed October 15, 2022.

<https://easyvoterguide.org/wp-content/uploads/2010/09/EVG-CAGeneral-Nov-8-16-Final.pdf>.

<sup>5</sup> California Voter's Choice Act :: California Secretary of State.

<sup>6</sup> Los Angeles County Registrar-Recorder/County Clerk. "Los Angeles County Election Administration Plan 2022." p. 4. <https://elections.cdn.sos.ca.gov/vca/eap/los-angeles-eap-final.pdf>. Last accessed January 19, 2022. [https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill\\_id=201520160SB450022](https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201520160SB450022).

<sup>7</sup> <https://www.sos.ca.gov/elections/prior-elections/statewide-election-results/2021-ca-gov-recall>.

<sup>8</sup> Legislative Information. "TODAY'S LAW AS AMENDED."

[https://leginfo.legislature.ca.gov/faces/billCompareClient.xhtml?bill\\_id=202120220AB37&showamends=false](https://leginfo.legislature.ca.gov/faces/billCompareClient.xhtml?bill_id=202120220AB37&showamends=false). Last accessed January 19, 2022.



by the Registrar indicate that approximately 83% of voters used some form of mail-in ballots.<sup>9</sup>

Beginning ten days before Election Day and continuing daily up to and including the fourth day before the election, for a minimum of eight hours per day, at least one vote center must be provided for every 50,000 registered voters within the jurisdiction where the election is held. On the day of the election, from 7 a.m. to 8 p.m., and on each of the three days before the election for a minimum of eight hours per day, at least one vote center must be provided for every 10,000 registered voters within the jurisdiction where the election is held.<sup>10</sup>

The VCA added section 4005 and 4007 of the California Elections Code.<sup>11</sup> Included in the bill are requirements for:

- Mailing a location-specific ballot to every registered voter (containing only information for elections in which the individual is authorized to vote) at least twenty-nine days prior to the election
- Expanding in-person early voting
- Allowing voters to cast a ballot at any vote center within their county
- Providing secure ballot drop-off locations throughout the county
- Setting the number of ballot drop-off locations so there is at least one ballot drop-off location provided for every 15,000 registered voters. All ballot drop-off locations shall be open at least during regular business hours, beginning not less than twenty-eight days before the day of the election, and on the day of the election. For the 2022 Gubernatorial Election, 961 ballot drop-off boxes were available in LA County.

The Registrar indicated an intention to comply with these provisions starting with the 2020 Primary Election and that intention was fulfilled.<sup>12</sup>

---

<sup>9</sup> Correspondence from Los Angeles County Registrar of Voters dated September 14, 2022 and December 22, 2022. (See Appendix 1 and 2).

<sup>10</sup> California Elections Code § 4005.

<sup>11</sup> "Senate Bill 450." <https://elections.cdn.sos.ca.gov/vca/sb450-chaptered-legislation.pdf>. Last accessed March 15, 2023.

<sup>12</sup> Correspondence from Los Angeles County Registrar of Voters dated September 14, 2022 and December 22, 2022. Also interview with Registrar of Voters Personnel.



## Voting Solutions for All People

To support and improve the election process, LA County developed the software program "Voting Solutions for All People" (VSAP).<sup>13</sup> Its total cost is approximately \$300 million dollars over 10 years. VSAP is the first publicly owned and designed voting system software<sup>14</sup>. VSAP was developed by the Registrar-Recorder/County Clerk starting in in 2009 to address an aging voting system and the challenges of an increasingly large and complex electorate in LA County. The project sought a collaborative approach to voting system and software design that put voters at the center and maximized stakeholder participation.<sup>15</sup>

VSAP voting machines are equipped with touchscreens and futuristic-looking yellow and black stands. The system allows voters to fill out ballots ahead of time on other devices and send that information to the voting machines through a Quick Response (QR) code. All votes are backed up with a paper record, designed to be fail-safe should something go technically awry with the electronic system.<sup>16</sup>

Per the Registrar of Voters, due to the diversity of voters in Los Angeles County, the requirements of the VCA could not be met without creating fully functional VSAP software and equipment. VSAP software has been used in the 2020 Primary Election, the 2020 Presidential General Election, the 2021 Gubernatorial Recall Election, the 2022 Primary Election, and the 2022 Gubernatorial Election.

It should be noted that the VSAP software that is currently used to support election operations has met and sometimes exceeded expectations during recent elections.

## METHODOLOGY

To conduct this investigation, the Committee reviewed the 2022 Los Angeles County Election Administration Guide<sup>17</sup>, which describes LA County's plans to conduct voter education and outreach; recruits and selects Vote Center and ballot drop box locations; addresses staffing logistics and multilingual services; creates security and contingency plans, and more. We studied election worker procedures for the June

---

<sup>13</sup> Los Angeles County Registrar-Recorder/County Clerk. "Background." <https://www.lavote.gov/about-us/background>. Last accessed January 18, 2023; [VSAP – LAC Voter-Centered Approach \(lavote.gov\)](https://www.lavote.gov/about-us/background).

<sup>14</sup> Interview with Registrar of Voters Personnel – 8 Nov 2022.

<sup>15</sup> [LA County built its new voting machines from scratch. Will they be ready? \(nbcnews.com\)](https://www.nbcnews.com/tech/la-county-built-its-new-voting-machines-from-scratch-will-they-be-ready-2c113133-2022-11).

<sup>16</sup> Voting Solutions for All People. "The Design Concepts." <https://vsap.lavote.gov/design-concepts-2/>. Last accessed March 15, 2023.

<sup>17</sup> 2022 Election Administration Plan (lavote.gov)



7, 2022 Primary Election and the November 8, 2022 General Election. The Committee interviewed Registrar staff members prior to the 2022 Gubernatorial Election and solicited written responses to questions. We also visited a large Vote Center in LA County and were present at the November 8, 2022 election night at the LA County Vote Tally Center.

Additionally, the Committee reviewed websites of the California Secretary of State, the Registrar of Voters, and LAVote.net. The Committee also reviewed the California Elections Code, including the VCA. The Committee also conducted several interviews with representatives from the Registrar and obtained voting data from that office (i.e., registered voters; total votes tabulated in LA County; in person vote by day; and total number of in-person votes).

## **INVESTIGATION**

This investigation focused on several issues related to election operations in Los Angeles County, including excessive staffing at Vote Centers too early in the election cycle, as well as training workers too early in the cycle; the need to consolidate positions; and the option of providing VSAP to other jurisdictions to recoup costs.

The dates of the elections referenced in the tables below were:

2022 General Election	November 8, 2022
2022 Primary Election	June 7, 2022
2021 Gubernatorial Recall	September 14, 2021
2020 General Election	November 3, 2020
2020 Primary Election	March 3, 2020





Voter turnout in Los Angeles County for the last four elections (excluding the gubernatorial recall election)<sup>18</sup>

Election	Registered Voters	Total Votes	% Turnout	In Person Votes	% in Person Votes
2020 Primary	5,513,057	2,122,469	38.5%	994,996	46.9%
2020 Presidential	5,709,853	4,338,191	75.9%	913,765	21.1%
2022 Primary	5,690,637	1,620,593	28.4%	249,754	15.4%
2022 Gubernatorial	5,627,796	2,456,701	43.6%	487,368	19.8%

Voter turnout for the period of ten days prior to Election Day to four days prior to Election Day is very low - sometimes less than ten voters per day at a vote center.<sup>19</sup> (See tables in following pages of this report.) Through interviews with Vote Center staff as well as this Committee's observations, staffing levels during the early days of the voting cycle exceeded what was necessary based on low voter turnout. Also, based on poll workers' duties and what was observed at the Vote Center, it seems some positions can be combined so one person performs more than one task early in the voting process.

The concern of the 2022-2023 Civil Grand Jury is that the staffing of the Vote Center appears to be excessively early in the eleven day voting period (that is from when the voting period starts to the Friday before Election Day). Currently, one person is assigned to each identified position throughout the entire voting period. If Vote Center staff could be reduced early in the election cycle, the cost for LA County to conduct elections could also be reduced, saving taxpayer money.

The June 7, 2022 Primary Election (the last countywide election for which final fiscal data is currently available) cost LA County approximately \$86 million.<sup>20</sup> This is not reimbursable by any external agency except in limited circumstances – local jurisdictions would be responsible for proportional shares of conducting consolidated elections.<sup>21</sup> Costs includes outbound mailings for the vote-by-mail process; sample ballots; renting sites for vote centers; setting up centers with equipment and staff; and ballot processing.<sup>22</sup> Although

<sup>18</sup> Letters from Registrar of Voters 14 Sept 2022 and 22 Dec 2022.

<sup>19</sup> Correspondence from Los Angeles County Registrar of Voters dated December 22, 2022.

<sup>20</sup> Ibid.

<sup>21</sup> California Elections Code §10520.

<sup>22</sup> Correspondence from Los Angeles County Registrar of Voters dated December 22, 2022.



some of these costs cannot realistically be reduced, it makes sense to examine labor costs associated with operating the Vote Centers. This labor cost for election workers for the June 7, 2022 Primary Election was approximately \$13 million, but does not include salaries of thousands of LA County employees who served as voting center workers (although it does include their overtime and training stipend). The labor costs also include the stipends paid to volunteer poll workers.<sup>23</sup>

It is the policy of LA County that support for election operations is included within the job description of all LA County employees;<sup>24</sup> and since this is a policy decision, it is not within our purview to question it. However, it seems this cost could be reduced if the staffing at the voting centers open for the entire eleven-day voting period were reduced early in the voting cycle and then increased starting on the Saturday prior to Election Day through Election Day. Information received from the Registrar indicates staffing decisions for the last election did take into account reducing staffing early in the voting cycle.<sup>25</sup> It should be noted that although the California Election Code requires a certain number of Vote Centers be open based on the number of registered voters, the staffing of each Vote Center is within the purview of Los Angeles County.

Each LA County voting center poll worker receives training prior to the actual election. Leads and assistant leads must take eight hours of in-person training in one day before the voting period starts, an additional three hours of virtual training on their own time, and three hours of Vote Center checkout training on the day before the Vote Center is assembled. Voting center clerks must complete three hours of in-person training and three hours of virtual on-line training.<sup>26</sup>

Studies indicate learning retention would be improved if the eight-hour in-person training were split into two four-hour sessions because learners become tired at the end of an eight-hour training day and learning assimilation and retention decreases.<sup>27</sup> We understand there may be an increase in training costs if a single eight-hour session is split into two four-hour sessions held on different days.

---

<sup>23</sup> Correspondence from Los Angeles County Registrar of Voters dated December 22, 2022.

<sup>24</sup> Ibid.

<sup>25</sup> Correspondence from Los Angeles County Registrar of Voters dated December 22, 2022.

<sup>26</sup> Los Angeles County Registrar-Recorder/County Clerk. "Community Election Workers." [www.lavote.gov/home/voting-elections/pollworker-information](https://www.lavote.gov/home/voting-elections/pollworker-information). Last accessed March 15, 2023.

& <https://www.lavote.gov/home/voting-elections/pollworker-information/county-employee-election-worker-program/county-employee-election-worker-program>.

<sup>27</sup> "10 Facts & Stats about Learning Retention You'll Want to Remember." Bridge.

<https://www.getbridge.com/blog/learning-analytics/10-stats-about-learning-retention-youll-want-forget/>. Last accessed March 15, 2023.

<https://workshopbutler.com/blog/how-long-should-a-workshop-be/>



All training must be completed at least ten days prior to Election Day, but some training can be taken and is scheduled up to two months before Election Day.<sup>28</sup> Some of the in-person training is scheduled up to two months prior to voting period begins. Since what is learned during the in-person training is not used until the Vote Center opens, portions of training related to process and operations may be forgotten unless the individual repeats the virtual training on their own volition. The in-person training involves hands-on use of the BMD and ePollbook. It appears there is no provision for the in-person training to be repeated. However, the virtual training can be taken as many times as desired.

Additional studies show learning retention decreases if a learner does not use newly learned information close to the time it is learned.<sup>29</sup> It does not appear there are provisions for taking the in-person training a second time. The election worker training includes:

- How to properly fold a ballot for a Conditional Voter Registration (CVR) envelope
- CVR Processing
- Voting Overview
- Volunteer Roles
- Opening Paperwork
- Closing Paperwork
- Voting Center Assignments
- Opening Assignments
- Closing Assignments
- Emergency Vote by Mail (VBM) Re-issue
- Election Night Final Closing
- Printer Operations
- EPollbook and Ballot Marking Device Operations<sup>30</sup>

The November 8, 2022 Election Worker Procedures Book defines eight jobs at each voting center. They are: Lead, Assistant Lead, Line Monitor, Stop Station Clerk, Check-in Clerk, Vote Area Monitor, Vote by Mail (VBM) Clerk, and Provisional Ballot Clerk. At larger Vote Centers, each

---

<sup>28</sup> Los Angeles County Registrar-Recorder/County Clerk. "Community Election Workers." [www.lavote.gov/home/voting-elections/pollworker-information](https://www.lavote.gov/home/voting-elections/pollworker-information). Last accessed March 15, 2023.

<sup>29</sup> "10 Facts & Stats about Learning Retention You'll Want to Remember." Bridge. <https://www.getbridge.com/blog/learning-analytics/10-stats-about-learning-retention-youll-want-forget/>. Last accessed March 15, 2023.

<https://www.mindtools.com/a9wjrw/ebbinghauss-forgetting-curve>  
<https://whatfix.com/blog/learning-retention/>  
site 11 Strategies for Improving Learning Retention (2023) | Whatfix or  
<https://whatfix.com/blog/learning-retention/>.

<sup>30</sup> Los Angeles County Registrar-Recorder/County Clerk. "Election Guide." [https://www.lavote.gov/docs/rccc/election-info/03072023\\_election-guide-checklist.pdf](https://www.lavote.gov/docs/rccc/election-info/03072023_election-guide-checklist.pdf). Last accessed March 15, 2023.



of these jobs requires one person. At smaller Vote Centers or early in the election cycle it may be possible to combine some of the positions except Lead and Assistant Lead. The Lead and Assistant Lead must be LA County employees.<sup>31</sup> At the current time each identified position is filled with one person from the beginning of the voting period through Election Day. All these positions are not needed at the start of the election cycle. For much of this period, one person could do several of these jobs.

<b>VOTE CENTER WORKERS DUTIES</b>	
<b>REFERENCE: 8 NOV 2022 ELECTION WORKER GUIDE PAGES I-VIII</b>	
LEAD	OVERALL OPERATION OF VOTE CENTER
ASSISTANT LEAD	ASSISTS LEAD WITH OVERALL OPERATION OF VOTE CENTER
STOP STATION CLERK	GREET VOTERS, SET UP PERSONAL PROTECTIVE GEAR (PPE) STATION, OFFER MASKS AND HAND SANITIZER TO VOTERS, DIRECT VOTERS
CHECK-IN CLERK	GREET VOTERS, FIND VOTERS ON EPOLLBOOK, COMPLETE VOTER CONDITIONAL VOTER REGISTRATION (CVR) PAPERWORK, COMPLETE VOTER CHANGE OF ADDRESS FORM
VOTE AREA MONITOR	GREET VOTERS, DIRECT VOTERS TO OPEN VOTING MACHINES, CORRECT PAPER JAMS IN VOTING MACHINES, SANITIZE BALLOT MARKING DEVICE (BMD)
VBM/PROVISIONAL BALLOT CLERK	GREET VOTERS, COLLECT PROPERLY FILLED OUT VOTE BY MAIL (VBM) ENVELOPES, COLLECT PROPERLY FILLED OUT CONDITIONAL VOTER REGISTRATION (CVR) ENVELOPES, PASS OUT "I VOTED" STICKERS, OFFER HAND SANITIZER
OUTSIDE LINE MONITOR CLERK	GREET VOTERS, PROVIDE VOTERS WITH WEBSITE CARD IF VOTER DOESN'T HAVE SAMPLE BALLOT, DIRECT VOTERS TO STOP STATION
INSIDE LINE MONITOR	ALLOW VOTERS TO ENTER VOTE CENTER, DIRECT VOTERS TO VBM DROP-OFF STATION OR TO CHECK-IN STATION

The order of contact for the voter is Outside Line Clerk, Stop Station, Inside Line Clerk, Check in Station, and Either Vote Area Monitor or VBM/Provisional Clerk. If the number of voters is very low, as is at the beginning of the vote cycle, the duties of the Outside Line Clerk, Stop Station Clerk, and Inside Line Clerk could easily be combined into one person. Also, it seems as if the duties of the Vote Area Monitor and the VBM/Provisional Ballot Clerk could be combined into one person.

<sup>31</sup> Correspondence from Registrar of Voters dated December 22, 2022.



The daily tasks for the Voting Center Lead include setting up the vote center, checking the temperature of all Vote Center workers, ensuring all Vote Center workers are signed in, completing chain of custody on the electronic poll books (ePollbook) which contain information on all registered voters in LA County, performing chain of custody on ballot marking devices (BMD), distributing blank ballots, securing ballot boxes, and officially opening the voting center. The ePollbook takes the place of paper voting rolls used in previous elections.

VSAP software has been used to comply with VCA requirements for the last four elections. The Registrar plans to review election process and procedure data from that time with an eye toward improving efficiency.<sup>32</sup> Finally, the Registrar indicated they made the VSAP software available for other jurisdictions at cost. According to the Registrar of Voters no sales have been made at this time but they are continuing to have discussions with other large counties. Therefore, no money has been recouped.

During the course of our investigation, we found that the process for running previous elections prior to 2020 were based on significantly different rules, therefore, the data available prior to the March 2020 elections is not applicable to later elections. Now, however, the Registrar has updated census information and real world data about voters' behavior based on three years of experience under the current VSAP model. Beginning December 2022, the Registrar planned to review and update methodology based on current information in order to better plan for future elections.<sup>33</sup> It should be noted that some of the voting data may have been skewed by COVID to an unknown extent.

Commendation should be given to the Registrar for conducting what appears to be a very efficient election operation.

---

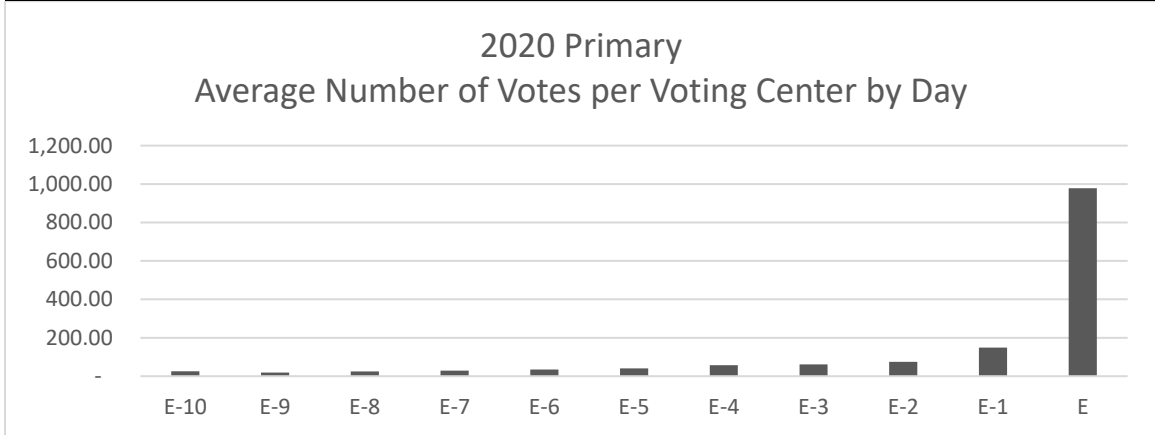
<sup>32</sup> Correspondence from Registrar of Voters dated December 22, 2022.

<sup>33</sup> Document provided to Civil Grand Jury by Registrar, October 11, 2022.

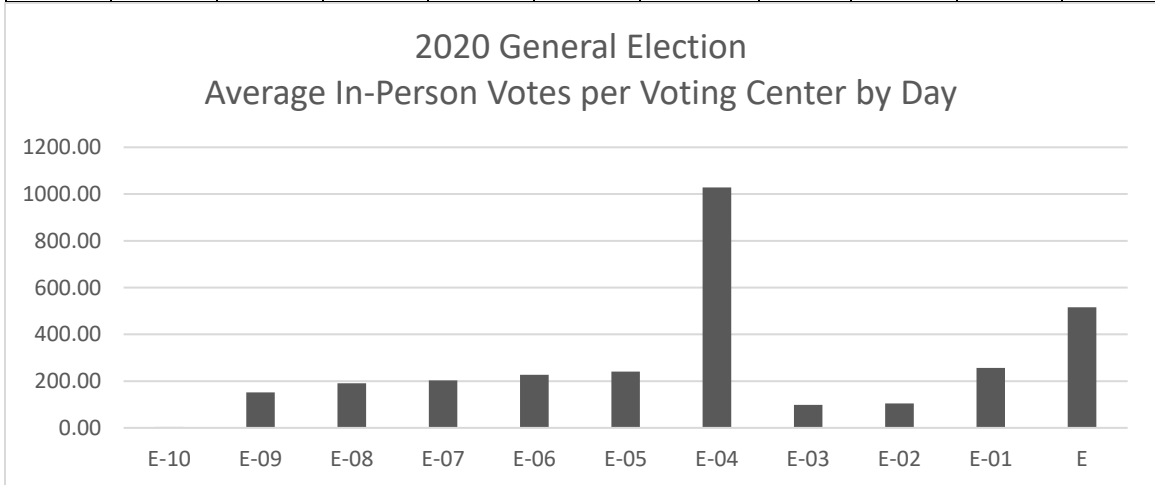


All data in the following tables and charts are from the Registrar letters dated September 14, 2022 and December 22, 2022. E-10 references the date ten days before Election Day, E-9 references the date nine days before Election Day, etc.

2020 Primary - Average Number of Voters per Voting Center per Day (E=Election Day)										
E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	E
25.33	18.69	24.84	29.04	34.60	40.82	57.35	61.67	74.45	148.73	978.57

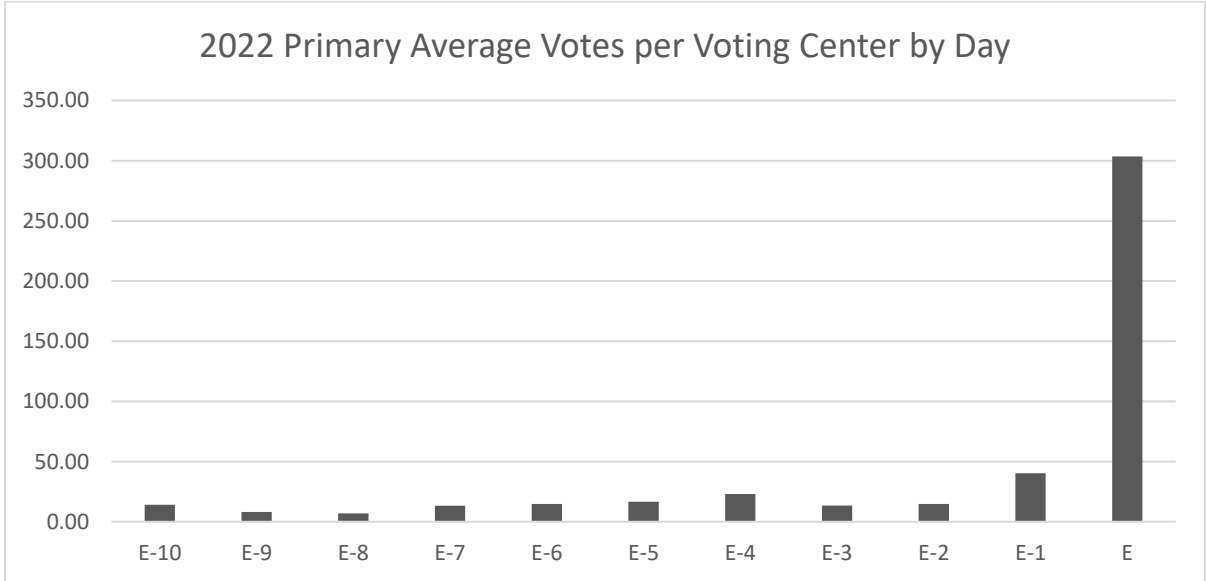


2020 General Election - Average Number of Voters per Voting Center per Day (E=Election Day)										
E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	E
252.91	151.52	190.58	203.37	227.08	241.03	1028.46	98.33	104.43	256.41	515.91

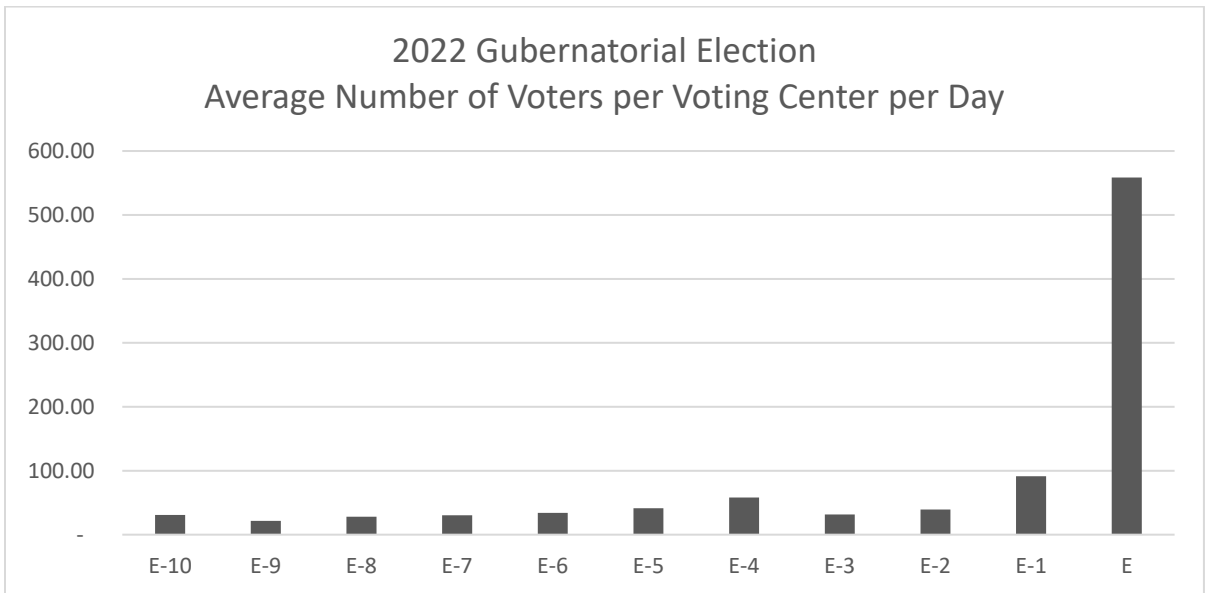




2022 Primary - Average Number of Voters per Voting Center per Day (E=Election Day)										
E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	E
14.09	8.20	7.00	13.31	14.75	16.67	23.01	13.40	14.75	40.30	303.60



2022 Gubernatorial Election - Average Number of Voters per Voting Center per Day (E=Election Day)										
E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	E
30.92	21.53	28.07	30.25	34.07	41.23	58.23	31.65	39.32	91.45	558.58





<b>Number of Voting Centers</b>		
<b>Election</b>	<b>11 Day Sites</b>	<b>New 4 Day Sites</b>
<b>2020 Primary</b>	<b>233</b>	<b>512</b>
<b>2020 General</b>	<b>130</b>	<b>531</b>
<b>2022 Primary</b>	<b>120</b>	<b>402</b>
<b>2022 General</b>	<b>118</b>	<b>522</b>

## **FINDINGS**

1. Voter turnout for the period of ten days prior to Election Day to four days prior to Election Day is very low and staffing levels exceed what seems necessary to properly operate the Vote Center.
2. Now that the VCA is in effect, and each registered voter in California receives a ballot in the mail, in-person voting has sharply declined.
3. Based on poll workers' observations at the Vote Center, it seems some poll worker duty positions should be consolidated so one person performs more than one task early on in the voting timeline when turnout is low.
4. LA County Vote Center poll worker training can be taken up to two months prior to the election. Learning retention decreases if a learner does not use newly learned information close to the time it is learned.
5. It does not appear there are provisions for taking the in-person poll worker training a second time.
6. In-person training for LA County poll workers takes place for eight hours, on one day. Learning retention would be improved if the eight-hour in-person training were split into two four-hour sessions.
7. The Registrar indicated that LA County is looking to provide the VSAP software at cost to other jurisdictions.
8. The Registrar indicated that his office would re-evaluate election operations and the VSAP software beginning December 2022.





## RECOMMENDATIONS

- 1.1 Reduce staffing early on in the election cycle. We believe this recommendation is already in progress, and should continue to be implemented.
- 1.2 No recommendation.
- 1.3 Consolidate some poll worker positions to reduce staffing early in the election cycle.
- 1.4 Schedule in-person training closer in time to elections.
- 1.5 Allow poll workers to repeat in-person training or provide a recorded session to Vote Center workers.
- 1.6 Split the eight-hour, in-person training for LA County poll workers into two four-hour sessions.
- 1.7 Continue marketing efforts with other jurisdictions for VSAP software to offset development costs.
- 1.8 Produce a published report of the 2022 Gubernatorial Election and previous elections using the Vote Center paradigm focusing on possible improvements in staffing; staff training; Vote Center locations; Vote Center equipment; and election processes and procedures for the Board of Supervisors.

The Committee believes these recommendations are within the normal duties and budget of the Office of the Registrar of Voters.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).



All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	1.1, 1.3, 1.4. 1.5, 1.6, 1.7, 1.8
Los Angeles County Registrar/Recorder/County Clerk	1.1, 1.3, 1.4. 1.5, 1.6, 1.7, 1.8

## **COMMENDATION**

In the course of our investigation, the Committee found that some of the proposed recommendations were actions the Registrar was either already implementing, or considering implementing after more data collection. We commend the Registrar for all continued efforts to improve Los Angeles County elections. LA County is a large and diverse jurisdiction. The 2022 Gubernatorial Election was conducted with few apparent issues. We further commend the Registrar for ensuring efficient and accurate elections.



## ACRONYMS

<b>AB</b>	California Assembly Bill
<b>BMD</b>	Ballot Marking Device
<b>CVR</b>	Conditional Voter Registration
<b>ePollbook</b>	Electronic Poll Book
<b>LA</b>	Los Angeles
<b>SB</b>	California Senate Bill
<b>QR</b>	Quick Response
<b>VBM</b>	Vote by Mail
<b>VCA</b>	Voters Choice Act
<b>VSAP</b>	Voting Solutions for All People

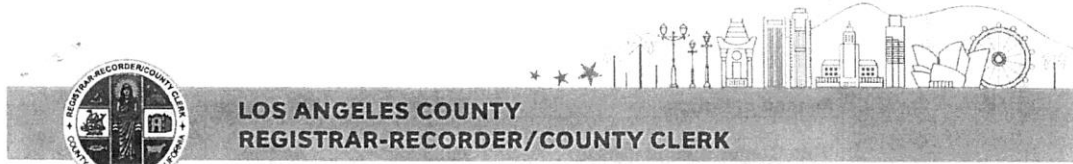
## COMMITTEE MEMBERS

Wayne Dodds	Chairperson
Michele Ashamalla	Co-Chairperson
Deborah Humphrey	Secretary



# APPENDIX 1

## Past Election Voting Statistics (5 Pages)



DEAN C. LOGAN  
Registrar-Recorder/County Clerk

September 14, 2022

Wayne S. Dodds, Civil Grand Juror  
Shirley Zaragoza, Foreperson  
Civil Grand Jury  
222 South Hill Street, 6<sup>th</sup> Floor  
Los Angeles, CA 90012

Dear Honorable Dodds and Ms. Zaragoza,

I am in receipt of your letter dated August 21, 2022. In response, I have provided the following data for your review:

1. **How many voters are currently registered in LA County?**
  - a. For the upcoming the November 2022 General Election there are 5,622,564 registered voters.
  - b. Additional information provided via verbal testimony
2. **How many people voted in LA County in the last Presidential Election in 2020; in the California Primary election in 2022?**

Election	Registration	Turnout	Percentage
2020 Presidential Primary Election	5,513,057	2,122,469	38.5%
2020 Presidential General Election	5,709,853	4,338,191	76.0%
2022 Primary Election	5,690,637	1,620,593	28.5%

3. **How many voters voted in person, by drop-off at a ballot box, or mail in the 2020 Presidential Election and in the 2022 Primary Election?**
  - a. 2020 Presidential Primary Election

2020 Presidential Primary Election	Ballots	Percentage
Vote Center Ballots (BMD)	980,875	46.2%
Vote by Mail Ballots (VBM)	1,141,594	53.8%



Civil Grand Jury  
 September 14, 2022  
 Page 2

Method of Voting	Ballots	Percentage
Vote Center Ballots (BMD)	980,875	44.39%
Vote Center Drop Off (VBM)	302,665	13.70%
Mail (VBM)	853,697	38.64%
Ballot Drop Box (VBM)	53,841	2.44%
Fax	1,062	0.05%
Challenged	17,323	0.78%

b. 2020 Presidential General Election

2020 Presidential General Election	Ballots	Percentage
Vote Center Ballots (BMD)	913,765	21.1%
Vote by Mail Ballots (VBM)	3,424,426	78.9%

Method of Voting	Ballots	Percentage
Vote Center Ballots (BMD)	913,765	20.84%
Vote Center Drop Off (VBM)	560,533	12.78%
Mail (VBM)	1,089,598	24.84%
Ballot Drop Box (VBM)	1,791,490	40.85%
Fax	8,802	0.20%
Challenged	21,511	0.49%

c. 2022 Primary Election

2022 Primary Election	Ballots	Percentage
Vote Center Ballots (BMD)	248,821	15.4%
Vote by Mail Ballots (VBM)	1,371,772	84.6%



Civil Grand Jury  
September 14, 2022  
Page 3

Method of Voting	Ballots	Percentage
Vote Center Ballots (BMD)	248,821	15.19%
Vote Center Drop Off (VBM)	186,057	11.36%
Mail (VBM)	615,849	37.59%
Ballot Drop Box (VBM)	570,384	34.81%
Fax	722	0.04%
Challenged	16,611	1.01%

4. How many voting centers for the Primary election in 2022 and Presidential Election in 2020 were open 10 days prior to the 2022 Primary Election?

Election	11-Day Vote Centers
2020 Presidential Primary Election	233
2020 Presidential General Election	130
2022 Primary Election	120

5. How many more voting centers for the Primary election in 2022 and the Presidential Election were opened 3 days prior to the 2022 Primary Election?

Election	4-Day Vote Centers
2020 Presidential Primary Election	745
2020 Presidential General Election	661
2022 Primary Election	522

6. How many people voted on each day voting centers were open for 2020 Presidential elections and the 2022 primary election?  
a. 2020 Presidential Primary Election

Day	E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	Election Day	Total
Check-Ins	5,901	4,355	5,788	6,767	8,061	9,512	13,363	45,945	55,463	110,806	729,035	994,996
Percent of Turnout	0.59%	0.44%	0.58%	0.68%	0.81%	0.96%	1.34%	4.62%	5.57%	11.14%	73.27%	



Civil Grand Jury  
September 14, 2022  
Page 4

b. 2020 Presidential General Election

Day	E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	Election Day	Total
Check-ins	30,349	18,182	22,869	24,404	27,249	28,924	123,415	64,998	69,030	169,488	341,014	919,922
Percent of Turnout	3.30%	1.98%	2.49%	2.65%	2.96%	3.14%	13.42%	7.07%	7.50%	18.42%	37.07%	

c. 2022 Primary Election

Day	E-10	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	Election Day	Total
Check-ins	1,691	984	840	1,597	1,770	2,000	2,761	8,579	9,437	25,794	194,301	249,754
Percent of Turnout	0.68%	0.39%	0.34%	0.64%	0.71%	0.80%	1.11%	3.43%	3.78%	10.33%	77.80%	

7. What are the criteria LA County uses to select voting centers?
  - a. Verbal testimony provided
  
8. Is the number of parking locations at a prospective voting location considered?
  - a. Verbal testimony provided
  
9. What is the breakdown in voting centers in LA County for the 2022 Primary Election by Supervisory District?

Election	SD1	SD2	SD3	SD4	SD5
2020 Presidential Primary Election	227	188	163	200	200
2020 Presidential General Election	172	151	150	172	146
2022 Primary Election	123	126	131	135	127

If you have any questions or require additional information, please contact me at (562) 462-2716 or email: [dlogan@rrcc.lacounty.gov](mailto:dlogan@rrcc.lacounty.gov). Your staff may also contact Adrian Avelar, Executive Assistant at (562) 345-8372 or email: [aavelar@rrcc.lacounty.gov](mailto:aavelar@rrcc.lacounty.gov).

Sincerely,

DEAN C. LOGAN  
Registrar-Recorder/County Clerk

DCL:AA



## APPENDIX 2 Election Information (5 Pages)



LOS ANGELES COUNTY  
REGISTRAR-RECORDER/COUNTY CLERK

DEAN C. LOGAN  
Registrar-Recorder/County Clerk

December 22, 2022

Wayne Dodds, Civil Grand Juror  
Shirley Zaragoza, Foreperson  
County of Los Angeles Civil Grand Jury  
222 South Hill Street, Suite 670  
Los Angeles, CA 90012

Dear Mr. Dodds and Ms. Zaragoza:

I want to thank you and the Civil Grand Jury for your interest and willingness to learn about the elections process. It was our pleasure to host the Civil Grand Jury on Election Night and provide you with an opportunity to see firsthand the important work done by our county employees and volunteers. It is through their efforts and dedication that we can effectively conduct fair, accessible, and transparent elections.

Election operations have undergone tremendous changes in the last three years as we have navigated changes in election administration with passage and adoption of the California Voter's Choice Act, successfully implemented new technology through the Voting Solutions for All People (VSAP) initiative, and addressed challenges in serving voters during the COVID-19 pandemic. My office is committed to continuous improvement in our services, and we continue learn with each and every election.

Attached are our responses to the questions we received in the mail and the follow-up questions received via email. Please contact Adrian Avelar at [aavelar@rrcc.lacounty.gov](mailto:aavelar@rrcc.lacounty.gov) if there is any additional information that you require.

Warm Regards,

DEAN C. LOGAN  
Registrar-Recorder/County Clerk





**Original Information Request**

**1. How many poll workers are required for the 2022 gubernatorial election?**

The Los Angeles County Registrar-Recorder/County Clerk uses Election Workers in a variety of roles to staff a major countywide election like the 2022 Gubernatorial General Election. These Election Workers work in various capacities to support our Vote Center Operations. Election Workers are required to complete extensive training with Leads and Assistant Leads receiving additional training.

- Vote Center Lead – Responsible for all activities at the Vote Center including opening/closing, addressing questions/issues, delivering ballots to Check-In-Center daily, assigning Clerk positions, and setting break schedules.
- Vote Center Assistant Lead – Assists with opening/closing vote center, processing voters throughout the day, answering voter questions, and accompanying Vote Center Lead to deliver ballots to Check-In-Center daily. Also shadows Lead duties and assumes Lead role in the absence of the Vote Center Lead.
- Clerk – Assists with opening/closing vote center, processing voters throughout the day, answering voter questions, and providing assistance (line monitor, voting area assistance, etc.).

A total of 10,274 Election Workers were required for the 2022 Gubernatorial General Election.

**2. What percentage of poll workers are county employees, paid volunteers, and students?**

The table below is a breakdown of the positions and the source. Vote Center Leads and Assistant Leads are Los Angeles County employees. The Clerk position is filled by Students, Community Workers, and County employees.

<b>Election Workers</b>	<b>Actual</b>	<b>Percentage</b>
Lead (County)	728	7%
Assistant Lead (County)	728	7%
Clerk (County)	2,980	29%
Clerk (Community)	3,950	38%
Clerk (Student)	1,888	18%
<b>Total</b>	<b>10,274</b>	<b>100%</b>

**3. What qualifications are required to be a poll worker?**

Below are the requirements for Election Workers. The requirements vary by position and type of Election Worker.

County Election Workers (Lead, Assistant Lead, Clerk, Reservist, Troubleshooter)

- Los Angeles County Employee
- 18 years of age or older



- A U.S. citizen and registered voter in California or a Legal Permanent Resident
- Compliant with any Board policies applicable to all employees
- Must have supervisor approval

Community Election Workers (Clerk, Reservist, Coordinator)

- 18 years of age or older
- A U.S. citizen and registered voter in California or a Legal Permanent Resident
- Compliance with any Board policies applicable to volunteers

Student Election Workers (Clerks)

- Must be at least 16 years of age by the time of the election
- Must be attending a public or private secondary education institution (High School)
- U.S. Citizen or Legal Permanent Resident (Green Card Holder) of the United States
- Good academic standing: G.P.A. of 2.5 or greater
- Must have teacher and parental consent
- Compliance with any Board policies applicable to volunteers

**4. What voting center positions are required to be filled by county employees?**

Vote Center Leads and Assistant Leads are filled by County employees. In addition, County employees are recruited and deployed as Clerks in the Vote Center.

**5. How much does it cost to conduct an election in LA County? Does the cost differ by election type?**

The June Primary Election is the last major countywide election for which we have final actual costs. We are still in the process of completing the accounting for the November General Election. The cost of administering the June Primary Election was \$86,198,165.

The cost of administering an election will vary based on multiple factors including but not limited to:

- Number of Registered Voters
- Number of Vote Centers and Duration
- Number of Election Workers Required
- Number of Languages Supported
- Length of the Ballot/Number of Contests, Candidates, and Measures
- Turnout (manner of voting, number of Vote by Mail ballots returned, timeframe and rate of ballot return by manner of voting)

For comparison, the 2019 California Gubernatorial Recall Election costs totaled \$52,920,735.

**6. Is any of this cost reimbursed by the State of California and/or the federal government?**

The County is responsible for the costs of election administration for most elections. The State of California will reimburse the cost of elections administration under very specific circumstances. For example, the 2019 California Gubernatorial Election was reimbursed by the State. It is very uncommon for this type of situation where state reimbursement occurs. The Federal government



does not provide any regular ongoing funding for elections. The last major round of federal funding for elections was the 2002 Help America Vote Act.

**7. When the LA County Registrar of Voters supports a city or local agency election is the LA County Registrar of Voters reimbursed for this effort.**

Local jurisdictions are responsible for their proportional share of conducting an election on which they are consolidated. We also run standalone elections for jurisdictions in specific cases when requested. In those situations, jurisdictions are responsible for the full cost of administering those elections. For example, we conducted the June 2021 Compton City Election, and the city was responsible for the \$559,391 it cost to administer that election.

**8. Is any consideration given to voter turnout when staffing a vote center?**

Turnout is taken into consideration when determining the size and voting device allocation at a vote center. The staffing model is adjusted according to the size of the vote center and the number of devices/stations. There is a minimum number of devices and corresponding staff at a vote center to ensure equitable services and capacity across the County.

**9. Is any consideration given to starting a voting center with a minimum staff and increasing staff closer to the election when the number of voters increases?**

Vote centers that open 10 days before Election Day are staffed at the minimum staffing levels based on the number of voting devices allocated to that Vote Center. Vote Centers are brought to full staffing levels starting on the Saturday before Election Day. This ramp up aligns with the opening of the additional vote centers beginning 4 days before Election Day.

**10. Please provide a list of the voting centers in LA County for the 2022 gubernatorial election?**

Please refer to the attached list. It includes the location name, address, hours of operation, voting area, and length of days open.

**11. How many centers are open for eleven days in areas with low voter turnout?**

Since voters can vote at any location, we do not attribute low voter turnout to a specific area or to a specific Vote Center. The legal requirements for Vote Center placement relate to geographic and distance factors intended to ensure equity in the availability of voting locations throughout the County.

**12. How are local ballot drop boxes secure from being vandalized?**

Ballot drop boxes are designed and manufactured in compliance with the security regulations adopted by the California Secretary of State. This includes requirements that they be constructed of durable material(s) capable of withstanding vandalism, removal, and inclement weather. Ballot drop boxes are bolted to the ground in most cases or secured to some other surface. The boxes are designed with access points that limit the ability to insert anything into them besides a ballot. Boxes are placed in locations that are in view of a surveillance system when possible. In addition, the Registrar provide routine maintenance and inspection of drop boxes on a regular schedule throughout the voting period.



**HAVE WE M.E.T.?**  
**Mental Health Evaluation Teams**  
**and How They Work**



# HAVE WE M.E.T.?

## Mental Health Evaluation Teams and How They Work

### SUMMARY

Studies estimate that approximately 20% of all adults in America experience mental illness each year.<sup>1</sup> Every year, thousands of people in Los Angeles County (County) end up either homeless, on the streets, or in detention facilities due in large part to the lack of care and treatment facilities and a shortage of mental health personnel willing to work with these populations. Current counts put the number of homeless at approximately 69,000 living within the County.<sup>2</sup>

Los Angeles County's resources for mental health services are grossly inadequate across the board. This is especially evident in encounters with law enforcement officers and first responders who are charged with the task of aiding and assisting those suffering from acute mental conditions that give rise to incidents of violence and criminal conduct. These agencies and the associated detention facilities have become de facto mental health providers for the very poor and homeless population.

Our Committee finds that mental health problems are a substantial contributor to homelessness and incarceration. This report makes findings and recommendations in an attempt to clarify and provide possible resolutions to these problems by addressing the law enforcement and first responder agencies working in conjunction with mental health professionals.

We focus on a range of diverse mental health evaluation teams. These pair law enforcement agencies with qualified mental health workers in an effort to address situations involving mentally ill or impaired citizens. Below we seek to evaluate the effectiveness of the various teams and how they can best be deployed to ease the mental health crisis in our county.

---

<sup>1</sup> Mental Health America. <https://www.mhanational.org/issues/2022/mental-health-america-prevalence-data>. Accessed March 27, 2023.

<sup>2</sup> CGJ Speaker: LA City Councilperson on January 23, 2023. See also: <https://www.lahsa.org/news?article=895-lahsa-releases-2022-greater-los-angeles-homeless-count-results>;



## **BACKGROUND**

In 1967, the Lanterman-Petris-Short Act<sup>3</sup> was signed into law in California. The Act included language addressing the involuntary commitment of those facing serious mental health challenges. Included were provisions for intervention and for provision of services to individuals displaying imminent harm to oneself, danger to others or of being gravely disabled.<sup>4</sup> At the same time, public mental health institutions were being closed not only by the state, but nationwide as well, due to various political and budgetary agendas.<sup>5</sup>

## **PREVIOUSLY CLOSED FACILITIES**

A number of the Department of Developmental Service facilities are now closed but their history and the many men and women who have lived and worked there remain a valuable part of the Department's history. You can find details about some of those facilities below:

- Agnews Developmental Center
- Lanterman Developmental Center
- Sierra Vista
- Sonoma Developmental Center

Agnews Developmental Center was established by an act of the California Legislature in 1885 as a facility for the care of the mentally ill. The first patients were received in 1888. Individuals with developmental disabilities were first admitted to a special habilitation program activated in 1965. In 1972, the programs for the mentally ill were discontinued and the center served only persons with developmental disabilities.<sup>6</sup>

The 2003-2004 Governor's Budget directed the Department to develop a plan to close Agnews Developmental Center. The Agnews Closure Plan (Bay Area Project) was developed with input from an Advisory Committee consisting of current and former Agnews' residents, their families, Agnews employees, regional centers, advocates, and other stakeholders, and may be viewed on the Agnews Closure Plan Main Page. In March 2009, the last consumer moved and the residential

---

<sup>3</sup> "Lanterman Developmental Disabilities Services Act and Related Laws," Department of Developmental Services. [https://www.dds.ca.gov/wp-content/uploads/2023/02/Lanterman\\_2023\\_Pub.pdf](https://www.dds.ca.gov/wp-content/uploads/2023/02/Lanterman_2023_Pub.pdf). Accessed March 27, 2023.

<sup>5</sup> "Why Closing U.S. Psychiatric Hospitals Caused a Mental Health Crisis," 1MD Nutrition. <https://1md.org/article/why-mental-health-crisis>. Accessed March 27, 2023.

<sup>6</sup> <https://www.dds.ca.gov/services/state-facilities/dc-closures/>.



facility was closed. Following the closure, Agnews campus was used to provide outpatient clinic services to consumers who resided in the community through April 2011. Since then mental illness has become a substantial contributing factor to the problems of homelessness, crime, drug abuse, and poverty in Los Angeles County. Currently, only five state-run mental health hospitals are operating in California, all of which only have placements for people adjudicated by the courts as needing hospitalization.<sup>7</sup>

In jails, mentally ill inmates are often chained to tables or chairs and rarely receive adequate psychiatric care.<sup>8</sup>

Metropolitan Hospital, the only state-run mental health facility in the County, has only 826 beds which are filled exclusively by court-mandated patients. With few placements for indigent, poverty level, immigrant or addicted persons with mental health issues, a great number of them find themselves on the streets or in jail, because services are unavailable. Civil Grand Jury members have observed firsthand a significant deficiency of access to mental health care in County jails.<sup>9</sup> Inmates with mental illness face significant challenges navigating life while incarcerated and after release. Estimates are that over 30% of inmates in California state prisons have a history of mental illness.<sup>10</sup>

On March 19, 2023, California Governor Gavin Newsom announced plans for sweeping changes to the mental health systems to “turn the page on decades of failure to build an effective community-based system in California”<sup>11</sup>. Proposed reforms include at least \$3 billion to fund construction for new mental health campuses, residential settings and permanent supportive housing for mentally ill patients.<sup>12</sup> Hopefully, this program will be implemented in an expeditious manner and be beneficial to the ongoing efforts of the agencies in the County of Los Angeles.

The committee found the three major areas of difficulty with all these various systems continue to be: (1) a lack of trained mental health

---

<sup>7</sup> See attached Appendix A; <https://www.dsh.ca.gov/Hospitals/index.html>

<sup>8</sup> Site visits August 24, 2022, August 30, 2022, September 27, 2022 and others.

<sup>9</sup> Site visits August 24, 2022, August 30, 2022, September 20, 2022, September 27, 2022, October 11, 2022, December 8, 2022. December 21, 2022.

<sup>10</sup> <https://www.dsh.ca.gov/Hospitals/index.html>

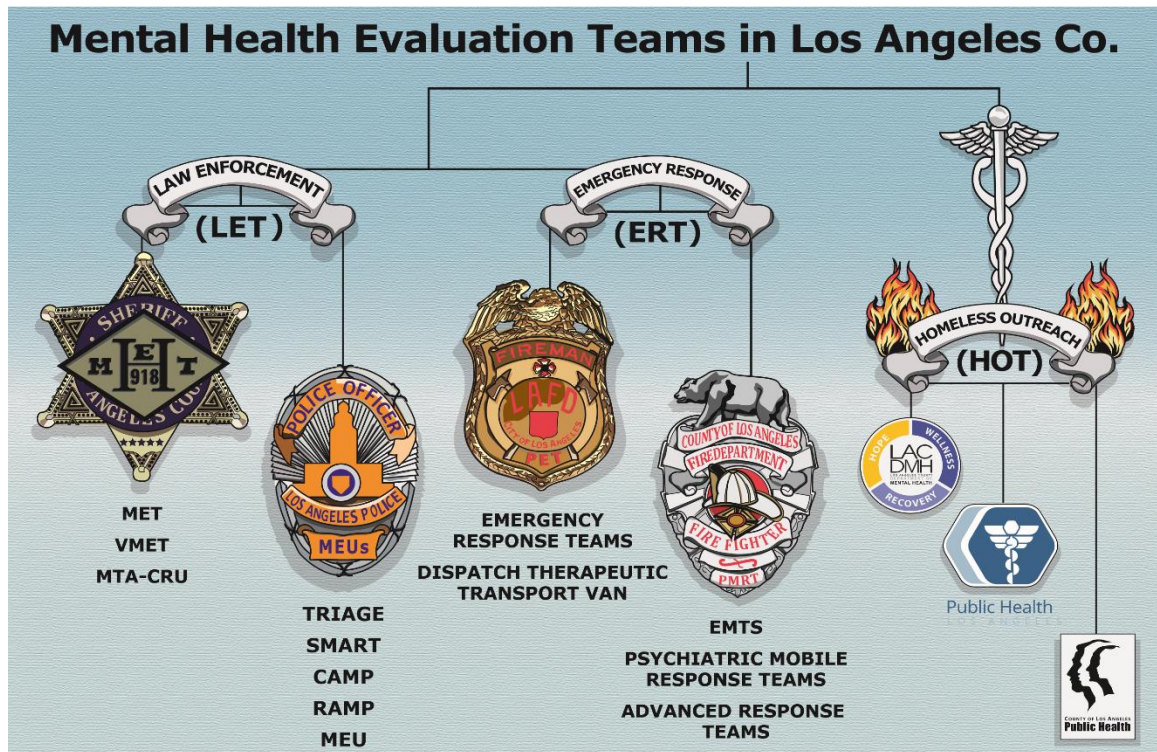
<sup>11</sup> <https://www.latimes.com/california/story/2023-03-19/newsom-mental-health-housing-bond-measure-services-counties-substance-use-treatment>

<sup>12</sup> Ibid.



professionals, (2) insufficient coordination between agencies, and (3) scarcity of treatment facilities to care for the people served.

As can be seen in other reports contained in this final report volume, mental health and mental health treatment, or the lack thereof, substantially impacts problems of homelessness, the detention system, and even public transportation.



**EXHIBIT 1:** The Mental Health Evaluation Teams in Los Angeles County.

One major tool in policing and social welfare is the Mental Health Evaluation Team (M.E.T.) – a collaboration of law enforcement or first responder personnel and mental health professionals (psychiatrists, psychologists, counselors, social workers) who are dispatched to de-escalate and evaluate participants in situations where mental health of the person involved is or may be a contributing factor. The goal of this co-response model is to reduce the number of incidents in which force is used, reduce the number of hospitalizations and avoid unnecessary incarcerations of severely mentally ill citizens.<sup>13</sup>

<sup>13</sup> Interview on October 19, 2022 with DMH staff.





## **METHODOLOGY**

This committee made inquiries into the various agencies regarding the efficacy and efficiency of the Mental Evaluation Units (MEUs),<sup>14</sup> their operations and perceived successes, including interviews with supervisory and field officers from the agencies: Department of Mental Health (DMH), Department of Health Services (DHS), and Department of Public Health (DPH), as well as Department of Mental Health field personnel. In addition, committee members participated in ride-alongs with law enforcement/mental health teams and attended mental health assessment training sessions for law enforcement personnel.

Multiple types of MEUs are currently utilized by the Los Angeles Police Department,<sup>15</sup> Los Angeles Sheriffs' Department,<sup>16</sup> County of Los Angeles Fire Department,<sup>17</sup> Los Angeles City Fire Department,<sup>18</sup> and several municipal and special district law enforcement agencies,<sup>19</sup> with varying degrees of success.

## **INVESTIGATION**

After substantial comparative research we found that the interpretations of Mental Health Evaluation inquiry techniques vary substantially between the law enforcement agency service teams. Those who depend on partnering with DMH personnel handle situations somewhat differently than those who use self-trained personnel who have medical and/or psychiatric training. Often, because of lack of resources or personnel, the time involved in getting a mental health team to the site of an incident may become excessive. Difficulties may also arise when there is an overlap of jurisdiction between agencies.

Even after the implementation of the different agency strategies, a fundamental problem remains. People with mental illnesses are often the subject of a high number of repeat emergency calls for service. Due to a shortage of treatment facilities willing and able to treat and/or

---

<sup>14</sup> MEU was coined by the LAPD and is used herein as an umbrella term for all referenced mental evaluation teams.

<sup>15</sup> SMART – System-wide Mental Assessment Response Team

CAMP – Case Assessment Management Program

<sup>16</sup> MET – Mental Health Evaluation Teams

MTA-CRU – Metropolitan Transit Authority Crisis Response Unit,

RAMP – Risk Assessment and Management Program

VMET – Veterans Mental Evaluation Team (a partnership with the Veterans Department)

<sup>17</sup> TTV – Therapeutic Transport Vans

<sup>18</sup> TTPP – Transitional Transport Pilot Program (utilizes Fire Department dispatchers only)

<sup>19</sup> PMRT – Psychiatric Mobile Response Team (Los Angeles County Department of Mental Health)



house those with mental illness for any appreciable period of time, mental patients frequently end up right back on the streets within a day or two, unable to care for themselves, resulting in additional calls for help. Repeated calls for service cost the City and the County millions of dollars in emergency resources without effective or measurable outcomes.

## **LOS ANGELES COUNTY DEPARTMENT OF MENTAL HEALTH**

The Los Angeles County Department of Mental Health (DMH) operates a psychiatric mobile emergency response system twenty-four hours per day, seven days per week. Emergency services are provided by:

- Psychiatric Mobile Response Teams (PMRT)
- Law Enforcement Teams (MET) (SMART/CAMP)
- Psychiatric Emergency Teams (PET)
- Homeless Outreach Teams (HOT)
- Emergency Response Teams (ERT)

Psychiatric mobile response services emphasize a coordinated approach with the mental health care system to provide local communities with a range of psychiatric and case management services. These services include outreach; assessment and treatment; crisis intervention; consultation; referral and follow-up; psychiatry consultation and medication stabilization; and evaluation of children and adults for civil commitment to acute inpatient psychiatric care.<sup>20</sup>

PMRTs are comprised of DMH clinical staff assigned to specific mobile response teams located in the eight Los Angeles County Service Areas.<sup>21</sup> Teams and have legal authority per Welfare and Institutions Code (WIC) Sections 5150 and 5585.50 to perform evaluations for the involuntary detention of mentally disordered adults and children. PMRT was designed to respond to requests for mobile psychiatric services within sixty minutes of the initial referral.<sup>22</sup>

---

<sup>20</sup> "Emergency Services," Network of Care. <https://losangeles.networkofcare.org/mh/emergency-services.aspx>. Last accessed March 27, 2023.

<sup>21</sup> The eight Department of Mental Health Service Areas are as follows: Service Area 1 (Antelope Valley), Service Area 2 (San Fernando & Santa Clarita Valleys), Service Area 3 (San Gabriel Valley), Service Area 4 (Metro LA), Service Area 5 (West LA), Service Area 6 (South LA), Service Area 7 (East LA), and Service Area 8 (South Bay); <https://dmh.lacounty.gov/about/service-areas/>. (Last accessed January 24, 2023)

<sup>22</sup> Interview on October 19, 2022 with DMH staff.



DMH Law Enforcement Teams (LETs) are partnerships formed with Los Angeles County, the City of Los Angeles, and other municipal law enforcement agencies to provide immediate field response to situations involving mentally ill, violent, or high-risk individuals. DMH LETs are intended to respond to 911 calls for assistance when mental illness is reported or suspected. Teams also respond to requests from PMRT or law enforcement patrol officers for mental health assistance.<sup>23</sup>

LETs are co-response teams consisting of an officer and a DMH mental health clinician. These teams ensure that the individuals in crisis receive appropriate, specialized care, and safe transportation to the treatment facilities. LET and DMH's PMRTs support one another as resources permit.<sup>24</sup>

Mental health clinicians have been assigned to work with thirty nine of the forty six police departments in Los Angeles County.<sup>25</sup> Current LET programs include:

- Alhambra Police Department Mental Evaluation Team
- Beach Cities Police Departments – Redondo, Manhattan, Hermosa Beach, El Segundo
- Burbank Police Department Mental Health Evaluation Team
- Culver City Police Department
- East San Gabriel Region Police Departments – Covina, West Covina, Azusa, Glendora
- El Monte Police Department
- Glendale Police Department
- Long Beach Police Department
- Los Angeles County Sheriff's Department – MTA CRU, North and South County METs, RAMP, Community College Sheriff's Bureau
- Los Angeles Police Department – SMART, CAMP
- Los Angeles World Airport
- Monterey Park Police Department
- Pasadena Police Department Homeless Outreach Psychiatric Evaluations
- San Gabriel Police Department
- Santa Monica Police Department
- South Bay Police Departments – Gardena, Hawthorne

---

<sup>23</sup> "Law Enforcement Teams (LET)" Los Angeles County Department of Mental Health. <https://dmh.lacounty.gov/our-services/countywide-services/eotd/let/>. Last accessed March 27, 2023.

<sup>24</sup> Ibid. <https://dmh.lacounty.gov/our-services/countywide-services/eotd/let/>. Last accessed March 27, 2023.

<sup>25</sup> Ibid.



PETs are mobile response teams based in and operated by psychiatric hospitals approved by DMH to provide 5150 and 5585.50 evaluations. Team members are licensed mental health clinicians. PET operates similar to PMRT and provides additional resources in specific geographical regions.<sup>26</sup>

HOTs are comprised of DMH staff dedicated to immediate field response involving mentally ill homeless persons at risk for incarceration or involuntary hospitalization.<sup>27</sup>

ERTs are comprised of DMH staff specialized in providing field response to critical incidents such as school violence, earthquakes, or acts of terror.<sup>28</sup>

DMH's Emergency Outreach and Triage Division is responsible for the administration and coordination of all field response operations. The Division oversees and monitors programs that travel to the individual to deliver same-day services/intervention/transportation to individuals and families experiencing mental health crises/symptoms.<sup>29</sup>

While this all sounds appropriate and encouraging, the reality is that there are far too few mental health professionals available to adequately staff these various enterprises, and too few units in the field to attend to the growing number of calls for assistance.

The DMH admits to a crisis in staffing, with an approximate deficiency of 40% of the trained mental health professionals required to adequately cover basic needs, let alone increasing availability to meet expansion requirements. Recruitment efforts are being made, however there remains an inability to attract sufficient personnel. When asked why, DMH personnel were unable to articulate any definitive reasons.<sup>30</sup> As a result, response times are too long and the number of teams available remains inadequate.<sup>31</sup>

The 2022-23 Budget Act - Department of Health Care Services - Effective July 1, 2022, provides an \$8 million General Fund for startup

---

<sup>26</sup> "Emergency Services," Network of Care. <https://losangeles.networkofcare.org/mh/emergency-services.aspx>. Last accessed March 27, 2023.

<sup>27</sup> Ibid.

<sup>28</sup> Ibid. <https://losangeles.networkofcare.org/mh/emergency-services.aspx>. Last accessed March 27, 2023.

<sup>29</sup> See attached Appendix B, "DMH Emergency Outreach & Triage Division Brochure" (Rev Sept 8, 2021).

<sup>30</sup> Interviews on January 4, 2023 with DMH staff, January 19, 2023 with LAPD and January 26, 2023 with LASD.

<sup>31</sup> Interview on January 4, 2023 with DMH staff.



costs for the 988 National Suicide Prevention Lifeline. This toll-free number provides counseling referrals and assistance for people contemplating suicide. While the service is available nationwide, there is one major flaw, the algorithm assigns services aligned with the telephone area code of the caller's phone. In these days of people traveling with cell phones, it often results miscommunications and referrals that are not local to the caller.<sup>32</sup>

Conversations with Los Angeles County first responders and mental health evaluation units have revealed that the 988 National Suicide Prevention Lifeline system has not substantially impacted their operations.<sup>33</sup>

Representatives of all of the agencies we consulted with in the preparation of this report advised the committee that the Computer-aided dispatch (CAD), for Mental Health Evaluation teams is outdated and insufficient to properly process mental health crisis calls at the current rate. CAD is a method of dispatching taxicabs, couriers, field service technicians, and mass transit vehicles, as well as emergency services assisted by computer. The system is inadequate, old and in need of updating. The system does not integrate with other emergency response systems, and processing is very slow.<sup>34</sup>

## **LOS ANGELES POLICE DEPARTMENT**

The Los Angeles Police Department's (LAPD's) MEU is one of only six law enforcement entities recognized as a national learning site and model for "Specialized Policing Responses: Law Enforcement/Mental Health."<sup>35</sup>

The LAPD has implemented several complementary program responses to address the complex mental health needs within its jurisdiction. The MEU assists police officers with calls for service that may involve mental health issues.<sup>36</sup> Los Angeles was one of the first communities to develop police/mental health co-responder teams (System-wide Mental Assessment Response Team, or SMART).

---

<sup>32</sup> <https://www.fcc.gov/988-suicide-and-crisis-lifeline>

<sup>33</sup> 2022-23 Budget Act - Department of Health Care Services - Effective July 1, 2022, provides \$8 million General Fund for startup costs for the 988 National Suicide Prevention Lifeline.

<sup>34</sup> Interview on January 26, 2023 with LASD personnel.

<sup>35</sup> "Mental Evaluation Unit - MEU," Los Angeles Police Department. <https://www.lapdonline.org/office-of-the-chief-of-police/office-of-special-operations/detective-bureau%20%20%20/detective%20-services-group/mental-evaluation-unit/>. Last accessed March 27, 2023.

<sup>36</sup> Ibid.



## SMART Overview:

- Assist Department police officers whenever they contact persons suspected of having a mental illness.
- Provide intervention, referral, or placement for a person with a mental illness to facilitate the speedy return of field officers to other field duties.
- Prevent unnecessary incarceration and/or hospitalization of persons with a mental illness.
- Provide alternate care in the least restrictive environment through a coordinated and comprehensive system-wide approach.
- Assist with intelligence functions at critical incidents.
- Assist with psychologically impaired victims at disaster scenes.

The program is co-supported by DMH and is the largest of its kind in the country, designed to effectively engage and link people with a mental illness to appropriate services.<sup>37 38</sup>

In 2005, LAPD developed the Case Assessment and Management Program (CAMP) to identify, monitor, and engage those subjects and to construct a case management approach that linked them to appropriate services. CAMP pairs police detectives with psychologists, nurses and/or social workers from DMH to develop long-term solutions for individual client's needs. CAMP averages approximately twenty new cases each week and its cases are never closed.<sup>39</sup> CAMP Cases Include But Are Not Limited To:

- Subjects who attempt Suicide by Cop.
- Subjects who frequently utilize emergency services and/or abuse the 911 system.

---

<sup>37</sup> "Mental Evaluation Unit – MEU," Los Angeles Police Department. <https://www.lapdonline.org/office-of-the-chief-of-police/office-of-special-operations/detective-bureau%20%20%20/detective%20-services-group/mental-evaluation-unit/>. Last accessed March 27, 2023.

<sup>38</sup> Interview January 26, 2023 - LASD.

<sup>39</sup> "Mental Evaluation Unit – MEU," Los Angeles Police Department. <https://www.lapdonline.org/office-of-the-chief-of-police/office-of-special-operations/detective-bureau%20%20%20/detective%20-services-group/mental-evaluation-unit/>. Last accessed March 27, 2023.



- Subjects who are the subject of a SWAT response and/or high-profile tactical operation.
- Veterans who suffer from Post-Traumatic Stress Disorder or other mental illness.
- Subjects involved in acts of targeted violence.
- Mentally ill prohibited possessors (to ensure the seizure of all known firearms).
- Subjects enrolled in the State of California, Department of Mental Health Conditional Release Program.<sup>40</sup>

Currently, four SMART units are operating in the City of Los Angeles, operating in four shifts, twenty-four hours per day, seven days per week for a total of sixteen units. Teams include one specially trained police officer and one mental health professional on-call during daytime hours and two specially trained police officers at night. Approximately sixty trained officers and thirty-seven mental health workers are on staff. The CAMP unit is often deployed in conjunction with the Special Weapons and Tactics (SWAT) team in crisis situations.<sup>41</sup>

The LAPD MEU-Triage Desk's primary function is to triage all Department contacts with persons who suffer from a mental illness. Triage personnel provide advice and guidance to responding officers in the field and document all Department contacts with the mentally ill, who are in crisis and is restricted so that the privacy of the individuals is protected. Triage staff determines whether to dispatch a SMART unit or to direct patrol officers to transport the person directly to a mental health urgent care, hospital or detention facility. If triage personnel determine that a person has repeatedly contacted police or has demonstrated high risk behaviors, the case will be referred to the CAMP for more intensive case management.<sup>42</sup>

Committee members attended a MEU officer virtual reality training session at the LAPD Academy to better their understanding of what these units face on the streets, including violent confrontations, suicide

---

<sup>40</sup> • Providing Alternatives to Hinder Extremism (P.A.T.H.E.) strategy. P.A.T.H.E. is a risk assessment and management strategy.

<sup>41</sup> "Mental Evaluation Unit – MEU," Los Angeles Police Department. <https://www.lapdonline.org/office-of-the-chief-of-police/office-of-special-operations/detective-bureau%20%20%20/detective%20-services-group/mental-evaluation-unit/>. Last accessed March 27, 2023.

<sup>42</sup> Ibid . See also: <https://www.lapdonline.org/office-of-the-chief-of-police/office-of-special-operations/detective-bureau%20%20%20/detective%20-services-group/mental-evaluation-unit/>.



prevention, a school bombing and unstable domestic situations. This is an impressive training tool that reinforces the need for law enforcement officers to react to emerging situations based on unforeseen circumstances. In fact, one of the LACCGJ members was “shot and killed” by a suspect and another was “blown up” in a school bombing. Both “deaths” were the result of slow reactions to emerging circumstances. This reinforced our understanding of how fast situations can develop and how rapidly first responders must react.

Committee members also rode along with a SMART team to acquire first-hand knowledge of procedures utilized in a number of situations, including a police standoff and threatened suicide, and transport of a patient to a hospital for treatment and evaluation.

These experiences gave the jury members a deeper understanding for the issues faced by law enforcement on a daily basis and how important training is in these situations.

## **LOS ANGELES SHERIFF’S DEPARTMENT**

Los Angeles County Sheriff's Department Mental Evaluation Teams are comprised of a trained deputy sheriff and a mental health clinician. Services include crisis intervention, referrals, care and follow-up for people with mental illness. MET covers three shifts and all four patrol divisions.<sup>43 44</sup>

In November 1993, LASD was the first law enforcement agency to collaborate with DMH to form a full-time Mental Evaluation Team (MET). Since its inception, starting with five teams, the MET concept of co-response has grown into a configuration of thirty three teams; they operate around the clock and are planning expansions as it becomes possible.<sup>45</sup>

Throughout the COVID-19 crisis, LASD personnel worked closely with DMH staff to support the wellbeing of Los Angeles County residents.<sup>46</sup> The pandemic triggered higher than usual levels of diverse mental health crises such as depression, fear, anxiety, frustration, and panic.

---

<sup>43</sup> “Mental Evaluation Team Reports,” Los Angeles County Sheriff’s Department. <https://lasd.org/transparency/met/>. Last accessed March 27, 2023.

<sup>44</sup> Interview January 26, 2023 LASD MET unit.

<sup>45</sup> Los Angeles County Sheriff’s Department, “LASD Changing the Face of Mental Health Policing,” SCV News. May 14, 2019. <https://scvnews.com/lasd-changing-the-face-of-mental-health-policing/#:~:text=LASD%20has%20>

<sup>46</sup> Interview January 26, 2023, LASD Met Unit.





LASD MET teams provide crisis assessment, intervention and targeted case management services. They diffuse potentially violent situations, prepare appropriate documentation to assist in the placement of persons with mental illness in acute inpatient psychiatric facilities. These individuals are then linked to outpatient mental health services or appropriate community resources. LASD units field almost 5,000 contacts per year.<sup>47</sup>

In addition to responding to calls for service, they provide mental health and de-escalation training for other law enforcement agencies. LASD is developing an intake booking diversion program aimed at reducing jail population, and strengthening mental health programs for military veterans. The MET staff works regularly with experts from the Veterans Administration and has implemented a Veterans Mental Evaluation Team component (VMET).<sup>48</sup>

The Mental Health Evaluation Unit "H (Henry) 918" currently operates as a division of the LASD County-wide Services Bureau, not an independent bureau. This limits the ability of MET personnel and administration to implement alternative methods and means of working with the disadvantaged populations they serve. Empowering this division as an independent bureau would give the administration much more effective control of the decisions made in the field. It would also speed up dispatch and response times, and significantly improve the capabilities of this unit. This would provide additional budget opportunities to expand the unit.<sup>49</sup>

Since 2018, the LASD MET triage desk has assisted patrol deputies in the field on a full-time basis; they hold consultations and provide mental health resources to divert patients away from incarceration when mental evaluation teams are unable to respond. The triage desk centrally dispatches and helps expedite responses of MET units, to support patrol deputies responding to mental health crises countywide.<sup>50</sup>

Another responsibility of MET is acting as lead agency of the Project Lifesaver Tracker program, which involves eighty-two other law enforcement agencies in the Los Angeles County area. Project Lifesaver is a system in which a device similar to a wristwatch is worn by persons with disabilities, such as dementia and autism; the device can be

---

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.

<sup>49</sup> Ibid.

<sup>50</sup> Ibid Interview January 26, 2023 LASD Met Unit.



tracked if the wearer leaves their residence, leading to a quicker location of the lost party.

The MET leadership has plans for future service projects, such as a Domestic Violence Crisis team to deal with victims of domestic violence, victims of abuse, and other matters; enhanced patrol officer and co-response training and follow up programs. This expansion might also include a Canine Unit (therapy dog program) and an in-house Deputy Wellness Program.

Members of the committee participated in a ride-along with a MET Crisis Negotiation Team which was called out to back-up other responders to an ongoing barricade situation. MEUs from the LACoFD, LASD, and DMH were all present. Fire Department personnel, EMTs and DMH mental health professionals were also present. There were at least five mental health-trained negotiators involved. Deployment of resources by the negotiator in charge did not appear to utilize the mental health advisors to maximum advantage. Also, although the general policy of mental health evaluation units stresses unarmed responses,<sup>51</sup> there was a substantial amount of displayed firepower with two LASD deputies armed with a less-than-lethal (bean-bag) rifle and an assault rifle in plain view. Several different Sheriffs' stations deployed armed LASD units around the perimeter. The jury members in attendance had a sense of disorganization and possible conflict between the various responding agencies, resulting in part from a sense of "over-kill" in the number of responders required to stand by while the negotiators worked.

Members also participated in a MET evaluation and assessment simulation training which reinforced the importance of the work performed by these units and the necessity for more such units on the streets. This exercise, involving several teams of deputies, emphasized the rapidity with which such situations can evolve, requiring the participating deputies to make split-second life and death decisions. The members were impressed with the responses and reaction time of those involved.

## **LOS ANGELES SHERIFF'S METRO DIVISION**

Los Angeles County Metropolitan Transportation Authority Crisis Response Unit (MTA-CRU) teams partner a sheriff's deputy with a mental health clinician. Currently ten deputies and three clinicians are

---

<sup>51</sup> Interview November 16, 2022 LASD



assigned to this unit with hopes of hiring more. Teams respond to calls for service involving anyone experiencing a psychiatric crisis on bus, rail, or any other MTA property.<sup>52</sup>

The teams provide homeless outreach services and crisis response to traumatic incidents on bus and rail lines throughout LA County. In 2021, MTA-CRU teams had 8,217 contacts with Metro rail passengers displaying mental issues.<sup>53</sup>

These teams do regular patrols of MTA rail and bus stops, stations and platforms, focusing on end-of-line locations where unhoused and mentally ill riders often congregate.<sup>54</sup> During one ride-along with the MTA-CRU at the Expo Line terminus in Santa Monica, a sheriff's deputy in charge checked on the status of riders who were either sleeping or intoxicated. For those who responded, the deputy provided referrals to nearby meals, food pantries and temporary housing.<sup>55</sup>

Like other law enforcement mental health evaluation teams, MTA-CRU deputies do not wear traditional uniforms or display their weapons. They receive special training on mental health issues from the Department of Mental Health.<sup>56</sup> A major problem for MTA-CRU teams is that there is no centralized system to find housing for riders who need shelter and other support services and "unhoused" riders with mental health issues typically appear at the end of the line stops after midnight when the trains stop running and is outside regular operating hours for beneficial services.<sup>57</sup>

## **LOS ANGELES COUNTY FIRE DEPARTMENT**

Los Angeles County Fire Department (LACoFD) has provided co-responses including mental health teams integrated with law enforcement for many years. The LACoFD's Psychiatric Mobile Response Teams (PMRT), consisting of LACoFD trained medical personnel, have responded to more than 27,000 calls in the last twelve months, where an individual was in crisis.<sup>58</sup> LACoFD does not use County mental health personnel on a regular basis, staffing their mental health response units with Fire Department personnel.<sup>59</sup>

---

<sup>52</sup> Interview November 16, 2022 LASD

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

<sup>55</sup> Ride-along November 30, 2022 LACoFD

<sup>56</sup> Interview November 16, 2022 LASD.

<sup>57</sup> Ride-along November 30, 2022 LACoFD.

<sup>58</sup> Interview March 6, 2023 LACoFD.

<sup>59</sup> Interview February 1, 2023 LACoFD.



An Advanced Psychiatric Response Unit (APRU) operations team consists of a physician, a nurse practitioner or a physician's assistant, and a firefighter paramedic. The goal is to assess patients in the field, perform simple interventions and re-direct patients to appropriate levels of care without the need for ambulance transport or an emergency room visit.<sup>60</sup>

These teams are authorized to transport patients to Psychiatric Urgent Care Centers (PUCCs), Sobering Centers, and other alternative care facilities, avoiding delays and backups associated with standard hospital emergency rooms. There are seven PUCCs spread throughout the County, but only two Sobering Centers, one on Skid Row and one at Martin Luther King Hospital. LACoFD contracts with private ambulance companies to provide transportation to an emergency room when a patient's physical condition requires it.<sup>61</sup>

Current regulations regarding mental health crisis calls require that, in the event the presently operating are full, patients must be transported to Hospital Emergency Rooms, resulting in long unacceptable delays and keeping responding units waiting and unavailable for calls for unnecessarily long periods of time. It has been reported that the seven existing sixteen-bed PUCCs is not a sufficient number of facilities for receiving mental health patients, given the average of 700 mental health contacts per day with County Fire.<sup>62</sup>

Committee members rode along with an APRU unit, observing some real-life examples of the tasks performed by LACoFD personnel. These included assessments of mental and physical condition in cases where EMT units had already responded to determine whether further diagnosis was required, and assuring that patients would be transported to the proper treatment facility. The degree of care and compassion exhibited in these cases was admirable.

## **LOS ANGELES CITY FIRE DEPARTMENT**

On March 3, 2022, City and County of Los Angeles leaders announced the expansion of a pilot program offering specialized mobile assistance and transportation for those experiencing serious psychological crisis in Los Angeles.<sup>63</sup>

---

<sup>60</sup> Interview March 6, 2023 LACoFD.

<sup>61</sup> Ibid

<sup>62</sup> Ibid.

<sup>63</sup> Interview January 11 2023 LAFD.



Now underway, the year-long pilot program has expanded to a total of five therapeutic vans (one in each Supervisorial District), owned by the County of Los Angeles and staffed by a DMH *Psychiatric Mental Response Team* comprised of a clinical driver, psychiatric technician, and a peer support specialist.<sup>64</sup>

The teams are available twenty four hours a day, Monday through Friday, deployed by Los Angeles City Fire Department dispatchers from stations in Downtown, South Los Angeles, West Los Angeles, Southwest Los Angeles and the San Fernando Valley.<sup>65</sup> They do not work on weekends, limiting their usefulness at sometimes peak times of need.

The therapeutic vans can be radio dispatched to join LAFD responders already at the scene of a medical emergency, when those crews have determined a Psychiatric Mobile Response Team is best suited to support a patient experiencing a serious psychological crisis and will be used to transport the patient directly to a Psychiatric Urgent Care Center, bypassing the otherwise required process of having an LAFD ambulance first take the patient to a hospital emergency room.<sup>66</sup>

In addition, LAFD firefighters and EMTs receive training in crisis management and de-escalation to enable them to deal with mental health situations which may arise in the context of responding to fire department calls, without waiting for the arrival of DMH personnel.<sup>67</sup>

The program goal is to provide better patient experiences and outcomes by improving the speed and ease of access to specialized care while freeing up first responders and vital hospital emergency room resources.<sup>68</sup>

## **FISCAL IMPACT**

The committee was not able to evaluate the fiscal impact of this report. Some of our recommendations would involve new expenditures, while others could involve re-allocation of existing funds. The possibility of state and/or federal funding should be explored. It is clear that a

---

<sup>64</sup> Brian Humphrey, "LAFD and L.A. County Mental Health Debut Therapeutic Van Program," Los Angeles Fire Department. March 2, 2022. <https://www.lafd.org/news/lafd-and-la-county-mental-health-debut-therapeutic-van-program>.

<sup>65</sup> Brian Humphrey, "LAFD and L.A. County Mental Health Debut Therapeutic Van Program," Los Angeles Fire Department. March 2, 2022. <https://www.lafd.org/news/lafd-and-la-county-mental-health-debut-therapeutic-van-program>.

<sup>66</sup> Interview on January 11, 2023 with LASD personnel.

<sup>67</sup> Interview on January 11, 2023 with LAFD personnel.

<sup>68</sup> Ibid.



substantial investment of funds will be required to solve the multiple issues related to the issue of mental health. However, such an important public need can no longer be allowed to go unaddressed.

## **FINDINGS**

1. There are too few Mental Health Evaluation teams to respond to the mental health crisis in the county, in large part due to a shortage of DMH mental health clinicians.
2. Traditional recruitment procedures have failed to produce sufficient employees to fill even existing vacancies, let alone newly created positions.
3. The CAD computer system for Mental Health Evaluation Teams dispatch is outdated and insufficient to properly process incoming mental health crisis calls.
4. Patient navigation systems managed by the County through DMH, DHS, and PHD in connection with others utilized by the County are inadequate and understaffed. This makes it difficult for Mental Health Evaluation Teams and Advanced Psychiatric Response Units to assist patients with follow up contacts for additional services and treatment.
5. Assisting mental health patients to reintegrate into productive society by connecting them with the appropriate service would ease the emergency response call load.
6. There are seven existing sixteen-bed PUCs and two sobering centers in Los Angeles County. This is clearly insufficient given the hundreds of mental health, alcohol and drug related contacts per day with various first responder agencies.
7. Five transport vans (one for each Supervisorial District) dispatched by the LAFD are an insufficient number of vehicles to transport mental health patients within the County. Traffic and the size of supervisorial districts create severe impediments to getting help to those who are in need in a timely manner.
8. The County lacks sufficient mental health facilities to service patients requiring long-term treatment and care.



9. The Mental Health Evaluation "H (Henry) 918" currently operates as a division of the LASD County-wide Services Bureau, not an independent bureau.

## **RECOMMENDATIONS**

- 1.1 DPH/DHS/DMH/BOS should prioritize recruitment of additional mental health clinicians. Among other possibilities additional benefits, financial incentives, tuition reimbursements or student loan buy-outs, and flexible schedules should all be explored.
- 1.2a DMH/BOS should permit Mental Health Evaluation teams to use outside clinicians procured under contract from private companies, if DMH cannot provide sufficient personnel. Agencies should be reimbursed in whole or in part for such hires.
- 1.2b DMH/BOS should allow agencies to hire specially trained employees (non-certified, but equally qualified), in place of DMH employed mental health professionals, if DMH cannot provide sufficient personnel. Agencies should be reimbursed in whole or in part for such hires.
- 1.3 BOS/LASD/LACoFD/LAPD and the Los Angeles City Council (LACC) should authorize an update or replacement of the current CAD system to integrate it with systems in use by other agencies.
- 1.4a BOS/DMH/DPH/DHS should improve patient navigation services for recipients of emergency mental health services or allow agencies to provide their own patient navigation personnel to enable them to provide expanded services.
- 1.4b LACoFD should be authorized to provide their own patient navigation personnel. The agency should be reimbursed by the County in whole or in part for such hires.
- 1.5 No recommendation.
- 1.6 BOS/DMH/DHS/DPH should authorize the development and staffing of additional Psychiatric Urgent Care Centers and Sobering Centers in key locations to help provide sufficient placements of mental health patients.
- 1.7 DMH/DPH/DHS and the BOS should substantially increase the number of rescue transport vehicles in service to promote additional opportunities for persons in need.



- 1.8a Given the need for the construction of additional mental health campuses and permanent supportive care for mentally ill patients, the BOS and LACC should endeavor to fully support and participate in the Governor's efforts to provide construction funding and programs.
- 1.8b In order to provide additional long-term mental health campuses, residential settings, and permanent supportive housing the BOS and LACC should prioritize acquiring, renovating, and opening mental health facilities
- 1.9 In order to provide the Mental Health Evaluation "H (Henry) 918" Division more autonomy and greater scope of service, the LASD should authorize creation of an independent Mental Health Evaluation Bureau. This will give the MET team the ability to expand its operations and to explore various pilot programs.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012





Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	1.1, 1.2a, 1.2b, 1.3, 1.4a, 1.4b, 1.6, 1.7, 1.8a, 1.8b, 1.9
Los Angeles City Council	1.3, 1.8a, 1.8b
Los Angeles County Department of Mental Health	1.1, 1.2a, 1.2b, 1.4a, 1.6, 1.7, 1.8a, 1.8b
Los Angeles County Department of Public Health	1.1, 1.4a, 1.6, 1.7, 1.8a, 1.8b
Los Angeles County Department of Health Services	1.1, 1.4a, 1.6, 1.7, 1.8a, 1.8b
Los Angeles County Sheriff Department	1.2b, 1.3, 1.4a, 1.6, 1.7, 1.8b, 1.9
Los Angeles County Fire Department	1.2b, 1.3, 1.4a, 1.4b, 1.6, 1.7
Los Angeles Police Department	1.3, 1.6, 1.7
Los Angeles City Fire Department	1.2a, 1.2b, 1.3, 1.4a, 1.6, 1.7

## **COMMENDATIONS**

The committee would like to commend the Los Angeles Sheriff’s Office, for outstanding service provided by their MET, RAMP, VMET providers associated with their Mental Evaluation Units.

The committee would also like to commend the County of Los Angeles Fire Department for exemplary service provided by the PMRT, CRU, and APRU teams associated with their Mental Health Evaluation Units.

The committee would like to commend the Los Angeles Police Department, for excellent service provided by their SMART and CAMP Mental Health Evaluation Units.



## ACRONYMS

<b>APRU</b>	Advanced Psychiatric Response Units
<b>BOS</b>	Board of Supervisors
<b>CAD</b>	Computer Assisted Dispatch System
<b>CAMP</b>	Case Assessment Management Program
<b>DHS</b>	Department of Health Services
<b>DMH</b>	Department of Mental Health
<b>DPH</b>	Department of Public Health
<b>DSH</b>	Department of State Hospitals
<b>ERT</b>	Emergency Response Team
<b>EMT</b>	Emergency Medical Technician
<b>HOT</b>	Homeless Outreach Team
<b>LACoFD</b>	Los Angeles County Fire Department
<b>LAFD</b>	Los Angeles (City) Fire Department
<b>LAPD</b>	Los Angeles Police Department
<b>LASD</b>	Los Angeles Sheriff's Department
<b>LET</b>	Law Enforcement Team
<b>MET</b>	Mental Health Evaluation Team
<b>MEU</b>	Mental Evaluation Unit
<b>MTA-CRU</b>	Los Angeles County Metropolitan Transit Authority Crisis Response Unit
<b>PMRT</b>	Psychiatric Mobile Response Team
<b>PET</b>	Psychiatric Emergency Team
<b>PUCC</b>	Psychiatric Urgent Care Center
<b>RAMP</b>	Risk Assessment and Management Program
<b>SMART</b>	System-wide Mental Assessment Response Team
<b>SWAT</b>	Special Weapons and Tactics
<b>TAD</b>	Tele-medics for Additional Diagnosis
<b>TTPP</b>	Transitional Transport Pilot Program
<b>TTV</b>	Therapeutic Transport Van
<b>VMET</b>	Veterans Mental Evaluation Team

## COMMITTEE MEMBERS

Dale LaCasella	Chairperson
Michele Ashamalla	Co-Chairperso
Deborah Humphrey	Secretary
Richard Nordwind	
Shirley Zaragoza	



## **APPENDIX "A"**

### **DEPARTMENT OF STATE HOSPITALS**

The Department of State Hospitals (DSH) manages the California state hospital system, which provides mental health services to patients admitted into DSH facilities. The department strives to provide effective treatment in a safe environment and in a fiscally responsible manner.

DSH oversees five state hospitals – Atascadero, Coalinga, Metropolitan (in Los Angeles County), Napa and Patton.

#### **PATIENT POPULATIONS**

##### ***Incompetent to Stand Trial (Penal Code 1370)***

Felony defendants found incompetent to stand trial by a court are placed in a state hospital, where the focus of treatment is to stabilize their condition and return them to trial competency so the court may adjudicate their pending charges. Those patients who are determined to be unlikely to regain competency, or those who are not returned to competency before the time limit runs out on how long they may be held for such treatment, are returned to the court to determine future conservatorship status.

##### ***Lanterman-Petris-Short (LPS) Act***

These patients are treated under a conservatorship agreement. Conservatorships are for severely disabled individuals who represent a danger to themselves or others due to mental illness. They have not been charged with a crime, but are instead referred by local community mental health programs through involuntary civil commitment procedures pursuant to the LPS Act. Those whose psychiatric conditions require a higher level of care and cannot be treated in locked facilities or board-and-care homes are sent to a state hospital for treatment. LPS patients leave state hospitals when their county of residence places them in a different facility, or home with their families, or they have successfully petitioned the court to remove the conservatorship.

##### ***Offenders with Mental Health Disorders (Penal Code 2962/2972)***

Parolees who committed one of a specified list of crimes and who were treated for a severe mental disorder connected to their original crime



can be committed to a state hospital as a condition of parole for a period not to exceed the length of their parole term. If the person still requires treatment at the end of their parole term, they can be civilly committed under P.C. 2972 if it is determined that they are a substantial danger to themselves or others. These persons are commonly known as Mentally Disordered Offenders (MDOs). These commitments last for one year and may be renewed annually by the court.

### ***Mentally Ill Prisoners transferred from CDCR (Penal Code 2684)***

These inmate-patients are transferred from CDCR for inpatient mental health care with the expectation that they will return to a CDCR facility when they will no longer require inpatient treatment.

### ***Not Guilty by Reason of Insanity (Penal Code 1026)***

When criminal defendants are found to be not guilty because they were insane at the time of a felony crime, they are either put into outpatient treatment or committed to a state hospital for treatment for a period equal to the maximum sentence on the charges of conviction or until the court determines that their sanity has been restored, whichever occurs first. Their treatment goal is to control violent behaviors and develop socially responsible behavior and independent living skills, while treating their mental illness.

## **ATASCADERO**

The Department of State Hospitals-Atascadero is a secure forensic hospital located on the Central Coast of California, in San Luis Obispo County. It opened in 1954 and is a psychiatric hospital constructed within a secure perimeter. The majority of the all-male patient population is remanded for treatment by county superior courts or by the California Department of Corrections and Rehabilitation (CDCR). The hospital does not accept voluntary admissions.

**PATIENT POPULATION:** The hospital operates approximately 1,184 beds. The patient population breakdown for DSH-Atascadero as of 11/7/2016 is listed below. The data below includes patients who are not in the facility because of a court appearance or who are at a general acute care hospital to receive other medical treatment.



<b>Patient Commitments</b>	<b>Population</b>	<b>% of Total at Facility</b>
Incompetent to Stand Trial	269	22%
Lanterman Petris Short	8	1%
Offenders with Mental Health Disorders	574	48%
Mentally Ill CDCR Prisoner	223	19%
Not Guilty by Reason of Insanity	12	10%

## **COALINGA**

The Department of State Hospitals-Coalinga is located at the edge of the Coastal Mountain Range on the western side of Fresno County. Coalinga is halfway between Los Angeles and San Francisco and sixty miles southwest of Fresno.

DSH-Coalinga opened in 2005 and began treating forensically committed patients, mostly of which are sexually violent predators. It is a self-contained psychiatric hospital constructed with a security perimeter. California Department of Corrections and Rehabilitation (CDCR) provides perimeter security as well as transportation of patients to outside medical services and court proceedings.

The hospital does not accept voluntary admissions.

**PATIENT POPULATION:** The hospital operates approximately 1,286 beds. The commitment categories of patients treated at DSH-Coalinga are described below:

The patient population breakdown for DSH-Coalinga as of 11/7/2016 is listed below. The data below includes patients who are not in the facility because of a court appearance or who are at a general acute care hospital to receive other medical treatment.

<b>Patient Commitments</b>	<b>Population</b>	<b>% of Total at Facility</b>
Lanterman Petris Short	1	0%
Offenders with Mental Health Disorders	294	23%
Mentally Ill CDCR Prisoner	50	4%
Not Guilty by Reason of Insanity	2	0%
Sexually Violent Predator	941	73%



**METROPOLITAN**

Opening in 1916, this state hospital was once a self-sufficient facility with its own farm, dairy and animals. Today, DSH-Metropolitan is located in Norwalk in Los Angeles County. The hospital has an open campus within a security perimeter. Due to community concerns, this facility does not accept patients with criminal history that includes murder, sex crimes, or escape. The hospital does not accept voluntary admissions.

**PATIENT POPULATION:** The hospital operates approximately 826 beds. The commitment categories of patients treated at DSH-Metropolitan are described below:

The patient population breakdown for DSH-Metropolitan as of 11/7/2016 is listed below. The data below includes patients who are not in the facility because of a court appearance or who are at a general acute care hospital to receive other medical treatment.

<b>Patient Commitments</b>	<b>Population</b>	<b>% of Total at Facility</b>
Incompetent to Stand Trial	310	41%
Lanterman Petris Short	295	39%
Offenders with Mental Health Disorders	38	5%
Not Guilty by Reason of Insanity	114	15%

**NAPA**

In 1872, a site was selected and work began for the erection of the 500-bed, four-story, Gothic Hospital building. The Hospital originated in response to overcrowding at Stockton Asylum, the first State Hospital. Napa State Hospital opened on Monday November 15, 1875 and is the oldest State Hospital still in operation. The Hospital was once self-sufficient, with its own dairy and poultry ranches, vegetable gardens, orchards and other farming operations. Treatment programs for developmentally disabled residents were present from October 1968 to August 1987 and from October 1995 to March 2001. The Hospital does not accept voluntary admissions.

**PATIENT POPULATION:** The hospital operates approximately 1,255 beds. The commitment categories of patients treated at DSH-Napa are described below:



The approximate patient population breakdown for DSH-Napa as of 11/7/2016 is listed below. The data below includes patients who are not in the facility because of a court appearance or who are at a general acute care hospital to receive other medical treatment.

<b>Patient Commitments</b>	<b>Population</b>	<b>% of Total at Facility</b>
Incompetent to Stand Trial	383	30%
Lanterman Petris Short	216	17%
Offenders with Mental Health Disorders	78	6%
Not Guilty by Reason of Insanity	590	47%

**PATTON**

The Department of State Hospitals-Patton is a forensic psychiatric hospital located in Patton, CA, in San Bernardino County. DSH-Patton was established in 1890 and opened in 1893. DSH-Patton provides treatment to forensically and civilly committed patients within a secure treatment area. The hospital does not accept voluntary admissions.


**PATIENT POPULATION:** The hospital currently operates approximately 1,527 beds. The commitment categories of patients treated at DSH-Patton are described below:

The patient population breakdown for DSH-Patton as of 11/7/2016 is listed below. The data below includes patients who are not in the facility because of a court appearance or who are at a general acute care hospital to receive other medical treatment.

<b>Patient Commitments</b>	<b>Population</b>	<b>% of Total at Facility</b>
Incompetent to Stand Trial	600	39%
Lanterman Petris Short	97	6%
Offenders with Mental Health Disorders	282	18%
Not Guilty by Reason of Insanity	570	37%
Sexually Violent Predator	1	0%



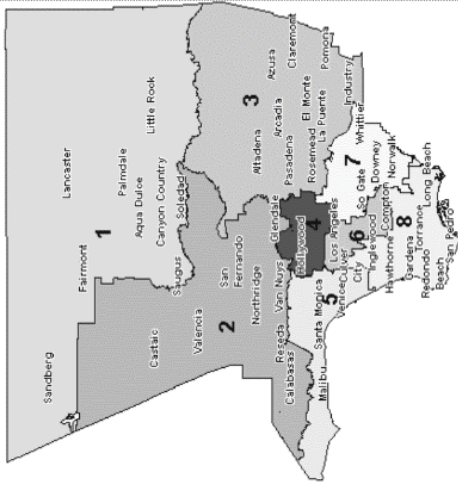
# APPENDIX "B"



**LOS ANGELES COUNTY  
 DEPARTMENT OF  
 MENTAL HEALTH**  
*hope. recovery. wellbeing.*

**EMERGENCY OUTREACH  
 &  
 TRIAGE DIVISION**

**Field Response Operations**



**ACCESS**

**24/7 Hotline**  
**(800) 854-7771**

- Psychiatric Mobile Response Teams (PMRT)
- Family Assistance Program (FAP)
- Law Enforcement Teams (LET)
- School Threat Assessment Response Teams (START)
- Outreach and Triage Teams (OTT)
- Children Outreach and Triage Teams (COTT)
- Therapeutic Transportation Project (TTP)
- Emergency Response Teams (ERT)

**Contact Us:**  
**Emergency Outreach & Triage Division (EOTD)**  
 Administrative Office  
 510 S. Vermont Ave., 21<sup>st</sup> floor  
 Los Angeles, CA 90020  
 (213) 738-4924

**Serving Los Angeles County**

Fesia Davenport  
 Chief Executive Officer

Jonathan E. Sherin, M.D., Ph.D.  
 Director of  
 County of Los Angeles Department  
 of Mental Health

County of Los Angeles  
Board of Supervisors

Hilda L. Solis, First District  
 Holly J. Mitchell, Second District  
 Sheila Kuehl, Third District  
 Janice Hahn, Fourth District  
 Kathryn Barger, Fifth District

WE'RE HERE TO HELP

For Life Threatening  
 Emergencies:  
 DIAL 911

Rev. Sep 8, 2021





**Therapeutic Transportation Project (TTP)**

Therapeutic Transportation Project is a countywide initiative to transform the County's approach to responding to individuals who may or may not be experiencing a mental health crisis through engagement, support and recovery-focused interventions delivered using specially outfitted vans.

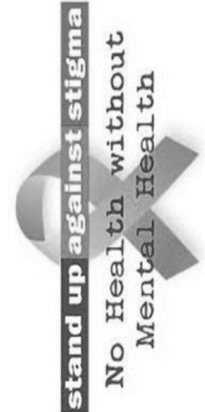
Each van is staffed with a mental health clinician and peer support specialist offering supportive and expedited response to transportation as well as initiating supportive case management. The goal is to begin the healing and recovery of mental health symptoms from the first point of contact.

**Emergency Response Teams (ERT)**

Emergency Response Teams (ERT) provide on-scene consultation and crisis intervention following:

- Natural Disasters
- Critical Incidents
- Terrorist Acts

In a major event, EOTD collaborates with Disaster Services Unit and the Los Angeles County Office of Emergency Management to provide services to the cities and communities in Los Angeles County.



**ACCESS 24/7 Hotline  
(800) 854-7771**

**Law Enforcement Teams (LET)**

Law Enforcement Teams (LET) are co-response teams consisting of an officer and a LACDMH mental health clinician who respond to 911 calls involving mental health crises. These teams ensure that the individuals in crisis receive appropriate, specialized care, and safe transportation to the treatment facilities.

**School Threat Assessment Response Team (START)**

School Threat Assessment Response Team (START) provides training and consultation, assessment, intervention, case management and monitoring to students at risk for targeted school violence. START collaborates with educational institutions, law enforcement agencies, mental health providers, and parents to mitigate or eliminate threats.

**Outreach and Triage Team (OTT)**

OTT teams will respond to clients and families with the position of attempting to keep the client out of the hospital and providing ongoing support and linkage to services. Peer support staff as members of each team creates an additional level of trust from the clients and allows for strong relationships to develop between the crisis triage staff and clients. OTT teams are able to address an urgent crisis and begin to provide services, supports and linkage, emergent crises and involuntary psychiatric hospitalization can be averted, thus achieving decreased trauma on the clients and families.

**Children Outreach and Triage Team (COTT)**

The COTT goal is to provide immediate intervention to assist children, youth ages 0-21, and caregivers in de-escalating behaviors that impact life functioning. Interventions are designed to minimize risk, maintain the child or youth in his or her current living arrangement, prevent repeated hospitalizations, and stabilize behavioral health needs.

**Emergency Outreach & Triage Division (EOTD) Field Response Operations**

EOTD is responsible for the administration and coordination of all mobile response services. These include: Psychiatric Mobile Response Teams, Family Assistance Program, DMH-Law Enforcement Teams, School Threat Assessment Response Team, Outreach & Triage Teams, Children Outreach & Triage Teams, Therapeutic Transportation Project, and Emergency Response Teams.

**Requesting EOTD Services (PMRT)**

In Los Angeles County, anyone can request EOTD services. Individuals, family members, healthcare providers and law enforcement can reach PMRT through our 24-hour hotline **(800) 854-7771**.

**Psychiatric Mobile Response Teams (PMRT)**

PMRT provides non-law enforcement-based mobile crisis response for clients experiencing a psychiatric emergency in the community. A service offered through LACDMH's ACCESS Center, PMRT consists of LACDMH clinicians designated to perform evaluations for involuntary detention of individuals determined to be at risk of harming themselves or others, or who are unable to provide food, clothing or shelter for themselves. PMRT enables successful triage of each situation involving mentally ill, violent or high-risk individuals. PMRT also receive community calls that do not rise to the level of crisis response; in these situations staff provide information, referrals and other kinds of alternative support/resources.

**Family Assistance Program (FAP)**

The Family Assistance Program (FAP) consists of trained Family Assistance Advocates (FAA) who receive and respond to incidents concerning Los Angeles Sheriff Department (LASD) Officer involved shootings, in custody death (community/hospital/jail settings). FAAs support families, friends and provide mental health services, social services and burial expenses.

Rev. Sep 8, 2021



**HHH**

**Too Few, Too Much, Too Slow**



# HHH Too Few, Too Much, Too Slow

## SUMMARY

Proposition HHH (HHH) was a \$1.2 billion bond measure approved by the City of Los Angeles (City) voters in 2016 to fund the cost of construction of 10,000 units of supportive housing for homeless people over a decade.

If judged by its own goals and promises HHH has been a foreseeable failure. It won't build 10,000 units in 10 years for the \$1.2 billion as promised.<sup>1</sup> It has or will build over 7,000<sup>2</sup> much needed housing units. The units it helped fund are too expensive, too slowly developed, and as a result are too few to meet even a small fraction of the City's needs.<sup>3</sup> Unit prices have steadily increased and every witness interviewed by this Committee expects costs to further increase. This is not sustainable. We can continue to pour ever increasing amounts of money into similar projects and expect similar results or we can try something else. This is even more critical given the passage of United to House LA (ULA)<sup>4</sup> and its significantly larger projected in-flow of tax dollars. ULA was approved by the voters in November, 2022. It places a tax of 4% on sales and transfers of real property valued at over \$5 million but less than \$10 million, and 5.5% for real property valued at \$10 million or more. It is projected to raise about \$1 billion per year. Now that HHH's \$1.2 billion is completely ear-marked, it's time to assess how the City can best use these new funds in an efficient manner.

The Civil Grand Jury HHH Committee (Committee) investigated several lessons which should have been learned by the City from the experience of HHH. The most significant lesson is that an increase in the number of funding sources negatively impacts project delivery time and this in turn drives prices higher. We found the City cannot control the final project cost and its experience with HHH should have alerted the City of the problem. However, in interview after interview, we found no deep of concern over the final cost nor has any public entity interviewed put forward a plan to confront the issue of cost. We found that project

---

<sup>1</sup> <https://controller.lacity.gov/audits/problems-and-progress-of-prop-hhh> last accessed 4.19.23

<sup>2</sup> <https://housing.lacity.org/housing/hhh-progress-dashboard>. LAHD HHH Roadmap. Last accessed 4.19.23

<sup>3</sup> <https://planning.lacity.org/odocument/899d18c9-eb79-4540-b3eb-1d42615394ee/ch1.pdf>; [\\$1.2 billion and 5 years later, why has Prop HHH built only a fraction of its promised homeless housing units? \(kcrw.com\)](https://www.kcrw.com/news/local/politics/2022/05/1.2-billion-and-5-years-later-why-has-prop-hhh-built-only-a-fraction-of-its-promised-homeless-housing-units/)

<sup>4</sup> <https://unitedtohouseela.com/> (last date accessed 01/24/23)



delivery time may be improved slightly by addressing certain bottlenecks in the City bureaucracy but that project delays and high costs are largely inescapable using a public-financing model. We found that the costs and delay are essentially “baked into the cake” of public financing of projects. The nature of government is slower and more deliberative than private business. The Committee examined a private alternative method of funding Permanent Supportive Housing (PSH) construction, one which involves no public funds for construction and could save the City billions.

We found that privately funded and constructed 100% PSH projects were currently being constructed in LA in 18 to 24 months and for two-thirds less than the current public model.<sup>5</sup> We recommend that the City and LAHD fundamentally change the way they are currently funding PSH.

## **BACKGROUND**

HHH was the largest bond measure dedicated to housing the homeless ever approved by a city in the United States. The measure was drafted and approved by a wide range of community stakeholders and the Los Angeles Homeless Services Authority (LAHSA), with the support of the City and many local advocates for the homeless.<sup>6</sup>

The measure was placed on the November, 2016, ballot by the City Council which voted unanimously in support. It required the approval of two-thirds of the City’s voters to pass.

The campaign for HHH was led by LAHSA and supported by a diverse coalition of supporters including elected officials, neighborhood groups, and business leaders. The measure was backed by a wide range of religious and philanthropic organizations, including the United Way of Greater Los Angeles and the California Endowment.<sup>7</sup>

On November 8, 2016, HHH passed with 77.14% of the vote.<sup>8</sup> Approval of the measure was a major victory for the homeless in Los Angeles, as it represented the first time that a large city had taken such a step to fund supportive housing for the homeless population.

---

<sup>5</sup> Confidential Interview

<sup>6</sup> <https://localhousingsolutions.org/housing-policy-case-studies/los-angeles-proposition-hhh/>

<sup>7</sup> Ibid.

<sup>8</sup> <https://results.lavote.gov/#year=2016&election=3496>



The City began to implement HHH, with the first projects breaking ground in 2018. The LA Housing Department (LAHD) reports that there are 8,596 total housing units either being developed or in service, including 7,156 supportive units, spread across 130 projects in various stages of development.<sup>9</sup> Of these units, 28% are ready for occupancy; 45.5% are in construction and 26.5% are in pre-development. The vast majority, 110 projects, are part of the primary HHH pipeline led by LAHD.<sup>10</sup>

The higher-than-expected construction costs have made the Proposition's 10,000 unit target impossible to meet, without alternative sources of funding, including federal, State and County funds.<sup>11</sup> In asserting that the HHH and supportive housing pipeline has a total of 11,190 units, LAHD's HHH Dashboard conveniently includes 54 projects (2,564 units) being funded by non-HHH funds, to come up with this total figure. Regardless of the final unit count, with all HHH's money earmarked or allocated it's time to assess its successes and struggles.

## METHODOLOGY

The Committee interviewed current and former public housing officials, individuals from LAHD, LAHSA, Los Angeles County Development Agency, LA Building and Safety (LABS), Department of Water and Power (DWP), LA County and City Fire departments, housing advocates, and former members of the HHH Citizens' Oversight Committee (HHHCOC). The Committee interviewed non-profit and for-profit developers of PSH, community leaders, and non-profit housing and shelter managers and employees. The Committee further interviewed members of the public self-identifying as unhoused, living in shelters, temporary/transitionary housing, foster care, or living in HHH funded housing projects. The Committee inspected several PSH projects and reviewed documents related to their construction and development and the costs associated with PSH development. The Committee reviewed records and reports from HHH projects, reports regarding HHH by the Los Angeles City Controller, public policy centers and university studies.<sup>12</sup> Finally, we inspected HHH and non-HHH non-public housing projects.

---

<sup>9</sup> LAHD Housing Dashboard <https://housing.lacity.org/housing/hhh-progress-dashboard> (last date accessed 04/25/23)

<sup>10</sup> <https://controller.lacity.gov/audits/problems-and-progress-of-prop-hhh> (last date accessed 02/03/23)

<sup>11</sup> HHH Progress Dashboard – LAHD ([lacity.org](https://housing.lacity.org))

<sup>12</sup> The State Of The Nation's Housing 2022. By the President and Fellows of Harvard College, 2022. Joint Center for Housing Studies of Harvard University, Harvard Graduate School of Design and Harvard Kennedy School. <https://www.jchs.harvard.edu/state-nations-housing-2022> (last accessed 4/18/23)



## Investigation

The problem of public funding and cost overruns with HHH are not new. The City Controller has made it clear that absent change projects costs will continue to rise.<sup>13</sup> With ULA money starting to flow into the City budget the issue of increasing costs must be addressed or else the City is about to spend upwards of a billion a year of tax-payer money to build units of ever increasing costs as demonstrated by HHH. Two highly knowledgeable witnesses independently told the CGJ that they would expect to see prices continue to rise beyond \$850,000 per unit.<sup>14</sup> One added that “a million per unit price wouldn’t have shocked” them. It shocked us. We believe it will shock the average taxpayer when they see the true cost. If we change nothing, this development model will continue to drive up costs until voter and taxpayer outrage makes development of affordable units even more politically difficult, socially divisive, and potentially disruptive to the real estate market. The human cost for failure is steep: on average five people die on LA County streets every day.<sup>15</sup> This is grotesque. In a state with a gross domestic product of over \$3 trillion<sup>16</sup> this shouldn’t be the status quo.

Despite allocating and spending billions of dollars, the problem of homelessness in Los Angeles remains unsolved, and more immediate and sustainable solutions are required. We found several critical issues with HHH that need to be addressed.

### **The Problems with Public Finance of Housing Development:**

The Committee found the problem with HHH isn’t that it’s a bad measure or one that’s poorly implemented, rather the problem is inherent to how public financing goes about developing housing. After interviewing the relevant stakeholders involved in a typical HHH project, we found that there were several areas for improvement.

**It’s too Expensive:** HHH is costing the taxpayers too much and producing units far too slowly. Since time and money are interrelated, project delays drive up costs. The slow pace of public funding guarantees project prices will be greater than in private development.<sup>17</sup>

---

<sup>13</sup> The Problems and Progress of Prop HHH by LA City Controller, by <https://controller.lacity.gov/audits/problems-and-progress-of-prop-hhh> (last date accessed 02/09/23)

<sup>14</sup> Confidential interview with relevant staff of LA County Supervisor

<sup>15</sup> <https://www.nytimes.com/2022/04/18/us/homeless-deaths-los-angeles.html> (last access 3/27/23)

<sup>16</sup> [CA\\_GDP\\_new.xlsx \(live.com\)](#)

<sup>17</sup> The Hard Costs of Construction: Recent Trends in Labor and Materials Costs for Apartment Buildings in California. HAYLEY RAET, TEDDY FORSCHE, ELIZABETH KNEEBONE, CAROLINA REID. 2020, Turner Center for Housing Innovation, UC Berkley.



The Committee found that on average a public project has seven different sources of funding and many have far more.<sup>18</sup> Each funding source has its own requirements, forms, consultants, and attorneys. Each lender adds time, expense and complexity. A typical HHH project is taking more than 36 months to complete.<sup>19</sup> Most of the time is lost before construction begins. LAHD posted the following response to criticism of HHH costs:

“To be clear, the City does not control the cost to develop supportive housing projects, however to maximize investment of taxpayer dollars, the City limits the amount of money it will commit.”<sup>20</sup>

This is true, but omits any real self-criticism. The City may not be able to control costs, but through bureaucratic inaction and lack of coordinated effort it can, and does, increase construction costs. As the projects stretch out in time the costs continue to increase. For example, in several cases the Committee reviewed, we found that when a developer must hold on to loans for years, the time-value of money meant the developer had to obtain “bridge” or shorter term financing to cover the increased costs of holding money for so long. The Committee found that multiple lenders, multiple compliance requirements, multiple, compounding and overlapping agencies, departments, and governmental entities all function to slow down a typical HHH project.

The Committee found that poor coordination between the City entities drive project prices up through project delays, slow permitting, entitlements, and inefficient inspections. The Committee found DWP taking upwards of 90 days to complete tasks that if made a priority would have taken days. The Committee found a surprising lack of coordination between LABS and DWP on PSH projects. DWP had no designated contact person or coordinator for PSH projects, LABS does and DWP should as well. There is no Hotline, no special handling, or priority for PSH projects within DWP. There should be. The Mayor’s

---

[https://turnercenter.berkeley.edu/wp-content/uploads/pdfs/Hard\\_Construction\\_Costs\\_March\\_2020.pdf](https://turnercenter.berkeley.edu/wp-content/uploads/pdfs/Hard_Construction_Costs_March_2020.pdf)

<sup>18</sup> Confidential interviews with builders, LAHD, and former HHCOC member

<sup>19</sup> Excel document posted by LAHD. LAHD Housing Dashboard <https://housing.lacity.org/housing/hhh-progress-dashboard> (last accessed 04/21/23) and *The Problems and Progress of Prop HHH by LA City Controller*, by Ron Galpern, L.A. City Controller. <https://controller.lacity.gov/audits/problems-and-progress-of-prop-hhh> (last accessed 04/21/23)

<sup>20</sup> <https://housing.lacity.org/articles/proposition-hhh-audit-falls-short-on-facts> and <https://housing.lacity.org/wp-content/uploads/2022/02/LAHD-audit-response-February-2022.pdf> (last accessed 4.19.23)



Executive Directive No.1 has improved matters slightly but much more work needs to be done.<sup>21</sup>

**It's Too Slow:** The City could do more to expedite PSH development. In a 2018 survey of 34 HHH developers and stakeholders conducted by the Mayor's Office and the Los Angeles Housing and Community Investment Department, respondents expressed their frustrations with burdensome bidding requirements and nightmarish permitting procedures."<sup>22</sup>

Yet we found the identical sentiment, plodding pace, and excuses exist today. A palpable lack of urgency exists at critical City departments and agencies.<sup>23i24</sup>DWP was singled out for criticism by almost every witness the Committee interviewed as being "slow to inspect, uncommunicative, and difficult to work with."<sup>25</sup> These same concerns were expressed about LAFD. These concerns were communicated directly to both Departments' relevant heads, and we believe both agencies are responding positively to these concerns. Time will tell.

**The Scope is too Narrow:** The scope of projects funded was too narrow: HHH funds were intended to primarily construct new units rather than remodel existing units or constructing alternative housing such as tiny house villages.<sup>26</sup> New construction is the most expensive method of building housing units and cost adjustments of even a few percent can amount to significant cost saving overall. Other project types appear to offer a better result. For example, some units built under Project "Homekey"<sup>27</sup> (which generally focused on remodeling older motels and manufactured home sites) were produced for less than half the price per unit of new construction and were ready about a year sooner.<sup>28</sup> While remodel projects are limited by the availability and location of the existing units, every effort should be made by the City to fund these projects when they become available. They are a better deal for the taxpayer, house people faster, and have the added benefit of improving the overall existing housing stock and the neighborhood.

---

<sup>21</sup> <https://mayor.lacity.gov/news/mayor-bass-signs-executive-directive-dramatically-accelerate-and-lower-cost-affordable-housing>

<sup>22</sup> *Lack of urgency, coordination has sidelined Los Angeles' HHH program*, USC Annenberg Media, Beacon Project. By Chandler France, February 12, 2021. <https://www.uscannenbergmedia.com/2021/02/12/lack-of-urgency-coordination-has-sidelined-los-angeles-hhh-program/> (last accessed 4.19.23)

<sup>23</sup> Interview with various HHH Development officials 1/6/2023

<sup>24</sup> IBID

<sup>25</sup> Quote from Confidential interview specifically of DWP, a sentiment echoed by many builders, all requesting anonymity, all citing a fear retaliation by DWP.

<sup>26</sup> [https://housing.lacity.org/wp-content/uploads/2020/08/prop\\_hhh\\_psh\\_program\\_regulations.pdf](https://housing.lacity.org/wp-content/uploads/2020/08/prop_hhh_psh_program_regulations.pdf)

<sup>27</sup> <https://www.hcd.ca.gov/grants-and-funding/homekey> (last accessed 4.19.23)

<sup>28</sup> Interview with project personnel on Hilda Solis PSH Project <https://housing.lacity.org/housing/hhh-progress-dashboard> (last accessed 4.19.23)





The Committee inspected one project made from shipping containers. We found that while the container housing structure itself was not cheaper to build, the project overall was finished in less than half the time of conventional construction, lowering the project budget considerably.<sup>29</sup> One major issue with container projects is that conventional lenders will not lend on container structures.<sup>30</sup> The City could guarantee or provide security to satisfy such construction loans. This would cost almost nothing to implement and would encourage more container type construction.

Finally, more “temporary” housing solutions such as tiny home villages, and safe, secured areas for camping and parking (such as on vacant City and County lots) would allow people to get off the street and into a safer environment until such time as appropriate housing can be completed. The Committee found that housing classified as “temporary” is for all intents and purposes permanent. With the production rate of PSH lagging behind demand for the foreseeable future, the Committee found that the distinctions between permanent and temporary housing have been made illusory. The distinction is important as “temporary” or “permanent” housing determines what building, fire codes, and zoning laws apply. We as a Committee encourage LAFD, LABS, and DWP to respond to this crisis by a practical and flexible approach to code enforcement that is not an immediate life safety issue.

The City controls significant unused land that could be immediately employed to provide safe, temporary housing.<sup>31</sup> That land owned by the City sits vacant while people die on the streets is a rather sad statement on our society.

**It’s too Few:** HHH never had a chance in the face of the rising number of unhoused. This is hardly the fault of HHH. It is important to remember that HHH is only one piece of a complex puzzle in addressing homelessness and housing insecurity in Los Angeles. It was never intended to “solve” homelessness. Much more effort is needed to address these issues in a more comprehensive and sustainable way. Since 2016, the City’s unhoused population has grown by approximately 45%. The total number of unsheltered people in the Hollywood, Skid Row, and Venice neighborhoods of Los Angeles increased by 18 percent

---

<sup>29</sup> Confidential sources and building records

<sup>30</sup> Confidential interviews with developers and see generally <https://containerhomehub.com/building-a-shipping-container-home-in-los-angeles/> (last accessed 4.19.23)

<sup>31</sup> <https://controller.lacity.gov/audits/city-owned-properties> (last accessed 4.19.23)



from September, 2021, to October, 2022.<sup>32</sup> Building alone doesn't have a chance to keep up with the demand. As one source succinctly stated, "we can't build our way out of homelessness."<sup>33</sup>

**The PLA Effect:** PHS projects greater than 65 units are subject to a City imposed Project Labor Agreement (PLA), a condition added by the City after the measure's approval. The PLA adds additional employer requirements and developers have gone to some trouble to avoid having the PLA apply to their projects. As a result, a significant number of developers chose to build projects that stay below the 65 unit threshold. This is demonstrated by the high percentage of projects designed for 64 units or less.

Thus the imposition of the PLA appears to have discouraged the building of units that otherwise would have been built. In addition, evidence by RAND indicates that the HHH PLA increased construction costs on the affected projects by approximately 15 percent, thus reducing the number of completed units by as many as 800.<sup>34</sup>

### **So why not try something else?**

Going forward, we continue to urge the City to find ways to scale up faster and build more affordable projects while maintaining quality and safety standards. The City Controller already identified several areas for improvement. To that should be added a market based solution to the current model.<sup>35</sup>

One such approach is a market-based, for-profit development model where institutional investors agree to take lower return on their principal as part of their corporate mission and good citizenship. This has been tried on at least 12 current PSH projects in the City and the results are promising. Finished units are being built in less than half the time and for two-thirds less than public units. This model is producing units at around \$250,000 per finished unit.<sup>36</sup>

An apples-to-apples comparison of project development costs is now available. This Committee learned that one private lender used \$150

---

<sup>32</sup> See <https://www.lahsa.org/data> generally and <https://www.lahsa.org/data?id=52-homeless-count-by-city-of-la-council-district-2015-2022> (last accessed 5.2.23)

<sup>33</sup> Confidential interview of PSH lender/developer (3/15/2023) and Interview with former HHHCO member (1/6/2023)

<sup>34</sup> The Effects of Project Labor Agreements on the Production of Affordable Housing: Evidence from Proposition HHH, by Jason Ward, RAND Corp. [https://www.rand.org/pubs/research\\_reports/RRA1362-1.html](https://www.rand.org/pubs/research_reports/RRA1362-1.html) (last accessed 4.19.23)

<sup>35</sup> <https://controller.lacity.gov/audits/problems-and-progress-of-prop-hhh> (last accessed 4.19.23)

<sup>36</sup> These numbers are confidential but verified by interview of official of a private capital group 3/15/2023



million to fully fund and produce 3,000 units in under 24 months.<sup>37</sup> Since the principal is repaid by a conventional lender once construction is complete the units cost the taxpayer nothing to build. Compare this against HHH's \$1.2 billion expense over ten years to partially produce (excluding other funding sources) just under 8,000 units. The disparity in the cost and project development time is glaring. Since HHH moneys are only a slice of the total financing of a typical project, this one change could save the tax-payers billions in construction costs.

With a private funding model the housing developer need only make one application for funds. Funding decisions can be made in days rather than months. This type of development model removes the government from the funding and construction elements of PSH projects. Private builders and lenders can operate more efficiently than the government. Currently, only one for-profit fund for building PSH exists. They fund 100% PSH, work with the same project team and upon completion hand the project off to a non-profit owner/manager. The non-profit takes out a long-term loan backed by value of building and the lender immediately puts the money back into a new 100% PSH project. The corporations who contribute to the fund do so with the expectation of getting a lower return but are motivated by citizenship and corporate mission. County provided services together with projects being owned and managed by a non-profit equals a workable, long term model. The government is not good at cost effective construction and development. This new method would allow them to focus on their core strength of providing services. LAHD could focus on shepherding and expediting projects through the rather Byzantine process of development. This solution is private, nimble, single-sourced, scalable, reproducible, and fast.

## **FINDINGS**

1. The current model of funding PSH almost guarantees it will continue to increase in cost.
2. There is no current plan by LADH, the Mayor, or the City Council to curb or control per unit costs. With little to no effective pressure against rising costs we find a potential for gross overspending under ULA or other similar model.
3. Tiny home villages intended for the unhoused while permitted as "emergency shelters," have become de facto permanent housing

---

<sup>37</sup> Confidential sources, various project documents and confidential cost information.



units. The City is in possession of unused land suitable for temporary housing.

4. Container structures are only nominally cheaper to build than conventional structures but are far faster to erect, and thus significantly cheaper than similar units of new construction.
5. Lenders are reluctant to lend to Container projects, such as the Solis Center, because of the novelty of the construction method.
6. Many of the HHH funded properties are being completed at a significantly greater cost than conventional construction.
7. Project Homekey and other programs that remodel housing stock are cheaper and quicker to build than new construction.
8. The City Council's insertion of the PLA provision, after voter approval, has decreased the size of projects with developers capping the number of units in projects below the threshold number of 65 units to avoid being subject to the PLA requirements.
9. The current model used for development is not designed for speed or efficiency.
10. We found that DWP has been heavily, and justly, criticized as slow, inefficient, and difficult to work with.
11. Project completion schedules are delayed or extended far longer than necessary.

## **RECOMMENDATIONS**

- 1.1 Whatever remains of HHH funds, if any, should go to projects that provide more immediate "interim" housing for individuals experiencing homelessness.
- 1.2 The City Council, LAHD, and the Mayor's office should prioritize controlling PSH costs and mitigating delays.
- 1.3 Tiny home villages are de facto permanent housing that should be reclassified as such, protected and supported by the City, until more substantial permanent housing is available.



- 1.4 The City should remove any City-imposed impediment to building any type of safe, affordable PSH project, including container housing and manufactured home projects.
- 1.5 The City should remove any lender hesitation by guaranteeing construction loans on container PSH projects.
- 1.6 The City should immediately put vacant land under its control that is suitable to be used for housing purposes toward safely housing individuals living on the streets, in tents or in vehicles. These sites should be secured and appropriate services provided until such time as permanent housing can be produced.
- 1.7 The City must find a new method of developing PSH which allows for both cost and quality controls.
- 1.8 Programs focused on remodeling and rehabbing structures like Project Homekey should be given funding priority over larger, publicly funded, new PSH projects.
- 1.9 The PLA was not approved by the voters for HHH and should not be applied to PSH projects.
- 1.10 A new, private market solution for PSH development must be considered.
- 1.11 DWP should have one designated electrical and water contact person for each PSH project.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:



**Presiding Judge**  
**Los Angeles County Superior Court**  
 Clara Shortridge Foltz Criminal Justice Center  
 Los Angeles County Grand Jury  
 210 W. Temple Street, Thirteenth Floor, Room 13-303  
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles Housing Department	1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 1.10
City of Los Angeles	1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 1.10
Los Angeles City Council	1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8, 1.9, 1.10
Department of Water and Power	1.11

**ACRONYMS**

- DWP** Department of Water and Power
- HHH** Proposition HHH
- HHHCOC** HHH Citizens’ Oversight Committee
- LABS** LA Building and Safety
- LAHD** Los Angeles Housing Department
- LAHSA** Los Angeles Homeless Services Authority
- LAFD** LA City Fire Department
- PSH** Permanent Supportive Housing
- PLA** Project Labor Agreement
- ULA** United to House LA

**COMMITTEE MEMBERS**

- James Childress            Chairperson
- Jenalea Smith            Secretary
- Victor Lesley
- Deborah Humphrey



**HOUSING VOUCHERS FOR  
LOW-INCOME AND  
HOMELESS ANGELENOS**



# HOUSING VOUCHERS FOR LOW- INCOME AND HOMELESS ANGELENOS

## SUMMARY

Greater Los Angeles is served by a plethora of governmental and non-governmental organizations dedicated, at least in part, to addressing homelessness. The Housing Authority of the City of Los Angeles (HACLA), Los Angeles County Development Authority (LACDA), Los Angeles Homeless Services Authority (LAHSA), and numerous other agencies, are charged with implementing and carrying out the federal programs commonly known as Section 8 Housing Choice Vouchers (HCVs) and Emergency Housing Vouchers (EHVs). Tens of thousands of Angelenos have been housed, thanks to these agencies. Yet, the overall homelessness problem continues to grow. The complexity of the overlays leaves the county in a situation where one agency executive testified, "It's a miracle that anyone gets housed."<sup>1</sup>

"The balkanized governments of Southern California are a barrier to decisive and effective policymaking. Nowhere is this more obvious than in government's failure to address our homelessness crisis. Los Angeles County is responsible for delivery of human services, such as health and mental health. The city of Los Angeles has authority over land use and where to site supportive housing. And the Los Angeles Homeless Services Authority, known as LAHSA, is a separate, independent government entity created jointly by the city and the county that annually receives tens of millions of dollars to serve the homeless. It has been widely criticized for failing to meet its goals.

"This governance structure seems like it's designed not to govern."

- Zev Yaroslavsky, Director of the Los Angeles Initiative, UCLA Luskin School of Public Affairs<sup>2</sup>

---

<sup>1</sup> Interview of December 21, 2022 with manager at LAHSA.

<sup>2</sup> Quoted in "[Op-Ed: 10 ideas for fixing Los Angeles](#)," Los Angeles Times, November 13, 2022.





Our report examines impediments for people to get HCV/EHV vouchers, including overly burdensome application forms, extreme shortage of affordable rental units, and the reluctance of landlords to accept vouchers. The report aims to look at ways to simplify and improve the current system of administering vouchers so as to make it easier for low income and unhoused Angelenos to find shelter.

HCVs and EHV are administered locally by public housing agencies (PHAs). Currently, HACLA covers properties in the City of Los Angeles. LACDA covers properties in unincorporated areas of Los Angeles County and in all of its cities that do not have their own public housing agencies.

The two large PHAs share some important problems. Both must exist in an overcrowded market with a significant housing shortage and very high rents. Both must serve populations with many languages and cultural differences. Both must deal with complex, copious regulations. Both find it difficult to hire sufficient numbers of employees to meet their needs, and both have high employee turnover. Both must also inspect properties in far-flung locations.

This report compares their procedures and suggests ways both agencies could improve.

## **BACKGROUND**

According to a researcher at the University of Southern California,

“Across the entire U.S., housing has become one of the most pressing issues for city dwellers. Rent and inflation have skyrocketed, and tens of thousands of people have been pushed out of their homes. Since the 1980s, urban centers, such as Los Angeles and New York City have simultaneously experienced housing crises, accompanied by an explosion in homelessness. Although the United States has always had an unhoused population, the number of people and the face of those people have changed drastically in recent years. Today, our housing crisis has made renting unaffordable, left extremely limited options, and pushed so many out of their communities. Homelessness is our modern day crisis.”<sup>3</sup>

---

<sup>3</sup> Calma, Matthew, “Los Angeles & the housing crisis: a history of how we got here,” Annenberg Media, October 24, 2022. <https://www.uscannenbergmedia.com/2022/10/24/los-angeles-the-housing-crisis-a-history-of-how-we-got-here/> Last accessed on February 2, 2023.



Section 8 of the Housing Act of 1937, as amended (often called Section 8), is a federal law that authorizes rental housing assistance to private landlords on behalf of low-income households. The HCV program is the major Section 8 program for assisting the very low-income, elderly and disabled.

The American Rescue Plan Act of 2021 (ARPA)<sup>4</sup> expanded the Section 8 voucher program by including new provisions, to be administered by the federal Department of Housing and Urban Development (HUD) and other agencies, designed to provide immediate and direct relief to help people across America remain stably housed during the pandemic.<sup>5</sup> Among ARPA's programs are \$5 billion for EHV's and other housing assistance programs.<sup>6</sup>

The Center on Budget and Policy Priorities has found that historically,

"[V]ouchers are highly effective at reducing homelessness, overcrowding, and housing instability and can enable people with low incomes to rent housing in a wider range of neighborhoods."<sup>7</sup>

---

<sup>4</sup> <https://www.congress.gov/bill/117th-congress/house-bill/1319/text>

<sup>5</sup> <https://results4america.org/page/covid-19-resources/>

<sup>6</sup> "Results for America: Housing Provisions in the American Rescue Plan Act of 2021" at [https://results4america.org/wp-content/uploads/2021/04/RFA-ARP-One-Pager\\_Housing.pdf](https://results4america.org/wp-content/uploads/2021/04/RFA-ARP-One-Pager_Housing.pdf).

<sup>7</sup> <https://www.cbpp.org/research/housing/new-hud-fair-market-rent-policy-can-help-local-agencies-reduce-homelessness-and>



The following Exhibit 1 provides a comparative overview of HCV's and EHV's.

	Housing Choice Vouchers (Section 8)	Emergency Housing Vouchers (started July 2021)
Who's eligible?	Low or very low-income. At least 75% of recipients must not make more than 30% of the local median income.*	Currently homeless, at risk of homelessness, recently homeless, or fleeing domestic violence, sexual assault or trafficking.
How to apply	Application through the local housing authority.	Referral through the local homeless services coordinating entity.
What does it cover?	The voucher recipient pays as much as 30% of their income on rent and utilities and the housing authority pays the rest. It covers units between 90% to 110% of the local "fair market rent," as determined by HUD.	The voucher recipient pays as much as 30% of their income on rent and utilities and the housing authority pays the rest. It covers units up to 120% of the fair market rent.
How many are using them in California?	304,588 households, as of May 2022	5,215 households out of 17,174 available, as of early August 2022
Restrictions	Tenants are ineligible if they have a conviction for manufacturing meth in federally assisted rentals or are registered sex offenders. Housing authorities can also deny a tenant based on past evictions from properties receiving federal rental aid, criminal records, or owing rent in the Section 8 program.*	Tenants are ineligible if they have a conviction for manufacturing meth in federally assisted rentals or are registered sex offenders, but housing authorities cannot deny a tenant based on past evictions or owing rent in the Section 8 program. They are also discouraged from denials based on drug possession-related records.*
Is there help for the housing search?	It's not part of the program, though some housing authorities offer the assistance using local funds	Recipients must get help with their housing search, including transportation to view units and application help. This can either be provided by the housing authority or local homeless service providers.
What else is funded besides rent?	Administrative funding	Administrative funding, bonuses for quick move-ins, plus \$3,500 per voucher for the housing authority to cover things like housing search help, landlord signing bonuses, security deposits and moving costs

\*These are baseline rules set by the federal government. Each local housing authority may have additional program rules.

Source: U.S. Department of Housing and Urban Development

**Exhibit 1. Comparative Overview of HCVs and EHV's<sup>8</sup>**

A PHA is a state, county, municipality or other governmental entity or public body or agency or instrumentality of these entities that is authorized to engage or assist in the development or operation of low-income housing under the Housing Act of 1937 in accordance with 24 CFR §5.100.<sup>9</sup>

This report focuses on the **Housing Authority of the City of Los Angeles (HACLA)** and the **Los Angeles County Development Authority (LACDA)**, both of whom administer the HCV and EHV programs in their jurisdictions. They are the two largest PHAs in Los Angeles County and, indeed, are the second and fourth largest PHAs to receive EHV's in the country.

<sup>8</sup> <https://calmatters.org/housing/2022/08/california-housing-crisis-emergency-vouchers/>

<sup>9</sup> <https://www.lawinsider.com/dictionary/public-housing-authority>



HACLA was established in 1938 by City of Los Angeles Resolution No. 1241.<sup>10</sup> HACLA is the largest PHA in Los Angeles County and the second largest in the country receiving EHV allocations. Exhibit 2 shows the six PHAs with the largest number of EHV allocations. Other than these six, no other PHA has even 1,000 EHV.

<b>Public Housing Authority</b>	<b>EHV Allocation</b>
New York City Housing Authority	5,738
Housing Authority of the City of Los Angeles	3,365
New York City Dept. of Housing & Development	2,050
Los Angeles County Development Authority	1,964
New York State Housing Trust Fund Corporation	1,566
Chicago Housing Authority	1,165

**Exhibit 2.** EHV Allocations for the Largest Public Housing Authorities<sup>11</sup>

HACLA covers properties located within the City of Los Angeles. Los Angeles County contains 87 other cities and areas that are unincorporated. Some of those other cities have their own PHAs. LACDA covers properties in 68 cities and in unincorporated areas.

HCVs are targeted for households falling into the “very low-income” category, while EHV are intended for homeless or at-risk unhoused households. EHV are intended to offer more flexibility than HCVs.

Housing subsidies are paid directly to landlords by PHAs on behalf of participating tenants. Voucher amounts are based on Fair Market Rents (FMRs) calculated for the area by the federal Department of Housing and Urban Development (HUD). The tenants then pay the rest of the agreed rent.<sup>12</sup>

People receiving vouchers have a limited period of time (180 days) in which to find a residence with a willing landlord that meets HUD housing standards. If they don’t find housing and get it appropriately approved, they lose their voucher, and the funds are returned to HUD.<sup>13</sup> Loss of this subsidy can be catastrophic for the tenants directly affected and also harms the local population and economy.

<sup>10</sup> <https://www.hacla.org/en/about-us>

<sup>11</sup> <https://www.hud.gov/ehv>

<sup>12</sup> Interview October 2, 2023, with HACLA executive.

<sup>13</sup> Ibid.



Another federal program is the Project-Based Voucher (PBV) program. Its implementation is not addressed in this report.<sup>14</sup>

A substantial portion of the funds awarded by HUD end up unused. Large amounts of money are returned to the federal government, leaving unhoused Angelenos without shelter and weakening the overall Los Angeles economy.

On July 25, 2022, the Los Angeles Times wrote:

“Nearly \$150 million worth of federal grants to the three main housing agencies working to reduce homelessness in greater Los Angeles went unspent between 2015 and 2020, even as the number of unhoused people soared.

“Instead of being used to address L.A.’s acute homelessness crisis, the money was returned to the U.S. Department of Housing and Urban Development, according to data provided to The Times by the Los Angeles Homeless Services Authority. More than 85% of the returned funds were earmarked for sorely needed permanent supportive housing.

“LAHSA returned more than \$29 million to HUD during the six-year period; the Housing Authority of the City of Los Angeles returned more than \$82 million; and the Los Angeles County Development Authority returned nearly \$38 million.”<sup>15</sup>

Some of these problems can be alleviated by changing some procedures and eliminating some unnecessary duplications of effort and activity.

---

<sup>14</sup> [https://www.hud.gov/program\\_offices/public\\_indian\\_housing/programs/hcv/project](https://www.hud.gov/program_offices/public_indian_housing/programs/hcv/project). Funding for project-based vouchers comes from funds already obligated by HUD to a PHA under its annual contributions contract (ACC). The PHA can use up to 20 percent of its housing choice vouchers for project based vouchers.”

<sup>15</sup> Sheets, Connor, “Homeless people wait as Los Angeles lets thousands of federal housing vouchers go unused,” Los Angeles Times, July 25, 2022. <https://www.latimes.com/california/story/2022-09-24/los-angeles-agencies-returned-150-million-in-federal-funds-to-house-homeless-people>, Retrieved on August 10, 2022.



## METHODOLOGY

The committee reviewed websites of HACLA, LACDA, LAHSA, the Housing Rights Center (HRC), the U.S. Department of Housing and Urban Development (HUD), and many media articles and studies. The team interviewed several employees of HACLA, LACDA, LAHSA, HRC, the Legal Aid Foundation of Los Angeles, and other government and non-government employees. The team also interviewed residents. The team examined numerous documents, forms, instructions, and other items issued by the various involved agencies and organizations including HUD and HRC.

## INVESTIGATION

This report is divided into the following sections:

- Local Agencies Involved with HCVs and EHV
- Section 8 Housing Choice Vouchers (HCVs)
- Emergency Housing Vouchers (EHVs)
- Los Angeles Homeless Services Authority
- Housing Authority of the City of Los Angeles
- Los Angeles County Development Authority
- EHV Utilization Rates
- Discrimination against HCV/EHV Holders
- Analysis of HACLA and LACDA Methods and Results

### Local Agencies Involved with HCVs and EHV

- **LAHSA.** The Los Angeles Homeless Services Authority was formed by the Los Angeles County Board of Supervisors and the Los Angeles City Council in December 1993 as an independent, joint powers authority. LAHSA coordinates and manages over \$700 million annually in federal, state, county, and city funds for programs that provide shelter, housing, and services to people experiencing homelessness. LAHSA is the lead agency in the Los Angeles County Continuum of Care (CoC).<sup>16</sup> The CoC excludes the cities of Glendale, Pasadena and Long Beach.<sup>17</sup>
- **HACLA.** The Housing Authority of the City of Los Angeles was established in 1938 by City of Los Angeles Resolution No. 1241. HACLA is a state-chartered public agency and one of the nation's

---

<sup>16</sup> <https://www.lahsa.org/about>

<sup>17</sup> <https://www.lahsa.org/coc/>



largest public housing authorities, responsible for nearly 6,500 public housing units and administering about 60,000 Section 8 vouchers. The Section 8 vouchers include over 27,000 housing units for the homeless, representing 44% of HACLA's voucher and certificate allocations. HACLA also has an Asset Management department with a portfolio of 103 properties, comprised of 2,893 units, which facilitates HACLA's mission of preserving, enhancing and expanding deeply affordable housing. HACLA has an annual budget of more than \$1.84 billion and close to 1,000 employees.<sup>18</sup> HACLA is not to be confused with **LAHD**, the Los Angeles Housing Department, established as a new department in 2021.<sup>19</sup> LAHD is a City department whose mission is to promote livable communities through the development and preservation of decent, safe and affordable housing.

- **LACDA.** In 1982, the Los Angeles County Board of Supervisors consolidated three entities – the Housing Authority, the Community Development Department, and the Redevelopment Agency – to form the Community Development Commission. On May 16, 2019, the agency was officially rebranded as the Los Angeles County Development Authority, part of the County family, but an independent agency and not a County Department.<sup>20</sup> LACDA is the fourth largest PHA in the country, covering both unincorporated areas and numerous County cities with no PHA of their own.
- **HRC.** The Housing Rights Center is the nation's largest non-profit civil rights organization dedicated to securing and promoting Fair Housing. HRC was founded in 1968, the same year that Congress passed the Fair Housing Act. HRC offers free fair housing services including Landlord/Tenant Counseling, Outreach & Education, and Discrimination Investigation to residents of Los Angeles and Ventura counties.<sup>21</sup>

## Section 8 Housing Choice Vouchers (HCVs)

Nationwide, during 2022, HUD distributed more than 100,000 Section 8 HCVs to allow very low-income families to choose and lease safe, decent, and affordable privately-owned rental housing.<sup>22</sup>

---

<sup>18</sup> <https://www.hacla.org/en/about-us/president-and-ceo>

<sup>19</sup> <https://housing.lacity.org/about-us/who-we-are>

<sup>20</sup> <https://www.lacda.org/home/about/agency-overview>

<sup>21</sup> <https://Housingrightscenter.org/about>

<sup>22</sup> [https://www.hud.gov/press/press\\_releases\\_media\\_advisories/HUD\\_No\\_22\\_261](https://www.hud.gov/press/press_releases_media_advisories/HUD_No_22_261)



HCVs are targeted to households falling into the “very low-income” category. See Appendix 1, “FY 2022 Income Limits Documentation System.”

HUD rules<sup>23</sup> require HCV and EHV applicants to provide many documents (often hard-to-obtain), including:

- Last four consecutive pay check stubs or notarized proof of income
- Evidence of social security benefits
- Most recent bank statement
- Public assistance letters: Medicare, Medicaid, Temp Assistance for Needy Families (TANF), Supplemental Nutrition Assistance Program (SNAP)
- Photo ID for every household member over 18 (passport, Calif. Driver’s License, State ID)
- Social Security cards for all household members
- Birth Certificates for all household members

HUD has promulgated an overview of the HCV operation and application process.<sup>24</sup> Rental units must meet HUD’s Housing Quality Standards (HQS). PHAs like HACLA and LACDA perform rental unit inspections for this purpose; initially prior to lease execution, and then every two years afterwards. See Appendix 2, “Housing Quality Standards (HQS) – Frequently Asked Questions.” As HUD’s website explains,

“Housing Choice Voucher (HCV) program regulations at ... set forth basic housing quality standards (HQS) which all units must meet before assistance can be paid on behalf of a family and at least annually throughout the term of the assisted tenancy. HQS define ‘standard housing’ and establish the minimum criteria for the health and safety of program participants. Current HQS regulations consist of 13 key aspects of housing quality, performance requirements, and acceptability criteria to meet each performance requirement.”<sup>25</sup>

Local PHAs establish Voucher Payment Standards based on the Fair Market Rents (FMRs) calculated by HUD every year, to determine the maximum subsidy the PHA can provide toward contract rent. HUD explains that FMRs

---

<sup>23</sup> <https://section8-information.org/section-8-interviews/>

<sup>24</sup> [https://www.hud.gov/topics/housing\\_choice\\_voucher\\_program\\_section\\_8](https://www.hud.gov/topics/housing_choice_voucher_program_section_8)

<sup>25</sup> [https://www.hud.gov/program\\_offices/public\\_indian\\_housing/programs/hcv/hqs](https://www.hud.gov/program_offices/public_indian_housing/programs/hcv/hqs)





"are an estimate of the amount of money that would cover gross rents (rent and utility expenses) on 40 percent of the rental housing units in an area. Nationally, FMRs will increase by an average of approximately 10 percent, enabling more households with housing vouchers to access affordable, stable housing."<sup>26</sup>

HUD acknowledges, "Because rents have risen so quickly recently, voucher holders are increasingly unable to find units available to rent within HUD payment standards."<sup>27</sup>

HCV/EHV applicants apply for vouchers through a self-certification process, using a lengthy form. HUD requires clients to have government-issued identification and provide documentation of income, bank statements and assets.<sup>28</sup>

When awarded an EHV or HCV, a client has 180 days in which to find a qualified rental unit. Neither HACLA nor LACDA directly provides housing search assistance. HUD does not fund case management/supportive services for EHV, which may be provided by non-profit community agencies. Due to the extremely tight rental market, HCV and EHV holders face a "perfect storm" when searching for affordable units with landlords who accept vouchers.<sup>29</sup>

In October, 2022, HUD announced an important policy change designed to keep the HCV program in step with rapidly rising market rents, using up-to-date private rent data to help set FMRs. See Appendix 3, "Section 8 Voucher Payment Standards Effective November 1, 2022". This change should enable PHAs like HACLA and LACDA to find more voucher housing because the rental subsidies will more accurately reflect the actual cost of housing in their jurisdictions. According to the Center on Budget and Policy Priorities,

"When they accurately reflect market conditions, FMRs help ensure that voucher subsidies are adequate to rent good-quality housing in a range of neighborhoods. Inadequate FMRs shrink the pool of available units whose market rent falls below the payment standard. This creates more administrative work for renters, who may need to search longer and apply to far more units. Lengthy housing

---

<sup>26</sup> [https://www.hud.gov/press/press\\_releases\\_media\\_advisories/HUD\\_No\\_22\\_161](https://www.hud.gov/press/press_releases_media_advisories/HUD_No_22_161)

<sup>27</sup> Ibid.

<sup>28</sup> Interview on October 4, 2022, with HACLA executive

<sup>29</sup> Ibid



searches are especially burdensome for people who are already unhoused and may be living in a shelter, car, hotel, or motel. In the worst cases, some renters fail to find any housing in the time allotted and must return the voucher to the housing authority. Losing their housing assistance can put these renters at risk of homelessness, eviction, and other hardship.”<sup>30</sup>

## Emergency Housing Vouchers (EHVs)

As part of the American Rescue Plan Act (ARPA), HUD allocated 70,000 EHVs to PHAs throughout the nation to address the impact of COVID-19. ARPA allocated nearly 7,000 EHVs to HACLA, LACDA and the other smaller PHAs in Los Angeles County, to be leased by September 30, 2023. See Appendix 4, “Emergency Housing Vouchers” and Appendix 5, “Emergency Housing Vouchers (EHV) Frequently Asked Questions.”

**Exhibit 3.** EHV Allocations to Los Angeles County PHAs as of April 17, 2023 <sup>31</sup>

PHA Code	PHA Name	Total Awards	Active Issuances	Current Leased Vouchers	Unit Utilization
CA004	Housing Authority of the City of Los Angeles	3365	2645	1457	43.3%
CA002	Los Angeles County Development Authority	1964	1338	1971	100.4%
CA068	City of Long Beach Housing Authority	582	398	476	81.8%
CA114	Housing Authority of the City of Glendale	225	68	117	52.0%
CA079	Housing Authority of the City of Pasadena	109	57	34	31.2%
CA111	Housing Authority of the City of Santa Monica	104	31	42	40.4%
CA082	Housing Authority of the City of Inglewood	91	34	76	83.5%
CA123	Housing Authority of the City of Pomona	78	17	84	107.7%
CA105	Housing Authority of the City of Burbank	67	34	36	53.7%
CA126	Hawthorne Housing	67	57	37	55.2%
CA071	City of Compton Housing Authority	53	31	20	37.7%

<sup>30</sup> <https://www.cbpp.org/research/housing/new-hud-fair-market-rent-policy-can-help-local-agencies-reduce-homelessness-and>, updated October 3, 2022.

<sup>31</sup> HUD EHV Dashboard. <https://www.hud.gov/ehv>, retrieved on 4/18/2023.



CA118	Housing Authority of the City of Norwalk	46	20	17	37.0%
CA120	Housing Authority of the City of Baldwin Park	43	26	7	16.3%
CA119	Housing Authority of the City of South Gate	34	10	9	26.5%
CA121	Housing Authority of the City of Torrance	33	3	29	87.9%
CA103	Housing Authority of the City of Redondo Beach	29	11	14	48.3%

**Exhibit 4. HUD Eligibility Criteria for EHV<sup>32</sup>**

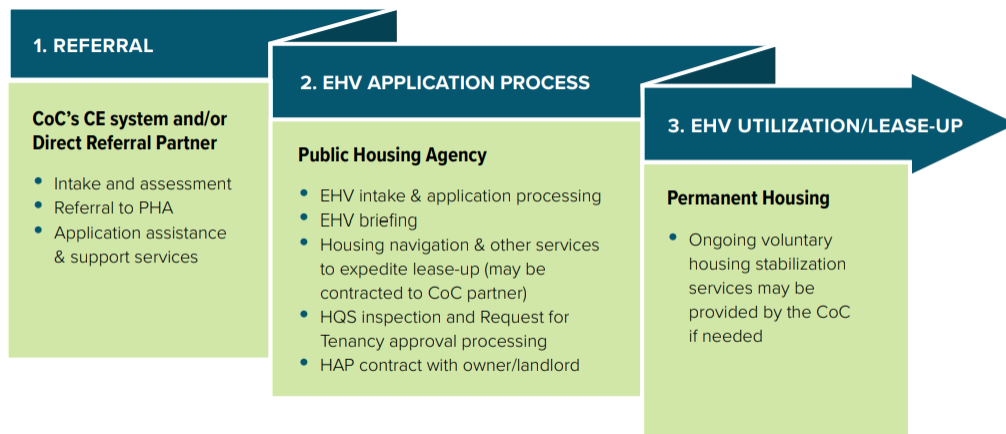
<ul style="list-style-type: none"> <li>• Unhoused or housed households who are fleeing, or attempting to flee domestic violence, dating violence, sexual assault, stalking or human trafficking.</li> </ul>
<ul style="list-style-type: none"> <li>• Households that are survivors of domestic violence, dating violence, sexual assault, stalking, or human trafficking, as defined under Homeless Emergency Assistance and Rapid Transition to Housing Act (HEARTH Act), the Violence Against Women Act (VAWA) and Trafficking Victims Protection Act (TVPA).</li> </ul>
<ul style="list-style-type: none"> <li>• Households seeking an emergency transfer through the Interim LAHSA Emergency Transfer Plan under Violence Against Women Act (VAWA).</li> </ul>
<ul style="list-style-type: none"> <li>• Households enrolled in time-limited subsidy programs (such as Rapid Re-Housing, Recovery Re-Housing or Shallow Subsidy) who need a permanent housing resource in order to achieve or maintain housing stability (whether currently housed or enrolled and not yet housed).</li> </ul>
<ul style="list-style-type: none"> <li>• Households in interim housing whose sites are closing (such as Project RoomKey sites or Project HomeKey sites that are closing this year).</li> </ul>
<ul style="list-style-type: none"> <li>• Households with long-term enrollment in interim housing (three months or longer)</li> </ul>
<ul style="list-style-type: none"> <li>• Households enrolled in programs that offer navigation, case management, and/or post-lease up retention services (such as Housing Navigation).</li> </ul>

Exhibit 5 shows the three-step process for a person to receive an EHV. Once the EHV is issued, the recipient has 180 days to find permanent housing (though extensions are possible).

<sup>32</sup> <https://www.lahsa.org/news?article=837-emergency-housing-vouchers-ehvs-through-ces>



**Exhibit 5.** EHV 3-Steps: Referral, Application, Utilization<sup>33</sup>



The HCV and EHV lease-up process is more thoroughly described in Appendix 6, "The HCV and EHV Lease-Up Process."<sup>34</sup>

EHVs are intended to offer more flexibility than HCVs. HUD's publication "Emergency Housing Vouchers – A How-to Guide for Public Housing Agencies" explains:

"EHVs include a number of requirements and flexibilities different from the regular HCV program that HUD has created to expedite and facilitate the use of EHV funding. One example of an EHV waiver is allowing for **self-certification** of income and social security documentation; another is allowing for the **pre-inspection of units** in order to expedite the leasing process."<sup>35</sup> (Emphases added)

HUD's EHV funding includes PHA administrative costs and fees for other eligible expenses such as security deposits, moving costs and move-in goods, and incentives to owners to accept EHVs. Tenants pay 30% of their income for rent, with the local PHA using HUD funds to pay the balance. Units must rent at or below the area FMR. "The program includes certain waivers, alternative requirements, and special rules in order to expedite the lease-up process, including a **requirement that**

<sup>33</sup> <https://files.hudexchange.info/resources/documents/Emergency-Housing-Vouchers-How-To-Guide-For-Public-Housing-Agencies.pdf>, p. 5.

<sup>34</sup> Interview of September 28, 2022, former staff employee of Inglewood PHA.

<sup>35</sup> EMERGENCY HOUSING VOUCHERS A How-To Guide for Public Housing Agencies (HUD) at <https://files.hudexchange.info/resources/documents/Emergency-Housing-Vouchers-How-To-Guide-For-Public-Housing-Agencies.pdf>, p. 5.



**families be offered housing search assistance.**"<sup>36</sup> [Emphasis added] EHV's can be applied across LACDA and HACLA jurisdictions.<sup>37</sup>

## Los Angeles Homeless Services Authority

A Continuum of Care (CoC) is a regional or local planning body that coordinates housing and services funding for homeless families and individuals. The four core functions are: outreach, intake and assessment; emergency shelter; transitional housing with supportive services; and permanent & permanent supportive housing. HUD explains that a CoC is

"a community plan to organize and deliver housing and services to meet the specific needs of people who are homeless as they move to stable housing and maximize self-sufficiency. It includes action steps to end homelessness and prevent a return to homelessness."<sup>38</sup>

LAHSA is the lead agency in the Los Angeles CoC,<sup>39</sup> the regional planning body that coordinates housing and services for homeless families and individuals in Los Angeles County.<sup>40</sup> LAHSA makes EHV referrals to Los Angeles County's PHAs (the bulk going to HACLA and LACDA).

LAHSA's core functions related to Section 8 include:

- The Coordinated Entry System (CES) for Single Adults, Youth, and Families, which coordinates supportive services and housing resources across the County, to form a collaborative, no-wrong door network to connect homeless individuals and households to services and housing. Clients can access CES outreach teams, access centers, and 211.<sup>41</sup>

---

<sup>36</sup> Ibid, Appendix E p. 1.

<sup>37</sup> <https://www.lahsa.org/documents?id=5525-emergency-housing-voucher-ehv-frequently-asked-questions-faq->

<sup>38</sup> <https://www.lahsa.org/coc/>

<sup>39</sup> Ibid.

<sup>40</sup> <https://www.lahsa.org/about>

<sup>41</sup> "On a monthly average, CES serves homeless individuals and families through the following interactions: 1,388 – Assessments to understand and support homeless individuals' needs. 11,171 – Active (awaiting to be matched/referred to housing resources). 238 – Participants matches to a housing resource." <https://www.lahsa.org/ces>



- The Los Angeles Continuum of Care (CoC) Homeless Management Information System, which is designed to help provide effective services and information to assist LA's homeless, or those at-risk, to achieve housing stability and self-sufficiency.
- LAHSA's Homeless Engagement Team, which provides direct outreach to individuals experiencing homelessness, building personal relationships with them. The Homeless Outreach program includes referring families and individuals to HACLA, LACDA and other PHAs for EHV's.

LAHSA makes referrals for homeless or at-risk homeless people to receive an EHV through its CES.<sup>42</sup> LAHSA prioritizes these referrals using the VI-SPDAT.<sup>43</sup> See Appendix 7, "Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT)." This tool is designed as a brief survey that can be conducted to quickly determine whether a client has high, moderate, or low acuity for homelessness assistance and vouchers. The higher the score, the higher the priority given to the applicant to receive an EHV.

Staff told us this scoring system for prioritization is a major hurdle for many applicants. People with high vulnerability scores have difficulty completing the complex EHV application and providing documentation. Furthermore, a Los Angeles Times article entitled "Black and Latino homeless people rank lower on L.A.'s housing priority list" found that "white people received scores considered 'high acuity' – or most in need – more often than Black people."<sup>44</sup>

Even after receiving a coveted EHV, the applicant, often but not always aided by a "housing navigator," must then look for housing in order to use the issued voucher. As we were told in one interview,

---

<sup>42</sup> LAHSA's web site explains that "to assist the large volume of people experiencing homelessness in LA County, the Coordinated Entry System (CES) was established to connect people experiencing a housing crisis to resources and housing in the most efficient and equitable way. CES helps people who are vulnerable to housing resources as quickly as possible. CES serves as the organizational backbone of homeless services and helps providers work in a similar manner to make the experience of connecting people to solutions as quickly as possible." <https://www.lahsa.org/ces>

<sup>43</sup> <https://everyonehome.org/wp-content/uploads/2016/02/VI-SPDAT-2.0-Single-Adults.pdf>

<sup>44</sup> Lecher, Colin and Maddy Varner, "Black and Latino homeless people rank lower on L.A.'s housing priority list," Los Angeles Times, March 1, 2023. <https://www.latimes.com/california/story/2023-02-28/black-latino-homeless-people-housing-priority-list-los-angeles>, retrieved on 3/1/2023. The same article quoted a LAHSA spokesman saying "the agency was aware of 'troubling racial disparities' in its assessment system."



"If you are matched to an emergency housing voucher, then begins the process of running around town trying to find a landlord that will take the voucher."<sup>45</sup>

LAHSA has faced criticism over the years. In March, 2022, a commission appointed by the Los Angeles County Board of Supervisors proposed the restructuring of LAHSA. The Los Angeles Times noted:

"The agency's woes partly stem from the fact that it is saddled by federal compliance and fractured governance with multiple commissions, boards and councils in charge of various and sometimes competing tasks. It also answers to the political leaders of both the city and county while navigating city and county departments as well as activist groups and nonprofits that carry influence over homeless policy.

"The commissioners Wednesday unanimously rejected the option to dissolve LAHSA completely but recommended it be 'streamlined.'"<sup>46</sup>

## **Housing Authority of the City of Los Angeles**

HACLA is budgeted for 430 Section 8 employees, including a Director and five Assistant Directors. About 80 staff are "Section 8 Advisors" - case workers who determine eligibility and do occupancy reviews. Generally the Advisors have B.A. degrees. The average annual case load for Advisors is 500; the goal is to have 470-480. HACLA has about 50 staff vacancies for Section 8 programs. Due partly to low entry salaries and partly to the temporary nature of some programs, HACLA, LACDA and other agencies have very high staff turnover.<sup>47</sup>

A manager told us, "If HACLA could fill the 50 vacancies, it could accomplish its goals (except for the incredibly tight rental market)."<sup>48</sup> Long-time staff generally stay through retirement, but new hires often have inflated views of themselves, want to work from home, have poor work habits, and quit. "Literally some new hires quit in one week."<sup>49</sup>

---

<sup>45</sup> Interview of December 19, 2022, with LAHSA staff.

<sup>46</sup> Ding, Jaimie and Smith, Doug, "County commission backs creating a leadership post on homelessness," Los Angeles Times, March 18, 2022. <https://www.latimes.com/california/story/2022-03-18/commission-passes-recommendations-on-overhauling-homeless-services-agency> Last accessed on September 2, 2022.

<sup>47</sup> Interview with staff member of October 3, 2022. Corroborated by several other staff interviews.

<sup>48</sup> Interview of October 3, 2022, with HACLA executive

<sup>49</sup> Ibid.



According to another manager, "EHVs are severely understaffed."<sup>50</sup> One reason for this is that the administration of EHVs is a temporary program, which is unattractive to employees who can seek more permanent positions elsewhere, often in HACLA. HACLA finds it hard to retain staff dedicated to the EHV program because the employee union favors opportunities for employees to move into better positions.

Section 8 applicants apply to HACLA for vouchers through a self-certification process, using a complex and lengthy online or paper form of up to 50 pages. See Appendix 10, "EHV Application Coversheet and Checklist," Appendix 11, "Recently Homeless Certification," and Appendix 12, "Section 8 Family Obligations." The HCV/EHV application ideally takes 30-60 days to process, up to 180 days to look for housing and one week more to inspect the rental unit.<sup>51</sup>

HACLA employees themselves do not directly help applicants complete the complex HCV and EHV applications. Most interaction with clients is electronic or by telephone. EHV applicants are supposed to be assisted by LAHSA or other referring agencies, often at "Homeless Access Centers" which are

"call-in or drop-in locations where persons experiencing homelessness can gain initial access to or continue contact with housing and supportive services."<sup>52</sup>

HACLA staff perform initial Eligibility Reviews and annual Recertification on clients; verify income (some tenants can self-verify); issue vouchers; and give some advice. HUD requires that clients have a government-issued picture identification. For some homeless people, this is no small challenge. HACLA staff uses the HUD Enterprise Identification System to verify an applicant's identity, and also requires documentation of the applicant's incomes, bank statements and assets, which can be a lengthy process.<sup>53</sup>

As vouchers are issued, seniors get preference on about 25% of them; disabled applicants get preference on about 25%; low income people get preference on about 50% of vouchers. We were told almost all vouchers go to homeless in these categories. When awarded a coveted voucher, a client has 180 days in which to find a qualified rental unit.

---

<sup>50</sup> Interview of November 30, 2022, with HACLA employee

<sup>51</sup> Interview of October 3, 2022, with HACLA executive

<sup>52</sup> "Los Angeles County Homeless Access Centers Directory" published by LAHSA. At <https://www.lahsa.org/documents?id=2760-ces-access-point-directory.pdf>, p. 1. (Last Accessed November 3, 2022)

<sup>53</sup> Interview of October 3, 2022, with HACLA executive





Disabled clients can get extra time, and extra time was available during the COVID pandemic.

HUD's funding includes no case management/supportive services funds for EHV's. As LAHSA explained at the launch of EHV's,

"Supportive services were not included with these vouchers, so any supportive services needed to support the application and housing search and placement process will need to be provided or leveraged."<sup>54</sup>

Applicants may receive case management services through other referring or non-profit community agencies.

HACLA does not directly provide housing search assistance. It works with real estate brokers and does outreach/orientation programs for landlords (now quarterly; previously was monthly). HACLA maintains a database of 13,000 landlords – many are "mom & pop" landlords with five to six units.

Currently, we were told about 60% of clients successfully find housing, down from around 80% a few years ago. In the local rental housing market, the general vacancy rate is less than 4%. For Section 8 eligible housing, the vacancy rate is less than 3%. A manager exclaimed, "Most listings get filled in two days!" and that HCV and EHV holders faced a "perfect storm,"<sup>55</sup> making it extra difficult to find housing. Newly constructed housing is almost always too expensive for potential Section 8 tenants.

Previously HACLA could pay up to the maximum rents (Voucher Payment Standards) based on HUD's FMRs for the entire city. In September, 2022, HUD approved an expedited waiver request by HACLA to set the VPS at 120% of the published FY 2023 FMRs.<sup>56</sup>

Effective January 1, 2023, HACLA obtained further permission from HUD to implement more flexible "Small Area Fair Market Rents" whereby Voucher Payment Standards (allowable rents) are determined by zip code. See Appendix 13, "Small Area Fair Market Rents." HACLA identified about 30 zip codes each in three groups that have premium rents. Group 1 gets an extra \$40 per month; Group 2 gets an extra \$424

---

<sup>54</sup> <https://www.lahsa.org/documents?id=5525-emergency-housing-voucher-ehv-frequently-asked-questions-faq>

<sup>55</sup> Interview of January 4, 2023, HACLA staff

<sup>56</sup> HACLA Interoffice Memorandum, October 19, 2022.



per month; and the highest group gets \$868 extra per month. This change should enable HCV/EHV holders to seek housing in a much broader selection of neighborhoods.<sup>57</sup>

When a vacancy become available, HACLA staff goes to the landlord to complete a "Request for Tenancy Approval" (i.e. inspection) document. We were told most rental units do not pass inspection the first time, but receive a citation to correct for re-inspection. When landlords undertake to make necessary repairs, most units pass inspection on the second review, though some require three inspections. During the COVID pandemic, HUD allowed landlords to do an initial self-certification and virtual inspections with their cell phones. That waiver has expired and rental units now require an initial physical inspection, though renewals can be done virtually by video inspection.<sup>58</sup>

Many awarded vouchers go unused due to an inability to get rental units inspected and approved. This delay results from numerous factors: inspectors who must travel long distances, partly because of the patchwork of jurisdictions in the service area; an inadequate number of inspectors; an inefficient system for scheduling inspections; and failure to schedule inspections in a timely manner.

In accordance with HUD regulations, HACLA and other PHAs must maintain a waiting list for the Section 8 HCV program. HACLA periodically opens its HCV waiting list for a couple of weeks.<sup>59</sup>

HACLA opened a new waiting list on October 17, 2022, for two weeks and used a lottery system and HACLA's waiting list preferences to select 30,000 applicants for the Section 8 waiting list. See Appendix 14, "Section 8 Waiting List." All 240,000 applicants who applied for the 2022 Section 8 HCV waiting list lottery were sent an email to let them know if they were selected to be placed on the waiting list or not.<sup>60</sup> This list will likely be the only list for about seven years.

HACLA typically has about 200 HCV openings per month, or 2,400 per year. A client whose name comes up for one of these openings generally gets two weeks in which to complete a lengthy application and provide documentation of income, government-issued picture identification and citizenship, usually a birth certificate.

---

<sup>57</sup> Interview of January 4, 2023, with HACLA executive

<sup>58</sup> Interview of October 3, 2022, with HACLA executive

<sup>59</sup> Ibid.

<sup>60</sup> <https://hacla.hcvlist.org/Account/Login?ReturnUrl=%2F>



We understand HACLA has now contracted with a consulting organization to streamline the process and to reduce and simplify the detailed application forms.<sup>61</sup> Even if it turns out that this process cannot be significantly simplified, no reasons exist for not assisting clients in accomplishing these matters well before an imminent deadline is approaching.

When the Section 8 waiting list last previously opened in 2017, 20,000 places were available on the list. The list is used to assign HCV vouchers that become available when a client leaves the system, whether because of no longer needing the assistance or any other reason. Approximately 200 tenants vacate their HCV housing monthly (move away, jobs, family issues). With 30,000 on the waiting list, it could take seven years to work through the list.<sup>62</sup>

We determined HACLA's performance is unsatisfactory when processing EHVs for Single-Room Occupancy (SRO) hotels. Downtown Los Angeles has a number of older hotels classified as SROs, defined as "a house, apartment building, or residential hotel in which low-income or welfare tenants live in single rooms."<sup>63</sup> These include the Clark Hotel (500 units), Cecil Hotel (615 units), Embassy Hotel (330 units), Morrison Hotel (111 units), and Holland Hotel (75 units).<sup>64</sup>

The largest SRO hotel, the Cecil Hotel, was the subject of an article in the Los Angeles Times entitled "Homeless Crisis: Report shows only a third of rooms at Cecil Hotel are occupied."<sup>65</sup>

---

61 Interview of January 4, 2023, with HACLA executive. The contracting organization had previously completed a similar task for another large PHA (in New York).

62 Ibid.

63 <https://www.merriam-webster.com/dictionary/SRO>

64 <https://www.businesswire.com/news/home/20220911005055/en/Homelessness-AHF-Uncovers-Thousands-of-Vacant-SRO-Hotel-Rooms-Across-L.A.>

65 Ding, Jaimie, "A year after opening 600 rooms to L.A.'s unhoused, the Cecil Hotel is still mostly empty. Here's why." Los Angeles Times, December 13, 2022. <https://www.latimes.com/business/story/2022-12-13/cecil-hotel-homeless-housing-struggles> Last accessed on December 14, 2022. A related article on Fox News LA was entitled "Homeless Crisis: Report shows only a third of rooms at Cecil Hotel are occupied." Hirasuna, Susan, "Homeless Crisis: Report shows only a third of rooms at Cecil Hotel are occupied," Fox 811, December 15, 2022.

<https://www.foxla.com/news/homeless-crisis-report-shows-only-a-third-of-rooms-at-cecil-hotel-are-occupied>. Last accessed on December 19, 2022.



"The historic hotel, with its haunted reputation and 600 rooms, reopened in December 2021 as a privately funded permanent supportive housing project. With most of the rooms reserved specifically for those in the bottom 30% of the area's median income, it's open to any of the thousands of Angelenos with a government-funded voucher. Many viewed the project as a promising new model in L.A. because of its size and flexibility."

The Civil Grand Jury visited the Cecil Hotel twice to learn about HACLA's handling of EHVs. See Appendix 15, "Hotel Cecil." Cecil management said that many residents had waited months for their EHVs to be processed. Management expressed the wish that LAHSA open an Access Center<sup>66</sup> in the hotel lobby (which had ample space); and that HACLA send inspectors promptly to inspect multiple ready-to-rent units, rather than scheduling a single inspection for each individual EHV applicant.<sup>67</sup>

One new resident had been living at the Cecil Hotel four months. "Pat"<sup>68</sup> had been in a homeless shelter in Lancaster, then another in Wilmington. Even though Pat was very articulate and a college graduate, it took Pat over a year to get an EHV from HACLA. Because of Pat's transsexual identity it was very difficult to get required government-issued identification, particularly a new birth certificate. Working with Turning Point, a 501(c)(3) non-profit community-based organization providing services to residents within the city and county of Los Angeles, including temporary and permanent housing support, Pat finally secured a lease at the Cecil Hotel.<sup>69</sup>

Another brand-new resident, with a troubled personal history, had first applied to live at the Cecil Hotel six months ago. Her lengthy application process was facilitated because she had one contact at the EHV referral agency. She had a housekeeping job where she is paid in cash "under-the-table," because she worried about the income reporting requirements for voucher holders.<sup>70</sup>

---

<sup>66</sup> LAHSA's Homeless Access Centers are call-in or drop-in locations where persons experiencing homelessness can gain initial access to or continue contact with housing and supportive services. <https://www.lahsa.org/documents?id=2760-ces-access-point-directory.pdf>

<sup>67</sup> Interview of December 16, 2022.

<sup>68</sup> Not their real name.

<sup>69</sup> Interview of December 16, 2022, with resident

<sup>70</sup> Ibid.



## Los Angeles County Development Authority

LACDA serves Los Angeles County's unincorporated areas and the many cities in the county that do not have their own PHAs (such cities are called "participating cities"). See Appendix 16, "Welcome to the LACDA Applicant Registration Portal." The Board of Supervisors serves as LACDA's Commissioners and receives input from LACDA's Housing Advisory Committee, which includes Board appointees and LACDA tenants.<sup>71</sup>

LACDA receives approximately 70% of its funding from the Federal government, of which nearly two-thirds comes from HUD to provide subsidized housing, housing development and preservation, community development, and economic development within its service area. For FY 2022-23, LACDA has a budget of \$982.3 million (a 13% increase over FY 2021-22). The LACDA budget includes 690 positions, an increase of 86 from the FY 2021-22 adopted budget. "Most of the new positions will assist with the increased lease-up activities related to Housing Assistance programs."<sup>72</sup>

LACDA's work flow for handling HCVs and EHV uses specialized teams or departments. These include: Applications & Eligibility (new tenant applicants), New Contracts (landlords), Contract Maintenance (annual reviews & recertification), and Portability (taking a voucher elsewhere).

The work flow requires managing three sets of contractual relationships: Tenant Application, Housing Assistance Contract (agency & landlord), and Housing Lease (tenant & landlord). LACDA staff makes it a priority to return all phone calls within 48 hours. Calls from landlords are usually returned even more promptly.<sup>73</sup>

The challenges of LACDA's Housing Assistance/HCV/EHV programs are not unique to it and include staffing difficulties, documentation requirements, and scarcity of affordable rental units.

**Staffing.** Voucher programs are labor-intensive. LACDA employment generally requires at least an A.A. degree. LACDA and other PHAs are constantly trying to hire staff. They also have high staff turnover, with one staffer telling us "case managers are dropping like flies."<sup>74</sup> LACDA

---

<sup>71</sup> <https://www.lacda.org/home/about/governing-bodies>.

<sup>72</sup> [https://www.lacda.org/docs/librariesprovider25/finance-and-budget/annual-budget/22-23-lacda-budget-book.pdf?sfvrsn=51104d5e\\_1](https://www.lacda.org/docs/librariesprovider25/finance-and-budget/annual-budget/22-23-lacda-budget-book.pdf?sfvrsn=51104d5e_1), pages 1, 21.

<sup>73</sup> Interview of October 24, 2022, with LACDA staff.

<sup>74</sup> Ibid.



and other PHA salaries are not competitive with other opportunities. LACDA workers must re-determine voucher eligibility initially and every year, verify incomes, negotiate with landlords, do initial and biennial inspections, etc. Many staff cannot telecommute due to the hands-on nature of their jobs. LACDA cannot offer three-day work-at-home employment to most employees. LACDA hires many temporary employees who receive a higher pay rate than permanent employees; they may take a pay cut (though receive greater benefits) when they accept a permanent position.<sup>75</sup>

Among the results of the high staff turnover and heavy reliance on temporary workers is that workers sometimes do not have the ability to explain the nature and function of the programs to the clients, and often have little or no institutional memory. On the other hand, temporary workers might well be employed for performing routine tasks that involve little or no client interface.

**Documentation.** A large amount of paperwork is required for the HCV/EHV process. LACDA uses a set of online internet portals for tenants and landlords to submit required documents. Staff members told us online submission is much more efficient than using e-mail or faxes. While landlords commonly use the portals, many applicants prefer to submit documents in person due to a lack of trust in alternative delivery systems, a lack of internet access, and a lack of technological capabilities. A staff member told us many applicants “need a spokesperson on their behalf” to navigate the process effectively.<sup>76</sup>

**Scarcity.** LACDA has a Daily Available List of rental listings online. Nevertheless, we were told that “under good circumstances, it takes 3-6 months for an applicant to find housing; now a year or more is common.”<sup>77</sup>

Many landlords are unwilling to accept HCV and especially EHV applicants. Last year LACDA offered ten landlord outreach workshops, plus “lunch & learn” meetings. LACDA also offers landlords a \$2,500 sign-on bonus of up to \$5,000 for necessary repairs before move-in. See Appendix 17, “Got Units? Get Incentives.”

Even landlords who would accept Section 8 vouchers are sometimes unwilling to hold an apartment vacant while waiting for inspections and

---

<sup>75</sup> Ibid.

<sup>76</sup> Ibid.

<sup>77</sup> Interview of September 12, 2022, with LACDA executive



other requirements to be completed, particularly since most non-voucher tenants can rent without delay.

LACDA's Homeless Incentive Program “offers monetary incentives to encourage landlords to rent their available units to LACDA's homeless Section 8 voucher holders.” Some Los Angeles County Measure H funds are used in this Program.<sup>78</sup>

## EHV Utilization Rates

HACLA and LACDA have very different success rates for EHV Utilization. The EHV Unit Utilization rate is calculated as Current Leased Vouchers divided by Total EHV Awards. HUD’s Public Housing Dashboard displays, on a current basis, a variety of data points and visualizations relevant to HUD’s Public Housing, including special Purpose Voucher Programs, EHV’s and other HCV Initiatives. As of April 17, 2023, the Dashboard showed total EHV funding nation-wide was \$1.4 billion and total EHV awards to all PHAs was 70,000. The following Exhibit 6 shows the EHV Unit Utilization rates by HACLA and LACDA as of that date.

**Exhibit 6.** EHV Utilization Rates by HACLA and LACDA as of April 17, 2023<sup>79</sup>

PHA Code	PHA Name	Total Awards	Active Issuances	Current Leased Vouchers	Unit Utilization
CA004	HACLA	3365	2645	1457	43.3%
CA002	LACDA	1964	1338	1971	100.4%
	Entire USA	70000	54051	50555	72.2%

LACDA has one of the highest Unit Utilization rates of EHV awards in Los Angeles County. Though receiving far fewer EHV’s than HACLA, LACDA has leased up 100% of its awarded EHV’s, compared to 43.3% for HACLA.

HACLA’s low Unit Utilization rate can be attributed in part to HACLA’s conservative strategy of issuing no more EHV’s than allocated it by HUD. In contrast, LACDA uses an aggressive strategy of “over-issuing” more EHV’s than its HUD allocation, in the expectation that many EHV holders will be unable to find rentals, or that LACDA can obtain alternate funding

<sup>78</sup> <https://www.lacda.org/section-8/hip>

<sup>79</sup> HUD EHV Dashboard, <https://www.hud.gov/ehv>, as of April 17, 2023. Last Accessed April 18, 2023.



streams from HUD or other sources.<sup>80</sup> Emilio Salas, LACDA's executive director, was quoted in a Los Angeles Times article, saying,

"You always have to over-issue vouchers in order to hit the target you want to hit. Otherwise it will take twice as long. We're not going to issue 1,964 vouchers and stop there because we know based on historical data that not everyone will find a unit."<sup>81</sup>

Some other PHAs in southern California also have high Unit Utilization rates. HUD's EHV Fact Sheet of July 22, 2022, provided two examples.<sup>82</sup>

### **HUD Fact Sheet EHV Progress**

- "Housing Authority of Santa Barbara (California): The Housing Authority of Santa Barbara (HASB) – which has an 84% EHV utilization rate and has used 67% of its service fees – offers a \$1,500 signing bonus to landlords leasing to an EHV family and a \$2,000 security deposit for each unit leased to an EHV family. HASB established a Landlord Mitigation Fund that provides financial assistance to landlords to mitigate damages to units.
- "San Diego Housing Commission (California): The San Diego Housing Commission (SDHC) – which has a 95% EHV utilization rate and has used 63% of its service fees – provides application fee assistance to EHV families, up to two times the contract rent in security deposits and an average of \$100 in utility assistance per household, and "holding deposits" that are credited toward security deposit amounts upon approval of the rental application. SDHC also provides landlords renting to EHV recipients \$500 for the first unit rented and \$250 for each subsequent unit. SDHC hired full-time staff to serve as housing specialists/navigators. Staff members are specifically assigned to EHV families, facilitating landlord incentives, housing search services, service provider coordination, and rental assistance staff communication. Additionally, SDHC leverages funding from the City of San Diego Affordable Housing Fund to reserve vacancies while Housing

---

<sup>80</sup> Interview of November 1, 2022.

<sup>81</sup> Sheets, Connor, "They were devastated": Uncertainty for housing seekers amid rapidly changing guidance," Los Angeles Times, January 30, 2023. <https://www.latimes.com/california/story/2023-01-30/they-were-devastated-emotional-rollercoaster-for-housing-seekers-amid-rapidly-changing-county> (Last Accessed January 31, 2023)

<sup>82</sup> [https://www.hud.gov/press/press\\_releases\\_media\\_advisories/HUD\\_No\\_22\\_213](https://www.hud.gov/press/press_releases_media_advisories/HUD_No_22_213) HUD's press release said that "PHAs across the country are creatively and successfully using their service fees to help house individuals and families, including through landlord incentives, housing search services, and application fees and security deposit assistance."





Specialists identify candidate applicants and facilitate rental application submissions, process voucher documents, and execute the move-in processes. This Vacancy Loss Incentive serves as a benefit to give the Housing Specialists time to line up suitable tenant options while the owner is compensated for their collaboration with SDHC.”

Subsequent to that HUD report of July 22, 2022, the San Diego Housing Commission has increased its Unit Utilization rate to 100%.<sup>83</sup> That achievement was partly due to local funding supplementing the operation, and partly because the SDHC benefitted from a pilot project to determine FMRs for various zip codes separately. A version of the latter was implemented for HACLA at the beginning of 2023.

### **Discrimination against HCV/EHV Holders**

California Government Code §12921(b) prohibits housing providers from rejecting rental applicants who would pay rent using public assistance or other “non-traditional” sources of income.<sup>84</sup> The state’s Department of Fair Employment and Housing is in charge of enforcing this anti-discrimination law, part of the California Fair Housing and Employment Act (FEHA). See Appendix 18, “Section 8 & Source of Income Protections.”

The City of Los Angeles and Los Angeles County have enacted similar ordinances prohibiting landlords from discriminating based on a tenant’s “source of income.”<sup>85</sup> The theory behind these rules is that once a landlord has agreed to rent an apartment for a certain rent, it should not matter whether or not part of the payment of rent will come from some form of public assistance including HCVs and EHV.

HACLA, LACDA and HRC employees told us that leasing agents and landlords routinely reject or illegally discourage tenant applicants holding HCV/EHV vouchers. A November 19, 2022, Los Angeles Times article provided this additional information:

“The state’s Civil Rights Department sponsored testing revealing that nearly half of properties polled in L.A. County

---

<sup>83</sup> HUD EHV Dashboard, <https://www.hud.gov/ehv>, as of March 2, 2023. Last accessed on March 3, 2023.

<sup>84</sup> <https://codes.findlaw.com/ca/government-code/gov-sect-12921/>

<sup>85</sup> Los Angeles Municipal Code Ch. IV Sec. 1 Art. 5.6.1, enacted by Ordinance 186, 191, effective 1/1/2020, [http://clkrep.lacity.org/onlinedocs/2018/18-0462\\_ord\\_draft\\_06-06-2019.pdf](http://clkrep.lacity.org/onlinedocs/2018/18-0462_ord_draft_06-06-2019.pdf); Los Angeles County Code, Ch. 8.58, enacted by Ordinance 2019-0033, <http://Prrac.org/pdf/Los-Angeles-County-SOI-Ordinance.pdf>



this year showed signs of 'unlawful discrimination' against voucher holders."<sup>86</sup>

A New York Times article on February 18, 2023, added,

"Los Angeles is the capital of housing-voucher discrimination,' said Aaron Carr, the founder and executive director of Housing Rights Initiative, a national watchdog group. 'It lacks enforcement, and it lacks housing, which is a death sentence for many voucher holders.'"<sup>87</sup>

Carr was previously quoted on November 19, 2022, in the Los Angeles Times as saying Los Angeles was "a festering hotbed of housing voucher discrimination."<sup>88</sup>

The Los Angeles City Attorney, the HRC and the Los Angeles County Counsel sent some cease and desist letters to landlords who put such wording as "no Section 8 applicants" in their rental advertisements. Yet landlords for the most part use more creative but technically legal means, such as verifying an applicant's "credit-worthiness" or asking for rents higher than the voucher program pays, so as to exclude HVC/EHV tenants.<sup>89</sup>

Enforcement of source of income antidiscrimination laws generally requires a referral to HRC or a similar organization or to the City Attorney or County Counsel.<sup>90</sup> HCV/EHV applicants cannot directly file complaints.

In some cities, such as Long Beach and Santa Monica, city attorneys' offices act vigorously and quickly to assist tenants and prospective tenants in dealing with recalcitrant landlords and agents.<sup>91</sup> We were told by an expert in the area that when available lawyers vigorously pursue

---

<sup>86</sup> Khouri, Andrew, "California outlawed Section 8 housing discrimination. Why it still persists," Los Angeles Times, November 19, 2022, accessible at <https://www.latimes.com/california/story/2022-11-19/california-outlawed-section-8-housing-discrimination-why-it-still-persists> Retrieved on 12/12/2022.

<sup>87</sup> Corinna Knoll, "Precious Housing Aid, but a Frustrating Search," New York Times, February 18, 2023; see <https://www.nytimes.com/2023/02/17/us/housing-voucher-search-los-angeles.html>

<sup>88</sup> Khouri, Andrew, "California outlawed Section 8 housing discrimination. Why it still persists," Los Angeles Times, November 19, 2022, op. cit., <https://www.latimes.com/california/story/2022-11-19/california-outlawed-section-8-housing-discrimination-why-it-still-persists>

<sup>89</sup> Interviews with HACLA, LACDA and HRC employees.

<sup>90</sup> A Civil Ordinance in Section 11 of the Los Angeles city code sections prohibits discrimination by a landlord concerning the source of income for payment of rent. The code section creates a private right of action and allows suit and redress of grievances. The code defines this discrimination as a public nuisance which can be enforced either criminally or civilly. In order to reinforce in the criminal branch there has to a referral to the City Attorney's office. Interview of December 22, 2022, with a lawyer who practices in this area.

<sup>91</sup> Interview of February 14, 2023, with a lawyer who practices in the area



cases, write letters to landlords, negotiate, and act quickly, it is very effective at enforcing tenants' rights and getting them housed.<sup>92</sup>

For example, 40 out of 41 cases referred to the Santa Monica City Attorney's office, with cooperation from the referring agency, the PHA, and the Legal Aid Foundation of Los Angeles, resulted in clients getting into apartments. The remaining one is still in litigation.<sup>93</sup>

In addition, such cases can be profitable for private attorneys, as the law authorizes legal fees to be awarded in successful cases.

## **Analysis of HACLA and LACDA Methods and Results**

With respect to administration of Section 8 grants and vouchers, the jobs of HACLA and LACDA are very similar. The only significant difference is that HACLA serves the City of Los Angeles while LACDA serves unincorporated areas and cities within the County that contract with LACDA. The geography of these jurisdictions makes for unusual problems. The City's limits are shaped somewhat like a flamingo with holes for some small cities; the areas served by LACDA include some vast swathes as well as some compact areas.

HACLA and LACDA have very different success rates for EHV utilization. HACLA's low Unit Utilization rate can be attributed in part to its conservative strategy of issuing no more EHV's than allocated it by HUD and, in some cases, unnecessarily delaying inspections. In contrast, LACDA uses an aggressive strategy of "over-issuing" more EHV's than its HUD allocation. Some other PHAs in southern California also have high Unit Utilization rates.

Also, while it appears that HACLA's caseworkers handle many parts of servicing their clients, including initial qualification for the program, verifying income and other data, qualifying desired rental properties, following up with annual and biannual examinations, etc. On the other hand, LACDA employees are divided into small teams which typically deal with only one or two tasks.

While LACDA caseworkers sometimes do not have great knowledge about the aspects of their department's activities which do not directly involve them, LACDA's methods have proven to be more effective, partly

---

<sup>92</sup> Ibid.

<sup>93</sup> Interview of February 22, 2023, with a government lawyer who practices in the area.



because it is easier to train employees when their responsibilities are narrower. This may also help in the retention of employees.

California Civil Code section 12920 prohibits housing providers from discriminating against rental applicants who would pay rent using “non-traditional” sources, including HCVs and EHV. In several interviews, with staff members of HACLA and LACDA, with attorneys associated with non-profit agencies and lawyers employed by city attorneys and county counsel, we were told that HACLA and LACDA generally do not seek enforcement and instead rely on incentives to encourage landlords to allow HCV/EHV tenants to rent units from them.

Having HACLA and LACDA performing the same tasks is an unnecessary duplication of effort and results in confusion and inefficiencies. LACDA has considerably better results than HACLA in issuing EHV vouchers and moving applicants into homes. The City of Los Angeles would benefit by contracting with LACDA and thereby becoming a participating city.

HACLA’s and LACDA’s Section 8 HCV and EHV programs could be combined and administered by one agency, by agreement among the Board of Supervisors, the Los Angeles City Council and Mayor, HACLA, and LACDA.

## **FINDINGS**

### **Findings re: HACLA**

1. HACLA’s caseworkers handle many parts of servicing HCV and EHV applicants and holders; whereas LACDA’s work flow for handling HCVs and EHV uses specialized teams or departments.
2. HACLA has difficulty recruiting and retaining employees for working on HCVs and especially the EHV temporary program.
3. HACLA caseworkers sometimes do not give meaningful and prompt replies to inquiries from applicants, tenants and landlords.
4. HCV applicants and EHV homeless referrals must complete a “byzantine housing application process” and provide extensive documentation, not only of their income, but also identification and verification of citizenship, typically a birth certificate.



5. When HACLA clients reach the point of getting selected to apply for and receive Section 8 vouchers, they are given a very limited period of time in which to complete the complex application and assemble the required documentation.
6. Holders of HCVs and EHV navigate a difficult rental market and are given 180 days to find landlords who will accept their vouchers.
7. Many HCVs/EHVs go unused because initial inspections and necessary re-inspections are not done in a timely manner.
8. Despite HACLA's landlord outreach and incentive programs, many landlords remain reluctant to accept tenants using HCVs and EHV.
9. The Cecil Hotel in downtown Los Angeles and other SROs have large numbers of vacancies despite readiness and availability to accept HCV and EHV applicants.
10. HACLA's low Unit Utilization Rate can be attributed in part to HACLA's conservative strategy of issuing no more EHV than allocated it by HUD.
11. Many landlords and tenants, and even quite a few HACLA employees are unaware that FEHA prevents landlords from discriminating against tenants who plan to pay rent using government provided vouchers.
12. Although FEHA prevents landlords from discriminating against applicants and tenants who plan to pay rent using government provided vouchers, HACLA, and the Los Angeles City Attorney do little to enforce this law, and referrals for enforcement are seldom made.

### **Findings re LACDA**

13. LACDA has difficulty recruiting and retaining employees for working on HCVs and especially the EHV temporary program.
14. HCV applicants and EHV homeless referrals must complete a "byzantine housing application process" and provide extensive documentation, not only of their income, but also identification and verification of citizenship, typically a birth certificate.



15. When LACDA clients reach the point of getting selected to apply for and receive Section 8 vouchers, they are given a very limited period of time in which to complete the complex application and assemble the required documentation.
16. Holders of HCVs and EHV's navigate a difficult rental market and are given only 180 days to find landlords who will accept their vouchers.
17. Despite LACDA's landlord outreach and incentive programs, many landlords remain reluctant to accept tenants using HCVs and EHV's.
18. Many landlords, tenants, and LACDA employees are unaware that FEHA prevents landlords from discriminating against tenants who plan to pay rent using HCVs or EHV's.
19. Although FEHA prevents landlords from discriminating against applicants and tenants who plan to pay rent using government provided vouchers, LACDA and the Los Angeles County Counsel do little to enforce this law, and referrals for enforcement are seldom made.

### **Findings related to multiple agencies**

20. Having HACLA and LACDA performing the same tasks is an unnecessary duplication of effort and results in confusion and numerous inefficiencies.
21. LACDA has had considerably better results than HACLA in issuing vouchers and moving applicants into homes.
22. HACLA's and LACDA's Section 8 HCV and EHV programs could be combined into one agency by agreement among the Board of Supervisors, the Los Angeles City Council and Mayor, HACLA, and LACDA. Already, numerous cities contract with LACDA to manage Section 8 programs.



## RECOMMENDATIONS

### Recommendations for HACLA

- 1.1 HACLA should consider adopting LACDA's work flow for handling HCVs and EHVs, using specialized teams.
- 1.2 HACLA should consider using temporary workers to perform routine tasks and process paperwork that involve little or no client interface. When hiring, it should also explore recruiting non-traditional employees, such as retired people.
- 1.3 HACLA should develop methods to assure that inquiries and complaints regarding Section 8 vouchers get meaningful responses within two business days.
- 1.4 HACLA's Section 8 application forms and instructions should be shortened and simplified.
- 1.5 HACLA should give applicants forms and instructions, along with appropriate assistance, in time so that the applications can be ready for filing and review at the earliest possible times well before their names come up for vouchers.
- 1.6 HACLA should partner or leverage outside housing specialists to assist clients in navigating the complex process of applying for Section 8 vouchers.
- 1.7 HACLA should schedule inspections at the earliest possible time when it appears that they will be necessary, even if applications and other details have not been completed.
- 1.8 HACLA should creatively use HUD service fees as landlord incentives, including housing search assistance, application fees, utility hook-up charges, security deposit assistance and a landlord mitigation fund.
- 1.9 HACLA should arrange to have many units in a SRO building inspected at one time, so that several units can be leased without inspectors duplicating efforts and making numerous separate trips to the site.



- 1.10 HACLA should consider implementing LACDA's more aggressive method of over-issuing EHV vouchers.
- 1.11 HACLA should provide easy to read and understand written information about FEHA's anti-discrimination provisions to landlords and tenants, and should schedule seminars and/or webinars to educate the public on this topic.
- 1.12 HACLA supervisors and caseworkers should be taught about FEHA and related local ordinances and should be trained on how and when to make referrals to the City Attorney or to HRC.

### **FISCAL IMPACT STATEMENT**

The Civil Grand Jury anticipates that any costs for most of the changes in Recommendations 1-11 will be *de minimis* and are likely to improve effectiveness of the programs. Some of them should result in some savings. Implementing Recommendation 12 likely will result in some expense for training and supervision, but it should result in increased benefits.

### **Recommendations for LACDA**

- 1.13 LACDA should explore recruiting temporary workers to perform routine tasks and process paperwork that involve little or no client interface. It should also explore hiring non-traditional employees, such as retired people.
- 1.14 LACDA's Section 8 application forms and instructions should be shortened and simplified.
- 1.15 LACDA should give applicants forms and instructions, along with appropriate assistance, in time so that the applications can be ready for filing and review at the earliest possible time, well before their names come up for vouchers.
- 1.16 LACDA should partner or leverage outside housing specialists to assist clients in navigating the complex process of applying for Section 8 vouchers.
- 1.17 LACDA should creatively use HUD service fees as landlord incentives, including housing search assistance, application fees, utility hook-up charges, security deposit assistance, and landlord mitigation fund.





- 1.18 LACDA should provide easy to read and understand written information about FEHA's anti-discrimination provisions to landlords and tenants and should schedule seminars and/or webinars to educate the public on this topic.
- 1.19 LACDA caseworkers and supervisors should be taught about FEHA and related local ordinances and should be trained on how and when to make referrals to the Los Angeles County Counsel or to HRC.

### **FISCAL IMPACT STATEMENT**

The Civil Grand Jury anticipates that any costs for most of the changes in Recommendations 13-18 will be *de minimis* and are likely to improve effectiveness of the programs. Some of them should result in some savings. Implementing Recommendation 19 likely will result in some expense for training and supervision, but it should result in increased benefits.

### **Recommendation for more than one agency:**

- 1.20 HACLA's and LACDA's HCV and EHV programs should be administered by one agency by agreement among the Board of Supervisors, the Los Angeles City Council and Mayor, HACLA, and LACDA. This will eliminate unnecessary duplication of effort and expense, enable Los Angeles residents to use an agency with a demonstrated excellent track record and promote efficiency. This recommendation relates to Findings 20, 21 and 22, and each of them.

### **FISCAL IMPACT STATEMENT**

Studying and implementing Recommendation 20 likely will have some considerable expense but may result in dramatically increased efficiency and effectiveness, resulting in lower costs and greater benefits for the communities involved.



## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles Board of Supervisors	1.20
Housing Authority of the City of Los Angeles	1.1-1.12, 1.20
Los Angeles City Council	1.20
Los Angeles County Development Authority	1.13-1.20
Los Angeles Mayor	1.20



## ACRONYMS

<b>ARPA</b>	American Rescue Plan Act of 2021
<b>CES</b>	Coordinated entry system
<b>CoC</b>	Continuum of Care
<b>EHV</b>	Emergency Housing Voucher
<b>FEHA</b>	Fair Housing and Employment Act
<b>FMR</b>	Fair Market Rental value
<b>FY</b>	Fiscal year
<b>HACLA</b>	Housing Authority of the City of Los Angeles
<b>HCV</b>	Housing Choice Voucher
<b>HRC</b>	Housing Rights Center
<b>HUD</b>	U.S. Department of Housing and Urban Development
<b>LACDA</b>	Los Angeles County Development Authority
<b>LAHSA</b>	Los Angeles Homeless Services Authority
<b>PHA</b>	Public housing authority
<b>PBV</b>	Project-based voucher
<b>SRO</b>	Single room occupancy
<b>VAWA</b>	Violence Against Women Act
<b>VI-SPDAT</b>	Vulnerability Index – Service Prioritization Decision Assistant Tool



## DOCUMENT SOURCES

Department of Fair Employment and Housing, Source of Income FAQ  
HACLA, Build Hope: Investing in People and Place, August 2022  
HACLA Fact Sheet  
Housing Quality Standards (HQS) – Frequently Asked Questions  
Section 8 Waiting List, HACLA

### Websites:

American Rescue Plan Act of 2021: [www.congress.gov/bill/117th-congress/house-bill/1319/text](http://www.congress.gov/bill/117th-congress/house-bill/1319/text)  
California Civil Rights Department: [www.calcivilrights.ca.gov](http://www.calcivilrights.ca.gov)  
Center on Budget and Policy Priorities: [www.cbpp.org](http://www.cbpp.org)  
Cornell Law School Legal Information Institute: U.S. Code: <https://www.law.cornell.edu/uscode/text>  
Everyone Home: [www.everyonehome.org](http://www.everyonehome.org)  
HACLA: [www.hacla.org](http://www.hacla.org)  
HUD: [www.hud.gov](http://www.hud.gov)  
LACDA: [www.lacda.org](http://www.lacda.org)  
LAHSA: [www.lahsa.org](http://www.lahsa.org)  
LAist, News: <https://laist.com/news/housing-homelessness>  
Legal Definitions Dictionary: [www.lawinsider.com/dictionary/](http://www.lawinsider.com/dictionary/)  
Los Angeles Housing Department: [www.housing.lacity.org/](http://www.housing.lacity.org/)  
Los Angeles Times: [www.latimes.com](http://www.latimes.com)  
Results for America: [www.results4america.org](http://www.results4america.org)  
Wikipedia, Section 8 (housing): [https://en.wikipedia.org/wiki/Section\\_8\\_\(housing\)](https://en.wikipedia.org/wiki/Section_8_(housing))  
Yo! Venice, "Time to Abolish LAHSA Is Now!" by Nick Antonicello: [www.yovenice.com/2022/09/26/column-time-to-abolish-lahsa-is-now](http://www.yovenice.com/2022/09/26/column-time-to-abolish-lahsa-is-now)

## COMMITTEE MEMBERS

James Bukowski	Chairperson
Norman Green	Co-Chairperson
Michael Padilla	Secretary
Jenalea Smith	



## APPENDICES

- Appendix 1. HUD, FY 2022 Income Limits Documentation System
- Appendix 2. HUD, Housing Quality Standards (HQS) -- Frequently Asked Questions
- Appendix 3. HUD, Section 8 Voucher Payment Standards Effective November 1, 2022
- Appendix 4. LAHSA, Emergency Housing Vouchers
- Appendix 5. LAHSA, Emergency Housing Vouchers (EHV) Frequently Asked Questions
- Appendix 6. The HCV and EHV Lease-Up Process
- Appendix 7. Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT).
- Appendix 8. HACLA Fact Sheet
- Appendix 9. HACLA, Financial Resources Planned Sources and Uses
- Appendix 10. HACLA, EHV Application Coversheet and Checklist
- Appendix 11. HACLA, EHV Recently Homeless Certification
- Appendix 12. HACLA, Section 8 Family Obligations
- Appendix 13. HACLA, Small Area Fair Market Rents
- Appendix 14. HACLA Section 8 Waiting List
- Appendix 15. Hotel Cecil
- Appendix 16. Welcome to the LACDA Applicant Registration Portal
- Appendix 17. LACDA EHV Program, Got Units? Get Incentives.
- Appendix 18. HRC, Section 8 & Source of Income Protections



## Appendix 1

FY 2022 Income Limit Area	Median Family Income <a href="#">Click for More Detail</a>	FY 2022 Income Limit Category	Persons in Family							
			1	2	3	4	5	6	7	8
<b>Los Angeles-Long Beach-Glendale, CA HUD Metro FMR Area</b>	\$91,100	Very Low (50%) Income Limits (\$) <a href="#">Click for More Detail</a>	41,700	47,650	53,600	<b>59,550</b>	64,350	69,100	73,850	78,650
		Extremely Low Income Limits (\$)* <a href="#">Click for More Detail</a>	25,050	28,600	32,200	<b>35,750</b>	38,650	41,500	44,350	47,200
		Low (80%) Income Limits (\$) <a href="#">Click for More Detail</a>	66,750	76,250	85,800	<b>95,300</b>	102,950	110,550	118,200	125,800

**NOTE:** HUD generally uses the Office of Management and Budget (OMB) area definitions in the calculation of income limit program parameters. However, to ensure that program parameters do not vary significantly due to area definition changes, HUD has used custom geographic definitions for the **Los Angeles-Long Beach-Glendale, CA HUD Metro FMR Area**.

The **Los Angeles-Long Beach-Glendale, CA HUD Metro FMR Area** contains the following areas: Los Angeles County, CA;



## Appendix 2

### Housing Quality Standards (HQS) – Frequently Asked Questions

#### What is the purpose of Housing Quality Standards?

The goal of the Housing Choice Voucher (HCV) program is to provide “decent, safe and sanitary” housing at an affordable cost to low-income families. Housing Quality Standards help HUD and local Public Housing Authorities (PHAs) accomplish that goal by defining “standard housing” and establishing the minimum quality criteria necessary for the health and safety of program participants. All HCV housing units must meet these housing quality standards in order to participate in the HCV program.

#### What are the 13 key aspects of housing quality covered by performance requirements and acceptability criteria in the HQS?

The 13 key aspects of housing quality covered by the HQS include:

- Sanitary facilities;
- Food preparation and refuse disposal;
- Space and security;
- Thermal environment;
- Illumination and electricity;
- Structure and materials;
- Interior air quality;
- Water supply;
- Lead-based paint;
- Access;
- Site and neighborhood;
- Sanitary condition; and
- Smoke Detectors.

#### How are Housing Quality Standards enforced?

HQS inspections are conducted by PHA staff and contractors to ensure that potential and current HCV housing units meet the minimum performance and acceptability criteria for each of the 13 key housing quality aspects.

#### When do HQS inspections occur?

HQS inspections come in three different varieties. *Initial Inspections* occur when a voucher holder indicates to their PHA that they desire to lease a specific housing unit. The unit must pass the initial inspection before the execution of the assisted lease and housing assistance payments (HAP) contract and the initiation of payments. *Annual Inspections* occur once a year on housing units that are currently under lease by an HCV participant family. Annual inspections ensure that HCV housing units continue to meet HQS throughout the tenancy of the HCV participant family. *Special Inspections* may be complaint inspections or quality control inspections. Complaint inspections occur when a tenant, owner, or member of the public complains about the condition of an HCV housing unit. Quality control inspections examine a sample of housing units within a given PHA’s jurisdiction each year and occur throughout the year.

#### Where can I read more about Housing Quality Standards?

Please see [Chapter 10](#) of the [Housing Choice Voucher Program Guidebook](#) for more information on HQS.

#### What regulations cover Housing Quality Standards?

Regulations are found at [24 CFR 982](#).



## Appendix 3

### SECTION 8 VOUCHER

#### PAYMENT STANDARDS Effective November 1, 2022<sup>1</sup>

A unit exception above 110% up to 120% of the FY2021 40th percentile as a reasonable accommodation for a family containing a person with a disability must have the prior written approval of the Director of Section 8. Exceptions above 120% must have the prior written approval of HUD Los Angeles Field Office.

The disability must be verified in writing by a physician or medical provider and the unit must provide an accommodation required by the medical condition.

Bedroom Size	FFY 2023 FMR	Payment Standard (2022-11-01 Contr 2023-01-01 Reexam)
SRO	\$1,150	\$1,380
0	\$1,534	\$1,840
1	\$1,747	\$2,096
2	\$2,222	\$2,666
3	\$2,888	\$3,465
4	\$3,170	\$3,804
5	\$3,645	\$4,374
6	\$4,121	\$4,945

Regardless of its location, or whether the unit is providing a reasonable accommodation, the unit's rent can **never** be higher than the comparable rents determined by the Housing Authority.

FAMILY SHARE REMINDER: At the starting date of the initial HAP contract for a unit (lease-in-place or otherwise) **if the Gross Rent is higher than the appropriate payment standard**, the family share cannot be greater than 40% of the family's adjusted monthly income. If the family is recontracting in the **exact same** unit as the old HAP contract, the family share can exceed 40%. This is a statutory and regulatory requirement. There are absolutely no exceptions and HUD headquarters (D.C.) cannot grant a waiver on this matter. **Family Share is Gross Rent minus the HAP.** (24 CFR 982.515)

#### FOR OFFICE USE ONLY

<sup>1</sup> Payment Standards are set at 120% of the FY2023 Final Fair Market Rents (FMR). Effective November 1, 2022 for vouchers issued for initial contracting and recontracting. For continuing participants the VPS will be used to calculate the HAP for annual reexaminations effective January 1, 2023.





## Appendix 4

Los Angeles Homeless Services Authority | Emergency Housing Vouchers



# Emergency Housing Vouchers

The American Rescue Plan has allocated nearly 7,000 **Emergency Housing Vouchers (EHVs)** to the Housing Authority of the City of Los Angeles (HACLA), the Los Angeles County Development Authority (LACDA), and most of the other smaller Public Housing Authority Agencies (PHAs) in the County.

EHVs are similar to a “Section 8 Voucher” or a “Housing Choice Voucher”, and do not include any services. Therefore, providing or coordinating with services will be important in applying for and using the voucher.

**85% of all vouchers must be issued by July 2022, and 100% of all vouchers must be issued by September 2023, so we encourage you to refer as many eligible participants as possible to EHVs.**

### Voucher Eligibility

- At least one person in the household must have **legal documentation status**
- No one in the household convicted of **manufacturing methamphetamine** in federal housing (some exceptions under Violence Against Women Act (VAWA))
- No **registered sex offenders**

### Voucher Details

- Fair market rent waivers available
- Housing Quality Standards allowable for participants ‘leasing in place’
- Self-certifications allowed for: ID, social security, date of birth, income
- Self-certifications allowed for: owner inspections

### Eligible individual/household types:

#### Individuals fleeing/attempting to flee: domestic violence, dating violence, sexual assault, stalking, human trafficking

- Households seeking an emergency transfer through the Interim LAHSA Emergency Transfer Plan under VAWA or through the Emergency Transfer Plan of another Continuum of Care (CoC) that participates in the LA County Coordinated Entry System (CES).
- Unhoused or housed households that are survivors of domestic violence, dating violence, sexual assault, stalking, or human trafficking, as defined under Homeless Emergency Assistance and Rapid Transition to Housing Act (HEARTH Act), VAWA and the Trafficking Victims Protection Act (TVPA).

### Homeless

- Households in interim housing whose sites are closing
- Households with long-term enrollment in interim housing
- Households enrolled in programs that offer navigation, case management, and/or post-lease up retention services

### Recently Homeless or at-risk of homelessness

- Households enrolled in time-limited subsidy programs who need a permanent housing resource in order to achieve or maintain housing stability. This includes, but is not limited to, households for whom a “lease-in-place” strategy could be used.



## Appendix 5

Los Angeles Homeless Services Authority | Emergency Housing Vouchers



# Emergency Housing Vouchers (EHV) Frequently Asked Questions

Updated July 28, 2021

<p><b>1</b> How many vouchers are there in total?</p> <p>There are approximately 6,800 vouchers across all Public Housing Authorities (PHAs) across Los Angeles City and County.</p>	<p><b>6</b> Do EHV's come with supportive services?</p> <p>No. Supportive services were not included with these vouchers, so any supportive services needed to support the application and housing search and placement process will need to be provided or leveraged.</p> <p>Until additional service slots can be guaranteed, participants who do not require ongoing supportive services are ideal for this opportunity.</p>
<p><b>2</b> How long do EHV's last?</p> <p>While EHV's are currently set to expire in 2030, EHV's should be considered a permanent housing resource. It is anticipated that other funding or resources will become available for persons housed with EHV's before the expiration date.</p>	<p><b>7</b> Will there be additional services added to these vouchers?</p> <p>System funders are working to increase and align resources to provide additional services for EHV's. However, service commitments are limited at this time.</p>
<p><b>3</b> When do vouchers need to be leased?</p> <p>Vouchers need to be leased up by September 2023. Any vouchers that have been issued but are not yet leased by September 2023 will no longer be valid or usable for housing.</p>	<p><b>8</b> Is equity being considered when matching these resources throughout the County?</p> <p>Yes, LAHSA is working with partners and providers on equity strategies to ensure equitable allocations of EHV's.</p>
<p><b>4</b> Who are the target populations eligible for these vouchers?</p> <p>Priority Groups A-1 and A-2 will be prioritized first. In the absence of participants from Priority Groups A-1 and A-2, Priority Groups B and C will be considered for referral and will be notified via email.</p> <p>For a detailed breakdown of the priority groups, please see the EVH PPT <a href="#">here</a>.</p>	<p><b>9</b> How do I refer participants to EHV?</p> <p>HMIS-participating agencies should complete a "Housing Voucher Interest Assessment" (found under the participant's "Assessments" tab on their Clarity profiles). Paper assessment forms are no longer accepted as of July 21, 2021.</p>
<p><b>5</b> Can an EHV be used by any population?</p> <p>Yes, vouchers can be used by adults (18+), families (households with a child under 18), and youth (16-24)</p>	<p><b>10</b> If a case manager already completed the PDF/paper Interest Survey for Housing Choice Vouchers (HCV), do they need to complete and submit another form?</p> <p>No.</p>



## Appendix 6, The HCV and EHV Lease-Up Process

1. Application
  - Apply online during specific time period. It may take several years to receive an HCV; sooner for an EHV. Client encouraged to make sure contact information stays current.
  - Preferences are established: address, income, age, (Homeless, Veteran, etc.)
2. Voucher available
  - Income verification
  - Criminal Background Check
  - Social Security card, Birth Certificate
  - Preferences verified (e.g. Proof of Homelessness)
  - How many people in household and their supporting documentation
  - **Generally the deadline is 2-3 weeks to submit all documentation requested** (emphasis added), or forfeit your Voucher
4. Issuance
  - Client Orientation on expectations of the program requirements to remain in good standing. Example, no extra people living with you, report change of income, abide by lease agreement, etc.
  - Client receives a brief listing of potential Owners who may have available units. It is Client's responsibility to find a unit. Depending on program there may be Move-In assistance available.
  - Client receives Request for Tenancy Approval packet, which shows how much rent HACLA will pay per month. This packet is to be given to potential Owner to fill out and submit to Case Worker
  - Client is given a deadline of how long they have to find a place before Voucher expires. If Client is having a problem securing a rental they should request a Time Extension.
  - Annual Recertification is explained to Client.
  - Client is informed that once they secure a place, they agree to remain leased for a period of one year, before they can request to be Ported out to a different PHA.
5. Client finds a Landlord
  - Owner must submit Request for Tenancy Approval packet to Case Worker
  - A scheduled inspection of property. This is yearly, unless PHA decides it's only with rent increase request
  - Owner is informed on Rent Increase request process
  - Owner is informed of how the program works and registration requirements, if necessary
6. Leased Agreement between Client and Owner
  - Client and Tenant are both encouraged to communicate any issues first with each other. If an issue isn't resolved they can involve the Case worker; they are encouraged to put everything in writing.



## Appendix 7

**VULNERABILITY INDEX - SERVICE PRIORITIZATION DECISION ASSISTANCE TOOL (VI-SPDAT)**

SINGLE ADULTS

AMERICAN VERSION 2.0

### A. History of Housing and Homelessness

1. Where do you sleep most frequently? (check one)
- Shelters
  - Transitional Housing
  - Safe Haven
  - Outdoors**
  - Other (specify):** \_\_\_\_\_
  - Refused**

IF THE PERSON ANSWERS ANYTHING OTHER THAN "SHELTER", "TRANSITIONAL HOUSING", OR "SAFE HAVEN", THEN SCORE 1. **SCORE:**  
1

2. How long has it been since you lived in permanent stable housing? \_\_\_\_\_ Years  Refused

3. In the last three years, how many times have you been homeless? \_\_\_\_\_  Refused

IF THE PERSON HAS EXPERIENCED 1 OR MORE CONSECUTIVE YEARS OF HOMELESSNESS, AND/OR 4+ EPISODES OF HOMELESSNESS, THEN SCORE 1. **SCORE:**  
0

### B. Risks

4. In the past six months, how many times have you...
- a) Received health care at an emergency department/room? \_\_\_\_\_  Refused
  - b) Taken an ambulance to the hospital? \_\_\_\_\_  Refused
  - c) Been hospitalized as an inpatient? \_\_\_\_\_  Refused
  - d) Used a crisis service, including sexual assault crisis, mental health crisis, family/intimate violence, distress centers and suicide prevention hotlines? \_\_\_\_\_  Refused
  - e) Talked to police because you witnessed a crime, were the victim of a crime, or the alleged perpetrator of a crime or because the police told you that you must move along? \_\_\_\_\_  Refused
  - f) Stayed one or more nights in a holding cell, jail or prison, whether that was a short-term stay like the drunk tank, a longer stay for a more serious offence, or anything in between? \_\_\_\_\_  Refused

IF THE TOTAL NUMBER OF INTERACTIONS EQUALS 4 OR MORE, THEN SCORE 1 FOR EMERGENCY SERVICE USE. **SCORE:**  
0

5. Have you been attacked or beaten up since you've become homeless?  Y  N  Refused
6. Have you threatened to or tried to harm yourself or anyone else in the last year?  Y  N  Refused

IF "YES" TO ANY OF THE ABOVE, THEN SCORE 1 FOR RISK OF HARM. **SCORE:**  
0



## Appendix 8



# FACT SHEET

The Housing Authority of the City of Los Angeles (HACLA) was established in 1938 by City of Los Angeles Resolution No. 1241. HACLA has grown to become one of the nation's largest and leading public housing authorities, providing the largest supply of quality affordable housing to residents of the City of Los Angeles.

HACLA's annual budget is more than \$ 1.84 billion. Its funds come from six main sources: Section 8 housing assistance payments and Section 8 administrative fees, L.A. LOMOD's Performance-Based Contract Administration (PBCA) program, public housing operating subsidy, rent revenues (public housing and asset management), public housing capital fund, and other grants from various sources. HACLA continues to explore alternative funding sources and has built numerous key partnerships with City and State agencies, nonprofit foundations, community-based organizations and private developers.

## Section 8

The Section 8 Program last opened its Waiting List on October 16, 2017, through October 29, 2017. A total of 187,804 HACLA Section 8 Waiting List Lottery applications were received, representing 457,642 total household members. On December 1, 2017 a lottery was conducted to select the 20,000 applicants (48,537 total household members) for the waitlist per HACLA's preferences. As of October 15, 2021, HACLA has 5,897 people left on its Waiting List.

### RENTAL HOUSING ASSISTANCE

Section 8 Vouchers and Certificates: 60,355 total

- 4,615 HUD-VASH (Veterans Affairs Supportive Housing)
- 4,320 CoC (Continuum of Care)
- 1,230 Mod-Rehab/Mod SRO (Moderate Rehabilitation/Single Room Occupancy)
- 240 HOPWA (Housing Opportunities for Persons With AIDS)
- 37 MDV (Mobility Demonstration Vouchers)
- 3,365 EHV (Emergency Housing Vouchers)
- 46,548 All other voucher funded assistance

### HOMELESS INITIATIVES PROGRAMS

Homeless Initiatives Program Vouchers/Certificates: 26,134 total committed, representing 43% of HACLA's voucher/certificate allocation.

- 4,111 Homeless Program
- 4,615 Veterans Affairs Supportive Housing
- 800 Tenant-Based Supportive Housing
- 4,320 Continuum of Care
- 7,449 Permanent Supportive Housing PBV
- 974 Moderate Rehabilitation SRO
- 500 Homeless Veterans Initiative
- 3,365 Emergency Housing Vouchers

### CLIENT DEMOGRAPHICS

Section 8 Clients: 80,928 total with \$18,039 average family income.

#### Age

- Ages 0-5: 4,797
- Ages 6-17: 16,628
- Ages 18-50: 26,902
- Ages 51-61: 12,148
- Ages 62-82: 17,792
- Ages 83+: 2,661

#### Race

- 44% White
- 52% Black/African American
- 3% Asian
- 1% Native American

#### Ethnicity

- 23% Hispanic/Latino
- 77% Non-Hispanic/Latino



## Appendix 9

Financial Resources

<b>Financial Resources</b> Planned Sources and Uses		
Sources	Planned \$	Planned Uses
<b>1. Federal Grants (FY 2022 grants)</b>		
a) Public Housing Operating Fund	\$25,770,374	Operations
b) Public Housing Capital Fund	\$24,558,367	Capital Improvements
c) Annual Contributions for Section 8 Tenant-Based Assistance	\$734,019,847	Housing Assistance
<b>2. Other Federal Grants</b>		
a) HOPWA, Moderate Rehab, Continuum of Care, Supportive Housing, Family Self-Sufficiency	\$63,814,122	Housing Assistance
b) MultiFamily Service Coordinators	\$371,910	Resident Services
c) WIOA Cluster (Adult, Youth, Dislocated Worker)	\$974,759	Workforce Training
d) Choice Neighborhood Implementation	\$985,968	Capital Improvements
e) Temporary Assistance for Needy Families	\$97,800	Workforce Training
<b>3. Public Housing Dwelling Rental Income</b>	\$37,803,423	Operations
<b>4. Non-Federal Sources</b>		
a) Payment in Lieu of Taxes	\$2,829,671	Resident Services and Safety
b) AB 1913 Housing Based Day Supervision	\$528,793	Resident Youth
c) Transformative Climate Communities	\$2,000,000	Watts Neighborhood Development
<b>Total Resources</b>		
	<b>\$893,775,034</b>	



## Appendix 10



**EHV**

### APPLICATION COVERSHEET AND CHECKLIST

The forms listed under 1 through 9 are required for every applicant under the **Section 8 Emergency Voucher (EHV) Program**. In order for the Housing Authority to expedite the process of reviewing and approving your referrals, forms have to be completed thoroughly, signed and dated.

#### Application Coversheet

1.  Transmittal Form or CES Print Out
2.  Verification of Program Eligibility
3.  Reminder to Families to Provide True and Complete Information
4.  RE – 73S8-EHV Request for Criminal History Sign, date & complete all spaces. All Adults.
5.  Core Application  Authorization For Release of Information  HUD – 9886 Authorization for Release of Information / Privacy Act Notice  HUD – 92006 Supplement to Application for Federally Assisted Housing  HA Authorization to Release Information  HUD – 52675 Debts Owed to Public Housing Agencies and Terminations  NC – 100 Declaration of Citizenship / Eligible Immigration Status  NC – 101 Consent Form To Verify Immigration Status with USCIS
6.  HAPP-149 Section 8 Family Obligations
7.  504-02 Reasonable Accommodation Form
8.  RE-DPSS Authorization Form
9.  LEP – 02 Limited English Proficiency Notice

#### Income and Assets

**The EHV Program allows for self-certifications to report income and/or assets to expedite the issuance of a voucher when documentation is not readily available. The Housing Authority will confirm/validate family income reported using the Enterprise Income Verification (EIV) within 90 days of the lease start date.**

- Employment:** Two most recent and consecutive check stubs
- AFDC/Cal Works and/or General Relief/CAPI/Cal-Fresh:** Current Notice of Action / Verification of Benefits
- Social Security/Supplemental Security Income:** Current Award Letter
- Pension/Annuity:** Current Award Letter
- Unemployment/State Disability Insurance:** Current Award Letter / Most recent and consecutive check stubs
- Child Support:** Payment History Chart / Most recent and consecutive check stubs
- Adoption/Foster Care/Kin-Gap:** Assistance Payment Letter
- Self Employed/Own Business:** All pages of most recent year Tax Returns, W'2s & 1099s
- Bank Accounts:** Most recent bank statement for all accounts (All Pages)
- Life Insurance:** All pages of each policy

#### Identification Documents

**The EHV Program allows for self-certifications to report proof of birth and Social Security numbers to expedite the issuance of a voucher when documentation is not readily available. The Housing Authority will confirm/validate family information reported using the Enterprise Income Verification (EIV) within 90 days of the lease start date.**

- Valid Government Issued Identification (All Adults 18 & over)**
- VA ID & DD-214 (if valid Govt-issued ID and/or SS card is not available)**
- Permanent Residence Card (If Applicable)**
- Social Security Card (All Household Members)**
- Birth Certificates (All Minors)**



HACLA makes Reasonable Accommodations for Persons with Disabilities

TTY Phone Number: 213-252-5313





# Appendix 11



## EMERGENCY HOUSING VOUCHER (EHV) RECENTLY HOMELESS CERTIFICATION

**Instructions on the Provider's Certification:**

- 1) Complete only ONE certification form that corresponds to the applicant/family's EHV required eligibility criteria:
  - a. Homeless
  - b. Recently Homeless
  - c. At Risk of becoming Homeless
  - d. Victims of Domestic Violence / Victims of Human Trafficking
- 2) Check only the box(es) on the form that applies.
- 3) Sign on the signature line that corresponds to the box selected.

EHV Applicant Name: Cindy Mack

Number of persons in the household: 1

This is to certify that the above-named individual or household meets the following criteria based on the check mark, other indicated information, and signature indicating their current living situation.

Living Situation: Recently Homeless

The person(s) named above is/are currently receiving financial and supportive services for persons who are homeless. Loss of such assistance would result in a return to homelessness (ex. Households in Rapid Rehousing Programs, residents of Permanent Supportive Housing Programs participating in Moving On, etc.)

Immediately prior to entering the household's current living situation, the person(s) named above was/were residing in:

Emergency Shelter OR  A place unfit for human habitation

*This referring agency must appear on the CoC's Housing Inventory Chart submitted as part of the most recent CoC Homeless Assistance application to HUD or otherwise be recognized by the CoC as part of the CoC Inventory.*

Authorized Agency Representative Name: Jill Perez - PATH  
(please print)

Signature: J. Perez

Date: 9/6/2021



HACLA makes Reasonable Accommodations for Persons with Disabilities

TTY Phone Number: 213-252-5313



EHV-03 Rev 08-2021





Appendix 12 (2 Pages)



HOUSING AUTHORITY OF THE CITY OF LOS ANGELES  
SECTION 8 ASSISTED HOUSING PROGRAM

SECTION 8 FAMILY OBLIGATIONS

When your unit is approved and the Housing Assistance Payments (HAP) contract is signed, your family must follow the rules listed below.

**A. THE FAMILY MUST:**

1. Provide CORRECT AND ACCURATE INFORMATION, including proof of CITIZENSHIP or eligible IMMIGRATION status, and records about your INCOME and the income of all family members living with you. You must report all income such as wages, unemployment benefits, child support, Social Security, SSI, pensions and all ASSETS such as bank accounts, stocks, bonds, property ownership, whether or not you have income from them. (Live-in aides are exempt from providing information regarding income)
2. Provide any INFORMATION that the Housing Authority or HUD tells you is needed for any reexamination of family income and composition. You and all adult family members must sign forms that allow us to verify income, asset and other information required by the Housing Authority. (Live-in aides are exempt from providing income information.)
3. Provide and verify SOCIAL SECURITY NUMBERS for all members of your family including live-in aide. This requirement does not apply to individuals who do not contend eligible immigration status.
4. Provide TRUE and COMPLETE information.
5. PAY gas, electric, water or any other utility bill for which you are responsible. PROVIDE and keep in repair any appliances such as a stove or refrigerator which the owner does not provide. REPAIR or pay for damage to the unit caused by any household member or guest. Pay your portion of the rent on time.
6. Allow the Housing Authority to INSPECT your unit at reasonable times after reasonable notice. We will inspect your unit at least once a year.
7. NOTIFY the Housing Authority and the owner IN WRITING before moving out of the unit, or ending the lease. You must get a new voucher before you can move with Section 8. You must give at least 30 days WRITTEN NOTICE if you plan to move from your unit.
8. Immediately give the Housing Authority a copy of any EVICTION NOTICE.
9. Use the section 8 unit as a place to live and ALLOW ONLY THE PEOPLE AUTHORIZED BY THE HOUSING AUTHORITY TO LIVE THERE. The unit must be a family's only place of living.
10. Immediately TELL the Housing Authority of the birth, adoption or court-awarded custody of a child. You must ask for and get WRITTEN APPROVAL before any other person (including family members, foster children or live-in aides) can live with you.
11. Immediately NOTIFY the Housing Authority IN WRITING if someone moves out or no longer lives in the unit.
12. Give the Housing Authority any information needed to prove that you or other family members are living in the unit or have moved out of the unit. (You must NOTIFY the Housing Authority of any time that you are away from the unit or expect to be away for more than thirty days.)

**B. THE FAMILY MUST NOT:**

1. COMMIT any serious or repeated VIOLATION OF THE LEASE.
2. Use your unit mainly as a place of business rather than as a place to live.
3. SIGN OVER the lease to someone else or GIVE the unit to someone else.
4. SUBLEASE or LEASE or charge someone else rent for the unit or a part of the unit.
5. BE AN OWNER of the unit you are living in (unless it is a mobile home) or have any interest in the unit.
6. Commit any FRAUD, bribery or any other corrupt or criminal act in connection with the program. Section 487i of the California Penal Code states that any person who defrauds a housing program of a public housing authority of more than four hundred dollars (\$400) is guilty of grand theft.

CONTINUED ON BACK

All members of your family 18 years of age or older must sign this form.

<i>Cindy Mack</i>	_____	_____
Signature	Signature	Signature
_____	_____	_____
Date 9/6/2021	Date	Date



**THE FAMILY MUST NOT (continued):**

7. GIVE THE LANDLORD any secret or "under-the-table" money or pay more rent than the Housing Authority allows. If a landlord asks you to pay extra rent, notify your Section 8 Advisor at once.
8. USE DRUGS or take part in other DRUG-RELATED CRIMINAL ACTIVITY or in VIOLENT CRIMINAL ACTIVITY. The family must not participate in any other criminal activity that threatens the health, safety or right to peaceful enjoyment of other residents and persons residing in the area near your unit. This applies to your entire household, whether or not you personally take part in the activity or even know about it.
9. ABUSE ALCOHOL in a way that threatens the health, safety or right to peaceful enjoyment of other residents and persons residing near your unit.
10. RECEIVE ANY OTHER HOUSING ASSISTANCE (SUBSIDY) either to live in YOUR UNIT or to LIVE ELSEWHERE while you have Section 8 with us.

**GROUNDNS FOR DENIAL OR TERMINATION OF ASSISTANCE**

**The Housing Authority may deny or take away your Section 8 for any of the following:**

1. If you and the members of your household do not follow the family obligations listed above.
2. If as an applicant you or any member of your household is required to have a criminal history record check, but does not sign the consent form or refuses to provide fingerprints if needed.
3. If you or any member of your household must register as a sex offender in any State.
4. If you or any member of your household ever produced or manufactured methamphetamine on the premises of federally assisted housing.
5. If you or any member of your household currently illegally uses drugs, or has a pattern of illegal use that may threaten the health, safety or right to peaceful enjoyment of the premises by other residents, or if you are evicted or convicted for drug related criminal activity.
6. If you or any member of your household abuses alcohol or has a pattern of abuse that threatens the health, safety or right to peaceful enjoyment of the premises by other residents, or if you are evicted for reasons related to alcohol abuse.
7. If you or any member of your household was evicted or removed for good reason from any of our assisted housing programs (including Section 8) within 5 years of your application interview.
8. If you or any member of your household commits fraud, bribery or any other corrupt or criminal act in connection with any federal housing program or has done such things within 10 years of your application interview.
9. If you or any household member owes rent or other amounts to any housing authority in connection with Section 8 or public housing assistance or has not repaid a housing authority for money paid to an owner under a Housing Assistance Payments Contract for rent, damages to the unit or other amounts owed under the lease.
10. If your family breaks a repayment agreement with this or any other housing authority to pay amounts you owe to the housing authority.
11. If you or any member of your household is abusive or violent or makes threats against any Housing Authority employee.
12. If you are in the Family Self Sufficiency (FSS) Program and, for no good reason, you do not follow the rules of your FSS contract.
13. If you are in the Welfare to Work Program and willfully and continually fail to meet your responsibilities under that program.
14. If you or any member of your family does not immediately give the Housing Authority a copy of any letter or notice from HUD that gives information about the amount of income you receive or about verifying family income.
15. If you do not move to another unit when the Housing Authority tells you that your family is too large for the Section 8 unit you are living in (or that your family is too small for its unit in the HOPWA and Shelter Plus Care programs).
16. If you do not accept an offer of assistance with conditions (that provides assistance to some family members but forbids others to live in the unit), or if any adult member of your family does not sign the statement of assistance with conditions, or if you violate the conditions.

**HAPP-149 (2/2010)**



## Appendix 13

### Small Area Fair Market Rents

Effective 01-01-2023, the Section 8 Department will implement Small Area Fair Market Rents (SAFMRs) for applicant and participant families in the Housing Choice Voucher Program (HCVP). SAFMRs are defined based on the U.S. Postal Service ZIP code areas. They reflect rents at the ZIP code level with the goal to improve tenant outcomes. They have been shown to be a more direct approach to encouraging tenant moves to housing in lower poverty areas by increasing the subsidy available in specific ZIP codes to support such moves.

The following chart depicts the SAFMR for HACLA.

(Effective January 1, 2023 for New Admissions and Effective March 1, 2023 for Annual Reexaminations)

Tier	Zip Code	Bedroom Size									
		0	1	2	3	4	5	6	7	8	
1	90005; 90012; 90013; 90020; 90027; 90028; 90038; 90039; 90071; 90240; 90623; 90638; 90701; 90715; 90807; 91001; 91006; 91007; 91008; 91010; 91016; 91020; 91024; 91104; 91107; 91108; 91303; 91304; 91321; 91324; 91325; 91335; 91345; 91351; 91356; 91384; 91387; 91401; 91411; 91506; 91601; 91607; 91711; 91722; 91724; 91740; 91745; 91775; 91780; 91790; 91791; 91792; 93551	\$1,884	\$2,136	\$2,724	\$3,540	\$3,888	\$4,471	\$5,054	\$5,637	\$6,220	
2	90010; 90015; 90021; 90034; 90035; 90045; 90046; 90056; 90066; 90068; 90211; 90230; 90232; 90245; 90263; 90278; 90402; 90603; 90712; 90713; 90746; 90808; 91030; 91214; 91311; 91316; 91326; 91344; 91350; 91355; 91362; 91381; 91403; 91423; 91504; 91505; 91602; 91604; 91608; 91741; 91765; 91773	\$2,208	\$2,520	\$3,204	\$4,164	\$4,572	\$5,258	\$5,943	\$6,630	\$7,315	
3	90014; 90024; 90025; 90036; 90048; 90049; 90064; 90067; 90069; 90073; 90077; 90094; 90210; 90212; 90254; 90265; 90266; 90272; 90274; 90275; 90290; 90291; 90292; 90293; 90703; 90732; 91011; 91105; 91301; 91302; 91307; 91354; 91361; 91364; 91367; 91390; 91436; 91789	\$2,604	\$2,964	\$3,768	\$4,896	\$5,376	\$6,182	\$6,988	\$7,795	\$8,601	

Please note, regardless of its location, or whether the unit is providing a reasonable accommodation, the unit's rent can never be higher than the comparable rents determined by HACLA.

Additionally, SAFMAs are only for use with HCV related programs, such as Housing Choice Vouchers, Veteran Vouchers (HUD-VASH) and Emergency Housing Vouchers (EHV). SAFMAs do not apply to Project Based Assistance Programs, Certificate Programs nor the Moderate Rehabilitation Program.

Updated: 01-04-2023



**Appendix 14**

Housing Authority of the City of Los Angeles



**Section 8 Waiting List**

**HACLA will open the Section 8 (Housing Choice Voucher) Waiting List Lottery for online applications October 17 - 30, 2022**

**Application Process**

- Interested families must apply online during the waiting list opening period.
- The simple application, which takes approximately 5-8 minutes, must be completed and submitted online using a smartphone, tablet, computer, or other electronic device with Internet access. Families and individuals without Internet access, can submit the online application at locations throughout the city that offer free use of their internet access or computers, such as public libraries.
- The online application will be available in English, Spanish, Korean, Chinese, Armenian, and Tagalog.
- The application site requires a valid email address and phone number as well as the full name, date of birth, and Social Security number/Alien Registration number (if you have one) for the Head of Household and their Spouse/Co-Head (if applicable). Applicants must also provide a current residential address (if you have one), a mailing address, and the combined annual income for all household members
- Applying for the lottery does not guarantee a spot on the Section 8 Waiting List. At the end of the application period, a randomized, computer process will be used - together with HACLA's waiting list preferences, to select 30,000 applicants for the official waiting list.

**Background**

- HACLA's Section 8 Waiting List has been closed since 2017.
- HACLA currently administers more than 51,300 Section 8 vouchers.
- More than 365,000 applications are anticipated to be received during the application period.
- The Section 8 (Housing Choice Voucher) program provides eligible low-income households with opportunities to live in rental homes owned by private property owners.
- Eligible families choose where they want to live, as long as the unit is approved by HACLA through 1) a health and safety inspection, and 2) a rent reasonableness and affordability determination. HACLA then pays a portion of the contracted rent as a "housing assistance payment (HAP)" to the landlord on behalf of the participant.
- The participant's portion of the contracted rent is based on 30% of the household's monthly adjusted income or the monthly minimum rent requirement of \$50, whichever is greater (unless the participant is determined to be exempt from the minimum requirement).
- To be eligible, the household's combined annual income must be below the very-low income limit:

City of Los Angeles 50% Very Low-Income Limits - Fiscal Year 2022									
Persons in Household • Maximum Household Income									
1	2	3	4	5	6	7	8	9	10
\$41,700	\$47,650	\$53,600	\$59,550	\$64,350	\$69,100	\$73,850	\$78,650	\$83,400	\$88,150

**More Information**

We appreciate your patience as we continue to finalize details for this application period. More information will be available in early October!



ENG



## Appendix 15

# HOTEL CECIL

Proudly welcomes section 8  
vouchers and the following  
programs

Emergency Housing Vouchers (EHV) HACLA or  
LACADA

Continuum of Care Vouchers (CoC) HACLA or  
LACADA

Veterans Affairs Supportive Housing Vouchers  
(VASH) HACLA or LACADA

Housing Choice Vouchers (HCV) HACLA

Rapid Rehousing Subsidy  
(Social worker is required to complete the  
leasing process)

We are located 640 S. Main St, Los Angeles  
Ca. 90014

**For more information or to schedule a tour of  
the facility contact Leslie Morales  
At (213)542-7581  
We are open Monday – Friday  
From 8:00am to 4:30pm**

### Cecil Hotel

Centrally located in  
Downtown Los  
Angeles Historic  
Core the recently  
renovated Cecil  
Hotel Apartments  
offers comfortable  
living in a historic  
residence with  
impressive skyline  
views of the city.

### Community Features

442 SROs and 158  
efficiency Studios

Several share  
bathroom and  
showers on each  
floor

Shared kitchen  
with all new  
appliances

Free Starry Internet

24/7 Security  
personnel on site  
Laundry

24 Surveillance  
cameras



## Appendix 16



### Welcome to the LACDA Applicant Registration Portal

<b>New Applicants</b> <a href="#">Learn about Section 8 Program</a> <a href="#">Learn about Public Housing Program</a> <a href="#">Learn about Project Based Voucher Program</a>  <input type="button" value="Proceed to Apply"/>
--

<b>Existing Applicants</b>  <input type="button" value="Proceed to Login"/>
---

#### **EMERGENCY HOUSING VOUCHER PROGRAM**

The Emergency Housing Vouchers program is launching in the Los Angeles region. Vouchers will be prioritized by the LA Coordinated Entry System, initially referring participants who are homeless, recently homeless, or fleeing domestic violence, dating violence, sexual assault, or human trafficking, as defined by the US Department of Housing and Urban Development and Los Angeles' Coordinated Entry System Policy Council. It is likely that most people eligible for this resource are already connected to the Coordinated Entry System and will be referred by case managers assigned to provide client housing support and connection. If, however, you think you are eligible for the program (please see the CES [Interim Policy](#) on Emergency Housing Voucher priority populations), please contact a Coordinated Entry System [Access Center](#) in your region. Please note that connection to the Coordinated Entry System does not guarantee your eligibility or prioritization for housing or rental subsidy support.

#### **ANNOUNCEMENT: SECTION 8**

Families registered on the Section 8 waiting list that are experiencing homelessness may elect to designate themselves homeless to receive the LACDA's local homeless preference. Families selected under the homeless preference must be verified as Homeless through the Los Angeles Homeless Services Authority's (LAHSA) Coordinated Entry System (CES). LAHSA CES information can be found at <https://www.lahsa.org/get-help?ref=ces>

#### **MULTIFAMILY PROGRAM WAITING LISTS OPENING SOON!**

The Los Angeles County Development Authority (LACDA) will be accepting registrants for the Lancaster Homes and Kings Road Multifamily Housing waiting lists for elderly families starting February 1, 2023, at 8:00 a.m. through July 31, 2023, at 5:00 p.m. Please note, the Lancaster Homes is a one and two-bedroom, non-smoking community located in Lancaster, CA. and Kings Road is a one and two-bedroom, non-smoking community located in West Hollywood, CA. For more information, [click here](#) or please call the Information Line at (626) 586-1845. This is NOT for the Public Housing or Section 8 Housing Choice Voucher Program.

#### **ALL PUBLIC HOUSING WAITING LISTS ARE NOW CLOSED**

Should you have any questions or need additional information, please call (626) 586-1845.

Los Angeles County Development Authority  
700 W. Main Street, Alhambra, CA 91801  
Tel: (626) 262-4510 TDD: (855) 892-6095 Web: [www.lacda.org](http://www.lacda.org)  
[Questions or Comments](#)



Appendix 17

**LACDA**  
Los Angeles County Development Authority

**EMERGENCY HOUSING  
VOUCHER (EHV) PROGRAM**

# GOT UNITS? GET INCENTIVES.

**PROPERTY OWNERS COULD RECEIVE:**

UP TO  
**\$5,000**  
(OR 3 MONTHS' RENT)      ONE-TIME REIMBURSEMENT FOR NEW  
CONTRACT INSPECTION REPAIRS

**\$2,500**      SIGN-ON BONUS FOR EACH EHV LEASED

**RELIABLE**      SUBSIDIZED MONTHLY PAYMENTS

THE EHV PROGRAM MAY ALSO PROVIDE TENANT UTILITY  
DEPOSITS AND RENTAL APPLICATION FEES

---

UNITS CAN BE LOCATED IN THE FOLLOWING AGENCIES' JURISDICTIONS:

LOS ANGELES COUNTY DEVELOPMENT AUTHORITY	HOUSING AUTHORITY OF THE CITY OF LOS ANGELES	CITIES OF NORWALK, PASADENA, REDONDO BEACH, AND GLENDALE
---	---	---

**Partner with us to make a difference:  
LACDAincentives@lacda.org  
(626) 586-1585**

These incentives are for property owners that house individuals who are  
issued EHV's through the LACDA.

The EHV Program is made possible by the American Rescue Plan Act and the U.S. Department of Housing and Urban Development.



## Appendix 18

# SECTION 8 & SOURCE OF INCOME PROTECTIONS

**"Source of income" (SOI) laws protect the rights of tenants to use income from public assistance, including Section 8, to pay rent.**

Under California Civil Code §12920, housing providers may not reject rental applicants because they would pay rent using public assistance or other "non-traditional" sources of income.

Property owners have the right to screen applicants for past conduct and ability to pay rent, as long as the screening is applied equally to all applicants. If there is an income standard (such as "two times the rent"), it must be based only on the tenant's portion of the rent. Landlords also may not charge a higher rent to tenants who receive public assistance, or raise the rent in order to make their property ineligible for a voucher program.

**If you have experienced housing discrimination because you receive Section 8 or other public assistance, contact the Housing Rights Center today.**



### EXAMPLES OF ILLEGAL DISCRIMINATION

- An ad for housing says "No Section 8"
- A housing application says all tenants must have a full-time job
- Your current landlord says you will have to move out once you enroll in a voucher program
- You are charged a higher security deposit because part of your income is from Social Security

### EXAMPLES OF LAWFUL INCOME

- Section 8 and other housing subsidies
- Social Security
- Supplemental Security Income (SSI)
- Disability Income (SSDI)
- CalWORKS
- Child/Spousal Support
- Unemployment Benefits
- "Under the Table" Employment
- Regular Paychecks

Housing Rights Hotline: 1-800-477-5977 TTY: 1-213-201-0867 [www.housingrightscenter.org](http://www.housingrightscenter.org)

JUNE 2022





# **THE INMATE RECEPTION CENTER**

**An Outdated Process Imperils Staff,  
and the Justice System**



# **THE INMATE RECEPTION CENTER**

## **An Outdated Process Imperils Staff, Inmates, and the Justice System**

### **SUMMARY**

The Los Angeles County (County) Inmate Reception Center (IRC) is the link between the County jails and the Superior Court of California (Court). This is the division of the Los Angeles County Sheriff's Department (LASD) that transfers thousands of inmates to and from the Court for trial, and safely holds inmates until they are moved to holding facilities around the County, or released. The IRC is always open, twenty-four hours a day, seven days a week.

All inmates at the IRC are men. Roughly 1,200 to 1,500 inmates arrive at the IRC each day to go to Court. Another 200 to 500 newly arrested men arrive for processing. The work of the IRC is largely a manual, paper-based operation. Due to the overwhelming number of inmates processed each day and the corresponding amount of paperwork, time delays are common. As a result, men wait long hours for the completion of paperwork that determines whether they return to jail, clinic, or are released.

The conditions at the IRC are untenable. Continuing to rely on old technology leads to numerous problems including delays in processing reports, an inability to digitally interface with the Court's system, the creation of too much paperwork, a lack of organized and safe office space, workplace injuries, and staffing issues. It is imperative that the County implement a new information system which would result in faster processing of inmates. This would improve the treatment of inmates and the work environment of the custody staff.

For this reason, the Civil Grand Jury (CGJ) created the Inmate Reception Center Committee (Committee) to investigate and report about the IRC.

### **BACKGROUND**

The Inmate Reception Center has 847 employees which includes 301 sworn deputies, 147 custody assistants, and 399 professional staff. The IRC staff are assigned to sections that manage records, property, document control, and cashiering.



At present 1,200 to 1,500 inmates are processed at the IRC each day and taken by bus to the Court for hearings. Afterwards, inmates are returned to the IRC where they await release, a return to jail, or a transfer to State prison or the Department of Homeland Security.

In addition to processing inmates going to and from court hearings, IRC must evaluate newly arrested inmates admitted to the IRC for mental health and medical conditions, then assign them to housing. Inmates may be housed at any of the forty-three LASD holding facilities throughout the County, but most are housed next door at Men's Central Jail, Twin Towers Correctional Facility (adjacent to the IRC), or the Pitchess Detention Center in Castaic.

The IRC uses a computer information system to manage the records of inmates. The system, AJIS, is the Automated Justice Information System (AJIS), and it has been in use since the early 1980s. AJIS tracks all data on inmates - housing assignments, court appointments, transportation, medical records, and other conditions.

## **A SPECTACULAR NEW SYSTEM**

In the world of computer technology, a computer information system from the 1980s is considered a relic.

A glance at the history of technology systems helps put a program like AJIS in perspective.

In the 1960s a new computer programming language called COBOL (COMmon Business Oriented Language) was developed. COBOL quickly became the primary programming language for the burgeoning growth of applications for government and industry. This was the beginning of the information age. To put this timeline in perspective, consider these major events: COBOL pre-dated the US landing on the moon; the World Wide Web was not even on the horizon; and cell phones were decades in the future.

In the 1970s, federal government researchers experimented with COBOL to develop a computer information system that could share data across departments in a municipal government. It was an ambitious undertaking that required systems analysts and COBOL programmers. However, in the early 1970s, the fields of systems analysis and design were in their infancy, and there was no pool of COBOL programmers for hire. Each programmer-to-be had to be hired and then taught to write



COBOL code. The concept was exciting, but the challenges of building such a system were nearly insurmountable. Such was the state of information systems in the mid-1970s.<sup>1</sup>

It was in these very early years of computer information systems that Los Angeles County embarked on what was arguably the biggest, most ambitious project of any state or county government in the country. In 1984, the LASD and the County Internal Services Department (ISD) together developed AJIS, enabling LASD to track inmates' booking information, housing assignments, court dates, and other essential information. With AJIS, LASD staff could access current inmate information and update the information quickly.

The beauty of this 1984 project was that separate modules could be linked together and could be modified. Additional modules could be added later as needed. The ISD had a team of programmers dedicated to AJIS, so changes and additions could be written quickly and exactly to the Sheriff's specifications. This was a groundbreaking development.

The County has the largest jail system in the United States and has unique demands. AJIS grew to host a complex system of modules that met the needs of LASD and enabled the IRC to work efficiently with the Courts.

AJIS now includes thirty-six separate modules and remains the main information system that supports the IRC operations.

This 1984 system was extremely successful. The flexibility of in-house programming and the quality of programming enabled AJIS to serve LASD for four decades. However, the age and inability of AJIS to interface with more modern systems in use by other agencies has left the IRC in a position where it can no longer handle the volume of data and complex operations required to serve the inmates and employees of this important department.

## **THE SYSTEM FORTY YEARS LATER**

The IRC is the point of contact between LASD and the Court. Inmates are processed before going to court appearances and again when coming back for either release or transfer to another facility. Court orders are the trigger for much activity at the IRC.

---

<sup>1</sup> Interview with IRC Management, October 13, 2022.



Information arrives from the Court and other departments as paper documents that must be typed into AJIS. The volume of paperwork is overwhelming. Paper documents for about 1,500 inmates are shipped to the IRC on a daily basis. While clerks sort papers with court orders, the inmates are held in the *front of house*. This large holding room at the IRC is at the back of the building where inmates are returned from court by bus. For the inmates, this is the front door to the IRC, hence the front of house nomenclature.

Sheriff's deputies supervise this room while the paperwork is being processed. Because the paper processing is slow, most inmates have long waits, sometimes many hours. The crowded conditions present custody management issues, as some inmates are disruptive or have mental challenges such that they require close supervision. The deputies have resorted to restraining some inmates with handcuffs and shackling others to benches. This practice was documented in the Los Angeles Times<sup>2</sup> on September 8, 2022.

Although the IRC operates twenty-four hours a day, it does not have overnight facilities. The front of house is not designed to hold men for an extended period of time. Inmates must leave within 24 hours. When the necessary paperwork is not completed in time, they are sent to Mens' Central Jail or Twin Towers. They are returned to the IRC the following day to continue waiting for their paperwork to be completed.<sup>3</sup>

AJIS is at the heart of this unconscionable situation. It is widely recognized by the IRC and ISD that AJIS no longer serves the best interests of employees, inmates, or the needs of the County.<sup>4</sup>

There have been attempts to modernize this system. The latest project was in 2021 when the ISD contracted with Syscon Global Technologies to design and build a modern enterprise system. The IRC system was studied, and a new business model was developed. However, the estimated cost of programming and implementing an updated justice information system was larger than could be covered by LASD's annual budget for technology, and the project was shelved.<sup>5</sup>

---

<sup>2</sup> Michael Finnegan. "Barbaric' L.A. County jail conditions alleged as ACLU seeks federal intervention". Los Angeles Times. September 8, 2022. <https://www.latimes.com/california/story/2022-09-08/barbaric-l-a-county-jail-conditions-alleged-as-aclu-seeks-federal-intervention>.

<sup>3</sup> Interview on October 4, 2022 with IRC staff.

<sup>4</sup> Ibid.

<sup>5</sup> Interview with managers at IRC and ISD on December 5, 2022.



## METHODOLOGY

The IRC has never previously been investigated by the CGJ. With little record to inform us, we sought to get a thorough understanding of how this important arm of LASD works and how it serves its employees, inmates, and citizens of the County.

This CGJ conducted numerous interviews with LASD's custody deputies, management staff, and custody clerks. In addition, we interviewed representatives from the ISD Information Technology Services Department, Court, and the County's Chief Information Office.

The Committee visited the IRC numerous times and at various times during the day and night. We sought to understand the operations and the dependency on other agencies, especially the Court. We observed every operation that occurs in the course of processing inmates' cases and associated paper files. We found mounds and mounds of paper piled on tables, in boxes stacked in offices and hallways, and in numerous manila folders. The Committee was astounded to see thousands of file folders representing open court cases. Well over 1,500 files flow through the IRC during each twenty-four hour cycle.

## INVESTIGATION

Each year the CGJ conducts an inquiry into the status of the jails and detention facilities of the County. On October 4, 2022, the CGJ toured the IRC and observed an operation severely encumbered by AJIS, a forty year old computer information system. This outdated system manifests itself in mountains of paperwork; it might be called a "**computer assisted manual operation.**" We determined the IRC and its use of AJIS warranted further investigation.

Earlier that same month, the Los Angeles Times published an article, "'Unconscionable' Jail Conditions Spur LA County Supervisors to Explore Building Locked Mental Health Facilities."<sup>6</sup> The article both verified our initial impression of the conditions at the IRC, and spurred our desire to determine the source of the problems. We also learned of a federal restraining order against the Sheriff and County as a result of inmate processing delays at the IRC.<sup>7</sup>

---

<sup>6</sup> Taylor Walker. "Unconscionable Jail Conditions Spur LA County Supervisors To Explore Building Locked Mental Health Facilities". October 3, 2022. <https://witnessla.com/unconscionable-jail-conditions-spur-la-county-supervisors-to-explore-building-locked-mental-health-facilities/>.

<sup>7</sup> ACLU.ORG; <https://www.aclu.org/legal-document/rutherford-v-villanueva-plaintiffs-memorandum-support-application-temporary>



The accompanying photograph (Exhibit 1) depicts inmates handcuffed while sitting in chairs and lying on the floor in the front of house. Scenes like this illustrate the unduly long waits and humiliating conditions. LASD could move inmates through the IRC with far fewer delays if the cumbersome manual processing required by AJIS were to be replaced with modern methods and technology.



*Exhibit 1. Inmates wait hours for their paperwork. Photo credit: ACLU Los Angeles.*

## **HOW ARE INMATES' RECORDS PROCESSED?**

IRC procedures cover many types of cases, from newly booked inmates, incarcerations of mentally ill people, short-term inmates, those transferring to/from state prisons, high profile inmates, violent inmates, and inmates returning from court. Each type of case has its own processing requirements. This Committee found the job to be tremendously complex, requiring careful checks at each step along the way. The consequences of an error that results in an early release require careful processing and a great deal of time.

Through this Committee's interviews with IRC staff and observations of IRC processing procedures, we learned of the arduous and often inefficient processes that IRC staff must comply with on a daily basis.

1. At the end of each weekday, the Court sends a notice to the IRC that lists all the cases that will be heard the following day. It is



the responsibility of the IRC to locate these inmates and transport them to court in the morning. The Court lists these individuals by case number whereas the IRC uses an inmate booking number. This begins the manual handling of volumes of paperwork, as custody clerks reconcile the case number and booking number.





2. Custody clerks create a folder, or jacket, for each case. Jackets are color coded to identify the classification of the inmate. Each jacket is labeled with large colored numbers. (Exhibit 2). This jacket is the primary record for the inmate and is kept on site until his case is closed.



*Exhibit 2. A jacket is created for each case. Jackets are numbered and color coded.*



3. Ideally the custody clerks would digitize the closed cases for online storage, but for the past several years, there has not been enough staff or time for scanning. Instead, the jackets of closed cases are boxed and sent to offsite storage. (Exhibit 3.) The storage contractor eventually scans the contents into permanent digital files. The paper files are archived.



*Exhibit 3. These boxes of jackets are indexed and ready for shipment to off-site storage. This quantity of boxes is shipped out twice a week.*



4. Some jackets become overstuffed with papers. In these cases the jacket requires expansion. A clerk slices down the side of the file folder and applies 4-inch wide tape to accommodate the growing number of papers. (Exhibit 4.)



*Exhibit 4. A jacket can be expanded by slicing down the side of the folder and adding 4-inch wide tape to hold the two sides together.*



5. When inmates are scheduled to appear in court, the IRC arranges for their transportation from housing to the IRC and from the IRC to Court. Most general population inmates are housed at Pitchess Detention Center, the largest housing facility, forty three miles from the IRC. On their court day they are awakened at 3:00 am so they have time to bathe, dress, and have breakfast before boarding the bus. Even inmates at Men's Central Jail and Twin Towers (both adjacent to the IRC) must be processed through the IRC; for security reasons they are transported by bus. Other inmates are bused from jails and holding facilities throughout the County.
6. Inmates who have exhibited mental illness or who have certain medical conditions are not housed with the general jail population; they are housed at Twin Towers.



7. During one of our day-shift visits, the Court sent a case list with 1,168 names of individuals to be transported to court for arraignment the following day. (Exhibit 5.)



*Exhibit 5. These are the jackets of active cases.*



8. The overnight shift at the IRC files the previous day's paperwork and retrieves the next day's jackets from the shelves of active cases. (Exhibit 6.)



*Exhibit 6. Here is a portion of a single clerk's daily caseload.*



9. At the end of the court day, the inmates are bused from the court back to the IRC. A deputy on the bus brings all the jackets, court transmittals, personal property, and other loose paperwork. All of this is stuffed into large canvas bags known as *saddlebags*. In fact, the staff call this delivery the "Pony Express." There may be a thousand pages or more in each saddlebag. There are several saddlebags on each bus. (Exhibits 7 and 8.)



*Exhibit 7 Saddlebags contain loose records and property of inmates who have appeared in court.*



*Exhibit 8. All pages from this saddlebag must be manually processed by the custody clerks.*





10. Each court transmittal consists of about six or more pages. A custody clerk unstaples the transmittal and rearranges the order of papers, putting the page containing the judge's instructions on top. Then the sorted bundle is re-stapled, and it moves to the date/time stamping station.
11. Every paper in every bundle that enters the IRC is manually date/time stamped by a custody clerk. The documents are then returned to the proper jackets.
12. Many of the court documents are handwritten, and sometimes the instructions are hard to decipher. In these cases, an IRC "trouble shooter" calls the clerk of the Court to clarify the instructions. This call results in another delay, possibly until the next morning.
13. While the court transmittals are being processed, the inmates are held in the front of house until they are either released or bused back to jail. No inmate may be held at the IRC more than 24 hours, and no inmate may leave the IRC until their paperwork is complete. Therefore, if the paperwork is not complete by the end of the 24-hour period, the inmate is housed at either Men's Central Jail or Twin Towers.

This process results in crowds of inmates and long waits while the paper processing continues. Inmates who are deemed disruptive may be handcuffed and chained to a bench to prevent them from harming themselves or others.

The front of house is not large enough to accommodate the number of inmates who are held there. The length of time needed to process the paperwork from the saddlebags means a long stay for inmates in this area.<sup>8</sup>

14. Inmates who are remanded to detention are admitted to the bus when their paperwork is complete. They are held on the bus until all the men have boarded, which may take several hours.
15. Inmates who are to be released wait in the front of house until their paperwork is found and completed. This may mean spending several additional hours past their technical release time.

---

<sup>8</sup> Walker, Taylor. WitnessLA. Oct 3, 2022. <https://witnessla.com/unconscionable-jail-conditions-spur-la-county-supervisors-to-explore-building-locked-mental-health-facilities/>



16. Additional paperwork must be completed when an inmate is to be released. Release documents come to the IRC in the saddlebags from the Court, and once located, go through a five-step signatory review to ensure that no inmate is released by mistake. Five staff members approve the release of an inmate:
  - a. First Release Clerk. This clerk in the custody office verifies the length of stay and corroborates it with the release date as received in the transmittal from the Court.
  - b. Supervisor. This person reviews and signs the jacket, thereby approving the work done in the previous step.
  - c. Head Clerk. This person verifies that steps (a) and (b) were completed correctly and signs off.
  - d. Watch Deputy. This person checks the Justice Data Interface Controller (JDIC), another software system, for additional warrants that would prevent release.
  - e. Second Release Clerk. This clerk, in the release area, makes the final check of all the paperwork and then “opens the door” to release the man.

It takes hours to complete these steps. The sheer volume of cases and the repetitive tasks executed thousands of times each day take a physical toll on the custody clerks.

To address the high level of repetitive stress injuries, the IRC has installed ergonomic furniture at many work stations, but the physical handling of tens of thousands of papers each day continues to be problematic.

## **WORKERS COMPENSATION BURDEN**

The IRC is highly impacted by workers’ compensation claims. There are numerous repetitive stress injuries and subsequently many workers’ compensation claims. A confidential source informed the Committee that in 2022, workers’ compensation claims at the IRC totaled \$3,779,813. Of that amount, clerks and administrators claims totaled \$1,049,745. At any given time, up to a quarter of the custody office staff are absent, and their duties are executed by other staff working

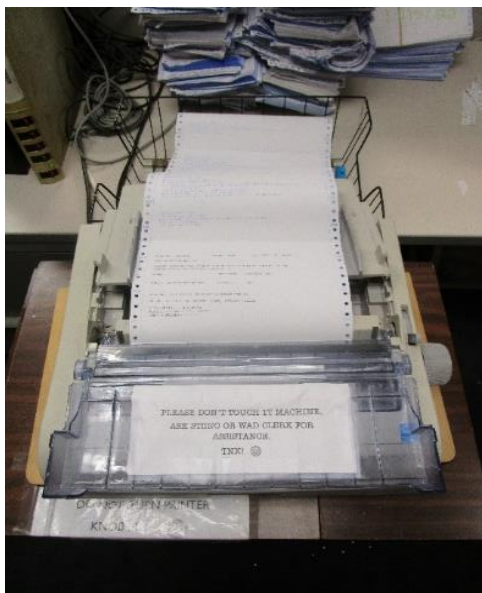


overtime hours. Even the supervisors work many overtime hours to make up for absent staff. The cost of claims combined with the cost of overtime labor add up to a high, unnecessary expense.

## OLD OFFICE TECHNOLOGY

During our visits to the IRC we encountered many very old office machines. Young clerks have never seen this kind of equipment before joining the IRC. Picture this:

- Teletype machine. This machine is used to accept input from some state agencies outside the County. In case the teletype should fail, the IRC keeps a second one on hand for parts. There is nobody to call for repairs.
- Dot matrix printers. In one office, the Committee found a clerk whose job is to print out-of-state warrants on a dot matrix printer and periodically cut and bundle the fan folded printouts. The printer is so old that its pins are worn down and barely strike the paper hard enough to leave any marks. The resulting printouts are nearly illegible. Even a brand new ribbon doesn't help. Dot matrix printers have their place, but these illegible printouts are rarely if ever used. They are stored in massive piles that the clerks describe as being the size of a VW bus. A new information system would largely replace this task.



*Exhibit 9. Teletype.*



*Exhibit 10. Dot matrix printer.*



*Exhibit 11 Stacks of dot matrix printouts are stored on and under tables.*

We saw similar examples of machines so old and obsolete that the clerks have become their own service technicians to keep the machines operational.

At the IRC there are additional examples of old office technology that have fallen out of use.

- Pneumatic tube. This system uses vacuum suction to transport containers of papers through chutes to a remote location. In this manner, paper documents can be moved from one office to another. At one time release papers were sent by pneumatic tube from the IRC custody side to the release clerk.
- Sorting wheel. This round dining table size unit includes hinged flaps spaced every inch around the perimeter. One can put manila folders in order and rotate the table to access any folder without moving from one's chair.



- File sorters. The IRC has several sorters in various sizes. These units are about 18-24 inches long, two to three inches wide, with hinged flaps used to hold sorted papers. The flaps may be numbered or lettered.

## **OFFICE SPACE**

Most available wall space and floor space is taken up by paper storage. Stacks of paper and boxes of files are stored atop tables, under tables, in alcoves and corners, and on shelves. Hallways are blocked, creating a hazardous workspace. A new information system would allow data to be stored digitally, instead.



*Exhibit 12 Hallways are frequently used for storage.*



## **THE STRESS OF THE JOB**

During our interviews we found that the staff, whose main job is to handle high volumes of paperwork, are well aware that this cumbersome manual system could be modernized. They recognize that a system less reliant on paper handling would enable them to process jackets much more quickly so the inmates' stays at the IRC could be radically shortened. There is a level of stress that comes with running an operation in such a clearly antiquated way.

## **STAFFING ISSUES**

There are serious concerns about maintaining the current AJIS system. The ISD project manager is nearing retirement age, and there is nobody who can provide anything close to the same level of expertise on AJIS.

Forty years ago, the ISD had a staff of COBOL programmers; today there is just one. The institutional knowledge and the ability to support AJIS are disappearing.

A system this old cannot be maintained or upgraded. All but a couple of people who can work on the system have already retired. Only one COBOL programmer is still on staff. Young technology workers are not learning COBOL, so it is not possible to hire new COBOL programmers.

The entry level clerk positions at the IRC are permanently open, meaning the IRC is continuously hiring new clerks. During our interviews with IRC managers, we learned there are reasons for the high turnover among the junior level staff:

- Being hired by the IRC is one of the easiest routes into the County Civil Service. The job is always open, and the qualifications minimal. There is always a shortage of clerks.
- The job is not a desirable one. The pay is low, and the ambience is not appealing. Clerks with one year's experience can transfer to better jobs within the County Civil Service.
- Clerks fill three shifts to cover each 24-hour day. New clerks usually are assigned the least popular hours, like overnight, further motivating them to transfer to other departments where they can enjoy normal office hours.



- There is little room for internal advancement for a Clerk within the IRC. The skills learned in this office are not transferrable to other jobs. This combination makes for a bleak outlook with little job growth.

## **GROWING LEGAL CHALLENGES**

The long holding time for inmates under harsh conditions led to a request by the ACLU to U.S. District Judge Dean D. Pregerson for an emergency order to force LASD and the Board of Supervisors to remedy the “medieval” conditions of the IRC. The motion, filed on September 8, 2022, sought to limit custody at the IRC to 24 hours at most and to improve conditions so they meet minimum legal standards. (*Rutherford v. Villanueva*<sup>9</sup>). The Los Angeles Times reported on the case.<sup>10</sup>

The situation gained federal attention when U.S. Senators Alex Padilla and Dianne Feinstein (California), Cory Booker (New Jersey), and Kirsten Gillibrand (New York) wrote to Attorney General Merrick Garland, describing the conditions at the IRC as a “humanitarian crisis.” They cited the earlier ACLU request.

In February 2023, the ACLU asked the judge to hold the Sheriff and Supervisors in contempt over jail conditions, which allegedly have not improved during the time in which the restraining orders were in effect.<sup>11</sup>

The federal attention poses a serious challenge to the County, with substantial legal and financial implications. The gravity of the situation is such that the County must give the highest priority to resolving the problems at the IRC.

## **GROWING FINANCIAL CHALLENGES**

There is a financial burden as well. By continuing to use the current paper-based system, the IRC cannot process cases quickly enough to meet the federal restraining order, nor can it surmount the monumental backlog of paperwork.

---

<sup>9</sup> [Rutherford v. Villanueva, No. 75-CV-04111-DDP | Casetext Search + Citator](#)

<sup>10</sup> <https://www.latimes.com/california/story/2022-09-08/barbaric-l-a-county-jail-conditions-alleged-as-aclu-seeks-federal-intervention>.

<sup>11</sup> Keri Blakingerstaff. ACLU asks judge to hold sheriff and supervisors in contempt over jail conditions. Los Angeles Times. February 27, 2023. <https://www.latimes.com/california/story/2023-02-27/aclu-asks-judge-to-hold-sheriff-supervisors-in-contempt-over-jail-conditions>.



There are hidden costs to maintaining the status quo, including substantial costs of workers' compensation claims. Typically, claims involve repetitive action injuries associated with processing tens of thousands of pieces of paper each day.

High employee turnover at the entry level leaves the department continually understaffed. There is concurrent risk of losing long time senior employees to retirement. Currently at least three clerks each have about forty years of experience at the IRC. If any of them retire, they will take their irreplaceable knowledge of the department and its systems, which could easily lead to higher error rate in processing inmates and even longer waits in the IRC front of house.

These are two related expenses: the cost to constantly train new employees, as well as the cost associated with paying overtime hours to make up for the shortage of personnel.

## **A COMPUTER SYSTEM AT THE END OF ITS LIFE CYCLE**

AJIS was a spectacular success, and it has served the County well. It is used by all LASD and police departments in the County, by prosecuting attorneys, and others who need to access inmate information. AJIS has been the standard in the County for four decades. It will be a monumental job to replace it, but it cannot be made to integrate with systems from all the other agencies that send/receive data to the IRC. To continue relying on it is to expose the County to increasing risks.

The overloaded system is becoming more prone to error. The volume of work requires staffing twenty-four hours per day. Clerks already are processing as many records as they can. There have been several high-profile cases where an inmate was released in error, and it must be assumed that other less publicized errors occur.<sup>12</sup> More importantly, AJIS cannot interface with modern systems such as that used by the Court. AJIS has become a significant contributing factor to the unconscionable delays in the processing of inmates.

A system this old cannot be maintained or upgraded. All but a couple of people who can work on this system have already retired. **Within a very short time, it will be impossible to make even modest changes to AJIS.**

---

<sup>12</sup> Interview, December 9, 2022 with IRC staff.





## **A MODERN INFORMATION SYSTEM IS NEEDED**

Moving people through the IRC in a timely manner would help alleviate the crowding currently experienced when cases pile up in this paperwork purgatory. The IRC would be able to streamline its operations by developing a modern computer system. For example, by eliminating much of the paperwork, the IRC could begin processing inmates returning from court hearings as soon as the Court enters the data. Ideally, by the time an inmate returns from court to the IRC, his data already would be recorded. Release orders and housing assignments could be carried out expeditiously and inmates would spend the least possible time at the IRC.

A new information system that incorporates the ability to share data in real time with other agencies that serve the IRC should replace the current forty year old legacy system.

This is not a small upgrade. When an organization undertakes a project of this scope, all the business practices must be documented, and new ones designed. Programs must be developed so that data is secure yet shareable with related agencies. This is a major undertaking.

## **TWO POSSIBLE WAYS TO PROCEED**

A software project of this size can be designed by the ISD (in-house), as the current system was built. Or, it can be contracted out to a technology consulting organization. There are pluses and minuses for either path.

### **IN-HOUSE SYSTEM DEVELOPMENT**

A new system designed in-house has the advantage of using personnel already on the County payroll. The finished product will be thoroughly understood by the technology personnel who will design and build it. Later modifications will be less expensive because they can be built in-house as needed, and the turnaround time of modifications will be shorter.

On the other hand, the expense and the risk of developing a new system is borne entirely by the County. There is scant opportunity to share the development expense with another agency.



## CONTRACTING OUT SYSTEM DEVELOPMENT

Contracting with a technology company to build a new system has some advantages. The system can be built to the County's specifications and guidance, but the expense of hiring personnel is borne by the consultant. This option provides the County a more reliable estimate of upfront and ongoing costs.

By using a technology development firm to build the new system, the consultant can use skilled personnel already on its staff or hire new talent for specialized projects. The technology consultant can spread the development costs over several client organizations (i.e., other counties using the same software). The technology firm accepts the risk and responsibility for the project.

It is a challenge to find the right software contractor. The standard advice for companies purchasing software is to use the "off the shelf" version of the product with no customization, other than perhaps for the colors on the computer screen. Any requested modifications carry substantial upfront and ongoing costs. A client is charged for customizing the program, and for every patch or upgrade of the software. Any requested modification of a module or creation of a new function is likely to be very costly and require a lengthy development time.

There may not be an existing software product that will meet all the needs of the IRC. However, there is a financial incentive for a consultant to work with the County to develop a robust product that could become a package of modules for use by other law enforcement agencies.

## COST OF A NEW SYSTEM

How much would a new system cost? The Committee has neither sufficient time nor expertise to estimate a dollar figure – that will be left to those whose job it is to direct the project. We *can* make some statements about the scope of the job and its relative cost.

The most recent attempt to develop a new system was in 2021, when ISD hired consulting firm Gartner to conduct a study of the IRC operations.<sup>13</sup> Syscon Global Systems joined and completed the first phase of development of a new system. At that point, the cost estimates

---

<sup>13</sup> Interview with ISD representative, December 5, 2022.



of continuing the project were too high for LASD to build into its annual budget. The project was put on hiatus.

What we know from this experience is that the cost for design, development, and implementation of a new system for the IRC will be higher than LASD can afford without earmarked funding from the Board of Supervisors.

While a project of this size and complexity will be very expensive, its cost pales in comparison to the expenses the County will incur by not moving forward with a replacement for AJIS.

For this reason, approval and support will have to come from the highest organizational level in the County, the Board of Supervisors.

## **FINDINGS**

1. The outdated AJIS system creates long delays for inmates at the IRC, as well as difficult and inefficient working conditions for IRC staff.
2. The Court and the IRC are unable to share digital information on their respective information systems.
3. Excessive reliance on overtime hours results from high staff turnover and high levels of absenteeism due to, among other things, work related injuries.

## **RECOMMENDATIONS**

- 6.1 The entire AJIS system must be replaced with a modern information system that utilizes data integration techniques. This will provide SECURE, fast, accurate, and complete information for the staff and managers, and provide fair and timely treatment for the inmates. Until the information system is modernized, the IRC will not be able to improve its performance significantly. All other improvements are dependent on putting in place a system that can interact with the similar systems of other relevant agencies, especially the Court.
- 6.2 The County should develop an information system capable of receiving data and communications from the Court. It is imperative that these two systems communicate because a real



time, interactive system will significantly decrease the time that inmates are held at the IRC.

- 6.3 Whether a new system is built in-house or contracted out, staff must be included in every step of the design, development, testing, and implementation. If staff needs are shortchanged, the project will suffer ongoing deficiencies, and the IRC will not see maximum improvement.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012



Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Chief Information Office	6.1, 6.2, 6.3
Internal Services Department	6.1, 6.2, 6.3
Los Angeles County Board of Supervisors	6.1, 6.2, 6.3
Los Angeles County Sheriff's Department	6.1, 6.2, 6.3

## **ACRONYMS**

<b>ACLU</b>	American Civil Liberties Union
<b>AJIS</b>	Automated Justice Information System
<b>CGJ</b>	Civil Grand Jury
<b>COBOL</b>	Common Business Oriented Language
<b>IRC</b>	Inmate Reception Center
<b>ISD</b>	(LA County) Internal Services Department
<b>JDIC</b>	Justice Data Interface Controller
<b>LASD</b>	Los Angeles Sheriff's Department

## **COMMITTEE MEMBERS**

Victor H. Lesley	Chairperson
Carina Lester	Co-Chairperson
Margaret Chapman	Secretary
Leslie Flores	
LeRoy Titus	



**JUVENILE JUSTICE CYA**



# JUVENILE JUSTICE CYA

## SUMMARY

The California Division of Juvenile Justice (DJJ), previously known as the California Youth Authority (CYA), is a division of the California Department of Corrections and Rehabilitation. CYA was not set up to house first time juvenile offenders for relatively minor crimes, but to house violent gang members, sexual offenders, and other violent and repeat youth offenders.<sup>1</sup>

The Board of State and Community Corrections (BSCC) is tasked with inspecting each of the states eighty-six county-run juvenile halls, camps and ranches once every two years. The agency ensures that detention facilities meet the state's minimum standards for safety, programming, nutrition, and services delivered under government care.

In September, 2020, Governor Gavin Newsom signed into law Senate Bill 823 (SB 823), "The Juvenile Justice Realignment: Office of Youth and Community Restoration", which declared the intent of the State Legislature to close DJJ and transfer the entirety of responsibility of the custody, treatment, and supervision of future DJJ youth back to their own home counties. SB 823 took effect on July 1, 2021.<sup>2</sup>

As a result, DJJ intake closed for most youth as of that date and every local county became responsible for housing, processing, and treatment of youth previously committed to DJJ. For Los Angeles County (County), the Probation Department's Juvenile Services Division became the new custody authority over State-incarcerated youth.

The Juvenile Services Division of the County's Probation Department has been under criticism for the past several years regarding the operation of the halls and camps. Due to overcrowding, staffing problems, and deteriorating facilities Probation was not prepared to accept the youth being returned to Los Angeles from DJJ.

Problems within the Juvenile Probation system have been reported almost since the inception of the program in 1903.<sup>3</sup> With a few exceptions, the County facilities still used to house youthful offenders

---

<sup>1</sup> <https://www.cdcr.ca.gov/juvenile-justice/>

<sup>2</sup> Board of State Community and Corrections, "DJJ Realignment," 2023. [https://bscc.ca.gov/s\\_djjrealignment](https://bscc.ca.gov/s_djjrealignment) (Last Accessed April 17, 2023)

<sup>3</sup> Interview on September 7, 2022, Probation department management.



are old, dilapidated, run down, and generally unpleasant, if not downright dangerous. The oldest facility still in active use, Central Juvenile Hall (Central), continues to house their population in partially-condemned buildings constructed a full century ago. Living conditions can be precarious.<sup>4</sup>

The incarcerated minors have a roof over their head, meals on a more or less regular schedule, and are given education opportunities run by the County's Education Department (LACOE), designed to provide high-school equivalent classes or work which is credited toward receiving their General Education Diploma (GED).<sup>5</sup>

## **BACKGROUND**

To familiarize the reader with the Juvenile Justice system, a brief history of the Division of Juvenile Justice is in order.

In 1850, California became a state. At this time, there were no correctional facilities for juveniles. Some consideration was given to the need for a reform school at that time, but none was authorized. Serious cases, about 300 boys under the age of twenty, were sent to the state prisons between 1850 and 1860. They included twelve, thirteen, and fourteen year old boys. In ensuing years, less serious juvenile offenders were turned over to military custody (mostly the Navy).

In 1872, the first "Probation Law" was enacted (Section 1203 of the California Penal Code). Two State reform schools were established in 1890, including the Whittier State Reformatory for Boys and Girls (later Fred C. Nelles School in Whittier), which opened with an enrollment of 300 youths.

Laws establishing juvenile courts were enacted in 1903, and by 1909, County juvenile halls were established.<sup>6</sup>

A recent study by M.I.T. shows that, nationwide, approximately forty percent of juveniles who go into juvenile detention end up in prison by

---

<sup>4</sup> Interview on September 20, 2022 with Probation Department.

<sup>5</sup> Interviews on September 20 and September 27, 2022 and February 7, 2023 and site visits by Committee members of Central, Barry J, Kirby, and Kilpatrick facilities. The other camp facilities were visited by CGJ members on detention inspections.

<sup>6</sup> The History of the Division of Juvenile Justice - Division of Juvenile Justice, <https://www.cdcr.ca.gov/juvenile-justice/history/>





the age of twenty-five.<sup>7</sup> Turns out that locking up juveniles is a great way to groom future criminals.

In September 2022, the BSCC, a California corrections regulatory agency, determined that juvenile halls in Los Angeles were, “presently unsuitable for the confinement of minors.” The BSCC voted to sanction the County after inspections earlier that year revealed persistent problems at the Barry J. Nidorf Juvenile Hall in Sylmar and the Central Juvenile Hall in Los Angeles. The County was given roughly ten weeks to correct basic health and safety violations highlighted by the board.<sup>8</sup>

As a result of the probe, Los Angeles entered into a settlement agreement with the state that includes four years of court supervision. The County is committed to spending millions to improve medical and mental health services for youth detained at all of the facilities.<sup>9</sup>

On March 7, 2023, the Los Angeles County Board of Supervisors, (BOS) unanimously voted to fire the Chief of Probation, Adolpho Gonzales after an expose published by the LA Times detailing the ongoing, abhorrent living and working conditions within the Juvenile Probation system.<sup>10</sup> The BOS pledged that this would be the first step in an overhaul of one of the County’s most troubled departments. Deputy Chief Karen Fletcher was named as the interim Chief. This vote brought an abrupt end to Gonzales’ tumultuous two-year term, during which the department was faced with a dire staffing shortage, troubling findings from a state oversight body, and allegations of officer misconduct.<sup>11</sup>

A senior representative of the Probation Department stated, “Without sweeping reforms in the Institutions Code, nothing more can be done.”<sup>12</sup>

Most minors under the age of eighteen who are charged with crimes are tried as juveniles. They may be placed on home-monitoring probation plans or sent to a juvenile detention facility where they serve their

---

<sup>7</sup> Sweeney, Chris, Boston Magazine, “Juvenile Detention Drives Up Adult Incarceration Rates, MIT Study Finds,” June 11, 2015. <https://www.bostonmagazine.com/news/2015/06/11/juvenile-detention-mit-study/> (Last Accessed April 19, 2023)

<sup>8</sup> Loudenback, Jeremy, The Imprint, “State Agency Declares L.A.’s Juvenile Halls ‘Unsuitable for Confinement of Minors,” at <https://imprintnews.org/justice/juvenile-justice-2/state-agency-declares-l-a-s-juvenile-halls-unsuitable-for-confinement-of-minors/58838>, September 16, 2021.

<sup>9</sup> Ibid.

<sup>10</sup> <https://www.latimes.com/california/story/2023-03-07/l-a-county-probation-chief-fired-by-board-of-supervisors>. By James Queally, Rebecca Ellis. (Last Accessed March 8, 2023)

<sup>11</sup> Ibid.

<sup>12</sup> Interview on September 7, 2022. California Welfare & Institutions Code §§601, et seq., deal with juvenile offenders.



sentence and have conditional release dates set on or before their twenty-fifth birthday. Most are released before they reach age eighteen.

Some of the worst offenders who have committed serious criminal acts, up to and including murder or manslaughter, and are tried as adults, can be held in juvenile detention facilities until they are twenty-four years, 364 days old. Depending on the nature of their offense, and the sentence they received, they may be released or transferred to an adult facility for the duration of their sentence.

## **METHODOLOGY**

The Los Angeles County Civil Grand Jury Juvenile Justice Committee (Committee) participated in site inspections of Campus Kilpatrick, Central, Barry J. Nidorf, and the Dorothy Kirby Center. CGJ members also visited other probation camps and juvenile detention facilities throughout the county.

The Committee conducted interviews with staff members from:

- Probation Department in various facilities
- County Department of Mental Health (DMH)
- Department of Child and Family Services (DCFS)
- Department of Health Services (DHS)
- Board of State Corrections (BSCC)
- Board of Supervisors

Committee members also spoke with detained juveniles in several facilities.

## **INVESTIGATION**

Children between twelve and seventeen are under the jurisdiction of the Los Angeles County Juvenile Justice Court.<sup>13</sup> Offenders under eighteen are usually tried and sentenced as juveniles. They can be held until they are twenty-four years, 364 days old. Then they must be released unless they were tried as adults. In that case, the young adult is usually transferred to an adult facility from age twenty-five until the end of their sentence. Usually they are held at a juvenile hall until they are

---

<sup>13</sup> Juvenile Division-Los Angeles Court-Los Angeles County Superior Court.  
<https://www.lacourt.org/division/juvenile/juvenile.aspx> (Last accessed on April 20, 2023)



sentenced. Depending on individual circumstances, many offenders are detained for only a few weeks or months.

The juvenile halls serve as institutional settings that temporarily house youthful offenders for primarily two reasons: (1) prior to their court dates waiting adjudication; and/or (2) after adjudication, pending transitional placement/services. Probation operates two juvenile halls: Barry J. Nidorf Juvenile Hall in Sylmar (Nidorf/Barry J) and Central Juvenile Hall (Central) in Los Angeles.

The BSCC found the Los Angeles County Central Juvenile Hall unsuitable for the confinement of youth. The findings and problems came after more than sixteen months of inspections. In February 2021, the juvenile halls were found to be out of compliance with several BSCC regulations.<sup>14</sup> Although Probation attempted to remediate many of the violations, it continued to be out of compliance for several health and safety regulations. The juvenile division of the Probation department has been in crisis for many years.

According to an article in the LA Times, stated that LA County progressively lost control of its juvenile probation operations over the last quarter-century because of a toxic combination of inconsistent leadership, poor labor agreements, competing juvenile justice ideologies and, paradoxically, both inattention and micro-management from the BOS.<sup>15</sup>

To exacerbate the on-going problems of overcrowding, staffing issues, and deteriorating facilities, Probation decided to house the transferred youth from DJJ at Barry J. Nidorf Juvenile Hall.

In March, 2023, BSCC gave the County one more chance to fix its perpetually inept juvenile program.<sup>16</sup> Current events, prompted by the ongoing BSCC probes and reports, may bring the very existence of the Juvenile Halls into doubt. If the facilities are closed, some major questions arise: Where will the juvenile offenders go? What provisions will the county make for the approximately 400 teens and young adults in their care? Will they be better off than they are now or worse?

---

<sup>14</sup> <https://www.latimes.com/california/story/2023-03-24/state-regulators-warn-of-shutdown-la-county-troubled-juvenile-halls> last accessed on 05/02/2023)

<sup>15</sup> <https://www.latimes.com/california/story/2023-04-13/state-regulators-give-l-a-county-more-time-to-fix-juvenile-halls>

<sup>16</sup> Ibid.



Besides the two juvenile halls, the Los Angeles County Probation Department currently oversees five youth camps:

- Camp Clinton B. Afflerbaugh La Verne
- Camp Vernon Kilpatrick Malibu
- Camp Joseph Paige La Verne
- Camp Glenn Rockey San Dimas
- Dorothy Kirby Center Commerce

Current populations are estimated as follows: juvenile hall facilities with a combined census of approximately 380: juvenile camps with a combined census of just eighty-six: Dorothy Kirby Center has a census of fifty-three (not including the young women from the now closed Camp Scott).<sup>17</sup>

## **INTAKE AND CUSTODY CONTROL**

When a youth is initially detained, Intake and Detention Control (IDC) is responsible for screening them for admittance into a juvenile hall in accordance with established procedures and legal requirements for detention.<sup>18</sup>

Upon arrival at juvenile hall, the Admissions Intake officer notifies IDC, who interviews the law enforcement agency that brings the youth in. An IDC officer will assess and determine if the youth will be detained, released on house arrest, or released with a citation. The IDC officer conducts an interview with the youth and contacts the youths' parent/legal guardian to inform them that their child is at juvenile hall. If a youth is detained, the parent/guardian is informed of visiting hours and future court appearance(s).<sup>19</sup>

After receiving the detaining authorization from IDC, but before taking the youth into the holding area, the juvenile hall staff completes a preliminary interview with the youth. The youths are asked if they have any injuries that the department should be aware of. Then he/she is brought into the holding area where they will be Live Scanned<sup>20</sup>, if this has not already been done by the detaining agency. The youth is then offered the opportunity to shower. Standard juvenile hall attire is provided, and their personal clothes and property are accounted for and

---

<sup>17</sup> Motion Board of Supervisors March 23, 2023;  
<https://file.lacounty.gov/SDSInter/bos/supdocs/178570.pdf>

<sup>18</sup> Probation: Juvenile Hall - <https://probation.lacounty.gov/juvenile-hall/>

<sup>19</sup> Ibid.

<sup>20</sup> Live Scan is a fingerprinting system.



secured in the juvenile hall property room. After showering, the youth is thoroughly evaluated for any potential medical, physical, or psychological issues that might need to be addressed.

The youth is then moved to the Medical Unit where they are assessed by medical staff as to their readiness to be admitted into juvenile hall. After being cleared by medical staff, the youth is sent to the receiving unit. The youth then receives an orientation to the facility and is given a mental health screening.<sup>21</sup>

Those arriving from DJJ custody appear before the Juvenile Court. The judge determines whether they remain detained, are given a new disposition (reduced sentence), or released.

In 2021, the average daily population housed at all camps was 140 youths (131 males and 9 females). This was down from 325 in 2018. By late 2021, the County's two Juvenile Halls, Central and Barry J., had an average daily population of 246 juvenile defendants detained (males and females), awaiting court action, or transfer to another facility.<sup>22</sup> The current population is approximately 400 juveniles total for both facilities.<sup>23</sup>

Most probation officials agree that the system is in total chaos and out of control. It is generally understood that the existing facilities are beyond redemption and should be closed.<sup>24</sup>

## **BARRY J. NIDORF**

The Barry J. Nidorf facility (Nidorf/Barry J) in Sylmar, houses approximately 146 boys between the ages of seventeen and twenty-four.

---

<sup>21</sup> Probation: Juvenile Hall - <https://probation.lacounty.gov/juvenile-hall/#:~:text=IDC>

<sup>22</sup> Los Angeles County Probation Department, "Data," 2023.

<https://www.laalmnac.com/crime/cr39.php#:~:text=By%20late%202021%2C%20Los%20Angeles%20County%27s%20two%20Juvenile,awaiting%20court%20action%20or%20transfer%20to%20another%20facility.>

<sup>23</sup> Editorial Staff Los Angeles Times Editorial: Shut Down L.A.'s Broken Juvenile Probation. Overhaul Proposals Are Too Little, Too Late, <https://www.latimes.com/opinion/story/2023-03-28/editorial-juvenile-probation-beyond-repair> March 28, 2023

<sup>24</sup> Interviews and site visits September 20 and September 27, 2022 and February 7, 2023



NIDORF POPULATION (2022)<sup>25</sup>

AREA	APPROX. NUMBER	POPULATION
Compound Hill Secure Youth Treatment Facility(SYTF)		Pre-disposition/violent Pre-disposition/less violent  Disposition/sentenced
HOUSING UNITS:		
TV	30	Step down
X1	26	SYTF Worst Offenders (DJJ)
Y1	5	Department of Juvenile Justice (DJJ)
W	32	Compound - violent offenders/pre- disposition
Y2	19	Compound - non-violent offenders/pre- disposition
J-K	24	Younger juveniles – non-violent
Other Misc.	10	pre-disposition or about to be released

DJJ returnees cannot be housed with the general population – partly because of the severity of their crimes and partly because of their age. Unit X1 houses the worst offenders.

The youth being returned from DJJ to the County are housed at Nidorf. According to the staff, one of the main problems is that these are high school graduates or over the age of seventeen. They cannot be forced to take college or continuing education classes so, THEY HAVE NOTHING TO DO ALL DAY except watch TV, play video games and get into trouble. There are NO vocational training classes – no enrichment classes – not enough staff to monitor sports - and not enough room to keep them separated if they are outdoors together, so they have to be rotated for outdoor activity. There is no Hope Center<sup>26</sup> on the premises and few rehabilitation services available.<sup>27</sup>

There is a continuing problem with contraband (particularly drugs, cell phones, and sometimes weapons) being smuggled in, tossed over the fences and, in a few cases, dropped in by drones. Authorities are adding cameras throughout the facility and surrounding fences to control this.<sup>28</sup>

<sup>25</sup> Probation: Juvenile Hall - <https://probation.lacounty.gov/juvenile-hall/>

<sup>26</sup>In 2016, L.A. detention centers replaced solitary housing units with "Hope Centers," which are designed to serve as spaces where youth can cool down for short periods of time when their behavior starts to get out of control. [LA Probation Leaders Battle Over Treatment of Incarcerated Youth \(imprintnews.org\)](https://www.imprintnews.org/); Interviews with juvenile detainees at site visit February 7, 2023.

<sup>27</sup> Information provided during interview/site visit on February 7, 2023.

<sup>28</sup> Ibid.



There must be at least sixty to eighty staff present at the facility to adequately care for the youth. At any given time there are 25%-50% of the staff out on leave. Even with overtime, coverage is problematic.<sup>29</sup>

Violent confrontations between the juveniles, and between juveniles and probation officers are commonplace, with at least four attacks on Nidorf staff between February and April 2023.<sup>30</sup> Remarkably, the juveniles seem to have access to weapons, but the officers do not.<sup>31</sup>

The Committee repeatedly spoke with probation officers and custody officers in all the facilities we visited. They all stated that there is no accountability for bad behavior by the youth, no effective punishments, and no real incentives for good behavior. Overall, we heard the same things from officers and detainees in every facility. The kids are bored with nothing to do, are disrespectful, unhappy, often mean-spirited, and frankly they didn't make much effort to "be good" because there wasn't anything in it for them. The juveniles seem to believe they "have nothing to lose," so they act out.<sup>32</sup> Often violence is involved, either between juveniles, or between juveniles and staff members. Often gangs or gang affiliations are involved. We heard stories of staff members being assaulted and, in at least one case, seriously injured, because of angry juveniles asserting themselves against authority figures.<sup>33</sup>

The staff has no protective gear (vests, spit masks), no defensive tools or restraints, and no riot gear.<sup>34</sup> Many officers we spoke with have mentioned the need for protective vests. One supervisor showed us a bullet-proof vest that he had purchased and kept under his desk for emergency situations.<sup>35</sup>

Advocacy groups cause many problems by advising detainees of their rights, without advising them of their responsibilities (if any).<sup>36</sup> While the Committee agrees that detained minors should be aware of their rights, the probation and detention officers interviewed reported to us that handouts of this type are utilized by the juveniles as an excuse to

---

<sup>29</sup> Ibid.

<sup>30</sup> Los Angeles Times, <https://www.latimes.com/california/story/2023-04-11/probation-officer-stabbed-in-neck-face-at-troubled-l-a-county-juvenile-hall> by James Queally, April 11, 2023.

<sup>31</sup> Interviews September 20, and September 27, 2022 and February 7, 2023 Probation officers and custody officers, probation supervisors

<sup>32</sup> Interviews *ibid*, with juvenile detainees at three facilities.

<sup>33</sup> Interviews *ibid*, site visit September 20, 2022.

<sup>34</sup> *Ibid*

<sup>35</sup> Interview September 27, 2022 Probation supervisor

<sup>36</sup> See Appendix "1" attached. Obtained while on a site visit February 7, 2023



evade accountability for actions that may controvert rules or boundaries.<sup>37</sup>

The need for major changes at Barry J. was demonstrated by the now notorious event in January, 2022, when a mystery intruder, posing as a health care worker, was able to waltz past two levels of security at the facility, and make his way into one or more youth living units, where he proceeded to swab possibly as many as fifteen juveniles, “for the COVID-19 virus.”<sup>38</sup>

The sprawling Barry J. campus is in better physical condition than Central Juvenile Hall, but needs up-dating and maintenance. There were doors that would not close or lock, and observable semi-concealed graffiti inside and outside.<sup>39</sup> The CGJ members observed pornographic materials in plain sight in the common room which was pointed out to custody officers, who shrugged it off.<sup>40</sup>

## **CENTRAL JUVENILE HALL**

Central Juvenile Hall (Central) was the first permanent county juvenile detention facility in Los Angeles County. It opened in 1912. The second juvenile hall did not open until forty-five years later when Los Padrinos opened in 1957. Los Padrinos was closed in 2019.

The facility was temporarily closed in March, 2022, by the BOS and about 100 juveniles were relocated to the Nidorf campus. Chaos resulted.<sup>41</sup> Subsequently, Central reopened and the remaining juveniles were returned.

On September 20, 2022, the CGJ visited Central as part of our mandated duties during the year, and made a cursory inspection of the facility. We found an aging facility with decaying facades on several brick buildings, peeling paint throughout the compound, dry rotted support beams on the exterior of the chapel, pooled water on the periphery of the main grassy area of the compound, and clogged plumbing lines in several units. The living arrangements in the housing units are unfortunately

---

<sup>37</sup> Interviews on September 20, September 27, 2022 and February 7, 2023 with probation and custody officers.

<sup>38</sup> Queally, James, LA Times, “Imposter Performs COVID Tests at LA Juvenile Hall,” February 4, 2022. <https://www.latimes.com/california/story/2022-02-04/imposter-performs-covid-tests-on-juveniles-after-security-breach-at-l-a-juvenile-hall>. By [James Queally](#)

<sup>39</sup> Site visit on August 25, 2022.

<sup>40</sup> Ibid.

<sup>41</sup> See sub-section THE APRIL, 2022 RIOT below.





reminiscent of a jail, with rooms opening off a central common space and little privacy.

The Committee returned to revisit the situation, and upon further inspection of the girls' wing, the CGJ found it to be unkempt and dirty. One cell was uninhabited due to leaking pipes. The sleeping quarters, classrooms, recreation area, day room, and dining area were in disarray and untidy.

In the boys housing wing, the youth advised Committee members that they were unable to use the bathrooms at night because the custody officers were not patrolling appropriately and unavailable to escort them. Sometimes the boys had to resort to peeing on towels in their cells at night.<sup>42</sup>

Additionally, ceiling tiles in the corridor had been removed and not replaced. The facility's kitchen was cluttered, disorganized, and not particularly clean.

The approximately 200 inhabitants of Central live in the most basic of conditions. They are offered schooling, but are not mandated to attend. Classrooms and recreation spaces are provided, although the Committee members never saw any minors using the yards, pools, or gymnasium. Juveniles complained of no hot water for showers, defective HVAC, and lack of privacy. Most of the females we observed were watching television or painting their nails. There were several girls on "suicide watch," which consisted of a custody officer sitting in the open doorway of their room/cell to monitor them.<sup>43</sup>

Some detached 1940's barracks-style buildings on the campus are being renovated to house minors, but construction has not been completed to date. When finished, these facilities will correspond with contemporary models of juvenile custody and will feature a more "homelike" ambiance with dormitory-style rooms, a central, communal meeting and dining area, as well as more windows and built-in storage for residents.<sup>44</sup>

The grounds are adjacent to the old Los Angeles County Hospital. The main buildings are heated via a steam plant which serviced the old hospital through steam tunnels running under the grounds. The Committee noted live (hot) steam venting through the playground in

---

<sup>42</sup> Site visit/Interview on September 20, 2022 with probation supervisor, custody officers.

<sup>43</sup> Site visit on September 20, 2022.

<sup>44</sup> Interview/site visit on September 20, 2022 with probation supervisor, custody officers.



several places, and when it was commented on, were told, "There really isn't anything we can do about it. We warn the kids not to go near them."<sup>45</sup>

There are constant issues with staffing. Approximately 25%-30% of probation officers and supporting staff are out at any given time.<sup>46</sup> There have been multiple turnovers in administration in the last few years, which has led to little departmental accountability or oversight, and has contributed to a destabilized system unfairly catching the juveniles detained in the crosshairs.<sup>47</sup>

## THE CAMPS

Before being evaluated and placed in the appropriate camp facility, minors are housed at one of the Juvenile Halls.<sup>48</sup> Deputy Probation Officers (DPOs) are responsible for the custody and transport of minor defendants to and from court, camps and halls. The Sheriff's Department receives custody of those minors determined to be "unfit" for Juvenile Court and ordered housed at County Jail by the court. Not all "unfit" minors, however, are housed at County Jail.<sup>49</sup>

In 2021, the average length of time spent in a camp was twenty-eight to twenty-nine weeks. Ages at the camps ranged from thirteen to nineteen, with the average age being 16.7 years. Most youths were age sixteen to eighteen. Ethnic percentages at the camps at that time were 66% Hispanic, 30% African American, 4% white and various other ethnicities.<sup>50</sup>

Detention camps Afflerbaugh, Rockey, and Paige house about fifty boys between the ages of twelve to eighteen. However, the Committee was unable to visit these facilities. Therefore, this report centers on the two special population juvenile camps.

---

<sup>45</sup> Ibid.

<sup>46</sup> Ibid.

<sup>47</sup> Interviews with probation supervisors September 20 and September 27, 2022, February 7, 2023. Also <https://witnessla.com/violence-vanishing-supervisors-at-barry-j-nidorf-juvenile-hall/>

<sup>48</sup> Probation: Juvenile Hall - <https://probation.lacounty.gov/juvenile-hall/>

<sup>49</sup> Ibid

<sup>50</sup> [Recommended Budget \(lacounty.gov\) https://ceo.lacounty.gov/wp-content/uploads/2021/04/2021-22-Recommended-Budget-Book-Volume-One-Final-Online-Versionpdf](https://ceo.lacounty.gov/wp-content/uploads/2021/04/2021-22-Recommended-Budget-Book-Volume-One-Final-Online-Versionpdf)



## **CAMPUS KILPATRICK**

On Wednesday, September 14, 2022, the Los Angeles County Probation Department moved six young adults, part of the Secure Youth Treatment Facility (SYTF) program at Nidorf, to Campus Kilpatrick (Kilpatrick) where the Transformative Restorative Innovative (Tri) Academy was established as a response to SB 823.<sup>51</sup> The current population, as of March 29, 2023, is eleven with a projected capacity to house forty-two.<sup>52</sup>

The LA Model at Kilpatrick is a small-group treatment model that is youth-centered and embodies a culture of care. The camp's central framework relies on all campus staff, including Probation, the Los Angeles County Office of Education, the Departments of Mental Health, and Health Services to provide integrated services that aim to cultivate opportunities for growth and healing.

Site visits and interviews conducted at Kilpatrick presented the Committee with a clean, modern facility inhabited by six young men, all over the age of seventeen, who were incarcerated for various serious offenses.<sup>53</sup> The facility provided physical activity opportunities, and was preparing to offer career training in several areas. Discussions with the residents revealed young men with mostly good attitudes, relatively comfortable with their situations, and looking forward to their futures.<sup>54</sup>

The Committee was able to interview three juveniles. All were attending classes, either for a high school diploma or community college classes, and, in one example, taking college classes at Oregon State University via the internet. The Committee was quite impressed.<sup>55</sup>

## **DOROTHY KIRBY CENTER**

The Dorothy Kirby Center (Kirby) provides housing and treatment for younger female inmates, as well as emotionally disturbed or developmentally and/or physically disabled youths. It is a co-ed camp. Site visits revealed a well-organized campus with moderate amenities.

---

<sup>51</sup> <https://probation.lacounty.gov/secure-youth-treatment-facility-young-adults-moved-to-campus-kilpatrick/>

<sup>52</sup> <https://malibutimes.com/camp-kilpatrick-juvenile-detention-near-malibu-will-increase-number-of-residents-from-11-to-42> by Jimmy Tallal (accessed April 19, 2023)

<sup>53</sup> Interview/Site visit on September 27, 2022 with probation officers, custody officers, probation supervisors.

<sup>54</sup> Ibid.

<sup>55</sup> Ibid.



There were outdoor exercise facilities and some garden space. Minors are housed in “cottage-style” accommodations, with common spaces separating the sleeping areas. They eat in a “family” setting and have access to computers for schoolwork.<sup>56</sup>

Probation officers and staff indicated they attempt to provide activities and programs geared toward maintaining family relationships and preparing minors for return to life outside the facility. They admitted to using food treats as inducements for good behavior. However, they related stories of their inability to control minors acting out or acting up. This is due in large part to the lack of accountability for bad behavior by the minors.<sup>57</sup>

## THE STATE OF AFFAIRS

At 9:37 p.m., on Monday, April 11, 2022, a veteran staff member, who has worked with youth for more than a decade at the County’s Probation Department, got a text from a friend and fellow custody officer and was, at the time, on duty at Barry J Juvenile Hall.<sup>58</sup>

*“BJNJH on lockdown,” the friend wrote. “5 unit disturbance. Minors on roof. DPO injured fell through the roof. Juveniles have taken over the facility. Armed units responding. What’re they going to do? Shoot them? It’s not looking good...”<sup>59</sup>*

The halls have been in a worsening state of chaos for years, as well as suffering from critical staff shortages, so DPOs were being assigned to the Sylmar facility on an emergency basis. But on this night, matters went from bad to far worse for both youth and staff.<sup>60</sup>

There is a lot more to this story, however, to better understand this catastrophe we need to backtrack. The sudden move of over 100 inmates from Central to Barry J., directed by County officials, triggered at least two youth riots, as the Central juveniles and accompanying staff arrived at Barry J. over the mid-March weekend.<sup>61</sup>

---

<sup>56</sup> Interviews/site visit on August 25, 2022

<sup>57</sup> Interviews/site visits on August 25, 2022 and September 27, 2022.

<sup>58</sup> Op Cit: Los Angeles Times “Youth Stabs Juvenile Officer” by James Queally, April 12, 2023

<sup>59</sup> Ibid. Text from staff member at Barry J. Nidorf Juvenile Hall, redacted to protect anonymity.

<sup>60</sup> Interviews/site visits on August 25, 2022 and September 27, 2022.

<sup>61</sup> Ibid.



Chief Gonzales and his administration had replaced the management of Barry J. with a new group they reportedly hoped would start to turn things around. Rather than finding an appropriate way to integrate the new supervisors, the old administration instead simply stopped coming to work as of Thursday, April 7. Instead, they “called out sick.” This meant that during the period from Thursday until Monday, there were reportedly no higher level supervisors on site at all. By the time the new administration arrived on Monday morning, one or more units at Barry J had reached powder keg status.<sup>62</sup>

By Monday night, juveniles were on the roof of one of the facility’s toolsheds, and a female staff member who had followed a kid onto the roof fell through and was injured. Reinforcements were called. Members of the department’s Special Enforcement Operations Unit otherwise known as the “armed units,” did indeed show up, but, six of them reportedly wound up getting injured themselves trying to get the youths under control.<sup>63</sup>

While the minors are in a juvenile facility there is little custody officers can do to control them:

- No physical contact is allowed unless to protect the officer or others from injury.
- Inmates cannot be locked in their rooms for more than four hours.
- Staff can take away some privileges (such as they are), but not much else.

Sadly, juvenile on juvenile violence is fairly common in detention facilities. The custody officers and staff are charged with protecting all of the detainees. This can result in situations where officers and staff must interfere to protect a smaller, younger, weaker, or more vulnerable minor from harm. Even then, issues of ability to control can arise.<sup>64</sup>

If a juvenile inmate commits a crime (such as assault on a probation officer, a staff member, or another juvenile), authorities have to look at what his current sentence is for and how much longer he is scheduled to be detained. If it is for a more violent offense, he is not charged with the new crime, because that wipes out the old offense and starts him over with a new, lesser charge and potentially shorter sentence. As a

---

<sup>62</sup> Interviews/site visits on August 25, 2022 and September 27, 2022.

<sup>63</sup> <https://witnessla.com/violence-vanishing-supervisors-at-barry-j-nidorf-juvenile-hall/>

<sup>64</sup> Interviews and site visits September 20 and September 27, 2022, and February 7, 2023 with probation and custody officers and detainees at Central, Barry J and Kirby.



result there is **no accountability** for bad behavior and **no incentive** to do better or to behave in a responsible way.<sup>65</sup>

Let's be honest here, the juvenile detention system as it currently exists is a less than optimum way to care for minors, even those who have committed serious crimes. Most of the teens and young adults in detention could be rehabilitated given educational opportunities, mental health and guidance counseling, and appropriate role models. These minors deserve to be treated with as much care and concern as possible, but like all teens and young adults they need to be encouraged to accept responsibility for their own actions. It is not clear that the current system can accomplish this goal.

The Probation Department's failures stand in stark contrast to the model for a County juvenile detention department envisioned by the BOS, which called for even more compassionate care at its juvenile detention facilities, including greater outdoor garden space, mentors, and restorative justice circles.<sup>66</sup>

This report did not address the issues of alleged and actual abuses of minors in detention facilities. Undoubtedly, these things happen and need to be dealt with, but this Committee lacked the time and resources to pursue this in necessary detail.

## EPILOGUE

In the days leading up to the publication of this report the following important developments have occurred:

**First**, a headline in the Los Angeles Times proclaimed: "Interim Chief Resigns From Embattled LA County Probation Department,":

"Karen Fletcher, Los Angeles County's interim chief probation officer, is stepping down after less than two months leading the county's troubled Probation Department.

---

<sup>65</sup> Interviews and site visits.

<sup>66</sup> Op Cit. Statement to The Imprint 9-21 Document (paraphrased).



Fletcher's exit comes at a precarious time for the department. The Board of State and Community Corrections is set to meet May 23 to decide whether to declare L.A. County's two juvenile halls "unsuitable," a designation that would force the department to immediately cure a series of deficiencies or shutter both facilities within 60 days.

The juvenile halls have faced nonstop controversies over the past year."<sup>67</sup>

**Second,** the BOS took action relating to the juvenile detention system, as reported in an article entitled: L.A. County to Deploy Reserve Deputies in Juvenile Facilities, by Rebecca Ellis, James Queally:

"Los Angeles County leaders plan to reopen a shuttered juvenile hall and deploy reserve sheriff officers to work in the facilities as they scramble to fix a staffing crisis that has state regulators threatening to close down the county's two remaining juvenile halls."

"Under the plan, the county would reopen Los Padrinos Juvenile Hall, which was shut down in 2019 amid a dwindling population and accusations of abuse by staff. Roughly \$28 million would be put into upgrading Los Padrinos as well as Barry J. Nidorf Juvenile Hall in Sylmar and Central Juvenile Hall in Boyle Heights. And the Sheriff's Department would send in reserve officers — volunteer members of the department — to staff the long-troubled juvenile halls."<sup>68</sup>

The Committee is sincerely interested in the results of these matters and will be following them closely.

---

<sup>67</sup> <http://www.dailynews.com.2023/05/02/Interim-chief-resigns-from-embattled-la-county-probation-department/>

<sup>68</sup> <https://www.msn.com/en.us/news.crime.la-county-to=deploy-reserve-deputies-in-juvenile-facilitiesar-AA1aEN7j>



## FINDINGS

1. Juvenile justice is broken and in chaos. Our system does not recognize that juvenile offenders, even the worst of them, are still juveniles who need to be both cared for and rehabilitated.
2. The physical condition of both the Central and Nidorf juvenile facilities is deplorable (appalling, disgusting, awful, dreadful and shocking). Substantial renovations are required to make those facilities even minimally habitable for youthful offenders.
3. Many of these juveniles are falling directly into criminal activities which will land them in the adult detention system. A large-scale financial investment in the juvenile justice system is required if there is any hope of redeeming these damaged children.
4. Recidivism is a huge problem that appears to be unaddressed by any Los Angeles County agency. Approximately 40% of juveniles who go into juvenile detention nationwide ended up in prison by the age of 25.
5. Probation officers and custody assistants assigned to juvenile facilities have no safety or protective gear available when handling youthful offenders who are acting out or acting up, committing physical assaults or destroying property.
6. There are few consequences and little accountability for juvenile offenders when they misbehave or act out. The rules have to change to protect both the juveniles and their guardians, and then be enforced.
7. At the least, the youngest, non-violent juvenile offenders deserve to be rehabilitated and educated while detained. They are, after all, adolescents, and mostly redeemable.
8. There is a distinct shortage of counseling, mental health care, and family reunification services available to juveniles detained at the juvenile halls and camps.
9. The Committee realizes that there may be some juvenile offenders who cannot be rehabilitated. Regardless, those youth still deserve to be treated with a modicum of respect and tolerance insofar as it can be achieved without putting anyone at risk of harm.





10. Staffing problems at juvenile facilities are at critical levels, due to probation officers and staff members not coming in to work because of injuries, stress, and other management issues.
11. Probation and custody officers are unable to handle juveniles who act up or act out with physical violence because of current restrictions on physical contact and control.



## RECOMMENDATIONS

- 1.1 The Probation Department, in conjunction with the Department of Juvenile Justice and the Board of Supervisors, shall develop a system for managing juvenile offenders which recognizes and facilitates the care and rehabilitation of juvenile offenders.
- 1.2 (a) The leaking steam-vent issue at Central Juvenile Hall must be addressed immediately, as it constitutes a serious hazard to the incarcerated juveniles.
- 1.2 (b) The County must immediately begin substantial physical renovation of both the Central and Nidorf juvenile facilities to make those facilities acceptably habitable for youthful offenders.
- 1.2 (c) The County must find some alternative facility in which to house juvenile offenders until such renovations can be achieved.
- 1.3 Allotment of funds must be a top priority. An immediate large-scale financial investment in the juvenile justice system is required to provide adequate facilities and services for the juveniles detained.
- 1.4 The Probation department must institute or upgrade programs that encourage incarcerated juveniles to become aware, and to understand, that there are consequences for inappropriate behavior, whether in or out of detention facilities.
- 1.5 Probation officers and custody officers assigned to juvenile facilities must be provided with safety or protective gear to ensure their personal safety. The gear must be inventoried and restocked as appropriate.
- 1.6. A new set of rules must be developed by the Probation Department that will provide consequences and accountability for juvenile offenders when they misbehave or act out, and that can be enforced without violating the rights of the juveniles.



- 1.7 (a) The County must provide opportunities for juvenile offenders to be rehabilitated and educated while detained. These programs must include mandatory educational programs (up to high school graduation or GED level) and career training options.
- 1.7 (b) Advanced educational programs, career training, enrichment programs (such as art and music), and physical activities should be provided and encouraged.
- 1.8 Twenty-four hour on-site counseling and mental health care, and on-going family reunification services, must be made available to juveniles detained at all juvenile halls and camps.
- 1.9 (a) Probation officers and staff members must be educated to treat even violence-prone juvenile offenders with respect and tolerance without putting anyone at risk of harm.
- 1.9 (b) Violence-prone juvenile offenders must be educated/ counseled to understand that accountability will be imposed and that there will be consequences for bad actions while detained.
- 1.10 (a) Probation and custody officer staffing problems at juvenile facilities must be addressed and appropriate hiring implemented, along with increased training programs for new hires. This is a major issue.
- 1.10 (b) Probation and custody officers must be trained to recognize emerging problems and to take appropriate actions to defuse potentially violent situations.
- 1.10 (c) Counseling, mental health services, and wellness programs should be instituted for probation officers and staff members who are not coming in to work because of injuries, stress and other management issues.
- 1.11 Probation and custody officers must be given additional and ongoing training to enable them to handle juveniles who act up or act out with physical violence.



## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	1.1 – 1.11
Los Angeles County Chief Executive Office	1.1 – 1.11
Los Angeles County Department of Probation	1.1 – 1.11



## ACRONYMS

<b>BOS</b>	Board of Supervisors (Los Angeles)
<b>BSCC</b>	Board of State and Community Corrections
<b>CYA</b>	California Youth Authority
<b>DCFS</b>	Department of Child and Family Services
<b>DMH</b>	Department of Mental Health
<b>DJJ</b>	Department of Juvenile Justice
<b>DPSS</b>	Department of Public Social Services
<b>IDC</b>	Intake and Detention Control
<b>LA</b>	Los Angeles (County or City)
<b>SYTF</b>	Secure Youth Treatment Facility

## COMMITTEE MEMBERS

Dale LaCasella	Chairperson
Carolyn Cobb	Co-Chairperson
Jenalea Smith	Secretary
Mike Padilla	
Leroy Titus	



# APPENDIX 1 (6 PAGES)



## NEW RIGHTS FOR YOUTH IN JUVENILE HALLS, RANCHES & CAMPS

*You have many rights under the Minimum Standards for Juvenile Facilities (found in Titles 15 and 24 of the CA Code of Regulations). Here are some **NEW** rights that start on January 1, 2019.*

### ADMISSION

When you first get to the facility, you have the right to:

- ▶ 2 free phone calls in the first hour
- ▶ A shower
- ▶ A secure place for your personal belongings
- ▶ Food, if you want it
- ▶ A screening to find out if you have any needs related to your physical and emotional health and safety

### ROOM CONFINEMENT

*Room confinement means putting you in a locked room by yourself with no contact with other people except staff and lawyers. Another word for room confinement is "isolation."*

- ▶ Staff cannot lock you in a room by yourself unless they have tried other solutions first.
- ▶ Staff cannot isolate you to punish you, make you do something, retaliate against you, or to make their jobs easier. And they cannot isolate you if it harms your physical or mental health.
- ▶ The longest staff can keep you locked in a room is 4 hours. To keep you in a room for longer, staff have to get permission from their boss, write down why and how long they confine you, and make a plan for when you will get out. Every 4 hours after that, they need to get permission from their boss to keep you.

The only exceptions to these rules are for emergencies, like natural disasters, or if a doctor says you need to be in a room by yourself to recover from medical treatment.



## SAFETY ROOM

*A safety room is a room where the floor, door and walls are all covered with padding.*

- ▶ Staff cannot put you in a safety room unless they have tried other solutions first.
- ▶ Staff cannot put you in a safety room to punish you, to make you do something, to retaliate against you, or to make their jobs easier. And they can't put you in a safety room if it harms your physical or mental health.
- ▶ The longest time that staff can keep you in a safety room is 4 hours. If they do not let you out in 4 hours, they have to follow the same rules as they do for room confinement.

## USE OF FORCE

*Use of force means anything staff does to control your behavior when they think you are going to hurt yourself or someone else. It can include putting their hands or other body parts on you, or using handcuffs, shackles, or pepper spray.*

- ▶ Staff can only use force to control your behavior to protect your safety or the safety of others.
- ▶ Staff can only use the amount of force that is reasonable and necessary to keep everyone safe.
- ▶ Whenever staff use force to control you, they have to tell your parents/guardians. They also have to tell their boss and write it down.

## CHEMICAL AGENTS

*Chemical agents, including pepper spray, are one "use of force" option that some facilities use.*

- ▶ Staff can only use pepper spray on you if you are about to hurt yourself or someone else. And they have to try to calm you down first before they spray you.
- ▶ After they spray you, staff cannot leave you alone until you stop having burning sensations, breathing problems or any other negative reactions to the spray.
- ▶ Any time staff use pepper spray, they have to write down how they tried to calm you down first and the reasons they used the spray. They also have to write down your name and their name, when and where it happened, how they helped you recover afterwards, and whether you were injured.



## PHYSICAL RESTRAINTS

*Physical restraints, which include handcuffs and shackles, are another "use of force" option.*

- ▶ Staff cannot handcuff or shackle you unless they try other ways to calm you down first.
- ▶ Staff cannot handcuff or shackle you to punish or discipline you.
- ▶ Staff can never:
  - Use anything (like handcuffs or shackles) that attach you to a wall, the floor, or in a chair.
  - "Hogtie" you by tying your feet and hands together behind your back.
  - Handcuff or shackle you if you are pregnant.
- ▶ Staff cannot handcuff or shackle you to move you around inside the facility unless there is no other way to keep everyone safe. And they must take actions to protect your physical and mental health.
- ▶ Any time staff handcuff or shackle you, they have to get permission from their boss, and they have to write down the reasons.

## SEARCHES

*Contraband means anything you are not allowed to have in the facility, including drugs or weapons.*

*A pat down search means that staff touch the outside of your clothes to see if you are hiding any contraband on your body or under your clothes.*

*A strip search means that staff require you to take off some or all of your clothes so they can see if you have any contraband under your clothes or on your body.*

*A visual body cavity search means that staff look at, but don't touch, your rectum or vagina. Sometimes staff ask you to squat and cough to see if there is any contraband in your rectum or vagina.*

*A physical body cavity search is done by a medical professional who examines your rectum or vagina to see if you are hiding any contraband in your body cavities.*

- ▶ Staff can only make you take off your clothes for a search if you are in a private area where you cannot be seen by anyone other than the staff doing the search.
- ▶ Staff can never touch your private body parts (including your breasts, genitals, or buttocks) during strip or visual body cavity searches.
- ▶ If you are female, only female staff can search or see you during the search (including pat-down searches). If you are male, only male staff can search or see you during the search.
  - The only exceptions to this rule are if you are being searched by a medical professional, or during an emergency. The reasons for the exceptions must be written down.
- ▶ Only medical professionals can do a physical body cavity search.
- ▶ If you are locked up right after a detention hearing, you cannot be strip searched unless a supervisor approves the search and staff write down specific facts that make them believe you are hiding contraband.





## DISCIPLINE

- ▶ Group punishment is not allowed. If another young person breaks a rule and you had nothing to do with it, you cannot be punished.
- ▶ Unless there is an emergency, staff cannot punish you if you refuse to take psychotropic medications. *Psychotropic drugs change how your brain works, and affect your mood, thoughts, emotions, and behavior.*
- ▶ Staff cannot make you participate in a work program to discipline you.

## CLOTHES & SUPPLIES

- ▶ Staff have to give you clean clothes that fit you and don't have holes or tears.
- ▶ Staff have to give you your own set of new cloth underwear that no one else can wear except you.
- ▶ Every day, staff have to give you clean underwear, undershirts and bras that have no stains.
- ▶ Staff have to give you sanitary napkins, panty liners, and tampons when you ask for them.
- ▶ Staff have to give you deodorant, lotion, shampoo and post-shower conditioning hair products (plus toothbrush, toothpaste, brush, comb and shaving equipment) if you are in the facility for more than 24 hours.
- ▶ Staff have to give you a razor every day, if you want it, and you have the right to shave your face and body hair.
- ▶ Staff have to give you more than one blanket if you ask for it.

## GRIEVANCES

*A grievance is a form you can fill out whenever you have a problem, complaint, concern or question about any part of your life while locked up (like health problems, food, clothing, or how staff treat you, for example). You must always be given a way to turn in your forms secretly so that other staff don't know what you wrote.*

- ▶ Once you file a grievance, you must receive a first response within 3 weekdays. But if your grievance is about your health or physical safety, staff must respond immediately.
- ▶ Staff must make a final decision about how to fix or respond to your issue within 10 weekdays. If more time is needed, staff must let you know.
- ▶ There is no time limit for when you can turn in a grievance form. For example, you can write about a problem that occurred 6 months ago or even longer.
- ▶ To make sure you feel safe about reporting sexual abuse or harassment, the facility must give multiple ways for you or a trusted person on the outside to share your concerns.

## PROGRAMMING

- ▶ Every day, you must be allowed to participate in a scheduled non-school program or activity for at least one hour. These programs can be run by community organizations.
- ▶ Every day, you must be given at least one hour to do things on your own for entertainment like reading, writing or games.



## VISITING

- ▶ You already had the right to visit with your parents or guardians. Now, you have the right to visit with your children too.
- ▶ You may also be allowed to visit with other family members or adult friends with permission from the head of the facility.
- ▶ Staff cannot stop people from visiting just because they have a criminal record. They can only stop people from visiting if their criminal record makes them a risk to your safety or the safety of the facility.

## PROTECTIONS FOR LGBTQI YOUTH

- ▶ When staff are deciding where you will be housed, they have to consider anything about you that could affect your safety and well-being, including your gender and your gender identity.
- ▶ If you identify as lesbian, gay, bisexual, transgender, questioning or intersex, staff cannot automatically assume that you will hurt other people sexually.
- ▶ If you are transgender or intersex:
  - Staff have to use your chosen name and gender pronoun.
  - Staff have to let you dress and present yourself as your true gender, and they have to give you clothes and underwear that go with your true gender.
  - Staff have to ask you where you would like to be housed, and they cannot automatically put you in a unit based on your body parts.
  - You have the right to get medical care or counseling from people who are qualified to provide treatment and care for transgender or intersex youth.
  - Staff have to do everything possible to give you privacy and make sure you are safe when you are using the bathroom or shower, and dressing or undressing.
  - Staff cannot search you just to find out about your body parts.
  - If possible, staff have to let you decide whether a male or female staff person searches you.

## HEALTH

- ▶ If you are pregnant, you must receive information about your choices to become a parent, choose adoption, or end your pregnancy.
  - If you decide to give birth, you must be given special medical care, counseling, and information about childbirth, breastfeeding and parenting. You must receive special medical care after delivery too.
- ▶ You have the right to ask for medical care confidentially, meaning no one else but the medical staff will know.
- ▶ No one can require you to translate private medical information for another youth who does not speak English.



## EDUCATION

- ▶ You have the right to go to school as soon as you arrive. As soon as staff get your transcripts, someone needs to review your education plan and tell you how many credits you need to graduate high school.
- ▶ You have the right to take classes that are necessary to graduate from high school. You also have the right to take classes that will help you get jobs and go to college.
- ▶ You always have the right to get an education. It doesn't matter where you are inside the facility (like your living unit or room confinement). The only exception is when it would be dangerous to you or others.
  - Staff must give you any extra help or other support you need if you have a learning or physical disability, including support required in your IEP (Individualized Education Program) or 504 Plan. You have the same rights as a special education student as you have in a school in your community.
- ▶ Staff must keep track of any time you are absent or miss class for any reason.
- ▶ You cannot be suspended or expelled until staff have tried more positive ways to address your behavior and support you. If you are suspended or expelled, staff must write down any help they gave you.

## FOOD

- ▶ Staff must give you a snack between 2 and 4 hours after dinner.

## DISCHARGE

- ▶ Before you are released, the facility must make sure you will receive educational, medical, mental health and other supports when you get home. This rule does not apply if you are still waiting for trial.

---

**This resource is not a complete list of your rights. You may request a complete list from the appropriate contact at your facility.**

**For more information, please contact Dominique D. Nong at: [dnong@childrensdefense.org](mailto:dnong@childrensdefense.org) or (213) 355-8787.**



**LACK OF HOUSING**  
**The Social Injustice of the 21<sup>st</sup>**  
**Century**



**HOPE**

**PERMANENT HOUSING**

**LAND**

**MONEY**

**GREED**

**POLITICAL**

**NIMBY**

**SECURITY**

**FUTURE**

**SECTION  
8**



# LACK OF HOUSING: THE SOCIAL INJUSTICE OF THE 21<sup>ST</sup> CENTURY

## SUMMARY

Since its earliest days of statehood, California has mandated counties to provide relief and support its most vulnerable residents. California Welfare and Institutions Code Section 17000 reads:

“Every county and every city and county shall relieve and support all incompetent poor, indigent persons, and those incapacitated by age, disease, or accident, lawfully resident therein, when such persons are not supported and relieved by their relatives or friends, or by their own means or by state hospitals or other state or private institutions.”

Currently, there are approximately 69,000 people experiencing homelessness in Los Angeles County.<sup>1</sup> Since 2014, the Civil Grand Jury (CGJ) has published five reports about homelessness, and yet this crisis continues to grow.

There is unmet need for housing and services for our most vulnerable residents. The City of Los Angeles (City) is responsible for the housing within the City, and the County of Los Angeles (County) is responsible for providing all services for the homeless throughout the County. The Permanent Housing Committee (Committee) cannot address both issues simultaneously, and the Committee focused on housing. This report explores components of housing production that must be addressed to meet the goal of providing shelter for all City residents.

## BACKGROUND

Since 1893, the Union Rescue Mission has been offering food and clothing to the less fortunate. In 1907, the Mission expanded its services to open the City’s first homeless shelter.<sup>2</sup> Since that time, homelessness has continued to increase. In 1969, when Governor Ronald Reagan signed the Lanterman-Petrus-Short (LPS) Act, mental hospitals closed and put mentally ill patients out on the street, LA’s homeless problem

---

<sup>1</sup> Interview January 23, 2023, with Los Angeles City Council member

<sup>2</sup> “Home Sweet Home,” 2019-2020 Los Angeles County Civil Grand Jury Final Report.

[http://www.grandjury.co.la.ca.us/pdf/2019-2020\\_Los\\_Angeles\\_County\\_Civil\\_Grand\\_Jury\\_Final\\_Report.pdf](http://www.grandjury.co.la.ca.us/pdf/2019-2020_Los_Angeles_County_Civil_Grand_Jury_Final_Report.pdf).



has significantly increased.<sup>3</sup> Over the years, the problem has been basically ignored and homelessness has been mostly treated as a crime, starting with the Anti-Vagrancy Act of 1855.<sup>4</sup>

There have been numerous attempts at all levels of government to provide housing for homeless people.

**1993** - City and County officials created the Los Angeles Homeless Services Authority (LAHSA), an independent Joint Powers Authority. LAHSA was authorized to manage and coordinate funds from federal, state, County and City sources, and to manage programs that provide shelter, housing, and services to people experiencing homelessness.<sup>5</sup>

**2016** - The voters of Los Angeles passed two measures to address the problems of homelessness.

Proposition HHH (HHH)<sup>6</sup> funded a \$1.2 billion bond measure to build 10,000 housing units over the next 10 years.<sup>7</sup> Measure JJJ (JJJ)<sup>8</sup> was designed to incentivize market rate developers to build more affordable housing. If the developers received a requested zone change, the measure required the developer pay prevailing wages and set aside a percentage of units as affordable housing units. A density bonus and other incentives for housing were offered that included affordable units near transit hubs.<sup>9</sup>

**2017** - Los Angeles County passed Measure H, a 0.25% increase in the sales tax to fund rental subsidies and housing support for the homeless. In addition, Measure H funded supportive services.<sup>10</sup>

**2018** - Mayor Eric Garcetti declared the Homeless Emergency Directive, which made administrative changes allowing more homeless shelters to be opened.<sup>11</sup>

**2019** - The State passed seven bills that removed certain zoning and construction restrictions for Accessory Dwelling Units (ADUs), commonly

---

<sup>3</sup> Michael Weinstein, Advertisement, "The Best Homeless Solution is Right in Front of Us," Los Angeles Times. March 5, 2023.

<sup>4</sup> Linda Heidenreic, et al (eds.), "Latino History and Culture: An Encyclopedia" (2015), p. 218.

<sup>5</sup> "Home Sweet Home," 2019-2020 Los Angeles County Civil Grand Jury Final Report, pps. 153-156. [http://www.grandjury.co.la.ca.us/pdf/2019-2020 Los Angeles County Civil Grand Jury Final Report.pdf](http://www.grandjury.co.la.ca.us/pdf/2019-2020%20Los%20Angeles%20County%20Civil%20Grand%20Jury%20Final%20Report.pdf).

<sup>6</sup> Ibid.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid.

<sup>9</sup> "Home Sweet Home," 2019-2020 Los Angeles County Civil Grand Jury Final Report, pps. 153-156.

[http://www.grandjury.co.la.ca.us/pdf/2019-2020 Los Angeles County Civil Grand Jury Final Report.pdf](http://www.grandjury.co.la.ca.us/pdf/2019-2020%20Los%20Angeles%20County%20Civil%20Grand%20Jury%20Final%20Report.pdf).

<sup>10</sup> Ibid.

<sup>11</sup> Interview October 10, 2022, with Administrator at Hope of the Valley



called "Granny Flats." (Assembly Bill 1482-Tenant Protection Act of 2019; SB 13; AB 670; AB 671; AB881; and AB 68, and SB 330).<sup>12</sup> SB 330-Housing Crisis Act of 2019, shortened the time required to obtain building permits, limited fee increases on housing applications, and made other provisions to encourage new construction.<sup>13</sup>

Legislation has been passed, and funding addresses many problems of homelessness. And yet, we seem to lack the political will to meaningfully address this most pressing crisis of our time.

## METHODOLOGY

The Committee conducted interviews with:

- Board of Supervisors and staff
- Housing Authority of the City of Los Angeles (HACLA)
- Hope of the Valley
- Weingart Center
- Los Angeles Trade Technical College
- Los Angeles County Public Works
- Los Angeles County Development Authority
- Los Angeles Military and Veterans Affairs at Bob Hope Patriotic Hall
- Housing Rights Center
- Inglewood First United Methodist Church
- Los Angeles Homeless Services Authority
- Private capital groups
- The People's Concern
- Los Angeles Department of Building and Safety
- Los Angeles County Department of Water and Power

The Committee also conducted off-site visits to the following sites:

- Arroyo Seco Tiny Homes
- Trebek Center
- Navigation Center
- Cecil Hotel
- Hida L. Solis Care First Village
- Inglewood First United Methodist Church
- Bob Hope Patriotic Hall

---

<sup>12</sup> "Home Sweet Home," 2019-2020 Los Angeles County Civil Grand Jury Final Report, pps. 153-156.  
[http://www.grandjury.co.la.ca.us/pdf/2019-2020 Los Angeles County Civil Grand Jury Final Report.pdf](http://www.grandjury.co.la.ca.us/pdf/2019-2020%20Los%20Angeles%20County%20Civil%20Grand%20Jury%20Final%20Report.pdf).

<sup>13</sup> Ibid.





The Committee researched newspaper articles, listened to podcasts, and utilized internet information. We also referred to reports from previous CGJ investigative committees.

The Committee focused on the difficulty of building new housing and refurbishing existing housing for the unsheltered. There are cumbersome and numerous hurdles to build, inspect, and permit permanent housing.

## INVESTIGATION

This investigation addresses the urgent need to build new or repurposed housing, principally for unhoused and low income residents of Los Angeles City and County. For our purposes, low income families earn no more than 80% of the County median income. Affordable housing is any housing that costs an owner or renter no more than thirty percent of gross household income.<sup>14</sup>

To consider the permanent housing problem in the City and County, we interviewed a professor emeritus who is extremely knowledgeable about the homeless problem in Los Angeles. He succinctly stated the issues are, "land, money and political will."<sup>15</sup>

## POLITICAL WILL

Although land and money are significant challenges to the construction of permanent housing, the biggest problems come from lack of political will. This is manifested in the way the entitlement and permitting processes are conducted, the administration of the housing vouchers, and the maintenance of already constructed affordable housing projects.

In December 2022, the City, and then in January 2023, the County, declared a housing emergency and committed to working together to solve the housing situation.<sup>16</sup> But this has proven to be a difficult task. In a Los Angeles Times opinion piece, Zev Yaroslovsky, director of the Los Angeles initiative UCLA Luskin School of Public Affairs, was quoted as saying:

---

<sup>14</sup> Dylan Jefferies, "Low-Income Housing and Affordable Housing: What's the Difference?" The Columbian. October 3, 2022. <https://www.columbian.com/news/2022/oct/03/low-income-housing-and-affordable-housing-whats-the-difference/>.

<sup>15</sup> Interview September 28, 2022, with UCLA professor emeritus.

<sup>16</sup> Steve Scauzillo, "LA County Supervisors Declare Homeless Emergency," Daily Breeze. January 10, 2023. <https://www.dailybreeze.com/2023/01/10/la-county-supervisors-declare-homeless-emergency-aiming-to-expedite-housing-services/>.



"The balkanized governments of Southern California are a barrier to decisive and effective policymaking. Nowhere is this more obvious than in government's failure to address our homelessness crisis. Los Angeles County is responsible for delivery of human services. The city of Los Angeles has authority over land use and where to site supportive housing. And the Los Angeles Homeless Services Authority, known as LAHSA, is a separate, independent government entity created jointly by the city and the county that annually receives tens of millions of dollars to serve the homeless. It has been widely criticized for failing to meet its goals. This governance structure seems like it's designed not to govern."<sup>17</sup>

## **PERMITTING AND PROJECT APPROVAL**

The entitlement and permitting processes are considered the most significant road blocks to timely construction of affordable permanent housing.<sup>18</sup>

There are several stages tracking the development of affordable housing. An affordable housing project starts with the Inception stage. It then goes to the Community Plan stage which sends it to the City Council. There, it must be introduced and approved by the district councilperson and the entire City Council. Also, zoning is addressed at this stage. Next, the land is acquired and the project goes to the Assessment stage which includes assessment by California Environmental Quality Assessment (CEQA), generally a lengthy process. However, as noted, AB 1192 completely eliminates this process for 100% affordable supportive housing projects. The proposal then goes through all other City agencies for approval.

The Entitlement process, which comes next, includes provisions for street lighting, sidewalks, etc. Also in the Entitlement process, is a rule that does not allow a developer to construct low income permanent housing unless they have already done this type of construction for two years. If a new developer wants to build this type of housing, they must partner with another developer who has already built this housing for at least two years.<sup>19</sup> After the Assessment and Entitlement

---

<sup>17</sup> "Op-Ed: 10 ideas for fixing Los Angeles," Los Angeles Times. November 13, 2022.

<https://www.latimes.com/opinion/story/2022-11-13/los-angeles-city-government-improvement-forum>.

<sup>18</sup> Interviews September 28, 2022, October 10, 2022, December 9, 2022, December 19, 2022, December 21, 2022, January 6, 2023, January 18, 2023, and March 28, 2023.

<sup>19</sup> Interview October 10, 2022 with administrator at Hope of the Valley.



stages, then a Letter of Determination is issued. As soon as Funding is established, the project goes into the Preplanning stage.<sup>20</sup>

The starting point for pre-planning towards construction is the permit application by the architect and engineer. The building owner initiates the process.<sup>21</sup> After application is made, other agencies are involved, including planning, engineering, public works, Los Angeles County Metropolitan Transportation Authority (Metro), and the Department of Water and Power (DWP), (which involves both power and water).<sup>22</sup> The Building & Safety Department (B&S) takes in the developer's plans and advises on deficiencies, which can take a long time to correct.<sup>23</sup>

Eventually, they issue the certificate of occupancy and the building permit which then allows the developer to start construction.<sup>24</sup> B&S inspects each stage of the process. Inspection is done in phases, and B&S completes inspections within a day. Usually B&S is ready to issue permits before other departments have signed off on clearances. According to a B&S official, "this is the biggest roadblock."<sup>25</sup>

B&S and DWP generate funds, so they are called "enterprise departments," and should be able to quickly respond. B&S collects fees and taxes, such as permit fees. DWP collects fees for the infrastructure it constructs to the property line. One of the taxes B&S collects is a School Tax, currently \$4.79 per square foot for new construction. Many have voiced that the tax should be waived for the 100% supportive housing, because no children will live there.<sup>26</sup>

It takes twelve to eighteen months for DWP to do their job, although power and water are only a small part of the overall process. Significant delays are also true of the entitlements, permitting, zoning, and planning departments. They all need to streamline their aspects of the process.<sup>27</sup>

Another problem is that if the City owns the land, in the Community Plan process, council members must vote to build each project. If a developer acquires land, he must go to the appropriate council member for

---

<sup>20</sup> Yun Soo Kim and Lintong Li, "Housing on Merit: Stakeholder Mapping of Affordable Housing Development in Los Angeles County," Cornell University, Cornell Institute for Public Affairs. February 2020. <https://d3pj8bsws5w0dr.cloudfront.net/wp-content/uploads/2020/04/HOM-Final-Report-Im-edits-to-HOM-April-2020.pdf>, at page 17. Last accessed April 21, 2023.

<sup>21</sup> Interview January 18, 2023, with administrator at B&S.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

<sup>27</sup> Interview December 9, 2022, with People's Concern administrator.



support, and get their support first, then the approval of the whole council before moving forward.<sup>28</sup>

US District Judge David Carter, who is overseeing a case brought against the City and County by the L.A. Alliance for Human Rights, has described the city as having fifteen mini-mayors, with each city council district being a mini-fiefdom. Thus, the council is handling the homeless situation, including new affordable housing construction, district by district, individually, and not coordinating or cooperating city wide.<sup>29</sup>

If a potential developer has to curry favor of not only the appropriate district councilperson, but also the whole City Council, to get the go-ahead for a potential development, the door is open for corruption, favoritism, cronyism, NIMBYism, nepotism and several potential quid per quo situations among other possibilities.

**“This must end.”<sup>30</sup>**

Time is another problem. Because the rules do not prioritize affordable housing construction. DWP, the fire department, occupancy, and permitting departments are not responding in a timely manner. One example of this is that the fire department has a total of ten fire safety inspectors for the whole City. The City must put affordable housing at the front of the line. Mayor Bass must reset priorities so that all those processes are fast tracked.<sup>31</sup>

There should be as much predictability as possible in the permitting processes, rules, and procedures so that developers know the path forward and the cost to achieve the result. Now there is no predictability. Therefore, we need to streamline and devise a uniform path to construction. The city, the mayor, and the department heads have great influence. DWP and government entitlement procedures are the biggest problems.<sup>32</sup>

## **MAYOR BASS INNOVATIONS THROUGH EXECUTIVE DIRECTIVE 1**

In response to the considerations concerning the entitlement and permitting process, Mayor Bass has declared Executive Directive 1 (EDI).

---

<sup>28</sup> Interview January 6, 2023, with administrator at Weingart Foundation.

<sup>29</sup> Interview September 28, 2022, with UCLA professor emeritus.

<sup>30</sup> Ibid.

<sup>31</sup> Interview January 6, 2023, with administrator at Weingart Foundation.

<sup>32</sup> Interview December 9, 2022 with administrator at People’s Concern.



The entitlement and permitting processes have been on a conveyor belt type system, where you submit your project in and wait for it to come down the pike. Mayor Bass has made it a six-lane highway instead to speed up the process. This helps, but there is still a lot of departmental reconciliation.<sup>33</sup>

Executive Directive 1, by Mayor Bass, has created special affordable housing units in each department, with specific contact persons and procedures to make sure each department is up to speed on developments, codes, etc.<sup>34</sup>

ED1, developed for 100% affordable housing (AH100), has prioritized projects for consideration.<sup>35</sup> If a 100% affordable project is proposed and goes through Building and Safety for qualification as an AH100 project, then it is put on the Mayor's list for all the ED1 Expedited processes. Already 350 projects are in the works and 100-170 in the planning phase.<sup>36</sup>

ED1 has many aspects:

- B&S gives next-day service for inspections at each stage.<sup>37</sup>
- A team has been established to coordinate with all support groups, like engineering, drafting, permitting, and construction with the customers. This team is to meet at least once a month.<sup>38</sup>
- Precise coordination is required to execute AH100 projects and other new business projects simultaneously.<sup>39</sup>
- Each agency shall provide dedicated, knowledgeable staff to assist and guide customers prior to project submittals.<sup>40</sup>
- Department heads shall meet twice a week with appropriate other officials to work on streamlining the construction projects.<sup>41</sup>

---

<sup>33</sup> Interview March 20, 2023, with administrator at LAHD.

<sup>34</sup> Interview January 18, 2023, with B&S manager.

<sup>35</sup> Interview March 20, 2023, with LAHD.

<sup>36</sup> Ibid.

<sup>37</sup> Interview January 18, 2023, with B&S manager.

<sup>38</sup> Interview March 27, 2023, with manager at DWP.

<sup>39</sup> Ibid.

<sup>40</sup> Ibid.

<sup>41</sup> Interview March 20, 2023, with manager at LAHD.



- The task is to reduce time frames after plans are approved. The goal is to ensure that each department is meeting or exceeding its commitments.<sup>42</sup>
- DWP requests that it and LAFD use a flagging system, which front loads a project for review by these two departments prior to submittal of the initial plans, to make sure the requirements of the two departments are accounted for, to eliminate the need for redo's after the project has begun.<sup>43</sup>

Since the DWP was the main department considered as a problem in the permitting and construction process, the Committee interviewed officials at DWP to evaluate their participation in the ED1 process.<sup>44</sup>  
What is DWP's role in new construction?

DWP has two departments involved in the process, electric and water. It is the electrical department that has the main delays.

The first step in the process is for the developer to submit a scope of agreement, accompanied with the design of the project. This determines the placement of cables & build-out of the public right of way. The process then goes through Building and Safety, then releases get signed for construction, and is returned to DWP.

The ED1 declaration expedites and shortens this process for DWP to 60-90 days. The process takes this amount of time because there are many aspects to consider. For example:

- Overload is always a concern, coupled with rain events, and diversion of crews to handle emergencies.
- Staffing is an issue, with knowledgeable workers retiring.
- Sometimes, in a project, the scope of work changes and then the process starts all over again from the beginning.
- If there are green building components involved, that complicates the process, and all requirements for that standard have to be taken into consideration.
- The infrastructure of a project may need redesign due to power usage.

There is now an assigned task force, per the Mayor, to expedite this process and that should save time and repetition.

---

<sup>42</sup> Interview March 27, 2023, with manager at DWP.

<sup>43</sup> Ibid.

<sup>44</sup> Ibid.



There are designated inspectors for each AH100 project. Projects are listed by addresses and there is a single point of contact assigned (inspector or engineer, depending on the size of the project).

One of the last steps of a project is the installation of the electrical meter and there are not enough inspectors to do that in a timely manner. The DWP is trying to hire 70-80 inspectors right now. The training process takes about two to two and a half years to become a qualified inspector.

Per the Mayor, there are monthly meetings to coordinate aspects of the project across all DWP departments and a computer dashboard is viewable internally.

One of the main changes by the Mayor is a computer program called "Build LA," which is a public website.<sup>45</sup> The Build LA website is a listing of all the projects and their progress through the system. This is vital because it promotes accountability, transparency, and eliminates finger pointing. Further, as the process continues, it will be easier to pinpoint the remaining problem areas which can be recognized and corrected earlier. This program also increases predictability of the process for the developer.

The water system is not as complex as the power system. It takes about sixty days until completion for AH100 projects. The outline of the process includes going through administration, engineering and construction. DWP states it has responded to the Mayor's expedited plans.

Hopefully, through Mayor Bass's ED1 Directive,<sup>46</sup> many of the problems discussed above will be addressed, in the near future. However, ED1 does not address other vital affordable housing concerns. All housing discussed in the Mayor's Directive is for 100% affordable supportive housing. This is very important, but most homeless persons are homeless because they cannot pay their rent. These people are not in need of supportive housing. They need immediate housing! Other types of housing are not considered at all in the Mayor's expedited provisions.

---

<sup>45</sup> Build LA : <https://buildla.lacity.org>; <https://www.ladbs.org/our-organization/messaging/news/news-details/2023/03/02/executive-directive-1-and-implementation-guidelines>

<sup>46</sup> <https://mayor.lacity.gov>



## HOUSING VOUCHERS

Next, are the agencies involved with housing people through various voucher and other subsidy programs, which make partial payments on their rent.

There are three agencies principally involved in voucher and other rent subsidy programs. One is Los Angeles Housing Services Authority (LAHSA), the second is the Housing Authority of the City of Los Angeles (HACLA) and the third is Los Angeles County Development Authority (LACDA).

The Federal Housing and Urban Development Department (HUD), issues all vouchers that original from the federal government. HUD issues both Emergency Housing Vouchers (EHVs and Housing Choice Vouchers (HCV). LAHSA is the Joint Service Authority Agency of both the City and County of Los Angeles that awards Emergency Housing Vouchers (EHV). Only HCVs are issued by LACLA and LACDA.<sup>47</sup>

EHVs are under the control of LAHSA through the Continuum of Care Coordinated Entry System. To apply for an EHV one can go to a navigation center. In LA there are 4, in Council Districts 8 and 2. Also, one could be in an encampment and enroll from there, or one could go to a County office like DPSS and enroll that way. Once there, one is given the Vulnerability Index-Service Prioritization Decision Assistant Tool (VI-SPDAT) which assesses the most vulnerable on the street.

On March 1, 2023, in the L. A. Times, an article discussed the racial disparities found in the test. For example, on the list of risks for homelessness, the Index does not include an item listing lack of money to pay rent, even though most of the homeless are unhoused because they do not have enough money to pay prevailing rents.<sup>48</sup> That question is not even asked, much less scored on the Index, where one needs a high score before one is even considered for a voucher.<sup>49</sup>

The results of the test, and other information gathered, is uploaded into the homeless management information system (HMIS). If your score is high enough to be picked for a voucher, then the matching process begins trying to match the person to housing or to a voucher. The test

---

<sup>47</sup> Interview December 19, 2022, with former LAHSA executive.

<sup>48</sup> Interview December 21, 2022, with LAHSA executive.

<sup>49</sup> Partners Ending Homelessness. Vulnerability Index - Service Prioritization Decision Assistance Tool (VI-SPDAT).

<http://pehgc.org/wp-content/uploads/2016/09/VI-SPDAT-v2.01-Single-US-Fillable.pdf>.





and determination happens fast, but it takes a long time to get a placement.<sup>50</sup>

The challenge is that the system is not responsive. It takes a lot of time to get one into housing. The design of the system can make it difficult to make a speedy placement. The system is designed around resources being very scarce and it's over bureaucratic approach prevents it from housing people rapidly. Because these people are the most vulnerable of the unhoused, they are often ill or disabled. Because they are ill and unhoused, they are difficult to find, because they move around frequently. They are often non-responsive and it is usually hard to gather all necessary documents. If one is at a certain level of illness, they may not be able to jump through all of the hoops necessary to be granted housing placement. An applicant has to become "document-ready." For some, it is often difficult to procure an ID, statement of income, statement of disability, original birth certificate, check for criminal records, etc. Because of these difficulties, much time is wasted, particularly with birth certificates, which are difficult to obtain. During this time, project based voucher units are often held open and vacant.<sup>51</sup>

Because of this, LAHSA had to return \$29 million to HUD, because they did not fill the available units within HUD's time limit for using the vouchers.<sup>52</sup>

Instead of holding a unit vacant, waiting for a person to become document ready, LAHSA should have a list of other eligible persons ready to be placed.<sup>53</sup>

To receive a HCV, one has to go through HACLA or LACDA. LACDA, which covers unincorporated areas of the County and some of its cities, currently has a waiting list and no HCV's available.<sup>54</sup>

HACLA, which serves the City, whenever it has vouchers available to be distributed, holds an open call for applications. Recently, it had an application call, and 240,000 people applied and were accepted. From those applications they held a lottery and chose 30,000 applicants to be in the cue when housing became available. About 250 vouchers become available per month, so it will take about seven years before any more people can apply for vouchers.<sup>55</sup>

---

<sup>50</sup> Interview December 19, 2022, with former LAHSA manager.

<sup>51</sup> Ibid.

<sup>52</sup> Ibid.

<sup>53</sup> Ibid.

<sup>54</sup> Los Angeles County Development Authority. <https://harp.lacda.org/ex/NewApp.aspx>. Last accessed April 21, 2023.

<sup>55</sup> Interview January 4, 2023, with HACLA executive



Once document-ready, depending on what type of voucher they have, an applicant may be matched with project based housing. Only people with EHV vouchers may receive project based housing. If you are able to be matched with project based housing, you will be able to move in quickly.<sup>56</sup>

Project-based vouchers (PBVs) are a component of a public housing agency's (PHA) Housing Choice Voucher (HCV) program. Public housing agencies are not allocated additional funding for PBV units; the PHA uses its tenant-based voucher funding to allocate project-based units to a project. A PHA can use 40% of its Housing Choice voucher allotment for PBVs. A PHA can use up to 20% of its authorized voucher units for project-based units in a specific project, if the owner agrees to either rehabilitate, construct the units, or agrees to set aside a portion of the units in an existing development for EHV vouchers.<sup>57</sup>

If you are matched to an EHV that is not a project based voucher, or you receive a HCV, then you must begin the process of trying to find a landlord in the community that will take the voucher. After a landlord is found, HACLA must come out and inspect the unit and sign off on acceptability of the unit.<sup>58</sup>

There are at least two serious problems here.

The first is that many landlords refuse to accept tenants with vouchers, even though there are laws in the City and County that prohibit refusing a potential tenant because they are using a voucher to pay a portion of the rent.<sup>59</sup> Landlords who do not accept vouchers, will disqualify a potential tenant by saying they do not have good credit or use other reasons to get around the law.<sup>60</sup>

Essentially no enforcement of "Source of Income" anti-discrimination laws occurs in L.A. City or County. These laws create civil, not criminal, liability. However, they do award attorney's fees to the prevailing party.<sup>61</sup> Santa Monica and Long Beach have robust programs to enforce the "Source of Income" anti-discrimination laws.

---

<sup>56</sup> Interview December 19, 2022, with former LAHSA manager

<sup>57</sup> U.S. Department of Housing and Urban Development. Project Based Vouchers. [https://www.hud.gov/program\\_offices/public\\_indian\\_housing/programs/hcv/project](https://www.hud.gov/program_offices/public_indian_housing/programs/hcv/project). Last accessed April 21, 2023.

<sup>58</sup> Interview December 19, 2022, with former LAHSA manager.

<sup>59</sup> Interview December 22, 2022 with HRC manager.

<sup>60</sup> Ibid.

<sup>61</sup> Ibid.



"If you have enforcement, you'll have better results."<sup>62</sup> There's not enough enforcement in L.A. City or County!<sup>63</sup>

HACLA refers cases to the L.A. Department of Housing which hands off the complaints to the Housing Rights Center (HRC), but HRC couldn't possibly process and prosecute all of the potential cases. The Los Angeles City Attorney is not aware of any referrals to his office since the law was passed. The City Attorney has done nothing but write a few "cease and desist" letters to landlords who have flagrantly violated the law and they have only done that recently.<sup>64</sup>

In Santa Monica, agencies refer to each other. They vigorously pursue, write letters and negotiate with landlords. Santa Monica has people who understand the law and can act fast. The Long Beach City Attorney has hired a litigator to work in this area. The California Civil Rights Department maintains that the potential recovery of attorney's fees should be enough that knowledgeable private practitioners could benefit from such actions.<sup>65</sup>

The second serious problem is, even if one has a voucher, and could find a landlord, HACLA has to come out and inspect the unit. Neither landlords nor tenants can get HACLA to come out to inspect the unit in a timely manner. Landlords will seldom hold a unit, to wait for the inspection, because there are usually people without vouchers, wanting to rent the property, that can move in almost immediately.<sup>66</sup>

As a result, HACLA has had to return \$82 million to HUD, partially because it could not perform timely inspections.<sup>67</sup>

"Most of the rules (regarding vouchers) are HUD rules. Most are ridiculous. This is the craziest path to housing and there is no way to sugar coat it. It takes 6-9 months and this is difficult. This is difficult and frustrating. It is a wonder anyone ever gets housing!"<sup>68</sup>

Therefore, because of lack of political will, LAHSA does not get people document-ready before they reserve a unit or help people with vouchers find landlords who will accept the vouchers through their housing

---

<sup>62</sup> Interview February 14, 2023, with lawyer who practices in the area.

<sup>63</sup> Ibid.

<sup>64</sup> Interview December 2, 2022, with lawyer at Los Angeles City Attorney's office.

<sup>65</sup> Interview February 14, 2023, with lawyer who practices in this area.

<sup>66</sup> Interview December 19, 2022, with former LAHSA executive.

<sup>67</sup> Connor Sheets, "Homeless People Wait As Los Angeles Lets Thousands Of Federal Housing Vouchers Go Unused," Los Angeles Times. July 25, 2022. <https://www.latimes.com/california/story/2022-07-25/emergency-housing-vouchers-story>.

<sup>68</sup> Interview December 19, 2022, with former LAHSA executive.



navigator personnel. Also, HACLA does not inspect properties in a timely manner, millions of dollars in voucher funding had to be sent back to HUD.<sup>69</sup>

The Cecil Hotel is a prime example of HACLA's lack of timely inspections. The

Cecil Hotel is the Single Room Occupancy (SRO) Hotel. One morning they had about twenty-five people waiting outside the hotel with vouchers, ready to rent rooms. This is a 600 room hotel that, at the time, only had about 200 tenants. However, because HACLA had not inspected the units, none of those people could be given a room.<sup>70</sup>

These vacancies could not be filled because of HACLA's lack of response when inspections were requested. Further, HACLA does not seem to have an avenue for tenants to contact them about their applications, or the potential landlords to contact them to determine when their units might be inspected.<sup>71</sup>

HACLA currently has 58,000 vouchers issued, even if not all are used. Currently, 10,000 people hold vouchers in the City but cannot find rental housing.<sup>72</sup> That is HACLA's total annual allotment of vouchers from HUD.<sup>73</sup> Although vouchers are not generally related to new, or even additional housing, these vouchers would greatly help the homeless problem by getting at least 10,000 more people off the streets.<sup>74</sup> And if LAHSA and HACLA had done their jobs, \$111 million additional dollars, which had to be returned to HUD, and which would otherwise have been available for subsidized housing.<sup>75</sup>

Vouchers and their distribution need to be discussed and understood in this report because most affordable housing, to be constructed, will need a guaranteed income source. Currently, voucher-type subsidies are the income source used to make these units viable for the developers to build.

Further, and more disturbing, is the fact that the EHV subsidy funding from HUD stops in the fall of 2023. As of then, even if thousands of new

---

<sup>69</sup> Connor Sheets, "Homeless People Wait As Los Angeles Lets Thousands Of Federal Housing Vouchers Go Unused," Los Angeles Times. July 25, 2022. <https://www.latimes.com/california/story/2022-07-25/emergency-housing-vouchers-story>.

<sup>70</sup> Visit to Cecil Hotel December 20, 2022.

<sup>71</sup> Ibid.

<sup>72</sup> Interview December 19, 2022

<sup>73</sup> Interview January 4, 2023, with manager at HACLA.

<sup>74</sup> Interview December 9, 2022, with administrator at People's Concern.

<sup>75</sup> Connor Sheets, "Homeless People Wait As Los Angeles Lets Thousands Of Federal Housing Vouchers Go Unused," Los Angeles Times. July 25, 2022. <https://www.latimes.com/california/story/2022-07-25/emergency-housing-vouchers-story>.



affordable housing units are built, there will be no additional rent subsidies available. So how are people going to pay their rent? What is going to happen to all of those people whose housing subsidies will end then?<sup>76</sup>

The City and County must find a way to finance thousands of additional rent subsidies. One way to provide those subsidies might be through Proposition ULA, discussed elsewhere. That measure allows some proceeds to be used for rent subsidies.<sup>77</sup>

## **MAINTENANCE OF LOW INCOME AFFORDABLE HOUSING**

The third problem, influenced by political will, is the maintenance of low income affordable housing.

The Skid Row Housing Trust (SRHT) was created in 1989 with a mission to stop the destruction of SRO's in downtown L.A., which for decades was the only housing for very low income people. They took over about thirty buildings after thousands of those buildings were destroyed. Unfortunately, SRHT is now in serious financial trouble because of the high operational and maintenance costs of keeping the old buildings, most of which were built in the early part of the 20<sup>th</sup> century, habitable. For these buildings, there are major plumbing, electrical, mold, and other problems, particularly elevator maintenance and repair problems. SRHT is looking for other non-profits to take over some of the SROs.<sup>78</sup> Currently, the City is proposing that the properties owned and managed by SRHT be turned over to a statewide receivership firm that specializes in court-ordered nuisance abatement.<sup>79</sup>

On April 8, 2023, the L.A. Times reported that Judge Mitchell L. Beckloff ordered Mark Adams, president of the California Receivership Group, as the appointed receiver for the properties. The receivership is using a rescue plan which relies on a seldom-used provision in the state health and safety code which allows a court-appointed receiver to borrow money against distressed properties to rehabilitate them. The receivership advertises on its website that no public funds will be

---

<sup>76</sup> The Times Editorial Board, "Mayor Bass Didn't End Homelessness In Her First 100 Days. But She Made A Good Start," Los Angeles Times. March 26, 2023. <https://www.latimes.com/opinion/story/2023-03-26/karen-bass-homeless-100-days-inside-safe>.

<sup>77</sup> Interview December 19, 2022, with former executive at LAHSA

<sup>78</sup> The Times Editorial Board, "Skid Row Housing Trust's Downfall Is a Teachable Moment for L.A., Not A Reason To Give Up," Los Angeles Times. February 12, 2023. <https://www.latimes.com/opinion/story/2023-02-12/the-failure-of-skid-row-housing-trust-doesnt-mean-housing-homeless-people-wont-work-but-avoid-the-pitfalls>.

<sup>79</sup> Benjamin Oreskes and Doug Smith, "L.A. Seeks Receivership For Skid Row Housing Trust's 29 Distressed Buildings," Los Angeles Times. March 30, 2023. <https://www.latimes.com/california/story/2023-03-30/la-receivership-skid-row-housing-trust-buildings>.



required to rehabilitate these properties because they are given priority over other creditors for available funds.<sup>80</sup>

Mayor Karen Bass said, "Losing nearly 2,000 units of housing would be devastating to Skid Row and would be felt citywide."<sup>81</sup>

There are problems with other SROs as well. One is the Madison, owned and managed by AIDS Healthcare Foundation (AHF). The Madison is the first of more than a dozen SROs and other apartments they own on skid row and in Hollywood and other neighborhoods. With the Madison in particular, the hotel has had problems with the elevator. It is constantly out of service and people have been hurt from falling into the elevator shaft. There have been several suits and settlements concerning the elevator. In December, 2022, the elevator was still out of service. Even so, an attorney representing the Foundation said in a court filing that further large-scale repairs would be "an undue hardship that would be disproportionate to the benefit that would be received."<sup>82</sup>

An elevator expert, hired by the plaintiffs, in a deposition, estimated that a new elevator would cost no more than \$375,000. The Foundation's most recent annual financial audit report showed that the Foundation had more than \$200 million in cash on hand and \$1 billion in assets.<sup>83</sup>

Further, Madison Hotel tenants filed a class-action lawsuit alleging vermin filled their homes, and the plumbing, heating, and electricity failed regularly. AHF acknowledged the problems, but blamed the City for failing to permit planned repairs.<sup>84</sup>

In a full-page advertisement in the L.A. Times, AHF said that they had purchased thirteen old buildings with 1,415 units available for rent. They said that the buildings can be renovated for about a sixth the cost of

---

<sup>80</sup> Rubin Vives, "All 29 Skid Row Housing Trust Buildings Placed Under Receivership," Los Angeles Times. April 7, 2023. <https://www.latimes.com/california/story/2023-04-07/skid-row-housing-trust-buildings-placed-under-receivership>.

<sup>81</sup> Benjamin Oreskes and Doug Smith, "L.A. Seeks Receivership For Skid Row Housing Trust's 29 Distressed Buildings," Los Angeles Times. March 30, 2023. <https://www.latimes.com/california/story/2023-03-30/la-receivership-skid-row-housing-trust-buildings>.

<sup>82</sup> Liam Dillon, Benjamin Oreskes, and Doug Smith, "A Powerful Nonprofit Owns Apartments For Poor Tenants. Why Are Some Tenants Trapped In Their Rooms?" Los Angeles Times. January 20, 2023. <https://www.latimes.com/homeless-housing/story/2023-01-20/ahf-madison-hotel-elEHVtor-lawsuit-story>.

<sup>83</sup> Liam Dillon, Benjamin Oreskes, and Doug Smith, "A Powerful Nonprofit Owns Apartments For Poor Tenants. Why Are Some Tenants Trapped In Their Rooms?" Los Angeles Times. January 20, 2023. <https://www.latimes.com/homeless-housing/story/2023-01-20/ahf-madison-hotel-elEHVtor-lawsuit-story>.

<sup>84</sup> Liam Dillon, Benjamin Oreskes, and Doug Smith, "Inside The Financial Ties Between A Controversial Housing Nonprofit And Kevin De León," Los Angeles Times. March 11, 2023. <https://www.latimes.com/homeless-housing/story/2023-03-10/kevin-de-leon-aids-healthcare-foundation-financial-ties>.



new construction and that renovating these older buildings are the “low hanging fruit that can save us” in solving the homeless problem.<sup>85</sup>

If what is said by the AHF is true, and they really want to provide housing for the unhoused, how can they possibly justify not replacing the elevator at the Madison? Do the tenants not deserve to be able to reliably go in and out of their building? If it is less costly to renovate than to construct, does AHF not have the obligation to keep those units in habitable condition?

For a final example, at the Covenant House, a residential housing facility for homeless transitional age youth (TAY), LAHSA financed the construction of sixteen new beds for the youth. However, these beds remain empty, and have for over a year, because LAHSA paid for the construction, but not the funds to support the operational costs of these beds. Covenant house has been requesting funds to operate these beds from LAHSA for over a year.<sup>86</sup>

Mayor Karen Bass is promoting master leasing apartment buildings or hotels, because the City is now paying an average of \$100 per night for a hotel room, which is \$3,000 per month, and doesn’t include food. Rent on a small apartment is cheaper than keeping people in a hotel where food as well as lodging must be provided. So master leasing sounds like a feasible idea. However, by doing that, operational costs and repairs must be included in the funds allocated for the purchase of these units. This is because there have been many examples of the lack of adequate funding for upkeep, repairs, and replacement of defective equipment by several groups who have purchased or re-purposed existing housing in the past and into the present.<sup>87</sup>

This lack of proper funding and consideration for operation and repairs by these landlords or foundations, and the possibility of the City not granting permits for planned repairs and upgrades in a timely fashion, is a further example of lack of political will on the part of responsible parties in the business of, at least stating, they are providing housing for the homeless.

---

<sup>85</sup> Michael Weinstein, Advertisement, “The Best Homeless Solution is Right in Front of Us,” Los Angeles Times. March 5, 2023.

<sup>86</sup> Interview January 24, 2023, with staff at Covenant House.

<sup>87</sup> The Times Editorial Board, “Mayor Bass Didn’t End Homelessness In Her First 100 Days. But She Made A Good Start,” Los Angeles Times. March 26, 2023. <https://www.latimes.com/opinion/story/2023-03-26/karen-bass-homeless-100-days-inside-safe>.



One top official in housing stated that, "LA City and County must build affordable housing. The political will **MUST** be there."<sup>88</sup>

## LAND

What California needs is hundreds of thousands of units of new housing. Private construction firms must be able to earn a profit by producing large quantities of housing. The housing supply will increase if there are strong incentives. Costs are driven by labor, material, and time. In addition, zoning restrictions and building codes hinder rapid production of housing. The result is that it remains too expensive to build low income, affordable housing.

Zoning restrictions in particular contribute to the high cost of building. The Los Angeles housing market is the second-least affordable market in the Nation.<sup>89</sup>

"To solve its affordability problem, California ultimately has to be willing to overrule reflexive local obstruction of large-scale development. Nothing less will motivate Los Angeles and other cities to permit the housing they sorely need. As mentioned above, land acquisition for new housing construction is hampered by restrictive zoning and other obstructing regulations. Another significant problem in L. A. City, is that each city council district is a mini-fiefdom of its own. They are handling the homeless situation district by district, individually, and not coordinating or cooperating city wide"<sup>90</sup>

## USE OF CITY LAND

The first real effort to solve the permanent housing construction problem by Los Angeles was Proposition HHH in 2016, which was to fund the construction of 10,000 units of permanent housing over ten years. HHH failed to meet its goals.

Ron Galpern, Los Angeles City Controller, discussed the use of City land. "It is critical to identify vacant or underutilized City-owned properties

---

<sup>88</sup> Interview on March 20, 2023 with LAHD Administrator.

<sup>89</sup> Edward Glaeser and Atta Tarki, "Opinion: California Housing Development Remains Abysmal Despite Reforms. Here's What's Missing," Los Angeles Times. February 19, 2023.

<https://www.latimes.com/opinion/story/2023-02-19/california-housing-developers-los-angeles>.

<sup>90</sup> Ibid.





that should be considered for interim shelter or support facilities.”<sup>91</sup> Controller Galpern stated “We originally launched the Property Panel in 2017 and our 2019 update identified more than 14,000 government owned properties in Los Angeles. Approximately 7,500 of these properties were owned by the City itself. The remaining properties were owned by the federal government, State of California, County of Los Angeles, Los Angeles Unified School District (LAUSD), and Los Angeles County Metropolitan Transportation Authority (Metro).<sup>92</sup>

Based on the analysis and review of available information, the Controller identified potential sites which met minimum criteria for development. Although entire sites may not be buildable or suitable for housing or other facilities, the combined parcel square footage for the locations identified by the Controller is approximately 1.7 million square feet. There also are opportunities at developed sites such as Parker Center, City-owned parking lots and underutilized properties, and airport properties.<sup>93</sup>

The real estate company CBRE Group, Inc. has surveyed the vacant lots in Los Angeles, and they found very little City property that can be used for any type of additional permanent housing. Therefore, a majority of the land needed for building will have to be privately owned property. Property developers may be incentivized through various programs to build low income housing in transit hubs or corridors, where high unit density is allowed.<sup>94</sup>

## USE OF PRIVATE LAND

California SB 9 allows individual homeowners to construct ADU units or duplexes on their own property.<sup>95</sup>

---

<sup>91</sup> Ron Galperin, LA Controller, “City Properties Available for Homeless Housing and Services,” January 12, 2022. [https://wpstaticarchive.lacontroller.io/wp-content/uploads/2021/12/City-Properties-Available-for-Homeless-Housing-and-Services\\_1.12.22.pdf](https://wpstaticarchive.lacontroller.io/wp-content/uploads/2021/12/City-Properties-Available-for-Homeless-Housing-and-Services_1.12.22.pdf)

<sup>92</sup> Ron Galperin, LA Controller, “City Properties Available for Homeless Housing and Services,” January 12, 2022. [https://wpstaticarchive.lacontroller.io/wp-content/uploads/2021/12/City-Properties-Available-for-Homeless-Housing-and-Services\\_1.12.22.pdf](https://wpstaticarchive.lacontroller.io/wp-content/uploads/2021/12/City-Properties-Available-for-Homeless-Housing-and-Services_1.12.22.pdf)

<sup>93</sup> Ibid.

<sup>94</sup> Interview September 28, 2022. CBRE has surveyed the vacant land in Los Angeles and found only six useful vacant parcels for building.

<sup>95</sup> Housing Policy Development Division, “SB9 Fact Sheet on the Implementation of Senate Bill 9 (Chapter 162, Statutes of 2021,” California Department of Housing and Community Development. March 2022. <https://www.hcd.ca.gov/docs/planning-and-community-development/sb9factsheet.pdf>. (Last accessed April 20, 2023.)



## USE OF COUNTY LAND

The County has vacant land, and some of it is being devoted to permanent housing for homeless residents. According to the Los Angeles County Development Authority (LACDA), there are 69 funded projects currently under construction, totaling 4,844 units; 32 funded projects in predevelopment comprising 2,645 units and 27 funded projects completed in the last three years comprising 1,750 units. LACDA also has several programs that promote affordable housing for low income and special needs clients.<sup>96</sup>

## USE OF REPURPOSED LAND

There is limited undeveloped land owned or controlled by the City or County. Another solution is to re-purpose existing buildings, such as office buildings, schools, etc. In some cases, eminent domain can be used to acquire these properties.<sup>97</sup>

Single Room Occupancy (SRO) hotels can be repurposed to provide very low income housing. A prime example of this is the Cecil Hotel, an SRO hotel located next to Slid Row in downtown Los Angeles. The Cecil is a remodeled 600 room, privately owned, facility that is ready for occupancy by all Section 8 Voucher holders.

In addition there are other SROs sitting empty in Los Angeles, including the Morrison Hotel, the Hotel Clark, and the Embassy Hotel. Many other hotels in Los Angeles could be used to house the homeless. Although repurposing can have its own problems (discussed below), these residences often are cheaper and faster to prepare for occupancy than new construction.<sup>98</sup>

The City or County could use eminent domain or otherwise acquire vacant lots and homes owned by Caltrans. The state agency owns large amounts of vacant land originally acquired for freeway construction for freeways that are not being built.<sup>99</sup>

---

<sup>96</sup> Interview February 16, 2023, with manager at LACDA.

<sup>97</sup> Interview September 28, 2022, with UCLA professor emeritus.

<sup>98</sup> Helen Li, "The Times Podcast: Why Hotel Rooms For L.A.'S Homeless Sit Empty," The Los Angeles Times. February 15, 2023. <https://www.latimes.com/podcasts/story/2023-02-15/the-times-podcast-cecil-hotel-los-angeles>.

<sup>99</sup> Interview with LAHSA executive on December 21, 2022



The American Community Survey latest survey, 2013-2017, estimates about 93,535 homes are sitting empty in the City, including second homes and vacation units, and 144 in the County housing market.<sup>100</sup> There is an acute need for accurate data on vacant properties. City leaders have ordered a study of vacancy in Los Angeles. Without solid data, it is nearly impossible to address what is arguably Southern California's most urgent concern.<sup>101</sup> Homes intentionally left vacant are exacerbating the problem and keeping many in the County homeless.

Many vacant buildings are not suitable for re-development because of their construction, although it seems it would be easier to re-purpose existing structures for housing it is not necessarily the case. To re-purpose vacant buildings for housing, floor plans have to be narrow enough to have access to windows without a large middle of floor space where construction would not allow access to windows or ventilation. For example, Queen of Angels Hospital is not suited for re-purposing into housing; whereas, the Cecil Hotel was suited for re-development.<sup>102</sup>

## STATE LAND USE LEGISLATION

The State Legislature has recently introduced and passed new laws to facilitate the construction of new housing in the state. Senate Bill SB 4, introduced into the current 2023-2024 Legislative session, would eliminate restrictions on non-profit colleges and faith organizations like churches, mosques and synagogues from building affordable housing on their land.<sup>103</sup>

"SB 4 will unlock an enormous, and I'm not exaggerating, an enormous amount of land for 100% affordable housing," state Sen. Scott Weiner (D San Francisco) said at a news conference to announce the proposal, citing a 2020 study by UC Berkley's Tener Center for Housing Innovation that found nearly 40,000 acres currently used for religious purposes could be developed."<sup>104</sup>

---

<sup>100</sup> "Home Sweet Home," 2019-2020 Los Angeles County Civil Grand Jury Final Report, pps. 169-170. [http://www.grandjury.co.la.ca.us/pdf/2019-2020 Los Angeles County Civil Grand Jury Final Report.pdf](http://www.grandjury.co.la.ca.us/pdf/2019-2020%20Los%20Angeles%20County%20Civil%20Grand%20Jury%20Final%20Report.pdf).

<sup>101</sup> Matt Tinoco, "Does LA Actually Have More Vacant Units Than Homeless People? Our Mea Culpa," LAist. November 25, 2019. <https://laist.com/news/does-la-actually-have-more-vacant-units-than-homeless-people-our-mea-culpa>.

<sup>102</sup> Interview March 20, 2023, with LAHD manager.

<sup>103</sup> Track Bill, California SB4. <https://trackbill.com/bill/california-senate-bill-4-planning-and-zoning-housing-development-higher-education-institutions-and-religious-institutions/2282344/>. Last accessed March 6, 2023.

<sup>104</sup> Hannah Wiley, "California Churches, Nonprofit Colleges Could Build Homes On Their Land With Proposed Law," Los Angeles Times. December 2, 2022. <https://www.latimes.com/california/story/2022-12-06/california-churches-nonprofit-colleges-could-build-homes-on-their-land-with-new-bill>.



Many religious entities own large amounts of property that, because of reduction in membership, attendance and other factors, they can no longer financially support. Some of that land could be repurposed and made available for affordable housing development, possibly increasing the housing supply while providing an income to the faith organizations.<sup>105</sup>

In September 2022, Governor Newsom signed into law SB 6 and AB 211. These bills allow conversion of underutilized and vacant commercial buildings into housing. These bills will incentivize developers to build housing projects in commercial corridors by allowing large retail and office buildings to be repurposed into housing. Both bills guarantee union scale wages and promise an expedited construction process, while keeping development close to the center of the cities.<sup>106</sup>

“Today we are taking a monumental step in our efforts to turn our housing crisis in a different direction,” Wicks said in a statement. “The governor’s signature on AB 2011<sup>107</sup> marks a turning point for California’s housing production needs-no longer will lack of land be an issue.”<sup>108</sup>

An example of proposed redevelopment project is the Westminster Mall in Orange County. This mall is “probably one of the largest areas of developed space that still exists in our time in this area,” according to Christine Cordon, Westminster City Manager.<sup>109</sup> One important aspect of these new laws is the requirement that a portion of the new units must be made available for low income residents.<sup>110</sup>

These new state laws make it feasible for local officials to rezone commercial properties, making this land available for housing.<sup>111</sup>

---

<sup>105</sup> Interview October 13, 2022, with pastor.

<sup>106</sup> Hannah Wiley, “In Groundbreaking Plan, California Allows Affordable Housing On Some Commercial Properties,” Los Angeles Times. September 28, 2022. <https://www.latimes.com/california/story/2022-09-28/california-affordable-housing-commercial-properties>.

<sup>107</sup> Open States, AB201, Taxation: Earned Income Tax Credit: Young Child Tax Credit: Foster Youth Tax Credit. <https://openstates.org/ca/bills/20212022/AB201/>. Last accessed March 6, 2022.

<sup>108</sup> Hannah Wiley, “In Groundbreaking Plan, California Allows Affordable Housing On Some Commercial Properties,” Los Angeles Times. September 28, 2022. <https://www.latimes.com/california/story/2022-09-28/california-affordable-housing-commercial-properties>.

<sup>109</sup> Hannah Fry, “O.C. Malls, Fading From Their Hip Glory Days, May Get New Lives As Apartments,” Los Angeles Times. February 26, 2023. <https://www.latimes.com/california/story/2023-02-26/malls-to-housing>.

<sup>110</sup> Hannah Wiley, “In Groundbreaking Plan, California Allows Affordable Housing On Some Commercial Properties,” Los Angeles Times. September 28, 2022. <https://www.latimes.com/california/story/2022-09-28/california-affordable-housing-commercial-properties>.

<sup>111</sup> Hannah Fry, “O.C. Malls, Fading From Their Hip Glory Days, May Get New Lives As Apartments,” Los Angeles Times. February 26, 2023. <https://www.latimes.com/california/story/2023-02-26/malls-to-housing>.



The examples above illustrate the new possibilities for re-purposing available land or structures. These opportunities should be utilized in the quest for affordable housing as often as possible.

In 1969, although not a new law, the state mandated that all California cities, towns and counties must plan for the housing needs of their residents—regardless of income. This state mandate is called the Housing Element and Regional Housing Needs Allocation, (RHNA).<sup>112</sup> The primary focus of the Housing Element is to ensure decent, safe, sanitary, and affordable housing for current and future residents of the state, including those with special needs.<sup>113</sup>

Each jurisdiction in the state must have a plan to build additional adequate housing in its area. Most jurisdictions have submitted such a plan, but there are cities within the County that have resisted this change. If a jurisdiction does not produce an approved plan, then a builder can construct housing without jurisdiction approval. The builder is allowed to ignore some local jurisdiction rules if it is not in compliance with the RHNA. This is a 30 year old section of state law called "Builder's Remedy." This means the developer can construct new housing without regard to local ordinances, zoning requirements, or other codes.<sup>114</sup> Therefore, jurisdictions develop approved housing plans to keep local control over building, but do nothing to actually construct additional housing.

Santa Monica (and many cities through southern California) refused to develop a Housing Element plan in accordance with the State mandate.<sup>115</sup> Governor Newsom was so frustrated with the lack of performance on construction of homeless housing by the cities and counties in California that, in 2022 he rejected every homeless action plan submitted to the State. His action caused the State to withhold around \$600 million that would have gone to 75 governments and service providers that had applied for state grant money.<sup>116</sup>

---

<sup>112</sup> Association of Bay Area Governments, RHNA - Regional Housing Needs Allocation. <https://abag.ca.gov/our-work/housing/rhna-regional-housing-needs-allocation>. Last accessed March 6, 2023.

<sup>113</sup> Town of Colma, What is a Housing Element? <https://www.colma.ca.gov/question/what-is-a-housing-element/#/city/answers/what-is-a-housing-element/what-is-a-housing-element>.

<sup>114</sup> Christopher S. Elmendorf, "A Primer on California's "Builder's Remedy" for Housing-Element Noncompliance," UCLA Lewis Center for Regional Policy. April 2022. <https://www.lewis.ucla.edu/research/a-primer-on-californias-builders-remedy-for-housing-element-noncompliance/>. Last accessed April 20, 2023.

<sup>115</sup> Liam Dillon, "Thousands Of Apartments May Come To Santa Monica, Other Wealthy Cities Under Little-Known Law," Los Angeles Times. October 24, 2022. <https://www.latimes.com/homeless-housing/story/2022-10-24/santa-monica-housing-apartment-boom>.

<sup>116</sup> Anita Chabria, "Newsom Rejects Every Local Homeless Plan In State, Demanding More Ambition," Los Angeles Times. November 3, 2022. <https://www.latimes.com/california/story/2022-11-03/column-newsom-rejects-every-local-homeless-plan-in-state-demanding-more-ambition>.



Santa Monica provides a prime example of NIMBYism (“Not in My Backyard”) by an entire City. Generally, these objections are made on a project-by-project basis within cities. These attitudes are empowered by three main groups: unions; real estate and homeowners groups; and city councils. These organizations have a lot of influence, whereas the homeless have no effective representation. “Homeless people need to organize and make their own voice heard.”<sup>117</sup>

In accordance with the RHNA Allocation Plan, adopted in March 2020, the Southern California Association of Governments (SCAG) determined the need for a total of 1,341,827 new housing units distributed among the 197 SCAG jurisdictions.<sup>118</sup>

SCAG determined that the Los Angeles 2021-2029 Housing Element must have a total of **456,643** units, of which **184,721** must be affordable to low and very low income households.<sup>119</sup> The allotment for the rest of the cities in the County is **24,856** units, and the allotment for the unincorporated area is **5,664** units.<sup>120</sup>

From the discussion above, additional land has to be found, re-purposed and acquired. More leeway, and coordination, needs to be achieved before we will be able to solve the problem of lack of adequate land for building new low income housing in the City and County.<sup>121</sup>

## MONEY

Once a suitable parcel is found, the next hurdle is funding. The problem isn’t the availability of capital; the problem is the bureaucratic nature of *this* capital. Affordable housing by its very definition is below market rate and will not make a standard rate of return (or any return in some cases). This makes funding a project with 100% private money almost impossible. Compounding the problem, traditional long-term financing is difficult to obtain on non-standard housing units such as prefabricated or container home projects.

---

<sup>117</sup> Interview September 28, 2022, with UCLA professor emeritus.

<sup>118</sup> Southern California Association of Governments, Regional Housing Needs Assessment. <https://scaq.ca.gov/rhna#>.

<sup>119</sup> Santa Barbara Association of Governments, SPCAG Staff Report, Agenda Item 5, Draft - Final Allocation Chart. <http://meetings.sbcag.org/Meetings/SBCAG/2021/03%20March/Item%205%20RHNA/Item%205,%20RHNA.pdf>.

<sup>120</sup> Ibid.

<sup>121</sup> Interview January 6, 2023, with manager at Weingart Foundation.



Some public funding and/or charitable money has been required to make a project economically feasible and with that public money comes delay. This all requires the developer to try to assemble financing by cobbling together private loans, public money, tax credits, and grants. This step takes time, a lot of time. While a developer “chases bucks”, the cost of the idle capital continues to drive up the final price.

The average permanent supportive housing (PSH) project has seven different funding sources, each one requiring the developer to comply with separate requirements, redundant forms, filings, documents, studies, reports, and literally hundreds of other requirements and the personnel, consultants, and attorneys to deal with it all. By way of example please see Los Angeles Housing Department’s (LAHD) 81-page procedure manual for just one of the available Low Income Housing Tax Credit (LIHTC) <sup>122</sup>programs. <sup>123</sup> The hours spent chasing project funding accounts for the largest “waste” on most projects. But this economic inefficiency is also an opportunity to attack costs: If the project can be built faster, it can be built cheaper. If we can build projects cheaper, we can build more units.

---

<sup>122</sup> Low-Income Housing Tax Credits program (LIHTC). Created under the Tax Reform Act of 1986, LIHTC is administered at the state level with a fixed allocation from the federal government based on the state’s population. Tax credits are then awarded competitively to projects that best meet the state’s priorities and goals. Developers typically “sell” the tax credits by entering into limited partnerships with investors.

<sup>123</sup> <https://housing.lacity.org/wp-content/uploads/2022/09/2022-AHMP-Regulations-final-Clean-9.16.2022v2.pdf>



## **PUBLIC FINANCING: L. A. HOUSING DEPARTMENT**

The L. A. Housing Department is responsible for new and re-purposed housing in the City. Construction is done by private developers or non-profit housing developers. Financing for these developments is through HHH funds, tax credits, Home Housing Trust, linkage fees, transfer taxes and possibly, ULA funds. ULA will generate \$1 billion per year, part of which can be used for housing subsidies.<sup>124</sup>

CEQA has a large impact on affordable housing construction, especially in delaying or stopping that construction. AB 1192 completely exempts HHH and other similar projects from CEQA provisions. This eliminates many delays, particularly NIMBY attempts to delay or stop projects.

The City subsidizes 700-1,000 units a year. Projects are developed by reviewing market rate rents, then adding the incentives from the subsidy programs to determine how to evaluate low income units. With regard to subsidies, in addition to Section 8 rent subsidies, some developers get zoning waivers for higher construction densities or less parking. About 11% of new construction is for very low income housing. A few developers have accrued enough subsidies that they can totally subsidize the units.

High transit areas can support the highest density housing, but the area must be zoned R2 or above. Builders can build 100% permanent supportive housing using subsidies to generate adequate rental income.

Initially, HHH estimated that building cost per unit would be \$400,000 with tenants paying \$800.00 a month rent. In aggregate this would generate a gap of \$118,000 that HHH was to fill.

Another source of funding for the City is The Cap and Trade Program from the state, but using this program makes construction more expensive because it requires more amenities per unit. Also, because prevailing wage has to be used with government funded programs increases the cost.<sup>125</sup>

The Los Angeles Affordable Housing Trust Fund (AHTF) provides construction and permanent financing for the development and preservation of affordable rental housing. These funds are leveraged with federal Low Income Housing Tax Credits (LIHTC), tax-exempt bonds, and other sources of public and private financing. The AHTF

---

<sup>124</sup> Ibid.

<sup>125</sup> Interview March 20, 2023 with LAHD manager.





provides gap financing through a competitive Notice of Funding Availability (NOFA) process.

The AHTF program is funded through the City of Los Angeles, and was established in 2000 by the City Council using seed funding of \$5 million dollars. In 2013, the city combined local funding with federal HOME funding, and the total amount of funding available through the Trust Fund was \$25 million.

Currently, the AHTF is comprised of various funding sources, including but not limited to, federal HOME funds, city general funds, and McKinney Act bond funds. One to three funding rounds are held each calendar year, with projects competing for AHTF funds that are used to leverage LIHTC or funding from other state or federal housing programs.<sup>126</sup>

To start new construction projects, the City generates "Requests for Proposals."<sup>127</sup> About every 18 months, the Housing Department sends guidelines to the City Council for funding priorities. The Department puts out funding availability notices and the developers submit projects. The City chooses the projects based on a number of factors including how the project fits in with the department's program priorities. Then the City looks at market rate housing and make calculations and determinations from there. Projects under Executive Directive 1 are 100% affordable.<sup>128</sup>

L.A. Housing Department staff have suggested having LA City be a "one stop shop," where all the money from all the funding sources are put together into one large fund so the money is available when needed. This would eliminate the need for developers to take out an interim loan to cover development costs but doesn't address the underlying issue of delay and costs.

## **THE PROBLEM WITH PUBLIC FINANCING: HHH AND ULA**

For a more specific look at the problems of public financing, HHH, and ULA please see: *HHH: TOO FEW, TOO MUCH, TOO SLOW*<sup>129</sup> but generally "The City's efforts to develop supportive housing using funds from Proposition HHH is beset with high costs, lengthy timelines, and

---

<sup>126</sup> National Low Income Housing Coalition. State & City Funded Rental Housing Programs. <https://reports.nlihc.org/rental-programs/catalog/los-angeles-affordable-housing-trust-fund>. Last accessed April 21, 2023.

<sup>127</sup> Interview March 20, 2023., with manager at LAHD

<sup>128</sup> Ibid.

<sup>129</sup> 2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY Report



will not produce nearly enough units for everyone in need.”<sup>130</sup> The average total cost per unit has been \$576,245. It has taken 3 to 6 years to complete each unit and less than 8,000 will be built.<sup>131</sup>

Measure ULA<sup>132</sup> passed in November 2022. It places a 4% transfer tax on property sales above \$5 million and a 5.5% tax on sales over \$10 million. The current rate for all other property is 0.45%. About half of the new taxes would come from sales of residential property the rest coming from the sale of commercial property.<sup>133</sup> It is expected to generate revenue of \$800 million to \$1 billion a year but does nothing to address the underlying issue of ever increasing development costs. If anything, it makes the situation worse by not just “feeding the beast” but encouraging a slow and expensive development process.

## WHAT CAN BE DONE?

In order to reduce costs, and time of construction, alternative housing models need to be used. As previously discussed a multi-pronged approach needs to be used. From a *competently* administered Section 8 program to all forms of new and remodeled housing are required: rehabilitated SRO’s and hotels (such as the Cecil Hotel), Caltrans vacant housing, manufactured housing, container projects, tiny home villages, among others will all play a part.

1. Inside Safe: Mayor Karen Bass’ Inside Safe initiative uses vacant motel rooms into interim housing for about \$100,000 to \$200,000 per unit. This created no new permanent housing, but is better than the temporary housing currently available. which at the moment is functioning as permanent housing.<sup>134</sup>
2. Container structures: The Department of Public Works (DPW) constructed the Hilda Solis Care First Village near the beginning of the COVID epidemic to prevent the spread of COVID amongst the homeless, particularly on Skid Row. The Village is made of

---

<sup>130</sup> City News Service, “LA Controller Releases List Of City-Owned Properties Suitable For Homeless Housing,” Los Angeles Daily News. January 12, 2022. <https://www.dailynews.com/2022/01/12/la-controller-releases-list-of-city-owned-properties-suitable-for-homeless-housing>.

<sup>131</sup> City News Service, “LA Controller Releases List Of City-Owned Properties Suitable For Homeless Housing,” Los Angeles Daily News. January 12, 2022. <https://www.dailynews.com/2022/01/12/la-controller-releases-list-of-city-owned-properties-suitable-for-homeless-housing>.

<sup>132</sup> Alexander G. Davis, et al., “The Los Angeles “Mansion Tax”: How the ULA Tax May Impact Commercial Real Estate Deals,” Mayer Brown. January 11, 2023. <https://www.mayerbrown.com/en/perspectives-events/publications/2023/01/the-los-angeles-mansion-tax-how-the-ula-tax-may-impact-commercial-real-estate-deals>. Last accessed April 21, 2023.

<sup>133</sup> Steve Lopez, “Fed up with failed leadership, L.A. voters backed mansion tax to help the homeless. Will it work?” Los Angeles Times. November 12, 2022. <https://www.latimes.com/california/story/2022-11-12/lopez-column-citizens-led-the-way-on-la-homelessness-tax-measure>.

<sup>134</sup> Interview December 9, 2022, with manager at People’s Concern.



shipping containers built by an all-female company located in Long Beach, using 30% local workers. The DWP completed the infrastructure while the shipping containers were prepared so that the Village was finished in 6 months. There are 232 single occupancy units with private bathrooms and complete wrap-around services. The cost of the project was \$57 million with \$51 million from CARES Act funding, the costs was \$245,700 per bed.<sup>135</sup>

3. Tiny homes. There are several types of tiny homes located in L. A. City and County but generally a tiny home has a maximum of 400 sq. ft.<sup>136</sup> One example is the Arroyo Seco Village in Highland Park.<sup>137</sup> Arroyo Seco was built and is maintained by Hope the Valley. This tiny home village has 142 units, mostly sheltering two occupants per unit. Showers, toilets and sinks are provided at one end of the property. Meals and wrap-around services are provided. Hope the Valley has built several of these tiny home villages, the latest one was completed for only \$42,000 per unit.

## PRIVATE CAPITAL, PUBLIC SERVICES

One private capital group, with a fund of \$150 million, working with a specific owner/developer/contractor is building permanent supportive housing for low income tenants.<sup>138</sup> The capital group is the single-source funding entity. Their \$150 million is funded by socially minded investors, including banks, health care groups and corporations with a public concern and mission. Private funds are used to build multiple projects and the capital fund is repayed by long-term conventional financing. Rents and income are guaranteed by the City and the County provides the social services.

This model requires close cooperation between the lender, the builder, and the non-profit entity that will likely manage the property. The capital group provides for one case manager to live on site, rent free.<sup>139</sup> The private lender currently has nine projects completed and anticipates three more will finish within 30 days.<sup>140</sup>

---

<sup>135</sup> Interview November 16, 2022, with executive at DPW. Information also on flyer obtained at interview November 16, 2022 on the Hilda Solis Care First Village Project. The Village is administered by the Weingard Foundation.

<sup>136</sup> "Home Sweet Home," 2019-2020 Los Angeles County Civil Grand Jury Final Report, p. 174. [http://www.grandjury.co.la.ca.us/pdf/2019-2020 Los Angeles County Civil Grand Jury Final Report.pdf](http://www.grandjury.co.la.ca.us/pdf/2019-2020%20Los%20Angeles%20County%20Civil%20Grand%20Jury%20Final%20Report.pdf)

<sup>137</sup> Interview October 10, 2022, with administrator at Hope of the Valley.

<sup>138</sup> Interview March 15, 2023, with administrator at a private capital group .

<sup>139</sup> Ibid.

<sup>140</sup> Ibid.



The nine projects have a total of 638 units under construction and the typical cost is \$10M to \$20M for 100 units. The average cost is \$225,000.00 per unit, instead of \$600,000.00 to \$700,000.00 for publically funded HHH projects.<sup>141</sup> Right now construction is twenty-four months or less. The group oversees their projects and this helps move the project along quickly. They pay their developer in five days where the city can take 6 months.<sup>142</sup> The overriding purpose of the capital group is to help the tenants rebuild their lives and to provide the tools to do that.<sup>143</sup>

On our journey from the formation of LAHSA to today, the committee has discussed ways to solve the problems of land, money, and political will.

Land can be acquired by governmental and private sources including aggressively pursuing the occupation of vacant housing, whether public or private. Particularly, vacant housing and/or land owned by Caltrans and Metro or other government owned vacant land. There must be a lot more use of re-purposed structures because the city does not have enough vacant land for all the construction needed.

Mayor Karen Bass declared a state of emergency over homelessness as her first official act as mayor, and has since issued three executive directives. The third directive seeks a report within twenty days of a list of all city-owned properties that are vacant, surplus, or underutilized. Mercedes Marquez, the mayor's chief of Housing and Homelessness Solutions, will then assess each site's potential to be used as housing or shelter for unhoused people. Within thirty days of that assessment, Bass' office will begin designating sites where new housing would be available.<sup>144</sup>

Most importantly, the City and County should construct the total amount of their California Housing Element Allotment, one way or another.

Funding is completely uncoordinated and restrictive in every possible way, particularly if it is publicly or governmentally funded. Funding should be acquired through the model outlined by the capital group discussed above, bypassing the leveraged form of financing. If

---

<sup>141</sup> Ibid.

<sup>142</sup> Ibid.

<sup>143</sup> Interview with a private capital group on March 25, 2023

<sup>144</sup> Contributing Editor, "LA Mayor Bass Applauds Metro Vote to Explore Using Property to Build Housing," mynewsLA.com. February 24, 2023. <https://mynewsLA.com/government/2023/02/24/la-mayor-bass-applauds-metro-vote-to-explore-using-property-to-build-housing/>.



government funding has to be used, it should strive to have as few restrictions as possible, or fulfill those government requirements before needed and put the available resources into a fund ready to be used by developers, thus saving significant time and money.

Political will is the main roadblock. Our investigation has found that at every step of the way, lack of political will is paramount. California has had the State Housing Element since 1969, with NO requirements to build the housing each city and county are required to have. It is absolutely essential the City and County abide by this plan and actually construct the allotted amount of housing within the specified time frame!

Political will has hindered progress in almost every way in the entitlement and permitting process. Political will has also hampered the upkeep and repair of existing and repurposed housing because the owners have failed to keep these properties in habitable condition due to the failure to allocate adequate funds to do so, and the City not providing the necessary permits for repair and upkeep of these properties in a timely manner. This is especially true of the SRO's elevator services.

Permanent housing construction is complex and complicated. The City and County needs to look at the three main the aspects of this process, land, money and political will, as one overall process, and coordinate and streamline these together. The goal being the rapid construction of affordable and low income permanent housing.

"A high ranking official told the Committee that NO affordable housing was built in LA County since 1979 up until recently. We are playing catch-up for lack of housing construction for 54 years."<sup>145</sup> "Because housing is what makes homeless people no longer homeless."<sup>146</sup>

---

<sup>145</sup> Interview March 20, 2023, with executive at LAHD.

<sup>146</sup> The Times Editorial Board, "Mayor Bass Didn't End Homelessness In Her First 100 Days. But She Made A Good Start," Los Angeles Times. March 26, 2023. <https://www.latimes.com/opinion/story/2023-03-26/karen-bass-homeless-100-days-inside-safe>.



## FINDINGS

1. EHV voucher funding will end in the fall of 2023.
2. Units are often left empty, waiting for a tenant, because a potential tenant is not document ready to occupy the unit.
3. Racial disparities have been found in the LAHSA VI-SPDAT system. Also it does not account for people who are homeless only because they lack money to pay rent.
4. The City handles new construction approval, individually, council district by council district.
5. Public construction of low income, permanent supportive housing (PSH) is usually accomplished by leveraging the funds from several different sources.
6. Land acquisition is hampered by restrictive zoning and other obstructive regulations.
7. HACLA does not inspect potential voucher funded units in a timely manner.
8. The city has unused parking lots.
9. Private landlords often will not accept tenants with vouchers, even though this is illegal.
10. The City's Housing Element Allotment is to build 456,643 new units, of which 184,721 must be affordable to lower income households.
11. The County's Housing Element Allotment is to build 5,644 new units in the un-incorporated areas of the County.
12. The State has passed SB 6 and AB 211 that allows conversion of underutilized and vacant commercial buildings to be converted into housing.
13. The City charges a linkage fee of \$10.38 per square foot for new housing construction and \$4.15 per square foot for commercial construction, whereas, San Francisco charges \$24 and \$10.38 respectively. The amount the City charges is too little.



14. The City hinders construction of new units not built in the traditional manner, using traditional materials, such as modular housing, container housing, tiny self-contained homes and pre-fabricated housing.
15. B&S charges a School Tax of \$4.79 per square foot of new construction.
16. Mayor Bass's ED1 directive will facilitate the development 100% PSH through streamlining the entitlement and permitting process.
17. Using a private capital group model of building 100% PSH reduces the average cost of the housing to \$225,000 per unit from \$600,000 - \$700,000 per unit, using the HHH funding and construction methods.
18. Use of tax credits for funding is very costly and time consuming.
19. There is a requirement that any developer who wants to build low income permanent housing must have already built them for two years.
20. The total allotment for HUD vouchers for the City is 58,000 per year. These vouchers are all allocated.
21. Many landlords violate the antidiscrimination law regarding renting to potential voucher holders.
22. According to Mayor Bass, the City is going to repurpose available land, such as SRO's. There have been problems with adequate funds to provide the upkeep, maintenance, repairs and additions to these properties.
23. There is a delay in the permitting process of the upkeep, maintenance, repairs and additions of repurposed property.
24. There are 10,000 people with vouchers in the City who have been unable to find housing.
25. The computer program Build LA is a listing of all AH100 projects and their progress through the system.



## RECOMMENDATIONS

- 1.1 Going forward, the city and county should ensure subsidy funding for EHV vouchers.
- 1.2 LAHSA should have more than one document ready potential tenant for each unit, so that no units are left vacant waiting for a qualified tenant.
- 1.3 LAHSA must revise the VI-SPDAT system to make it fairer for all applicants.
- 1.4 The City should appoint an independent commission to review and approve new housing construction throughout the City.
- 1.5 The City and County should find other ways of funding PSH.
- 1.6 The City and County must streamline the land acquisition process by removing unnecessary restrictions.
- 1.7 HACLA must implement procedures to inspect potential voucher funded units in a timely manner.
- 1.8 The City should use available parking lots to provide a safe place to shelter people living in cars or RV's, including restrooms and trash removal.
- 1.9 The City and County should appoint someone whose responsibility is to sue violating landlords, possibly contracting with private attorneys.
- 1.10 The City should build the prescribed Housing Element Allotment units.
- 1.11 The County should build the prescribed Housing Element Allotment units.
- 1.12 (a) The City should use these new laws to encourage development and conversion of underutilized and vacant commercial buildings into housing.





- 1.12 (b)The County should use these new laws to encourage development and conversion of underutilized and vacant commercial buildings into housing.
- 1.13 The City should charge higher linkage fees.
- 1.14 The City should facilitate alternate unit construction through various means such as loan guaranties and eliminating various entitlement and permitting obstacles.
- 1.15 The City should eliminate or reduce the school tax for Mayor Bass's 100% affordable PSH.
- 1.16 Mayor Bass should extend her ED1 directive to include all affordable and low income housing.
- 1.17 The City should use the private capital group model for funding and construction of its 100% PSH.
- 1.18 The City should avoid using tax credits for funding its 100% PSH construction.
- 1.19 No Recommendation.
- 1.20 There should be more voucher subsidies available to allow new permanent housing to be accessed by low income applicants.
- 1.21 The City and County should enforce the anti-discrimination laws against landlords.
- 1.22 The City must allow funds to adequately provide for upkeep, repairs, additions and other necessary maintenance of repurposed properties into the future.
- 1.23 The City must streamline the permitting process to enable the necessary repairs, additions and other necessary maintenance to proceed in a timely manner for the low income, repurposed properties.
- 1.24 LAHSA needs to provide adequate housing navigators to assist the 10,000 people currently holding vouchers find rental units.
- 1.25 The computer program Build LA should be expanded to include all affordable and low income housing construction projects.



## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles City Council	1.1, 1.4, 1.5, 1.6, 1.8, 1.9, 1.10, 1.12(a), 1.13 through 1.25
Los Angeles Mayor Karen Bass	1.1, 1.4, 1.5, 1.6, 1.8, 1.9, 1.10, 1.12(a), 1.13 through 1.25
Los Angeles County Board of Supervisors	1.1, 1.5, 1.6, 1.9, 1.11, 1.12(b), 1.19, 1.20, 1.21
Los Angeles Homeless Services Authority	1.2, 1.3, 1.24
Housing Authority of the City of Los Angeles	1.7



## ACRONYMS

<b>ADU</b>	Accessory Dwelling Units (s)
<b>AHF</b>	Aids Healthcare Foundation
<b>B &amp; S</b>	Building and Safety
<b>BOS</b>	Board of Supervisors
<b>CEQA</b>	California Environmental Quality Act
<b>CGJ</b>	Los Angeles County Civil Grand Jury
<b>DWP</b>	Department of Public Works
<b>EHV</b>	Emergency Housing Vouchers
<b>EO1</b>	Executive Order # 1- Mayor Karen Bass
<b>HACLA</b>	Housing Authority of the City of Los Angeles
<b>HCV</b>	Housing Choice Vouchers
<b>HHH</b>	Proposition HHH
<b>HMIS</b>	Homeless Management Information System
<b>HRC</b>	Housing Rights Center
<b>HUD</b>	Housing and Urban Development
<b>LACDA</b>	Los Angeles County Development Authority
<b>LAFD</b>	Los Angeles Fire Department
<b>LAHSA</b>	Los Angeles Homeless Service Authority
<b>LAUSD</b>	Los Angeles Unified School District
<b>LIHTC</b>	Low-Income Housing Tax Credits
<b>LPS</b>	LATERMAN-PETRUS –SHORT ACT
<b>METRO</b>	Los Angeles County Metropolitan Transportation Authority
<b>NIMBY</b>	“Not In My Backyard”
<b>NOFA</b>	Notice of Funding Availability
<b>PBV</b>	Project Based Voucher
<b>PHA</b>	Public Housing Agency
<b>RHNA</b>	Housing Element and Regional Housing Needs Allocation
<b>SRHT</b>	Single Room Occupancy
<b>TAY</b>	Transitional Aged Youth
<b>VI-SPDAT</b>	Vulnerability Index Service Prioritization Decision Assistant Tool
<b>WIC</b>	California Welfare and Institution Code



## **COMMITTEE MEMBERS**

Jenalea Smith	Chairperson
Donald Gonzales	Co-Chairperson
Margaret Chapman	Secretary
Alice Beener	
James Childress	
Carolyn Cobb	
Patti Estrada	
Mike Padilla	
LeRoy Titus	



**LOS ANGELES COUNTY FIRE  
DEPARTMENT WORKERS'  
COMPENSATION**



# LOS ANGELES COUNTY FIRE DEPARTMENT WORKERS' COMPENSATION

## SUMMARY

Firefighters are particularly susceptible to on-the-job injuries due to the nature of their work. This gives rise to a large number of workers' compensation (WC) claims. The high level of WC expenses is straining the financial resources of the Los Angeles County Fire Department (Department/LACoFD).

On February 28, 2023, the Los Angeles County's Board of Supervisors (BOS) appointed Anthony C. Marrone to serve as Fire Chief. In his acceptance speech, Chief Marrone said his priorities are, among other things, to "stabilize the department's budget, address our workers' compensation challenges, [and] focus on employee wellness."<sup>1</sup>

This Committee's report addresses the challenges of LACoFD's workers' compensation program. Almost every law enforcement agency and fire department in Los Angeles County and elsewhere in California are facing issues similar to those presented here. Our recommendations for LACoFD may be worthy of consideration by other safety agencies.

Firefighters are entitled to generous WC benefits under state law, including a one year salary allowance period under Labor Code Section 4850 (LC 4850). As a self-insured employer, LACoFD pays the monetary cost of WC claims as well as the 4850 salary and overtime salaries for backfill personnel.

The County employs a Third Party Administrator (TPA) to handle all of their WC claims, including LACoFD, contracting with a sole source TPA under four separate contracts. We recommend, among other things, that LACoFD amend its portion (Unit C) TPA contract (which is up for renewal soon) to include Account Service Instructions (AIS) for preferred methods of claims management; improve its return-to-work program; make full use of CEO Risk Management's Risk Management Information System; and continue to emphasize employee fitness and safety procedures.

---

<sup>1</sup> Beverly Press, March 2, 2023. <https://beverlypress.com/2023/03/marrone-appointed-as-l-a-county-fire-chief/>.



## BACKGROUND

"The County of Los Angeles Fire Department is responsible for protecting the lives and property of 4.1 million residents living in 1.25 million housing units in 60 cities and all unincorporated areas of Los Angeles County (County), along with the City of La Habra located in Orange County. The Fire Department's service area includes suburban neighborhoods, city centers, commercial districts, sandy beaches, mountain ranges, and more."<sup>2</sup>

LACoFD is a Special District governed by the Consolidated Fire Protection District of Los Angeles County, covering 2,311 square miles.<sup>3</sup> With over 4,700 employees, including approximately 3,000 firefighters on active duty, the Department has one of the largest fire operations in the United States and has the resources and expertise to face a wide variety of emergencies.<sup>4</sup>

The number of LACoFD employees who are out of work at any given time is substantial. As of early 2023, approximately 500 firefighters (almost 17%) were on WC leaves for injuries, illnesses and disabilities. The large number of absent firefighters not only compromises the level of service that can be provided, but also places "undue stress on the remaining fire personnel who are on callbacks which is negatively impacting the fiscal health of the Department..."<sup>5</sup> LACoFD has a Memorandum of Understanding with its labor union requiring the Department to maintain "Constant Staffing"<sup>6</sup> and using overtime shifts to make up for missing firefighters on disability.<sup>7</sup>

As a self-insured employer, LACoFD pays both the monetary costs of WC claims and the indirect costs associated with WC claims. When a firefighter submits a WC claim to LACoFD, the TPA is notified and opens a case. The first task for the TPA is to verify whether the claim is for a work-related injury. The delay in making this determination

---

<sup>2</sup> [https://fire.lacounty.gov/wp-content/uploads/2021/09/Department-Overview-Booklet\\_single-pages\\_9.09.21-A.pdf](https://fire.lacounty.gov/wp-content/uploads/2021/09/Department-Overview-Booklet_single-pages_9.09.21-A.pdf), p. 4.

<sup>3</sup> <https://file.lacounty.gov/SDSInter/bos/supdocs/174257.pdf>

<sup>4</sup> Interview October 27, 2022 LACoFD.

<sup>5</sup> Los Angeles County Board of Supervisors, Motion by Supervisors Kathryn Barger and Janice Hahn, November 1, 2022 <https://file.lacounty.gov/SDSInter/bos/supdocs/174257.pdf> (lacounty.gov) Interview November 4, 2022 LACoFD.

<sup>6</sup> "Constant Staffing is defined as the process wherein positions that are vacant on a given day are filled by members of the appropriate rank and qualification on an overtime basis. Constant Staffing is followed to keep staffing levels of all units at required levels for safe and efficient operations." LACoFD confirmed this definition is correct (interview on April 3, 2023).

[https://www.phoenix.gov/firesite/Documents/fire\\_mp\\_10403.pdf](https://www.phoenix.gov/firesite/Documents/fire_mp_10403.pdf). (Last accessed April 3, 2023)

<sup>7</sup> Interview April 3, 2023 LACoFD.



is the first of many tasks that impede the speedy processing of WC claims. There may be long lead times for appointments with medical providers. If a TPA denies or disputes a claim, there are additional delays. These roadblocks are frustrating for firefighters who want to be treated quickly and return to work. When claims are delayed or denied, the claimants may decide to litigate these claims which further delays resolution.

Not only must injured employees be paid their full salary while temporarily or permanently disabled,<sup>8</sup> LACoFD must pay firefighters time-and-a-half overtime pay rates to cover required shifts.<sup>9</sup>

LC 4850 provides a leave of absence of up to one year without a loss of salary in lieu of disability payments for public safety employees, including firefighters, who are temporarily or permanently disabled as the result of an on-the-job injury. In addition, Labor Code sections 3212 et seq. (see, e.g., sections 3212, 3212.1, 3212.15), provide that certain conditions are considered presumptive injuries, for which firefighters may file WC claims.<sup>10</sup>

The 2021-2022 LACoFD budget allocated 69% (or \$998.9 million) of its \$1.44 billion budget to personnel. Of this personnel figure, approximately \$200 million was set aside for WC costs.<sup>11</sup> LACoFD self-insures its WC, and one fifth of its personnel budget pays for WC claims.

The BOS passed a motion on November 1, 2022, which described some of LACoFD's challenges related to WC as follows:

"LACoFD's latest projections show that it will exhaust its reserves by FY 2024-25. The increase in costs has been exacerbated by various operational and programmatic issues ..."

About 80% of the LACoFD's budget is dedicated to salaries and employee benefits (including overtime). LACoFD currently has 496 staff out on injury claims. More than half of those individuals have been out longer than 90 days. The high number of vacancies as a result of injury and illness is placing undue stress on the remaining Fire personnel who

---

<sup>8</sup> California Labor Code §4850 provides eligible public employees a paid leave of absence for up to 1 year after sustaining a temporary total disability (TTD) from an injury that arose from the course of his or her duties. During that year, the employee receives a salary continuation at his/her full rate of pay.

<sup>9</sup> "Time-and-a-half pay" is the standard overtime pay under the LACoFD's contract with its union.

<sup>10</sup> These conditions include but are not limited to: COVID-19; PTSD; Bio-chemical exposure; Heart Disease; Hernias; Pneumonia; Cancer; Tuberculosis; Blood-Borne Infectious Diseases and Methicillin-Resistant Staphylococcus Aureus (MRSA); PTSD; and, Meningitis.

<sup>11</sup> Los Angeles County Budget 2022-23 <https://ceo.lacounty.gov/budget/>





are on callbacks which is negatively impacting the fiscal health of the Department that must fill behind employees by paying overtime. Those injured and on leave also need a robust system that supports their treatment and care so they can return to work as quickly as possible.”<sup>12</sup>

## **METHODOLOGY**

For this report, the Committee focused on the management of WC claims, including related return-to-work and safety programs of the Department.

We began our interviews with LACoFD management personnel to ascertain the focus of their needs. We reviewed reports from the County of Los Angeles Chief Executive Officer (CEO) and met with CEO Risk Management personnel to gain an understanding of current processes and procedures relating to WC claims administration, planning, LACoFD obligations, and economic forces and impacts. Data provided illustrated several trends that helped define our study.

To learn more about the intricacies of the WC system, the Committee interviewed leaders of Los Angeles County Fire Fighters Local 1014 (Local 1014),<sup>13</sup> including their legal representatives.

The Committee also reviewed various reports, statutes, BOS motions, websites, and other documents.

---

<sup>12</sup> Motion by Supervisors Kathryn Barger and Janice Hahn, “An Assessment of Challenges and Opportunities in the Los Angeles County Fire Department,” November 1, 2022, [174257.pdf \(lacounty.gov\)](#).

<sup>13</sup> A unit of the AFL-CIO (the American Federation of Labor and Congress of Industrial Organizations).



## INVESTIGATION

### Workers' Compensation Legal Context

It immediately became evident to the Committee that much of the current difficulty with WC, as applied to first responders and law enforcement personnel (such as firefighters, police, sheriffs' deputies, and probation officers), has its roots in current state law, particularly LC 4850 and Senate Bill 1127 (SB 1127), signed into law by Governor Newsom on September 29, 2022.<sup>14</sup> The Committee believes that such personnel should be fully and fairly compensated for injuries and illnesses resulting from their performance of hazardous, even dangerous scope of employment. However, these laws are not in keeping with current fiscal guidelines for the County of Los Angeles.

The California Department of Industrial Relations (DIR) explains:

"Workers' compensation is the nation's oldest social insurance program: It was adopted in most states, including California, during the second decade of the 20th century. The workers' compensation system is based on a trade-off between employers and employees. Employees are entitled

---

<sup>14</sup> Bill Text - SB-1127 Workers' compensation: liability presumptions.  
[https://leginfo.ca.gov/faces/billTextClient.xhtml?bill\\_id=202120220SB1127](https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=202120220SB1127)



to receive prompt, effective medical treatment for on-the-job injuries or illnesses no matter who is at fault and, in return, are prevented from suing employers over those injuries."<sup>15</sup>

WC benefits for firefighters and public safety employees are governed by California statutes that provide more generous benefits than for other workers. LC 4850 provides eligible public employees a paid leave of absence for up to one year after sustaining temporary or total disability from an injury arising during the course of his or her duties. During the period of disability not to exceed a year, the employee receives a non-taxable salary continuation at their full rate of pay, including a year of service credit toward retirement.<sup>16</sup> The CEO explains:

"LC 4850 benefits are paid up to an aggregate of one year while the eligible employee is either temporarily or permanently disabled from their position. Additionally, under Government Code Section 31724 (GC 31724) the employee is entitled to the full year of LC 4850 benefit prior to being retired."<sup>17</sup>

GC 31724 also provides, in pertinent part:

"Notwithstanding any other provision of this article, the retirement of a member who has been granted or is entitled to sick leave shall not become effective until the expiration of such sick leave with compensation ***unless the member consents to his retirement at an earlier date.***" (emphasis added) This appears to provide an avenue that would allow a retiring firefighter to "opt out" of LC 4850 and leaves the door open for buy-out offers to be established by LACoFD.

Firefighters and public safety employees are entitled to claim that certain injuries or illnesses are "presumptive," i.e., presumed to be work-related and placing the burden of proof on the employer to dispute or claim otherwise. Examples of such injuries/illnesses include heart and

---

<sup>15</sup> <https://www.dir.ca.gov/dwc/employer.htm>.

<sup>16</sup> Interview November 4, 2023 LACoFD.

<sup>17</sup> County of Los Angeles, Chief Executive Office, letter of December 29, 2022 to BOS entitled "Report Back on an Assessment of Challenges and Opportunities in the Los Angeles County Fire Department (Item No. 9, Agenda of November 1, 2022)," Attachment I, p. 1..



respiratory problems, cancer, lower back problems, hernias, and pneumonia.<sup>18</sup>

“By terming those injuries presumptive, [the Legislature has] made it easier for firefighters to prove certain conditions or injuries are industrial...the burden of proof shifts to the employer to prove the injury is not industrial. In other words, the employer must ‘rebut’ the presumption, often a daunting and impossible task.”<sup>19</sup>

Even if the firefighter has a pre-existing medical condition there is no apportionment or reduction of benefits.<sup>20</sup>

Legislation effective January 1, 2013 (SB 863), introduced a host of reforms, including increased benefits for permanently disabled workers and mandated independent medical reviews for all medical treatment disputes.<sup>21</sup> This resulted in significantly increased benefit entitlements for firefighters.<sup>22</sup>

Other legislation effective January 1, 2023 (SB 1127), shortened the investigation period for claims of firefighters and public safety personnel eligible for presumption, reducing the investigation period from ninety to seventy-five days. A penalty of up to \$50,000 can be imposed on an employer who unreasonably denies a presumptive claim. In addition, the amount of temporary disability eligibility can be extended for a firefighter with a presumptive claim.<sup>23</sup>

The CEO’s Report (2022) entitled “Report Back on an Assessment of Challenges and Opportunities in the Los Angeles County Fire Department” concluded that “several State-mandated provisions [i.e.

---

<sup>18</sup><https://porac.org/members/resources/le-presumptive-on-duty-injuries/>. Although, the presumption is disputable, the appeals board is bound to find in accordance with it, unless it is controverted by other evidence. See also <https://www.dir.ca.gov/dwc/employer.htm>.

<sup>19</sup> Presumptive Injuries: What are They and How Long Do They Apply? - The Relief (Iafra.org)

<sup>20</sup> *Garrison vs. County of Los Angeles*, permissibly self-insured; administered by Sedgwick Claims Management Services. See <https://www.hcamag.com/us/specialization/employment-law/firefighter-awarded-workers-compensation-for-permanent-total-disability/442077>.

<sup>21</sup><https://www.businessinsurance.com/article/00010101/NEWS08/309149978/2013-California-workers-comp-reforms-will-define-market-for-years-to-come>.

<sup>22</sup> CEO letter of December 29, 2022 to BOS, “Report Back on an Assessment of Challenges and Opportunities ...,” Attachment I, p. 3. The Report gave this example: “A 55-year-old firefighter with a 2005 work related heart condition resulting in a permanent whole person impairment ... of 40% would receive a permanent disability award totaling \$87,835. A 55-year-old firefighter with a 2013 work related heart condition resulting in the same permanent whole person impairment of 40% would be entitled to an award totaling \$206,307.50.”

<sup>23</sup> <https://calawyers.org/uncategorized/winners-and-losers-in-the-legislative-session/>



Senate Bill 1127 and 863] ... will make it highly unlikely that cost reductions will be experienced over the next several years."<sup>24</sup>

## Administration of Claims

The County of Los Angeles self-insures all County employees for WC liability, and contracts with one or more third party administrators (TPAs).<sup>25</sup> The California Department of Industrial Relations (DIR) explains the role of TPAs:

"TPA's are companies that Self-Insured employers contract with to administer the claims administration process. The process of properly and effectively administering claims is very complex as there are numerous mandated deadlines where actions must be taken by, the reserving process is governed by a wide body of law and court cases, and effectively providing benefits and facilitating the injured worker to return to work has a direct effect on controlling the costs associated with a company's workers compensation program. Some self-insured employers choose to handle this claims administration process in-house to have a tighter control over the process."<sup>26</sup>

LACoFD receives WC claims administration services from the County's TPA, Sedgwick Claims Management Services, Inc. (Sedgwick). In 2019 the County of Los Angeles executed four contracts for WC Third Party Administration services, "for a five-year term" with options "to exercise up to three (3) one-year optional extensions for a maximum contract term through June 30, 2027. The initial annual cost of the agreements is \$39,642,416."<sup>27</sup>

The County's Workers' Compensation Claim Management Unit (WCCMU) provides on-site TPA contract monitoring. "The County's WC Program is the largest of any local governmental entity in California, and is responsible for the administration of approximately 25,000 open WC claims."<sup>28</sup>

The County's WC Program is organized into four units; each unit is comprised of designated County departments and their respective

---

<sup>24</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities..."(2022), p. 2.

<sup>25</sup> Interview January 9, 2023 CEO Risk Management.

<sup>26</sup> <https://www.dir.ca.gov/osip/examination.htm>.

<sup>27</sup> <https://file.lacounty.gov/SDSInter/bos/supdocs/133368.pdf>.

<sup>28</sup> <https://ceo.lacounty.gov/workers-compensation/>.



claims. Each unit formerly had its own TPA, but in 2019 Sedgwick bought a competing TPA, York Risk Services Group,<sup>29</sup> and now holds the TPA contracts for all four units.<sup>30</sup> LACoFD is assigned to Unit C (or 3), along with the Sheriff and Probation departments. The FY 2022-2023 cost of the Sedgwick Unit C contract is approximately \$13 million. See Appendix 1 "WC Claims TPA Administration Allocation Chart."<sup>31</sup>

The County's four TPA contracts will come up for renewal on July 1, 2024. The BOS's resolution of March 26, 2019 authorized the CEO to, "exercise three (3), one-year contract extensions ending June 30, 2024, increasing the maximum contract sum by \$136,531,446; to a total four contracts maximum sum of \$342,944,214."<sup>32</sup>

We note that self-insured employers can also choose to self-administer their WC claims, as Los Angeles County did at one time in the past.<sup>33</sup> Riverside County has self-insured and self-administered its WC program since 1971.<sup>34</sup> Similarly, Kern County's WC program is self-insured and self-administered.<sup>35</sup>

Per the CEO Risk Management Branch's website, Sedgwick's role is to ensure that:

"Each workers' compensation claimant is assigned a claims examiner who determines the appropriate amount of benefits to be paid to each claimant. In addition, the claims examiner uses the claims administration system to issue benefit checks, which are sent to claimants."<sup>36</sup>

---

<sup>29</sup> [https://www.sedgwick.com/assets/uploads/documents/Sedgwick\\_York\\_signing\\_ClientNews.pdf](https://www.sedgwick.com/assets/uploads/documents/Sedgwick_York_signing_ClientNews.pdf).

<sup>30</sup> <https://riskmanagement.lacounty.gov/wp-content/uploads/2020/05/New-Emp-Guide-to-WC-1-10-2020-AL-1.pdf>.

<sup>31</sup> <https://file.lacounty.gov/SDSInter/bos/supdocs/133368.pdf> , Exhibit I.

<sup>32</sup> Board of Supervisors, "Approval to Execute Four Contracts for Workers' Compensation Claims Third-Party Administration Services," adopted March 26, 2019 statement-of-proceedings-county-of-los-angeles (lacounty.gov)(p. 2).

<sup>33</sup> Interview March 30, 2023 LACoFD.

<sup>34</sup> <https://workcomp.rc-hr.com/AboutUs.aspx>.

<sup>35</sup> <https://www.kerncounty.com/government/departments/risk-management/workers-compensation-general-information>.

<sup>36</sup> <https://riskmanagement.lacounty.gov/claim-status/>.



Additional services provided by Sedgwick under its contracts include:

- Monthly Top-Down Review Meetings
- Monthly Claim Review Meetings
- Monthly Fire Department Program Meetings
- Industrial Injury Time-Off Tracking Log
- Physician Outreach Letters
- Permanent and Temporary Work Restriction Letters <sup>37</sup>

The County's Auditor-Controller (A-C) completed in December 2022 an audit of Sedgwick's Unit 3 claims management services in thirty-eight areas (performance indicators) related to WC claims administration and benefit delivery. The A-C determined that Sedgwick either met or exceeded performance in all categories.<sup>38</sup>

The Los Angeles County Economy and Efficiency Commission told us "the A-C ... noted that under adverse economic conditions, Sedgwick will most likely be unable to meet its financial commitments" and recommended the County "not exercise the renewal options with Sedgwick and find at least one to two other TPAs to share the workload."<sup>39</sup>

## Utilization Review

Sedgwick works with CorVel Corporation, a national provider of risk management solutions, to provide "Utilization Review" (UR) of LACoFD's WC medical claims.<sup>40</sup> As explained by the California Department of Industrial Relations (DIR):

"Utilization review (UR) is the process used by employers or claims administrators to review treatment to determine if it is medically necessary. All employers or their workers' compensation claims administrators are required by law to have a UR program. This program is used to decide whether or not to approve medical treatment recommended by a physician which must be based on the medical treatment guidelines.

---

<sup>37</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities ...," Attachment I, pp. 8-9.

<sup>38</sup> Letter of February 17, 2023 from LACoFD management to the Civil Grand Jury. Also interview on March 30, 2023 with the Los Angeles County Economy and Efficiency Commission.

<sup>39</sup> Document provided in interview on March 30, 2023. LAC Economy and Efficiency Commission.

<sup>40</sup> The County's contract with Sedgwick states that "Contractor(s) shall use medical management programs established by the County that include bill review, utilization review, medical provider network, nurse case management, and pharmacy benefit management."  
<https://file.lacounty.gov/SDSInter/bos/supdocs/133368.pdf> @ p. 67.



The UR process is governed by Labor Code section 4610 and regulations written by the CA Division of Workers' Compensation (DWC), which lay out timeframes and other rules for conducting UR. The rules, contained in Title 8, California Code of Regulations, sections 9792.6 et. seq., also require UR plans to be filed with the DWC administrative director."<sup>41</sup>

UR is intended to reduce WC medical costs by requiring doctors to adhere to recognized guidelines for medical treatment. UR, however, seems to foster a negative, adversarial relationship between LACoFD management and the firefighter, by prolonging the time to process a medical claim. Firefighters are not receiving speedy medical treatment.<sup>42</sup>

We were told by a fire department administrator, "Doctors are pissed off by bill review." It could take eight to ten weeks for UR to authorize specialty treatment, during which time the Department must backfill a position with overtime staff.<sup>43</sup>

LACoFD and Sedgwick use a large network of authorized medical providers, including out-of-state facilities to accommodate claimants who do not live here. Most injured firefighters want to use LACoFD's Medical Provider Network (MPN), and doctor pre-selection (claimant requesting a particular physician) does not seem to be prevalent.<sup>44</sup> Sedgwick participated in the development of a Prior Authorization program for use in WC cases designed to "expedite the delivery of evidence-based quality care, restore functional capacity and return the injured worker to employment as soon as possible."<sup>45</sup> Currently, only four select medical facilities participate in this LACoFD program specifically for orthopedic injuries.

## **Disability and Payment Guidelines**

Sedgwick uses Official Disability Guidelines (ODG) to process claims and provide treatment to WC claimants. ODGs are evidence based treatment guidelines designed for clinical practice, utilization review and medical management. ODG supporters maintain that industry-leading

---

<sup>41</sup> [https://www.dir.ca.gov/dwc/ur\\_main.htm](https://www.dir.ca.gov/dwc/ur_main.htm).

<sup>42</sup> Interview March 30, 2023 LACoFD.

<sup>43</sup> Interview February 6, 2023 LACoFD.

<sup>44</sup> Interview January 9, 2023 CEO Risk Management.

<sup>45</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities..." Attachment I, pp 7-8.





medical treatment and return-to-work guidelines, combined with evidence based medical literature and claims data analytics, will work together to optimize outcomes with the right levels of intervention.<sup>46</sup>

Sedgwick authorizes payments according to the Official Medical Fee Schedule (OMFS). The California Department of Industrial Relations explains:

“The OMFS is promulgated by the DWC administrative director under Labor Code section 5307.1 and can be found in sections 9789.10 et seq. of Title 8, California Code of Regulations. It is used for payment of medical services required to treat work related injuries and illnesses.”<sup>47</sup>

LACoFD, as a self-insured employer, is permitted to pay greater amounts than OMFS scheduled fees. In other words, LACoFD can choose to provide “enhancements, not minimums” for injured firefighters.<sup>48</sup> The OMFS standard fees provide less incentive for doctors to treat WC patients, which is why at least one city in Los Angeles County, Long Beach, has chosen to pay 25% over the standard OMFS fees.<sup>49</sup>

## The Sedgwick Model

LACoFD believes the Sedgwick operating model is to “control, review, authorize” medical treatment for claimants.<sup>50</sup> That approach leads to delays in processing claims, providing diagnoses and treatment, and releasing rehabilitated workers back to light or full duty. A LACoFD manager said, “Medical authorization should be within 24 hours.”<sup>51</sup>

LACoFD currently has 400-500 WC claims outstanding. Delays frequently occur in processing WC claims because claimants must wait for appointments to visit multiple doctors and take multiple tests before being diagnosed and treated. LACoFD management told us that this process results in some firefighter claimants languishing anywhere from three to six months, waiting to schedule an appointment for magnetic resonance imaging (MRI) or some other diagnostic test.<sup>52</sup> Many doctors automatically assign injured firefighters eight weeks of temporary

---

<sup>46</sup> <https://www.mcq.com/odg/workers-comp-guidelines/>

<sup>47</sup> <https://www.dir.ca.gov/dwc/omfs9904.htm>

<sup>48</sup> Interview February 6, 2023 LACoFD.

<sup>49</sup> Interview February 9, 2023 LACoFD.

<sup>50</sup> Interview February 6, 2023 LACoFD.

<sup>51</sup> Interview February 24, 2023 LACoFD.

<sup>52</sup> Interview November 14, 2022 LACoFD.



disability, prior to scheduling multiple appointments and tests. This increases the medical costs and processing time.<sup>53</sup>

Management would like to assign up to four civilian fire department employees assigned to monitor and work directly with Sedgwick adjusters, but lacks funds for this purpose.<sup>54</sup> LACoFD management believes Sedgwick adjusters are not adequately trained to “understand who we are” and wants Sedgwick assigned adjusters to be educated to be “culturally competent.” That is, the adjusters should take into consideration the unique nature of firefighters’ occupations and authorize claims at the “point of entry” whenever and wherever a firefighter seeks medical treatment.<sup>55</sup>

A self-insured employer like the County and LACoFD can give its TPA special handling instructions, commonly called Account Service Instructions (ASI).<sup>56</sup> LACoFD does not believe its current TPA contract includes such ASI.<sup>57</sup> ASIs direct the adjusters on conditions that must be met when handling an employee’s claims. Areas that can and should be included in a TPA’s ASI include:

- Dedicated Adjusters
- Point of Entry Authorization
- Settlement Authority
- Physician Referrals
- Claims Status Reporting and Reserving
- Penalties for Delays in Claims Handling
- Investigations and Subrogation
- Medical Bill and Utilization Review
- Alternative Dispute Resolution
- Electronic Access to Complete and Original Claim Files

## **Workers’ Compensation Direct and Indirect Costs**

LACoFD bears the burden of direct WC costs, plus the indirect costs of backfill overtime staffing and of stress on the remaining Department personnel resulting from accidents, injuries, illnesses and disability leaves. The indicated WC direct costs (as of February 2023) for the six most recent fiscal years are shown in the following table:<sup>58</sup>

---

<sup>53</sup> Interview February 24, 2023 LACoFD.

<sup>54</sup> Ibid.

<sup>55</sup> Interview November 4, 2022 LACoFD.

<sup>56</sup> [https://www.workerscompensation.com/news\\_read.php?id=37871](https://www.workerscompensation.com/news_read.php?id=37871)

<sup>57</sup> Interview February 24, 2022 LACoFD.

<sup>58</sup> Summary WC claims and LC 4850 data received as an Excel spreadsheet from CEO Risk Management on February 10, 2023. Total Incurred is the sum of Total Reserve plus Total Paid.



<b>FISCAL YEAR</b>	<b>TOTAL RESERVE</b>	<b>TOTAL_PAID</b>	<b>TOTAL_INCURRED</b>
FY2016/17	\$48,812,450.18	\$45,864,525.42	\$94,676,975.60
FY2017/18	\$55,190,198.20	\$49,100,923.01	\$104,291,121.21
FY2018/19	\$55,749,917.10	\$41,587,637.43	\$97,337,554.53
FY2019/20	\$46,209,463.63	\$28,338,939.89	\$74,548,403.52
FY2020/21	\$55,589,584.77	\$23,573,435.36	\$79,163,020.13
FY2021/22	\$53,838,281.32	\$15,513,617.70	\$69,351,899.02
<b>Grand Total</b>	<b>\$315,389,895.20</b>	<b>\$203,979,078.81</b>	<b>\$519,368,974.01</b>

The additional costs for LACoFD’s LC 4850 payments are shown in the following table:

<b>FISCAL YEAR</b>	<b>4850 Benefit</b>
2016 / 2017	\$35,537,601.20
2017 / 2018	\$39,092,201.82
2018 / 2019	\$45,940,575.78
2019 / 2020	\$60,477,381.47
2020 / 2021	\$51,031,202.35
2021 / 2022	\$58,962,551.82
<b>Grand Total</b>	<b>\$291,041,514.44</b>

Due to the “long tail” nature of WC claims, final total paid and incurred costs will almost always be higher than the current indicated data. This phenomenon is known as loss development. Loss development is the difference between the final losses recorded by an insurer/adjuster and the originally recorded or anticipated amounts. Loss development accounts for the fact that most WC claims take time to settle, and that estimates of the total loss an insurer/self-insurer will experience will grow as claims are finalized.

For example, unanticipated medical complications leading to additional treatment or legal involvement will ultimately result in higher costs. WC case reserves do not account for “Incurred But Not Reported” (IBNR) (or not known) claims. Closed claims (which do not have any reserves allocated) can be reopened based on new information, resulting in loss development.

Indirect costs result from the fact that LACoFD is required by its Memorandum of Understanding (MOU) with Firefighters Local 1014 to maintain a Constant Staffing model. That approach means LACoFD must call firefighters to report for overtime shifts to cover positions vacated



by firefighters on disability. The Committee did not have payroll information available for these overtime callbacks, but was told such costs are extensive. LACoFD wants to reduce reliance on overtime by conducting two or three Fire Academy classes per year in order to hire more recruits.<sup>59</sup>

## Workers' Compensation Cost Drivers

The Committee reviewed a study conducted by the CEO Risk Management Branch in January 2023, entitled "LA County Fire Department Workers' Compensation Cost Drivers."<sup>60</sup> The principal cost drivers identified were:

- Arduous nature of the job
- Aging workforce
- Statutory construct recognizing the danger firefighters undertake (presumptions, LC 4850, and Permanent Disability Rating Determination changes effective 1/1/2013)
- High utilization and maximization of entitled benefits

Notable findings of the CEO's study include:

- Older firefighters drive WC costs.
- 72% of LC 4850 payments were made to employees 50 years old or older.
- In FY 2021-22 approximately 89% of WC expenses (excluding LC 4850 and unallocated Loss Adjustment Expenses) were paid on claims where the injured worker was 50 years old or older.
- Of WC claims reported in FY 21-22, 87% of litigated claims were filed by Department personnel 50 years old or older.
- Legislation effective on January 1, 2013, significantly increased benefit entitlement. For example, the benefits related to a heart case increased approximately 135%.
- In FY 2021-22, 97% of permanent disability and life pension benefits were paid to injured workers older than 50.<sup>61</sup>

We were told in an interview that WC claims litigation often results from disputes about the nature of a firefighter's injuries/illnesses, and the number and extent of medical visits and treatments; and that nearly all

---

<sup>59</sup> Interview April 3, 2023. LACoFD.

<sup>60</sup> CEO Risk Management, "LA County Fire Department Workers' Compensation Cost Drivers," PowerPoint presentation to CGJ on January 9, 2023.

<sup>61</sup> Ibid.



disputes are settled in favor of the claimant. Fraudulent claims made by firefighters do not seem to be widespread.<sup>62</sup>

## Categories of Firefighter Claimants

LACoFD management believes the percentages of firefighters receiving disability benefits are approximately: 10% abusers of the system who receive WC fraudulently; 40% "slow players" who legitimately received WC but drag out the time away from work beyond what is necessary; 40% getting legitimate, normal medical treatment; and 10% "go-getters" who are eager to return to work.<sup>63</sup>

Our investigation noted the special features of WC claims made by two categories of firefighters:

- 1) Firefighters over 50 and nearing retirement, and
- 2) Recruits and younger firefighters.

## Firefighters over 50

Data shows that firefighters nearing retirement often enhance their post-retirement income through the use of WC claims, which is permitted by statute.<sup>64</sup> The CEO's study showed that nearly all permanent disability and life pension benefits were being paid to injured firefighters older than 50.<sup>65</sup>

When a firefighter nearing or over age 50 goes out on LC 4850 disability, he/she cannot be terminated. During that time, LACoFD cannot replace the budgeted position and must use backfill overtime staffing. A firefighter out on disability is entitled to a year of service credit toward retirement.<sup>66</sup> The firefighter can be out for a full year on LC 4850 disability, then retire. A firefighter qualifies for a service-connected disability retirement from the Los Angeles County Employees Retirement Association (LACERA) if he/she is found to be permanently incapacitated from the performance of job duties, and the injury is service-connected.<sup>67</sup>

---

<sup>62</sup> Interview February 6, 2023 with a legal representative.

<sup>63</sup> Interview November 4, 2022 LACoFD.

<sup>64</sup> Ibid.

<sup>65</sup> CEO Risk Management, "LA County Fire Department Workers' Compensation Cost Drivers," PowerPoint presentation to CGJ on January 9, 2023.

<sup>66</sup> Interview April 3, 2023 LACoFD.

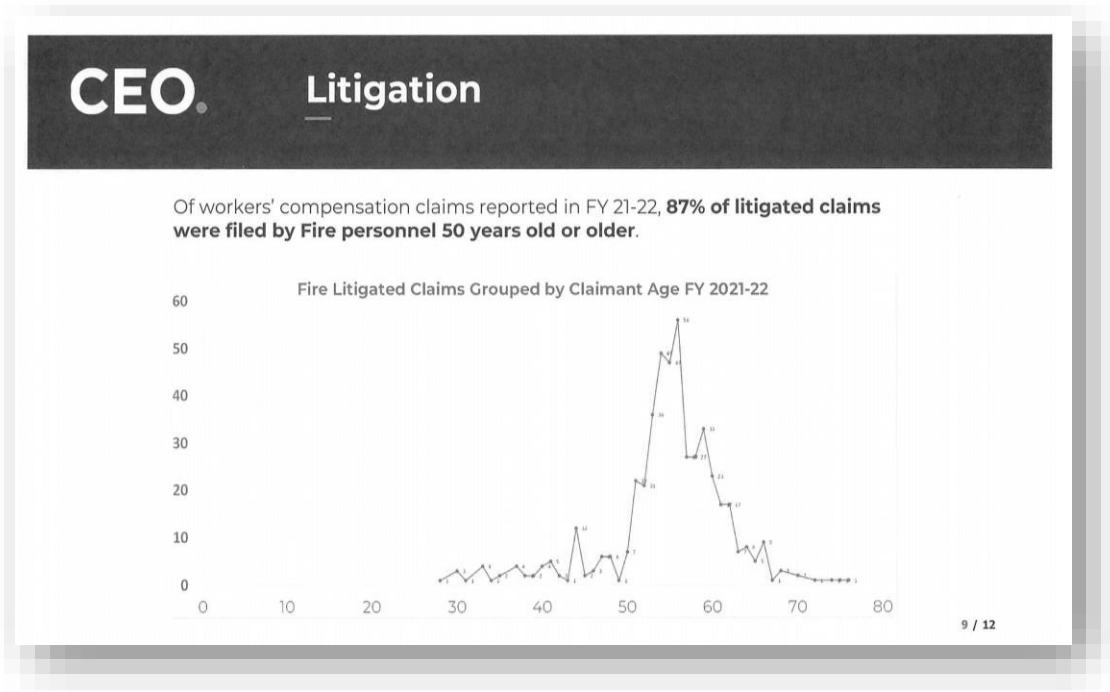
<sup>67</sup> <https://www.lmwsllaw.com/disability-pensions-for-public-employees/los-angeles-county-employees-retirement-association-faq/>.



Firefighters hired during the 1990s are now coming of age for retirement, which is likely to drive these costs higher.<sup>68</sup> A large part of the force will be retiring in the next five years. If a large percentage of these firefighters go out on disability for a year before they retire, costs spent on overtime will be substantial. Further, because the job slots are still “occupied,” no new replacement personnel can be hired, pending the final, official retirements.

A retiring firefighter can “opt out” of LC 4850 compensation if he/she desires.<sup>69</sup> It is possible in some instances for LACoFD to negotiate a “buy-out” of a firefighter’s disability claim in a way that both benefits the claimant and reduces LACoFD’s WC costs.

The following charts, provided us by CEO Risk Management, illustrate the disparity of WC claims submitted by the two groups of firefighters.



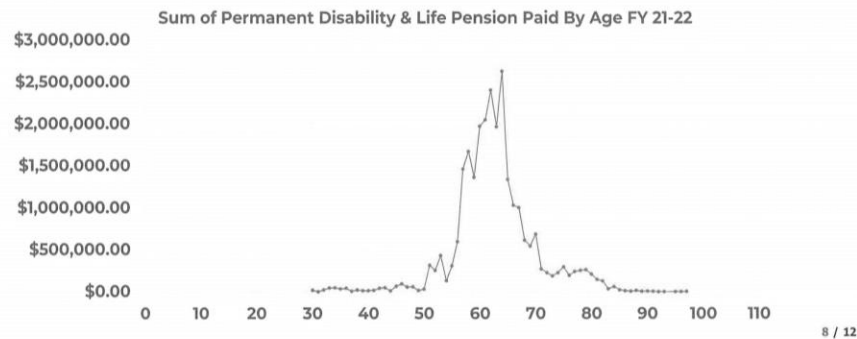
<sup>68</sup> Interview January 9, 2023. CEO Risk Management.

<sup>69</sup> California Government Code Sec. 31724.



## CEO. Permanent and Life Pension (Age)

In FY 2021-22, **97% of permanent disability and life pension benefits were paid to injured workers older than 50**. This represents another example of how Fire's workers' compensation exposure is driven by an aging workforce.



The CEO's "Report Back on an Assessment of Opportunities and Challenges" (2022) also noted that:

**"...95 % of the 100 most expensive WC claims were end-of-career claims.** They included multiple orthopedic complaints and often a mix of cancer/heart/hypertension/internal disease processes. Such claims are often litigated and require extensive investigation. Fire's WC cost drivers are the most predictable of any County department. They are driven by CT (cumulative trauma) end-of-career claims and costs presumption cases."<sup>70</sup> (Emphasis added)

The same report made this recommendation:

"Fire explores collaborating with other fire districts and CEO to sponsor legislation allowing a public jurisdiction to terminate LC 4850 and authorize advanced disability pension benefits [i.e. a buy-out] when clear and convincing evidence exists that an employee's work-related disability will preclude the worker from ever returning to the performance of his or her duties. This, coupled with the

<sup>70</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities...", Attachment I, p. 4.



ability to fill the position, will reduce LC 4850 costs and overtime."<sup>71</sup>

## Recruits and Younger Firefighters

Firefighter recruits and firefighters under age 50 pose a different problem. Firefighting and emergency medical rescue work is physically demanding. LACoFD's online job posting classifies a firefighter's position as: "Physical Class IV – Arduous: This class involves frequent heavy lifting over twenty-five pounds, often combined with bending, twisting, or working above ground on irregular surfaces. It includes those positions that occasionally demand extraordinary physical activity such as those in Safety positions."<sup>72</sup>

Recruits must be in excellent health and have no conditions that would restrict their ability to safely carry out fire suppression and rescue work. They must have a valid Emergency Medical Technician (EMT) certification and valid Candidate Physical Agility Test (CPAT) when applying.<sup>73</sup>

LACoFD provides "Pre-Academy" training that shows recruits the basics of how to carry and place ladders, how to move and store hoses, and how to lift so as to avoid self-injury.<sup>74</sup>

The Department provides pre-employment physical tests based upon tasks that a firefighter would need to perform on a fire scene.<sup>75</sup>

After a conditional offer of employment is made, LACoFD administers a pre-placement medical evaluation to determine an applicant's ability to safely execute the essential functions of the job with or without reasonable accommodation.<sup>76</sup> LACoFD currently has no Pre-employment/Post-offer (PEPO) psychological assessment for firefighter candidates, but is working with the Los Angeles County Department of Human Resources (DHR) to incorporate that assessment into the hiring process.<sup>77</sup>

---

<sup>71</sup> Ibid. Attachment I, p. 10.

<sup>72</sup> Los Angeles County Fire Department recruitment announcement. <https://www.governmentjobs.com/jobs/2698364-0/call-fire-fighter-non-competitive-as-needed?keyword=fire+captain&location=Los+Angeles%2C+CA&pagetype=searchPage> Last accessed April 6, 2023.

<sup>73</sup> <https://fire.lacounty.gov/wp-content/uploads/2019/08/fire-fighter-trainee.pdf>.

<sup>74</sup> Interview March 14, 2023 LACoFD.

<sup>75</sup> Interview March 14, 2023 LACoFD.

<sup>76</sup> <https://fire.lacounty.gov/wp-content/uploads/2019/08/fire-fighter-trainee.pdf>.

<sup>77</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities..." Attachment II, p. 1.





LACoFD recruits can incur legitimate injuries (such as muscular-skeletal) while enrolled in the Academy, even though they are monitored regularly by the Academy instructors for physical capabilities. Management believes some recruits may have an “entitlement attitude,” thinking they can receive WC disability benefits if they do not advance in their training due to an unfavorable rating by their instructors. Furthermore, the CEO’s Report noted that:

“...there has been an observable and identifiable pattern where a recruit with deficiencies in physical fitness will get injured in the academy, medically released with salary continuation for 104 weeks, and then re-enter the academy at a later date (upon clearance from a medical professional.)”<sup>78</sup>

## Safety Program

The California Occupational Safety and Health Act of 1973 (Cal/OSHA) is the California State program that is responsible for protecting the health and safety of workers. Cal/OSHA has jurisdiction over almost every workplace in California.<sup>79</sup> Under Cal/OSHA and Title 8 of the California Code of Regulations, employers have many different responsibilities to protect the health of their employees.

Although this report primarily deals with the administration and processing of WC claims and attendant cost issues, the Committee believes it is relevant to mention the concurrent responsibilities of LACoFD in providing statutory protections and procedures necessary to comply with injury safety and prevention programs. Firefighter safety includes health, equipment, training, wellness, and operational policies.

The Federal Emergency and Management Agency (FEMA) published in 2018 an extensive study by the U.S. Fire Administration entitled “Risk Management Practices in the Fire Service.” This study provided a useful overview of risk management control measures for fire departments across the country, as shown in the following table.<sup>80</sup>

---

<sup>78</sup> Ibid. p 2.

<sup>79</sup> <https://www.dir.ca.gov/dosh/calosha-jurisdiction> (Last accessed March 1, 2023) ; Cal/OSHA lacks jurisdiction where jurisdiction over occupational health and safety is vested by law in, and actively exercised by, another state or federal agency and Cal/OSHA is not required to assert jurisdiction as part of the California state plan approved by the federal Occupational Safety and Health Administration (OSHA). United States Code, title 29, section 667(c); Labor Code sections 50.7, 6303, and 6307.

<sup>80</sup> [https://www.usfa.fema.gov/downloads/pdf/publications/risk\\_management\\_practices.pdf](https://www.usfa.fema.gov/downloads/pdf/publications/risk_management_practices.pdf)



**Table 1.1 — Risk management control measures**

These controls ...	Consist of ...	And are intended to ...
Administrative	Guidelines, policies and procedures established to limit losses. Examples: <ul style="list-style-type: none"> <li>➤ Standard operating procedures.</li> <li>➤ Training requirements.</li> <li>➤ Safe work practices.</li> <li>➤ Regulations and standards.</li> </ul>	Make the task safe for the worker.
Engineering	Engineered systems that remove or limit hazards. Examples: <ul style="list-style-type: none"> <li>➤ Apparatus design.</li> <li>➤ Mechanical ventilation.</li> <li>➤ Lock-out and tag-out of electrical hazards.</li> </ul>	Make the task safe for the worker.
Personal protection	Equipment, clothing and devices designed to protect the worker. Examples: <ul style="list-style-type: none"> <li>➤ Helmets.</li> <li>➤ Gloves.</li> <li>➤ Self-contained breathing apparatus (SCBA).</li> <li>➤ Tools.</li> </ul>	Make the worker safe from the hazards.

LACoFD emphasizes physical fitness and safety procedures for firefighters following Academy graduation and throughout their careers. Recruits who graduate from the Academy undergo almost daily training in a variety of subjects at the station where they are assigned, relating to physical training and conditioning. In addition to daily workouts and special assignments, firefighters follow a regimen of quarterly hands-on training.

Equipment provided to firefighters includes turnout gear<sup>81</sup> (weighing about forty pounds and professionally cleaned after every fire), gloves, helmets, breathing apparatus, respirators, and air tanks. Firefighters wear radio frequency identification (RFID) tags, thermal imagers, and heat sensors with micro-chips, providing even more protection than in the past.<sup>82</sup>

With so much training and equipment, why are there so many injuries? THE JOB! Firefighting is a physically demanding, hazard-filled occupation. No matter how careful the participants are, accidents

<sup>81</sup> Turnout gear, fire kit and incident gear is the personal protective equipment (PPE) used by firefighters. [https://en.wikipedia.org/wiki/Bunker\\_gear](https://en.wikipedia.org/wiki/Bunker_gear).

<sup>82</sup> Interview March 14, 2023 LACoFD.



happen. See Appendix 2 for historical data summarizing the number and types of firefighter injuries in recent years.<sup>83</sup>

LACoFD has stated its commitment to safety and risk management. The Department's previous 2017-2021 Strategic Plan, in the category of Organization Effectiveness, included this goal:

"Maintain and improve accountability by tracking injury, illness and vehicle accidents, and conduct trends analysis to determine appropriate mitigations to reduce organizational risks."<sup>84</sup>

LACoFD also has a voluntary Fitness-For-Life program that includes "a thorough medical history, physical examination, and testing of vision, hearing, breathing, body fat, cholesterol, blood pressure, and physical fitness."<sup>85</sup>

An article by Matthew Tull, M.D., says, "Given that traumatic exposure is common among firefighters, it is not surprising that high rates of PTSD have been found. Studies have found that anywhere between approximately 7 percent and 37 percent of firefighters meet the criteria for a current diagnosis of PTSD."<sup>86</sup>

LACoFD has a Wellness program that provides peer and Post-Traumatic Stress Disorder (PTSD) counseling to help return injured firefighters rapidly to full duty. The program formerly required a six-month report on firefighters out on disability; the requirement now is for a report every ninety days.<sup>87</sup>

LACoFD does not have specific safety incentives for supervisors, but management checks on high injury rates and provides feedback if units appear lax on safety protocols or suffer avoidable injuries, particularly vehicle accidents. Interviews conducted by this Committee indicate LACoFD is doing a good job in training and protecting firefighters from on-the-job injuries/illnesses.

---

<sup>83</sup> Document included in letter by Interim Fire Chief Anthony C. Marrone to the Civil Grand Jury, February 17, 2023.

<sup>84</sup> <https://fire.lacounty.gov/wp-content/uploads/2019/09/LACoFD-Strategic-Plan-2017-2021> (pdf).

<sup>85</sup> <https://employee.hr.lacounty.gov/fitness-for-life-program/> (last accessed April, 2023).

<sup>86</sup> Article by Matthew Tull, M.D, A Very Well Mind, August 21, 2022. <https://www.verywellmind.com/rates-of-ptsd-in-firefighters2797428#:~:text=that%20they%20received.>

<sup>87</sup> Interview March 12, 2023 LACoFD.



## Return-to-Work (RTW) Program

California's WC laws require that people who sustain a work-related injury or illness must be allowed to take time off to seek out proper treatment and to recover. The TPA claims administrator must send an injured firefighter a "Notice of Offer of Regular, Modified, or Alternative Work" after being notified of the patient's status by the treating doctor or physician. An employer must then offer a return-to-work job the employee is fit to handle, and one that:

- Meets any work restrictions placed by the doctor
- Lasts for at least twelve months
- Is at the same pay rate as the previous job
- Is within a reasonable distance from the claimant's home<sup>88</sup>

According to the CEO Risk Management Branch's web site, "the Department of Human Resources manages the County's Return-to-Work Program. Our purpose is to aid Return-to-Work Coordinators, Supervisors, and Managers assist injured/ill employees to ensure a smooth transition back into the workforce."<sup>89</sup>

LACoFD, however, administers its own RTW program due to the unique nature of firefighters' jobs.<sup>90</sup> LACoFD's RTW system uses a Microsoft Access software database, and relies on many paper documents, reports and files. The system was designed to handle 100-150 claimants but now is handling 400 to 500 claimants. Not only LACoFD, but the County's DHR lacks metrics about employees' short-term/light duty/conditional RTW assignments and would benefit from a centralized RTW Compliance Management database.<sup>91</sup>

LACoFD management meets yearly with doctors to evaluate disability/RTW readiness guidelines. Management believes some doctors misunderstand the nature of firefighters' work and the variety of roles available for firefighters' light duty / return-to-work. Previously, doctors used forms with a check-off box to indicate Temporary Partial Disability without elaboration. A new form will allow doctors to "check-off what the patient can do," because a firefighter can perform many duties with an injured finger, for example, but cannot perform all firefighter tasks.<sup>92</sup>

---

<sup>88</sup> <https://www.dir.ca.gov/injuredworkerguidebook/Chapter6> (Last Accessed March, 2023).

<sup>89</sup> <https://riskmanagement.lacounty.gov/return-to-work/>.

<sup>90</sup> Interview March 12, 2023 LACoFD.

<sup>91</sup> Recommendation in document provided in interview on March 30, 2023. LAC Economy and Efficiency Commission.

<sup>92</sup> Interview February 24, 2023 LACoFD.



The culture of firefighters poses a unique challenge to the RTW program. LACoFD has had some firefighters out for an entire year on COVID-19 WC claims. We were told, "It's very hard to bring back a firefighter from disability who doesn't want to return to work," and that RTW "has turned into a religion of delay and denial" by firefighters and their doctors, both of whom may have incentives to prolong the period of receiving tax-free salary continuation and/or medical payments.<sup>93</sup>

LACoFD's RTW program provides restricted/light duty on-site positions for injured firefighters. We were told, however, many firefighters live at a substantial distance from LACoFD's stations, including a number who live out of state, making travel difficult.<sup>94</sup> This makes them reluctant to return to work on light duty because they do not want to travel. The Committee believes a "work-from-home" light duty arrangement, including but not limited to telecommuting and zoom type meetings could be very beneficial in alleviating this problem.

We were told the COVID-19 pandemic demonstrated the possibilities of incorporating remote assignments into RTW programs.<sup>95</sup>

## Claims and Information Systems

The County uses Ventiv Claims Enterprise (VCE), as its integrated platform for risk management, claims administration, disability and leave management, loss prevention, corrective action plans, and legal case management.<sup>96</sup> VCE, however, does not currently include unallocated WC loss adjustment expenses and LC 4850 benefits.<sup>97</sup>

In addition to VCE, CEO Risk Management has engaged KlearAnalytics<sup>98</sup> to develop a fraud detection tool, specific to WC claims and separate from the Sedgwick claims system. Using artificial intelligence based claims analytics, this tool can detect anomalies and trends in claims, expenses and relationships that could help LACoFD understand and monitor Sedgwick's claims administration.<sup>99</sup>

---

<sup>93</sup> Ibid.

<sup>94</sup> Ibid

<sup>95</sup> Ibid.

<sup>96</sup> <https://www.ventivtech.com/county-of-los-angeles-ventiv-technology> CEO Risk Management explained, "with the implementation of the new RMIS [Risk Management Information System] in 2020 with VCE, the County can now compile and process payment information and warehouse intricate data elements without the limitations encountered in previous disparate systems." CEO Risk Management letter to CGJ of March 10, 2023.

<sup>97</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities...", Attachment II, p. 4.

<sup>98</sup> <https://www.klear.ai/>.

<sup>99</sup> Interview on January 9, 2023.



To address the need for metrics about RTW, the County's DHR is developing "a comprehensive Disability Compliance Record component"<sup>100</sup> as part of the VCE Risk Management Information System. This module is designed to provide a path for employees to return to work once the physician certifies the employee's readiness and issues any applicable restrictions.

CEO Risk Management told us LACoFD is "not taking full advantage" of the County's VCE system, particularly its Disability Compliance Record module and "the Fire Department can better use this system to manage its Return-to-Work program."<sup>101</sup> In addition, the CEO has recommended that LACoFD "retire [its] current WC tracking system and leverage the economies and capabilities" of VCE.<sup>102</sup>

The extremely capable VCE system is continually upgrading, and will incorporate a RTW compliance module which will be integrated with the County Counsel's litigation system.<sup>103</sup>

## **WC Dispute Resolution Agreement**

In 2012, the BOS approved a Labor-Management Workers Compensation Dispute Resolution Agreement (Agreement),

"...to provide active employees claiming compensable injuries with an expedited procedure to resolve medical disputes and to facilitate their prompt return to work."<sup>104</sup>

The Agreement is called a "Labor-Management Carve-Out."<sup>105</sup> The Agreement provides that an Independent Medical Examiner (IME) (similar to an Ombudsman),

"shall be used for all medical disputes that arise in connection with a workers' compensation claim including causation, nature and extent of permanent disability, ability to work, utilization review decisions ... and any other medical

---

<sup>100</sup> CEO Risk Management letter to CGJ of March 10, 2023.

<sup>101</sup> Interview January 9, 2023 CEO Risk Management.

<sup>102</sup> CEO letter of December 29, 2022 to BOS, "Report Back on an Assessment of Challenges and Opportunities..." Attachment I, p. 10.

<sup>103</sup> Ibid.

<sup>104</sup> LACoFD Fire Chief Daryl Osby letter to Los Angeles County BOS, "Authorize the Consolidated Fire Protection District of Los Angeles County to Enter into a Labor-Management Workers' Compensation Dispute Agreement ...." Sent on August 7, 2012.

<sup>105</sup> <https://www.dir.ca.gov/dwc/carveout.html#:~:text=%22Carve%2Dout%22%20programs%20allow,under%20a%20collective%20bargaining%20agreement.>



determination currently resolved by a qualified medical examiner (QME) or agreed medical evaluator (AME).”

The Agreement creates alternative ways of resolving disputed issues that would normally be subject to processes mandated by the California Labor Code. The stated purposes of the Agreement are:

- To provide active employees claiming compensable injuries with an expedited procedure to resolve medical disputes and to facilitate their prompt return to work;
- To provide retirees claiming a presumptive injury with an expedited procedure to resolve medical disputes;
- To reduce the number and severity of disputes when those disputes relate to workers’ compensation;
- To provide workers’ compensation coverage in a way that improves labor management relations and organizational effectiveness, expedites and enhances medical treatment to employees, expedites benefit delivery, and reduces costs to the County.<sup>106</sup>

The Agreement achieves this by “utilizing an exclusive list of medical providers to be the sole and exclusive source of medical evaluations for disputed issues.” LACoFD employees must use the County’s current Medical Provider Network for treatment.

Other provisions of this Agreement include:

- All employees with a disputed medical issue must be evaluated by an approved physician from the exclusive list of approved medical providers. Said physician will serve as an Independent Medical Evaluator (IME);
- An IME shall be used for all medical disputes including causation, nature and extent of permanent disability, ability to work, utilization review, and any other medical determination currently resolved by a Qualified Medical Evaluator (QME) or Agreed Medical Evaluator (AME);
- The IME process will be triggered when either party gives the other written notice of a dispute. A letter delaying decision of the claim automatically creates a dispute;

---

<sup>106</sup> Labor-Management Workers’ Compensation Dispute Resolution Agreement Between County of Los Angeles and Los Angeles County International Association of Firefighters, adopted by BOS on August 7, 2012.



- The designated TPA shall make appointment(s) with the IME within ten (10) business days of the date of the dispute and/or notification of delay.

This Agreement has been in effect for over ten years. Spokespersons for both LACoFD management and Fire Fighters Local 1014 believe the Agreement has had good results.<sup>107</sup>

## **FISCAL IMPACT**

The intent of this report is to generate substantial savings to LACoFD by addressing the issues stated above. WC costs have had significant impact on the budget of LACoFD, which in recent years has depleted its reserves. Our investigation reveals that savings could be achieved by implementing:

- Immediate authorization for firefighters' medical treatments when a WC claim is filed.
- Expedited TPA claims processing procedures.
- More effective RTW processes, with less use of overtime backfill staffing.
- Continued emphasis on employee fitness and safety.
- Buy-outs of disabled firefighters' claims, allowing LACoFD to hire additional recruits.

Savings would come from replacing disabled employees with new hires as opposed to overtime covers, from getting injured employees back to work more quickly, and from expedited RTW practices.

## **FINDINGS**

1. LACoFD uses Sedgwick for claims administration through the County's TPA Unit C contract. This contract (along with the contracts for the other three TPA Units) will expire in July, 2024 and must be extended or renegotiated.
2. A TPA's contract can include Account Service Instructions that tell adjusters how to handle claims.
3. Sedgwick adjusters authorize medical treatments per OMFS standard fees, which provide inadequate incentive for doctors to treat WC patients in an expeditious manner.

---

<sup>107</sup> Interview February 24, 2023 LACoFD.





4. LACoFD has a Prior Authorization program through Sedgwick with four medical centers to provide treatment for orthopedic injuries.
5. Disputes regarding WC claims are often about the extent to which a firefighter's injury is job-related, and the number and extent of medical visits and treatments authorized; nearly all disputes are settled in favor of the claimant.
6. Government Code Section 31724 provides for a permanently disabled retiring employee to opt out of LC 4850 benefits in favor of immediate retirement on full disability.
7. The management of LACoFD's WC and RTW programs is encumbered by outdated software.
8. LACoFD's RTW program provides restricted/light duty on-site positions for injured firefighters, but many are reluctant to return to work because they live at a substantial distance from LACoFD's stations making travel difficult.
9. LACoFD has robust health programs that provide employees with tools, training and procedures to help minimize WC injuries and illnesses.
10. LACoFD has a Wellness program that includes peer and PTSD counseling to help return injured firefighters to full duty.

## **RECOMMENDATIONS**

- 1.1.a The CEO should carefully consider its renewal options with Sedgwick as the sole-source contracted TPA for WC claims administration by soliciting multiple TPAs and awarding at least two independent contracts.
- 1.1.b LACoFD should be invited to participate in the development of the renewal of the TPA Unit C contract.
- 1.2.a LACoFD, working with the CEO and DHR, should amend the existing TPA Unit C contract with Sedgwick to include detailed ASIs on preferred methods of claims management for the remainder of the existing contract. Future contracts with any TPA must include these ASIs.



- 1.2.b The ASI amendments should direct Sedgwick adjusters to provide "point of entry" authorization for all firefighter WC claims for the remainder of the existing contract. Future contracts with any TPA must include these ASIs.
- 1.2.c The ASI amendments should include penalties for delays in claims caused by Sedgwick's claims handling that result in LACoFD having to use overtime staffing for the remainder of the existing contract. Future contracts with any TPA must include these ASIs.
- 1.2.d LACoFD should consider arranging "ride-alongs" to help claims adjusters better understand the nature of firefighters work by observing their activities.
- 1.3 The ASI amendments should authorize TPA adjusters to pay up to 25% more than the OMFS standard fees for doctors to treat firefighter patients in order to expedite treatment and recovery for the remainder of the existing contract. Future contracts with any TPA must include these ASIs.
- 1.4 LACoFD should work with DHR to expand the contracted clinic network to expedite treatment for the most common firefighter injuries, particularly orthopedic injuries.
- 1.5 LACoFD should authorize firefighters' WC claims immediately, and not contest such claims, except where fraud or demonstrable misconduct is suspected.
- 1.6.a LACoFD should offer financially attractive buy-outs of LC 4850 benefits for firefighters who are permanently disabled or forced by injuries into retirement. This would allow firefighters to retire and be replaced by permanent hires.
- 1.6.b LACoFD should continue to offer frequent Academy classes in order to hire more recruits. This will reduce reliance on backfill overtime staffing.
- 1.7.a LACoFD should make full use of CEO Risk Management's VCE to manage WC claims and its RTW program.
- 1.7.b DHR should assist LACoFD by developing a comprehensive Disability Compliance Record module as part of VCE.



- 1.8 LACoFD should continue to develop creative RTW strategies, such as remote work by computer, work from home, and community service work.
- 1.9 LACoFD should continue to emphasize firefighter training and physical and mental fitness programs to control the frequency and severity of injuries/illnesses.
- 1.10 LACoFD should continue to reach out to firefighters on disability through frequent personal contact by peers and supervisors as part of its employee wellness programs.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012



Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	1.1 – 1.10
Los Angeles County Chief Executive Officer	1.1.a, 1.1.b, 1.2.a, 1.2.b, 1.3, 1.2.c, 1.7.a, 1.7.b
Los Angeles County Fire Department	1.1.b, 1.2.a, 1.2.b, 1.2.c, 1.2.d, 1.3, 1.4, 1.5, 1.6.a, 1.6.b, 1.7.a, 1.7.b, 1.8, 1.9, 1.0
Los Angeles County Department of Human Resources	1.2.a, 1.2.b, 1.2.c, 1.3, 1.4, 1.6., 1.7.a, 1.7.b

## **ACRONYMS**

<b>AME</b>	Agreed Medical Evaluator
<b>ASI</b>	Account Service Instructions
<b>BOS</b>	Los Angeles County Board of Supervisors
<b>CEO</b>	Los Angeles County Chief Executive Officer
<b>DHR</b>	Los Angeles County Department of Human Resources
<b>DIR</b>	California Department of Industrial Relations
<b>FEMA</b>	Federal Emergency Management Agency
<b>FY</b>	Fiscal year
<b>IME</b>	Independent Medical Evaluator
<b>CAL-OSHA</b>	California Occupational Safety and Health Act
<b>LACoFD</b>	Los Angeles County Fire Department
<b>LC</b>	California Labor Code
<b>LOCAL 114</b>	Los Angeles County Fire Fighters Local 114
<b>ODG</b>	Official Disability Guidelines
<b>OMFS</b>	Official Medical Fee Schedule
<b>PTSD</b>	Post-Traumatic Stress Disorder
<b>QME</b>	Qualified Medical Evaluator
<b>RFP</b>	Request for Proposal
<b>RTW</b>	Return-to-Work
<b>TPA</b>	Third Party Administrator
<b>TTD</b>	Temporary Total Disability
<b>UR</b>	Utilization Review



**VCE** Ventiv Claims Enterprise  
**WC** Workers' Compensation

## **COMMENDATION**

We acknowledge and thank the Los Angeles County Economy and Efficiency Commission and CEO Risk Management Branch, which provided invaluable service to the Committee in preparing this report.

## **COMMITTEE MEMBERS**

James Bukowski	Chairperson
Dale LaCasella	Co-Chairperson
Carina Lister	Secretary
Norman Green	
Shirley Zaragoza	



## APPENDIX 1. WC Claims TPA Administration Allocation Chart

### WORKERS' COMPENSATION CLAIMS THIRD-PARTY ADMINISTRATION ALLOCATION CHART

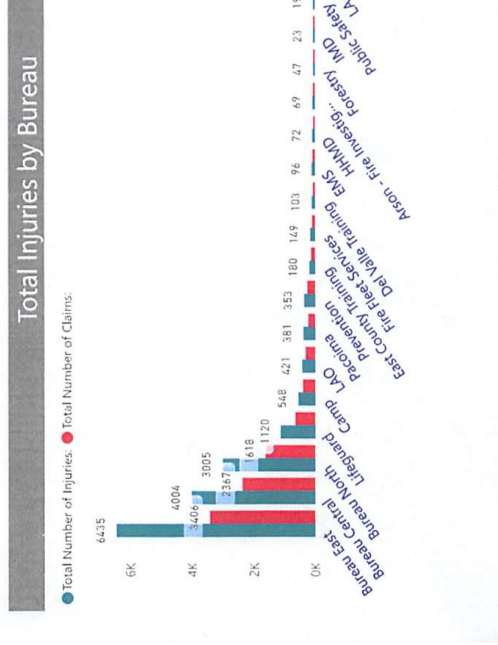
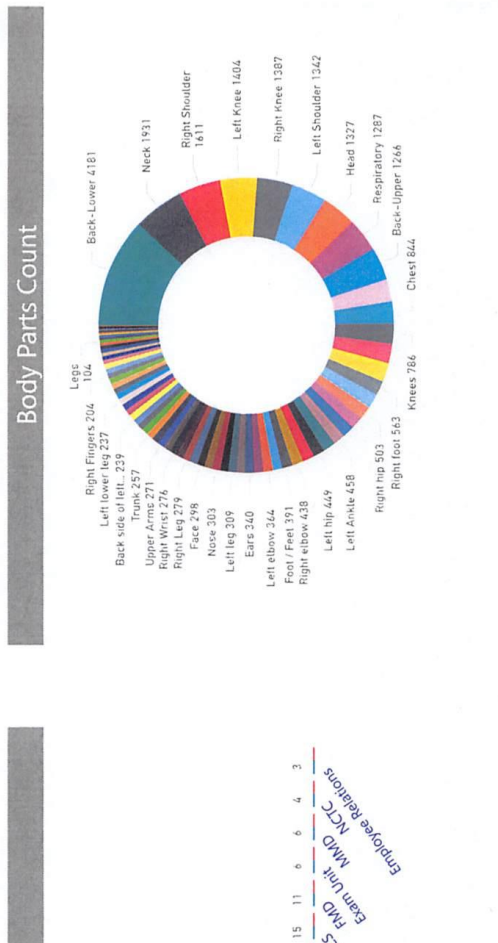
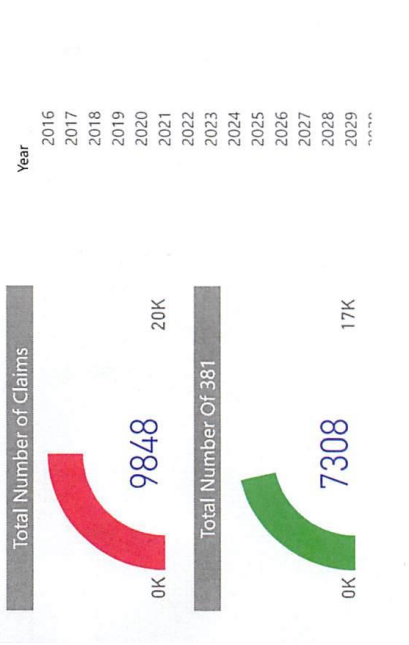
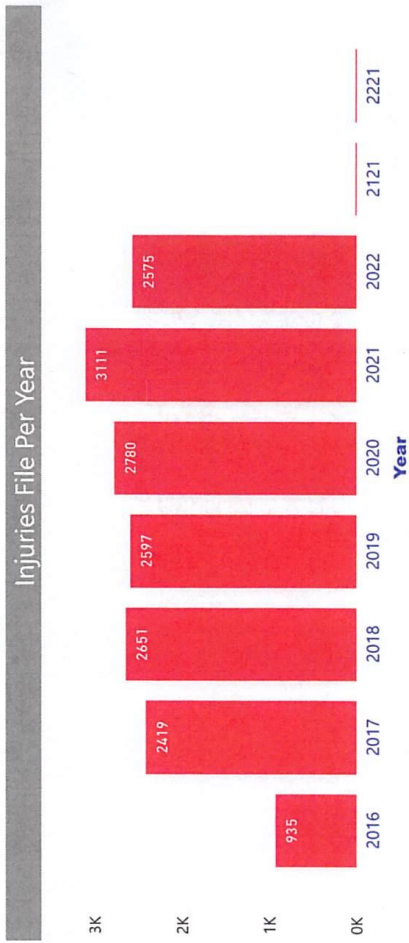
BASE CONTRACT TERMS					
FISCAL YEARS (FYs) ↓	DESIGNATED UNITS AND CONTRACTOR				FY TOTALS ↓
	UNIT A YORK	UNIT B YORK	UNIT C SEDGWICK	UNIT D SEDGWICK	
2019-20	\$ 11,901,170	\$ 6,771,198	\$ 12,341,428	\$ 8,628,620	\$ 39,642,416
2020-21	\$ 12,198,699	\$ 6,940,478	\$ 12,464,842	\$ 8,714,906	\$ 40,318,925
2021-22	\$ 12,503,667	\$ 7,113,990	\$ 12,714,139	\$ 8,889,204	\$ 41,221,000
2022-23	\$ 12,816,258	\$ 7,291,840	\$ 12,968,422	\$ 9,066,988	\$ 42,143,508
2023-24	\$ 13,136,665	\$ 7,474,136	\$ 13,227,790	\$ 9,248,328	\$ 43,086,919
UNIT TOTALS →	\$ 62,556,459	\$ 35,591,642	\$ 63,716,621	\$ 44,548,046	\$ 206,412,768

EXTENSION TERMS					
FISCAL YEARS (FYs) ↓	DESIGNATED UNITS AND CONTRACTOR				FY TOTALS ↓
	UNIT A YORK	UNIT B YORK	UNIT C SEDGWICK	UNIT D SEDGWICK	
2024-25	\$ 13,465,081	\$ 7,660,989	\$ 13,624,624	\$ 9,525,778	\$ 44,276,472
2025-26	\$ 13,801,708	\$ 7,852,514	\$ 14,033,362	\$ 9,811,551	\$ 45,499,135
2026-27	\$ 14,146,751	\$ 8,048,827	\$ 14,454,363	\$ 10,105,898	\$ 46,755,839
UNIT TOTALS →	\$ 41,413,540	\$ 23,562,330	\$ 42,112,349	\$ 29,443,227	\$ 136,531,446

CONTRACT MAXIMUM ALLOCATION PER UNIT					
ALL FISCAL YEARS	UNIT A YORK	UNIT B YORK	UNIT C SEDGWICK	UNIT D SEDGWICK	CONTRACT MAXIMUM TOTAL ↓
UNIT TOTALS →	\$ 103,969,999	\$ 59,153,972	\$ 105,828,970	\$ 73,991,273	\$ 342,944,214



**APPENDIX 2. Firefighter Injuries History<sup>108</sup>**



<sup>108</sup> Letter of February 17, 2023 from LACoFD management to the Civil Grand Jury.



**MEDI-CAL  
REIMBURSEMENT**  
The Final Resolution of an  
Ongoing Issue





# **MEDI-CAL REIMBURSEMENT**

## **The Final Resolution of an Ongoing Issue**

### **SUMMARY**

The Civil Grand Jury (CGJ) opened this inquiry following a presentation to the panel by the Los Angeles County Auditor-Controller (LACA-C) in July, 2022. Representatives described how the County of Los Angeles (County) failed to recoup millions of dollars in Medi-Cal insurance reimbursement of expended funds. The situation has been ongoing for almost twenty years, but became particularly egregious during the COVID-19 pandemic beginning in 2020 when the County spent heavily on vaccinations without being reimbursed.<sup>1</sup>

During the presentation, employees of the LACA-C indicated that substantial progress had been made in resolving issues originally identified in the 2013-2014 CGJ report regarding failures on the part of health department systems governing the recovery of Medi-Cal reimbursements for various treatments and procedures. These problems were caused primarily by the software system and the inability of County employees to use it appropriately. The employee and system errors were costing the County very large sums of money. A follow-up CGJ report in 2014-2015 indicated that progress was being made, thereby reducing, but not eliminating losses. The presentation indicated that some critical problems remained, and that final meetings were to be held in late 2022 to finalize any outstanding issues.

Because of the ongoing nature of the problem and financial implications, the CGJ decided to do a further follow-up investigation to see if the matter could be finally resolved.

### **BACKGROUND**

ORCHID, Online Real-time Centralized Health Information Data system, is a billing and denial resolution software system adopted by the Department of Public Health (DPH), the Department of Health Services (DHS) and other health services components of the County. It is a software program that uses assessment tools, clinical documents, data collection, and claims to process requests for reimbursement to the

---

<sup>1</sup> Interview, July 27, 2022 with LACA-C representative



County from Medi-Cal under very strict guidelines. DPH oversees the Medi-Cal insurance program reimbursements for DPH and DHS in the County. ORCHID is an older generation system that uses a paper to electronic health record system to process billings and denial resolution. The number and variety of Medi-Cal/Medicare claims being processed outweighs the functions ORCHID can provide.<sup>2</sup> Representatives from LACA-C informed the CGJ that the loss of reimbursement arose from abuses, errors, and misuses of the ORCHID. For example, many of the problems arose from employees' inability to properly process claims within the designated period of time. These problems resulted in a substantial amount of rejected or refused reimbursements, causing the County to lose the ability to collect millions of dollars.<sup>3</sup>

This issue has been the focus of the CGJ twice before. In Fiscal Year (FY) 2012-2013, the Los Angeles County Board of Supervisors (BOS) approved DHS write-offs totaling \$285,421,607 in gross charges billed to third party payers, prompting the 2013-2014 CGJ to investigate this issue. A full report in 2013-2014 delineated the problem, with a brief follow-up report in 2014-2015. There were 18 recommendations in the 2013-2014 CGJ report, 16 of them directed at DHS. Coding issues, back log, untimely claim submittal, lack of follow-up on denials, inadequate training of employees, and no pre-authorization for services were the main issues addressed in that report.<sup>4</sup>

The 2014-2015 report was a follow-up on the progress being made in implementing the 2013-2014 recommendations. There were three findings and no recommendations. The three findings were:

1. *The DHS responded to all sixteen questions put to it by the committee and are summarized on a table attached to the report at Attachment A.*
2. *The table categorizes the DHS responses as either implemented, in progress, no progress, or decline to implement; and*
3. *With the majority of recommendations either completed or underway, clearly a good faith effort is being made by DHS.*<sup>5</sup>

---

<sup>2</sup> Interview, July 27, 2022 with LACA-C representative

<sup>3</sup> Ibid.

<sup>4</sup> LACCGJ Report 2013-2014, 2013-2014 Final.pdf(la.ca.us) [http://grandjury.co.la.ca.us/pdf/2013-2014\\_Final.pdf](http://grandjury.co.la.ca.us/pdf/2013-2014_Final.pdf)

<sup>5</sup> Ibid. pp. 82-83.



To summarize, prior CGJ investigations found that a large portion of the problem with lack of reimbursement payments was that the ORCHID software was not being employed appropriately and/or not being operated properly by DHS personnel. According to those reports, losses occurred primarily from improper processing, late filings, failure to follow up on denials, misuse of the systems, and/or inadequate training of employees.<sup>6</sup>

## METHODOLOGY

The CGJ's Medi-Cal Reimbursement Committee (Committee) reviewed the prior CGJ reports on this topic and took note of the recommendations made and responses received. In addition, we reviewed reports of the LACA-C from February 2015, May 2022, and April 2023, relating to the resolution of recommendations made by prior civil grand juries. Interviews were also conducted with LACA-C staff.

## INVESTIGATION

Based in part on issues highlighted by the previous CGJ reports, LACA-C followed up with a report of their own and issued eight recommendations similar to those issued by the CGJ.<sup>7</sup>

According to LACA-C's completed follow-up of the DHS ORCHID Review,<sup>8</sup> as summarized by LACA-C in Table 1 below, DHS fully implemented two recommendations and partially implemented six recommendations to enhance the processes. LACA-C recommended that DHS should fully implement the six outstanding recommendations to strengthen controls and monitoring over the ORCHID payment and Medi-Cal reimbursement processes.

---

<sup>6</sup> 2013-2014 Los Angeles County Civil Grand Jury Final Report "*Timely And Clean "Bill" Of Health May Save \$285 Million*" and 2014-2015 Los Angeles County Civil Grand Jury Final Report "*Department Of Health Services Write-Off Follow-Up*" Op Cit

<sup>7</sup> Department of Health Services (DHS or Department) Online Real-time Centralized Health information Database (ORCHID or System) dated January 11, 2021 (Report #K19FZ). <https://tinyurl.com/zy3wak23>

<sup>8</sup> Ibid.



<b>Table 1: - Results of First Follow-up Review</b>				
OUTSTANDING RECOMMENDATIONS				
PRIORITY RANKINGS	TOTAL RECOMMENDATIONS	FULLY IMPLEMENTED	PARTIALLY IMPLEMENTED	NOT IMPLEMENTED
PRIORITY 1	5	2	3	0
PRIORITY 2	3	0	3	0
PRIORITY 3	0	0	0	0
TOTAL	8	2	6	0

As of April 4, 2023, there remained six partially implemented items which are scheduled to be resolved.<sup>9</sup> Below, this Committee summarizes the pending recommendations and LACA-C's comments regarding the recommendation status:<sup>10</sup>

**1. Medical Coding Backlog (Priority 1)** - The DHS management implement a plan to resolve the medical coding backlog to ensure patient services are billed within insurance provider's billing deadlines.

**Recommendation Status: Partially Implemented** - LCAC-C confirmed DHS management implemented processes to help ensure they are coding and billing patient services within insurance provider's billing deadlines and also confirmed DHS staff adhered to procedures by examining management's review of a performance report. DHS plans to fully implement this recommendation by August 31, 2023.

**2. Medical Coding Process (Priority 1)** - DHS management strengthen the medical coding process to ensure coding is timely and accurate before billing by:

- a) Evaluating enhancing ORCHID, and in the interim establishing manual processes, to notify coding staff when incomplete patient records are updated, and notify medical and coding supervisory personnel

<sup>9</sup> Interview March 17, 2023 with LACA-C representative

<sup>10</sup> Op Cit, (Report # K19FZ) Priority Ranking: Recommendations are ranked from Priority 1 to 3 based on the potential seriousness and likelihood of negative impact on the Agency's operations if corrective action is not taken.



when incomplete records remain unresolved for extended periods (e.g., 15 or 30 days).

- b) Implementing a process to review coding accuracy (e.g., on a sample basis) before billing.
- c) Maintaining documentation to support billing error investigations.

**Recommendation Status: Partially Implemented -**

LACA-C noted DHS management implemented parts b and c of the recommendation and continues to work to fully implement part a. Specifically: LACA-C confirmed DHS is working to modify ORCHID to improve the accuracy and timeliness of the medical coding process including modifying reports to assist coding staff in identifying patient records that have new or updated clinical notes and are ready to be coded. DHS plans to fully implement this recommendation by August 31, 2023.

- 3. Recording Patient Services (Priority 1) –** DHS management review the design of the process for recording patient services in ORCHID to determine whether processes, including management self-monitoring, can be strengthened to ensure medical staff record patient services completely and accurately before they are sent for medical coding.

**Recommendation Status: Partially Implemented -**

DHS management indicated they reviewed the design of the process for recording patient services in ORCHID and determined current reporting tools can be strengthened to help ensure medical staff record patient services completely and accurately before they are sent for medical coding, including modifying ORCHID patient encounter reports to help medical staff identify incomplete patient records and address outstanding issues. DHS plans to fully implement this recommendation by August 31, 2023.

**Recommendations 4 and 5 were completely implemented, therefore they are not addressed here.**



- 6. Privileged User Activity Reviews (Priority 2)** - DHS management strengthen the process for reviewing their employee's privileged user activity in ORCHID by reviewing activity from all privileged users/areas and documenting the review to support the activity is appropriate and authorized.

**Recommendation Status: Partially Implemented**

LACA-C confirmed DHS management strengthened the process for reviewing their employees' privileged user activity in ORCHID by reviewing the Department's Access and Security Management Controls procedures, and maintaining documentation of their reviews. DHS plans to fully implement this recommendation by August 31, 2023.

**7. Management Monitoring of Internal Controls**

**(Priority 2)** - DHS management ensure ongoing self-monitoring processes include:

- a) Examination of process/control activities, such as review of an adequate number of transactions on a regular basis to ensure adherence to County rules.
- b) Documenting the monitoring activity and retaining evidence so it can be subsequently validated.
- c) Elevating material exceptions to management on a timely basis to ensure awareness of relative control risk, and to ensure appropriate corrective actions are implemented.

**Recommendation Status: Partially Implemented**

LACA-C confirmed DHS management developed ongoing self-monitoring processes over their medical coding operations, including reviewing coding accuracy and reporting unresolved records to supervisory personnel, by reviewing the Department's coding monitoring procedures. LACA-C confirmed DHS staff adhered to procedures by reviewing results of recent monitoring reviews. However, DHS management has not developed ongoing self-monitoring processes over their privileged



user activity reviews for DHS employees with high-level capabilities in ORCHID. The Department plans to fully implement this recommendation by September 30, 2023.

- 8. Standards and Procedures (Priority 2)** - DHS management ensure written standards and procedures adequately guide supervisors and staff in the performance of their duties for all ORCHID processes.

**Recommendation Status: Partially Implemented** - LACA-C confirmed DHS management established written standards and procedures to adequately guide supervisors and staff in the performance of their duties over the following processes:

-Medical coding of patient services, including management monitoring of coding controls (Noted in Issue No. 7).

-Monitoring of disaster recovery and business continuity services.

However, DHS has not developed written standards and procedures over the following processes:

-Management monitoring of privileged user activity reviews for DHS employees with high-level capabilities in ORCHID.

- Maintenance of the medical code dictionary. The Department plans to fully implement this recommendation by July 1, 2023.

Further communications with the Auditor's Office and a review of the April 4, 2023 interim audit report summarized above<sup>11</sup> indicate that **the problem is being resolved**. That report indicates that, of the eight (8) outstanding recommendations proposed in conjunction with their March 19, 2021, Department of Health Services-ORCHID Review, two (2) have

---

<sup>11</sup> April 4, 2023, Los Angeles County Auditor Controller Report: Department Of Public Health – ORCHID Review (Report #K19FZ - First Follow-Up Review) [https://file.lacounty.gov/SDSInter/auditor/audit\\_reports/1139699\\_2023-04-04DHS-OnlineReal-TimeCentralizedHealthInformationDatabaseSystemReview-FirstFollow-UpReview.pdf](https://file.lacounty.gov/SDSInter/auditor/audit_reports/1139699_2023-04-04DHS-OnlineReal-TimeCentralizedHealthInformationDatabaseSystemReview-FirstFollow-UpReview.pdf)



been fully implemented and six (6) were partially implemented. All were due to be fully implemented no later than September 30, 2023.<sup>12</sup>

## **FINDINGS**

1. The 2013-2014 report included eighteen (18) recommendations for improvement, including 16 recommendations aimed at DHS. DHS implemented or agreed to implement fourteen (14) of the sixteen (16) recommendations.<sup>13</sup> The 2014-2015 CGJ report reflected a substantial change in the processing of claims were being implemented.
2. The LACA-C has indicated that it will follow up and report back to the BOS on the resolution of the six partially implemented Priority 1 and 2 recommendations. This should bring losses, if any, into an acceptable/ minimum range in the future.

## **RECOMMENDATIONS**

- 1.1. The LACA-C should continue to follow up with DHS and report back BOS to the on the resolution of the six partially implemented Priority 1 and 2 recommendations.
- 1.2. The DHS should complete the resolution of the six partially implemented Priority 1 and 2 recommendations, no later than September 30, 2023.

## **COMMENDATIONS**

The 2022-2023 CGJ commends the Auditor-Controller's Office for its dedicated service in continuing to resolve this issue.

## **REQUIRED RESPONSES**

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk

---

<sup>12</sup> Ibid

<sup>13</sup> Grand Jury Response to 2013-2014 CGJ Final Report.pdf,  
<http://grandjury.co.la.ca.us/pdf/Grand%20Jury%20Response%20to%202013-2014%20CGJ%20Final%20Report.pdf>





of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles Department of Health Services	1.1, 1.2
Los Angeles County Auditor-Controller	1.1

## **ACRONYMNS**

<b>BOS</b>	Los Angeles County Board of Supervisors
<b>CGJ</b>	Civil Grand Jury
<b>DHS</b>	Department of Health Services
<b>DPH</b>	Department of Public Health
<b>FY</b>	Fiscal Year
<b>COVID-19</b>	Severe Acute Respiratory Syndrome Coronavirus 2
<b>LACA-C</b>	Los Angeles County Auditor-Controller

## **COMMITTEE MEMBERS**

Dale LaCasella	Chairperson
Alice Beener	Co-Chairperson
Donald Lindgren	Secretary
LeRoy R. Titus	



**PROPOSITION 19  
IMPLEMENTATION AND  
RELATED MATTERS**



# PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS

## SUMMARY

Proposition 19 was enacted by California voters in November, 2020. It made two major changes in property tax law:

First, effective in mid-February, 2021, it eliminated the parent-child and grandparent-grandchild exclusions from reassessment except for a transferor's principal residence that becomes (or remains) the transferee's principal residence, or a family farm. The amount of the exclusion is limited to \$1 million.

Second, it eliminated the county option for accepting or rejecting transfer of property tax basis for new residents, giving elderly residents the ability to bring their property tax basis to a new home anywhere in California. It also enables such transfers to be made three times, rather than once.

Ambiguities in the provisions of Proposition 19 resulted in a need for clarifying legislation and resulted in significant delay in implementation. For the most part these problems have been overcome, and the property tax assessment and collection system in Los Angeles County is running smoothly and efficiently. A few exceptions exist, largely as a result of purchasers of property carelessly filing Preliminary Change of Ownership Reports (PCORs) and other documents that are inappropriately completed. Also, the assessment appeals system is in need of significant changes.

## BACKGROUND

Understanding the complexity and tribulations of the implementation of Proposition 19 necessitates some understanding of how California's property tax system became unique and complicated in the first place.

Prior to 1978, California property taxes were based on the fair market value of property, and local taxing authorities set the applicable tax rates.

Proposition 13, an initiative constitutional amendment, was passed in 1978. The basic rules relating to assessed value under Proposition 13



are that assessed value is set at the time of a change in ownership, usually based on the sale price. Thereafter, assessments were limited to a trended 2% increase per year from the time of an acquisition (or 1975), with no higher reassessment until a change of ownership or new construction. Proposition 13 also set the tax rate at 1% of value plus what3ver might be needed to pay voter-approved bonded indebtedness.<sup>1</sup>

Proposition 50, enacted in 1986, provided that the base year value of property that is substantially damaged or destroyed by a disaster, as declared by the Governor, could be transferred to comparable property within the same county.

In 1986, voters also passed Proposition 58, which permitted owners to transfer their personal residences and up to \$1 million in assessed value of other property to their children (including children-in-law and stepchildren) without reassessment. It also permitted older homeowners to sell a residence and replace it with another in the same county or in any other county authorizing it, and to bring their property tax basis with them.

Proposition 60, also enacted in 1986, allowed a person over age 55 to sell his or her principal place of residence and transfer its base year value to a replacement dwelling in the same county of equal or lesser value that is purchased or newly constructed within two years of the sale.

In 1988, Proposition 90 extended the provisions of Proposition 60 to allow for the transfers of a base year value from one county to another county in California (inter-county) if the county in which the replacement property is located has authorized such a transfer by an ordinance. Ten counties, including six in Southern California (all but Imperial and Santa Barbara) soon enacted authorizing ordinances. Assessed value is increased only to the extent, if any, that the acquisition price of the replacement home exceeds the sale price of the former home.

In 1990, Proposition 110 extended this privilege to people with certain disabilities.

---

<sup>1</sup> From Board of Equalization and Los Angeles County Assessor websites <https://www.boe.ca.gov/>; <https://assessor.lacounty.gov/> (accessed September 8, 2022). The history of enacted Proposition that changed various rules of property tax assessments is presented here primarily to show that the original Proposition 13 rules were changed numerous times by the electorate over the years.



Proposition 171, passed in 1993, authorized the legislature to extend special valuation provisions of Propositions 50 and 60 to replacement structures located in different counties in the event of substantial damage from a disaster, meaning that a property owner can transfer the current assessed value of his original property to a replacement property in another county, but only if the county in which the newly acquired property is located has agreed to participate. Proposition 193, effective in 1996, extended the parent-child exclusion to grandchildren whose parents were deceased.

Thus, we can see that over a 36-year period, the basic state-wide property tax regime was changed by eight Constitutional Amendments enacted by the voters. The most sweeping changes, of course, were made by the first of them, Proposition 13.

## **METHODOLOGY**

The investigative team reviewed the websites listed on page 17 below and interviewed numerous people from the Office of the Assessor, the Department of the Treasurer and Tax Collector, the County Auditor-Controller, Assessment Appeals Board, and others. The team also examined numerous documents, forms, instructions, and other items issued by the various involved government entities.

## **INVESTIGATION**

Proposition 19 was enacted by the voters in November, 2020. It went into effect in mid-February, 2021, with some provisions not effective until April 1, 2021. It made two major changes.

First, it eliminated Proposition 90's county option for accepting or rejecting transfer of property tax basis for new residents, thereby giving elderly residents the ability to bring their property tax basis to a new home anywhere in California. It also enables such transfers to be made three times, rather than once. Prior to passage of Proposition 19, elderly homeowners could bring low assessments with them to a new home in the same county or in a county that had opted by ordinance to accept such transfers from other counties.

Second, it eliminated the parent-child and grandparent-grandchild exclusions under Propositions 58 and 193, except for a transferor's principal residence that becomes (or remains) the transferee's principal residence. Even then, it limits the amount of exclusion to \$1 million.



Prior to enactment of Proposition 19, the exclusion for the transferor's principal residence was available without limit to transfers between parents and children (and grandchildren with no living parents).

By the time this Committee commenced its investigation, more than a year after the effective dates of the new law, almost no Proposition 19 claims had been approved in Los Angeles County.<sup>2</sup> Even as recently as October 26, 2022, the Assessor's website advised,<sup>3</sup>

**"The Office of the Assessor is currently experiencing significant delays on Prop. 58 and Prop 19 claims.**

"We are committed to the fair and equitable treatment for all taxpayers and are proactively contacting applicants before any determinative deadline approaches. Prop. 19 and the corresponding implementation deadlines provided significant operational and administrative challenges leading to processing delays. We apologize for the inconvenience many homeowners are facing. As we work to streamline Prop. 19 claims, many questions can be answered here or by email." <sup>4</sup>

The first link led to general information only. The email link also did not lead to attention to a taxpayer's particular situation.

## **Ambiguities in Proposition 19**

Prior to getting Proposition 19 on the ballot, the proponents met with the California Assessors' Association (CAA). The CAA informed the drafters and proponents of some of its needs and desires in regard to the proposed new law. Among these were the need to clarify some ambiguities and a year or more to implement the changes.<sup>5</sup>

While it is understandable that some of the requests were not approved, because they involved significant policy differences, such as effective dates, no adequate explanation addresses the refusal to address the technical problems and ambiguities.<sup>6</sup>

The ambiguities resulted in a need for clarifying legislation and resulted in significant delay.

---

<sup>2</sup> Interviews of September 19 and October 6, 2022, with executives in the Assessor's office

<sup>3</sup> Interviews with experts in the area and with staff; Assessor's website, *infra*.

<sup>4</sup> From Los Angeles County Assessor website, <https://assessor.lacounty.gov> (accessed October 26, 2022)

<sup>5</sup> Interview of November 7, 2022, with executive in the Assessor's Office

<sup>6</sup> *Ibid*.



For example, a Board of Equalization (BOE) Instruction Letter TO COUNTY ASSESSORS dated December 11, 2020, states,

“Please note that Proposition 19 is unclear whether one event (either the sale of the original residence or the purchase or new construction of the replacement residence) or both events must occur on or after April 1, 2021, in order to qualify for [the] base year transfer.”<sup>7</sup>

Another example from the same Instruction Letter points out, “the language in Proposition 19 is not clear as to whether the “three times” would include a previously transferred base year value or if the “three times” would be in addition to this.”<sup>8</sup>

The Conclusion of that Instruction Letter mentions that “many uncertainties surrounding the implementation of Proposition 19” remained “to be resolved through future legislation.”<sup>9</sup>

Another example: On February 16, 2021, the date that the new law went into effect, the BOE issued an Instruction Letter on Proposition 19 Intergenerational Transfer Exclusion Guidance, which states, in part,

“Unfortunately, the text of Proposition 19 left a number of significant questions unanswered that are critical to its proper implementation and administration.”<sup>10</sup>

This sentence was repeated in other Instruction Letters TO COUNTY ASSESSORS issued by the BOE, such as one issued on May 11, 2021, on Base Year Transfer Guidance (already then over a month after the effective date of those provisions).<sup>11</sup>

So the BOE was dealing with crucial ambiguities in both major areas covered by Proposition 19.

---

<sup>7</sup> Board of Equalization letter No. 2020/061, dated December 11, 2020, to County Assessors from David Yeung, Deputy Director, Property Tax Department (at page 2) (accessible at <https://www.boe.ca.gov/proptaxes/pdf/lta20061.pdf>)

<sup>8</sup> Ibid. (at page 3)

<sup>9</sup> Ibid.

<sup>10</sup> Board of Equalization letter No. 2021/008, dated February 16, 2021, to County Assessors from David Yeung, Deputy Director, Property Tax Department (at page 1) (accessible at <https://www.boe.ca.gov/proptaxes/pdf/lta21008.pdf>)

<sup>11</sup> Board of Equalization letter No. 2021/019, dated May 11, 2021, to County Assessors from David Yeung, Deputy Director, Property Tax Department (at page 2) (accessible at <https://www.boe.ca.gov/proptaxes/pdf/lta21019.pdf>)



The BOE issued some instructions to County Assessors and forms for their use in a timely manner. Still, the Los Angeles County Assessor's office fell at least a year behind where they would expect to be in terms of approving applications.<sup>12</sup> However, by October, 2022, significant progress had been achieved in catching up, and it appeared that evaluations and determinations with respect to Proposition 19 claims would be running at a normal pace by late autumn or early winter.

Another example of an ambiguity is that prior to the enactment of Proposition 19, base year intergenerational value transfer benefits applied to any kind of property; it was not clear if this is now limited to principal residences of individuals.

Some people thought that the Assessor and the Tax Collector were recommending that property owner taxpayers pay taxes as if no Proposition 19 claim had been made and later seek a refund, if and when a claim is approved.<sup>13</sup> However, some taxpayers cannot afford to do this, and in the past getting a refund from the county has been difficult and time-consuming.<sup>14</sup>

However, the Los Angeles County Tax Collector actually is one of the few tax collectors in California that accepts partial payments, assessing a penalty, if any, based only on the portion of the tax that remained unpaid.<sup>15</sup> Therefore, for example, a homeowner who believes that the tax will be \$4,000 when the homeowner's Proposition 19 application is approved, but who receives a bill for \$15,000, can pay the \$4,000. If it turns out that the tax owed actually is \$4,200, the 10% penalty will be only \$20, not \$420. Even if it is determined that the entire \$15,000 is due, the penalty would be \$1,100 instead of \$1,500.

A Preliminary Change of Ownership Report (PCOR) must accompany every deed that is sent to the Recorder for recording in the county's official records. The Recorder sends it to the County Assessor. It thereby informs the Assessor's Office of the transaction. Most deeds, of course, document changes in ownership, but some do not reflect changes in ownership or represent changes in ownership that are partly or completely exempt from reassessment.

Incorrectly completed forms, especially PCORs, pose a major problem. It is the owner's responsibility to make sure the PCOR form is filled out correctly, but many rely on their real estate professionals for guidance

---

<sup>12</sup> Interviews with executives and staff

<sup>13</sup> Interview of October 6, 2022, with Assessor's staff

<sup>14</sup> Interview with Auditor-Controller staff on November 7, 2022

<sup>15</sup> Interview with executive at Los Angeles County Treasurer and Tax Collector, September 29, 2022





in completing them. Real estate professionals should help to ensure that PCORs are completed correctly. Lack of documentation also is a problem in many cases. When taxpayer disclosure is lacking, properties tend to get reassessed.

The PCOR asks very straightforward “yes-or-no” questions, such as Question

“E. This transaction is to replace a principal residence owned by a person 55 years of age or older.”

Many owners rely on their real estate brokers or agents in completing the myriad of forms connected to closing a purchase or other real estate transaction.<sup>16</sup> Therefore, having real estate professionals pay attention to these details can be crucial.

The County Assessor’s office must assume that this portion of the PCOR is completed correctly. If Question E is answered “no” any reviewer must conclude that the purchaser does not qualify for the Proposition 19 exclusion from reassessment.

Educating real estate professionals is a major problem. Real estate brokers and agents, especially, must learn the applicable forms, especially the PCOR. The assessor has not been able to secure funding for public education or real estate professional education, although such a program would be very useful.<sup>17</sup>

## Refunds

Most taxpayers pay their property taxes and seldom, if ever, are entitled to refunds. Refunds arise in two situations:

First, some property owners pay more than the amount billed. The Tax Collector, acting on its own, generally refunds these overpayments within approximately 60 days after they are paid.

Second, some property owners are entitled to refunds based on bills that later are adjusted, such as when a Proposition

---

<sup>16</sup> Several interviews

<sup>17</sup> Interview of October 6, 2022, with staff



19 claim is approved. These refunds come from the County Auditor-Controller.<sup>18</sup>

The reasons for refunds coming from two different sources relate to the work necessary. Simple overpayments of funds that were never assessed are easy to process relatively quickly. But refunds based on a reduction of an actually issued property tax bill require not only determining and issuing the amount of the refund, but also determining how much of the refund must be charged to each of the agencies or governmental bodies that were allocated those funds. The latter is specifically a function of the Auditor-Controller.

Senate Bill 989 (SB 989), now in effect, allows penalty-free and interest-free deferment of property taxes under certain conditions:

First, the property owner has claimed property tax relief under Proposition 19;  
Second, the county assessor has not completed its determination of the property's eligibility for that relief; and  
Third, the owner requests deferment with the county assessor within one calendar year, but before January 1, 2024, of receiving the first tax bill for the property.

The law defers those property taxes until the county assessor has reassessed the property and a corrected tax bill has been prepared and sent to the property owner or the county assessor has determined the property is not eligible for the property tax relief. The law also sets forth procedures for making payments following correction or determination of ineligibility.<sup>19</sup>

SB 989 also requires a disclosure to be printed on each tax bill for properties that have been purchased, newly constructed, or changed in ownership in the year preceding the tax bill. Such disclosure must include information regarding the possibly available property tax relief and deferment procedures.

## **Assessor Modernization Project**

The Assessor's Office is currently in year 7 of a major technology overhaul, working with Oracle. They have recently completed Phase 4 of 5 phases. Phase 5 will take 12-18 months to implement. The resulting operation system will replace 40-year-old technology and is expected

---

<sup>18</sup> Interview of November 7, 2022, with executive in the Auditor-Controller's department

<sup>19</sup> Chaptered by Secretary of State on September 28, 2022. Chapter 712, Statutes of 2022. (accessible at [https://leginfo.ca.gov/faces/billNavClient.xhtml?bill\\_id=202120220SB989](https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=202120220SB989))



to achieve significant benefits in cost savings, performance, flexibility, and resource efficiencies.

The usual government bidding process is “design-bid-build.”<sup>20</sup> This seldom works well with technology projects. Buyers (government entities) end up with turn-key programs that do not meet their needs, from day 1. Also, correcting bugs or other problems is difficult, if not altogether impossible.<sup>21</sup>

Since the design-bid-build method proved unsuccessful in at least four other California counties,<sup>22</sup> the Assessor determined to do things differently.

Therefore, this project is using “agile approval” as its development methodology for the new, cloud-based, system. It is being developed collaboratively by Oracle personnel and county personnel, and the County will be the owner of the system, not merely a licensee. The Tax Collector, Auditor-Controller, etc., are also involved in the development process.

The result should be outstanding efficiency with fewer calls and problems. The Modernization Project will help with Proposition 19 issues and most other aspects of administering property taxes.

One problem they do have is that their people develop great expertise and then are hired away by other departments within the county.<sup>23</sup>

On the other hand, the assessor is innovatively working with public colleges and universities to develop a source for employees who will make their careers in tax assessment and related areas.<sup>24</sup>

## **Assessment Appeals**

Until very recently, Los Angeles County had seven (7) three-member Assessment Appeal Boards; now they have at least 20 and hope to increase that number further. Members of the boards are political appointees and work part-time. Previously just three or four hearings per day were scheduled; now they are scheduling up to eight per day,

---

<sup>20</sup> Interview of October 6, 2022

<sup>21</sup> Interview of October 6, 2022

<sup>22</sup> Ibid.

<sup>23</sup> Interview of January 19, 2023

<sup>24</sup> Interview of October 6, with executive



with a goal of ten. The backlog of 30,000 cases has already been dramatically reduced.<sup>25</sup>

In some cases, it can take 10-12 years for final resolution;<sup>26</sup> property owners must file appeals each year with the Executive Officer of the Board of Supervisors. This backlog must be reduced. A system using administrative law judges or something similar might be better.

One big problem is that many "mercenary tax agents"<sup>27</sup> file these appeals, paying only a \$46 filing fee.<sup>28</sup> It typically takes 2-2.5 employee hours to prepare for each appeal hearing. This results in about \$5 million in preparation expense each year. Then, a very high proportion of the appeals result in a "no-show" or a withdrawal of the appeal.<sup>29</sup>

The \$46 level for the filing fee was established by the Board of Supervisors. It is very low when compared to other kinds of filing fees. Further, it does not automatically increase with the cost of living. Still, it is important to give taxpayers the opportunity to be heard.

Significantly increasing the filing fee might discourage many meritless appeals, but it would place a discouraging burden on some taxpayers. This problem could be alleviated by allowing most or all of the filing fee to be refunded (or credited to a taxpayer's actual liability) if an appeal is sustained. For example, the filing fee might be set at \$300, with \$200 of that to be refunded to appellants who prevail.

## Outside evaluations

The Los Angeles County Assessor's Office has been evaluated by various other organizations:

"The BOE periodically conduct[s] assessment practices surveys (compliance audits) to ensure County Assessors comply with all statutory and regulatory provisions."<sup>30</sup>

The latest audit results, issued in September, 2022, gave a score of 99.87%.<sup>31</sup>

---

<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

<sup>27</sup> Interview of October 6, 2022

<sup>28</sup> <https://lacaab.lacounty.gov/Home.aspx>; Assessment Appeals Board website (accessed January 3, 2023)

<sup>29</sup> Interview of October 6, 2022

<sup>30</sup> Los Angeles County Assessment Practices Survey Report, September 2022, <https://www.boe.ca.gov/proptaxes/pdf/19apsr0922.pdf> (accessed November 30, 2022)

<sup>31</sup> Ibid. at page 5



In May, 2022, the National Association of Counties awarded the Assessor's Office an Achievement Award for its innovative Appraiser Training and Workforce Development program.<sup>32</sup>

The Assessor's Office is the only one in California ever to receive the Certificate of Excellence in Assessment Administration from the International Association of Assessing Officers.<sup>33</sup>

## FINDINGS

- 1.1 Ambiguities in Proposition 19 resulted in significant delays in its implementation. However, at this point, most or all of the significant problems in Los Angeles at the county level have been resolved.
- 1.2 The departments involved in property tax administration in Los Angeles County, principally the Assessor's Office, the Treasurer-Tax Collector and the Auditor-Controller, coordinate and work together quite well. They are innovating ways to use public colleges and universities along with their own resources to develop a source for employees who will make their careers in tax assessment and related areas. They have taken a long view in developing modern information systems that will meet the needs of the nation's largest county and largest property tax base, rather than buying systems not designed with California's unique property tax system foremost in mind. This Assessor Modernization Project will protect the County's long-term interests long after the present executives in these departments have departed from the scene.
- 1.3 Most purchasers of homes rely on their real estate brokers and agents for instruction on how to complete PCORs and other documents. The Assessor's Office does not have funding to develop more extensive public education programs, particularly to be directed to real estate professionals.
- 1.4 The assessment appeals system is inefficient, and the required \$46 filing fee is extremely low.
- 1.5 The entire assessment appeals system is ripe for review and reform, so as to protect the reasonable rights and interests of aggrieved property owners and to discourage frivolous claims.

---

<sup>32</sup> <https://www.naco.org/resources/award-programs/appraiser-training-program-and-workforce-development> (accessed November 30, 2022)

<sup>33</sup> [https://www.iaao.org/wcm/Education/CEAA\\_Program/wcm/Resources\\_Content/Library/Certificate\\_of\\_Excellence.aspx?hkey=997ef0c5-b196-4fec-85c9-e5ef725beee4](https://www.iaao.org/wcm/Education/CEAA_Program/wcm/Resources_Content/Library/Certificate_of_Excellence.aspx?hkey=997ef0c5-b196-4fec-85c9-e5ef725beee4) (accessed November 30, 2022)



## RECOMMENDATIONS

- 1.3. The Board of Supervisors should appropriate funds for the development of public education about Proposition 19, proper completion of PCORs and related matters, particularly for the purpose of outreach and professional education for real estate professionals such as real estate brokers and agents.
- 1.4. The Board of Supervisors should consider increasing the filing fees for assessment appeals, while making a portion or all of it refundable in cases where the appellant prevails.
- 1.5 The assessment appeals system should be examined by the County Assessor's office and by the Board of Supervisors with a view to reforming it and improving timeliness of appeals and hearings.

## FISCAL IMPACT FOR EACH RECOMMENDATION

- 1.3 The Civil Grand Jury anticipates that first year funding is likely to be less than \$100,000, and that ongoing expense will be negligible. In the long run, this recommendation should result in a significant reduction in annual expenses.
- 1.4 This is likely to result in some net increase in revenue from filing fees, and some reduction in expenses relating to preparation and conduct of assessment appeals.
- 1.5 This recommendation is unlikely to have a significant fiscal impact.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).



All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>RESPONDING AGENCY</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Assessor	1.5
Los Angeles County Board of Supervisors	1.3, 1.4, 1.5

## **COMMENDATION**

The Civil Grand Jury wants to express thanks and commendation to Gordon Jefferson, a former member of the Grand Jury, who provided invaluable service to the Committee in preparing this report.

## **ACRONYMS**

<b>BOE</b>	California Board of Equalization
<b>CAA</b>	California Association of Assessors
<b>PCOR</b>	Preliminary Change of Ownership Report
<b>SB</b>	Senate Bill



## ATTACHED DOCUMENTS

Attached are copies of the following documents that were reviewed:

- Overview: How the Property Tax System Works<sup>34</sup>
- Property Tax Systems<sup>35</sup>
- What is the Difference between a Board and Hearing Officer Hearing?<sup>36</sup>
- Change in Ownership Statement: Death of Real Property Owner<sup>37</sup>
- Claim for Reassessment Exclusion for Transfer between Parent and Child Occurring on or after February 16, 2021 (instructions page omitted)
- Claim for Transfer of Base Year Value to Replacement Primary Residence for Persons at least Age 55 Years (General Information page omitted)
- Claim for Transfer of Base Year Value to Replacement Primary Residence for Severely Disabled Persons Years (General Information pages omitted)
- Application to Request Property Tax Deferment<sup>38</sup>
- Assessment Appeals Application Years (Information and Instructions pages omitted)

---

<sup>34</sup> This is not any sort of official document, but it is a simple presentation of the basic roles of the various government agencies in administering the property tax regime.

<sup>35</sup> This is not any sort of official document, but it is a simple presentation of the basic roles of the various government agencies in administering the property tax regime from Assessment Appeals Board Public Education Program. <https://assets-us-01.kc-usercontent.com/0234f496-d2b7-00b6-17a4-b43e949b70a2/2625867f-91f9-41f9-8416-b43e949b70a2/2625867f-91f9-41f9-8416-1832999646c1/Public%20Education%20Seminar%20Presentation.pdf>.

<sup>36</sup> Assessment Appeals Board website, Pubic Education Program. <https://assets-us-01.kc-usercontent.com/0234f496-d2b7-00b6-17a4-b43e949b70a2/2625867f-91f9-41f9-8416-1832999646c1/Public%20Education%20Seminar%20Presentation.pdf>.

<sup>37</sup> The Change in Ownership Statement is required whenever an owner of California real property dies. (It may be unnecessary, if real property will pass to a surviving spouse.) If a decedent's estate is administered under the supervision of the probate court, it will be required in connection with filing a required Inventory and Appraisal.

<sup>38</sup> See **Refunds**, *infra*, at pp. 8-9





- Preliminary Change of Ownership Report (PCOR) (Additional Information pages omitted)

## DOCUMENT SOURCES

- Assembly Constitutional Amendment No. 11, The Home Protection for Seniors, Severely Disabled, Families, and Victims of Wildfire or Natural Disasters Act (commonly known as Proposition 19)
- Board of Equalization letter No. 2020/061<sup>39</sup>
- Board of Equalization letter No. 2021/008<sup>40</sup>
- Board of Equalization letter No. 2021/019<sup>41</sup>
- December 23, 2020, letter from David Yeung, Deputy Director, Property Tax Department, Board of Equalization, to Thomas L. Sheehy
- <sup>42</sup>Los Angeles County Assessment Practices Survey, Board of Equalization, September, 2022<sup>43</sup>
- Overview: How the Property Tax System Works
- Pros and Cons of California's Prop 19, by Toby Mathis<sup>44</sup>
- Proposition 19, The Home Protection for Seniors, Severely Disabled, Families, and Victims of Wildfire or Natural Disasters Act, December 2020 analysis of BOE and CAA issues raised
- Senate Rules Committee, SB 989, Office of Senate Floor Analyses<sup>45</sup>
- Special Bulletin, "Proposition 19: Why the Delay?" by Assessor Jeff Prang, January 10, 2022<sup>46</sup>
- Statutes of 2022, Chapter 712<sup>47</sup>

---

<sup>39</sup> Accessible at <https://www.boe.ca.gov/proptaxes/pdf/lta20061.pdf>

<sup>40</sup> Accessible at <https://www.boe.ca.gov/proptaxes/pdf/lta21008.pdf>

<sup>41</sup> Accessible at <https://www.boe.ca.gov/proptaxes/pdf/lta21019.pdf>

<sup>42</sup> Accessible at [http://www.leginfo.ca.gov/pub/99-00/bill/sen/sb\\_0951-1000/sb\\_989\\_bill\\_19991010\\_chaptered.html](http://www.leginfo.ca.gov/pub/99-00/bill/sen/sb_0951-1000/sb_989_bill_19991010_chaptered.html)

<sup>43</sup> <https://www.boe.ca.gov/proptaxes/pdf/19apsr0922.pdf>

<sup>44</sup> Accessible at <https://andersonadvisors.com/prop-19/>

<sup>45</sup> Accessible at

file:///C:/Users/Civil%20Grand%20Jury/Downloads/202120220SB989\_Senate%20Floor%20Analyses%20(2).pdf

<sup>46</sup> <https://mailchi.mp/assessor/your-city-numbers-1285054?e=51d26c191b>

<sup>47</sup> Chaptered by Secretary of State on September 28, 2022. Chapter 712, Statutes of 2022. (accessible at [http://www.leginfo.ca.gov/pub/99-00/bill/sen/sb\\_0951-1000/sb\\_989\\_bill\\_19991010\\_chaptered.html](http://www.leginfo.ca.gov/pub/99-00/bill/sen/sb_0951-1000/sb_989_bill_19991010_chaptered.html))



## WEBSITES

- Board of Equalization <sup>48</sup>
- California County Assessors' Association <sup>49</sup>
- International Association of Assessing Officers <sup>50</sup>
- Kern County Assessor-Recorder <sup>51</sup>
- Los Angeles County Assessment Appeals Board <sup>52</sup>
- Los Angeles County Assessor <sup>53</sup>
- Los Angeles County Auditor-Controller <sup>54</sup>
- Los Angeles County Treasurer-Tax Collector <sup>55</sup>
- National Association of Counties <sup>56</sup>
- Orange County Assessor <sup>57</sup>
- Riverside County Assessor-County Clerk-Recorder <sup>58</sup>
- San Bernardino County Assessor-County Clerk-Recorder <sup>59</sup>
- Ventura County Assessor <sup>60</sup>

## COMMITTEE MEMBERS

Norman H. Green	Chairperson
Margaret Chapman	Co-Chairperson
Patricia A. Estrada	Secretary
Sam Dodds	
Shirley Zaragoza	Foreperson

---

<sup>48</sup> <https://www.boe.ca.gov/> (accessed December 28, 2022)

<sup>49</sup> <https://www.calassessor.org/> (accessed December 28, 2022)

<sup>50</sup> <https://www.iaao.org/> (accessed October 7, 2022)

<sup>51</sup> <https://www.kerncounty.com/government/departments/assessor-recorder> (accessed October 14, 2022)

<sup>52</sup> <https://lacaab.lacounty.gov/Home.aspx>; *op. cit.* (accessed January 3, 2023)

<sup>53</sup> <https://assessor.lacounty.gov/> (accessed October 26, 2022)

<sup>54</sup> <https://auditor.lacounty.gov/> (accessed November 14, 2022)

<sup>55</sup> <https://ttc.lacounty.gov/> (accessed October 28, 2022)

<sup>56</sup> <https://www.naco.org/> (accessed December 28, 2022)

<sup>57</sup> <https://www.ocassessor.gov/> (accessed October 7, 2022)

<sup>58</sup> <https://www.rivcoacr.org/> (accessed October 14, 2022)

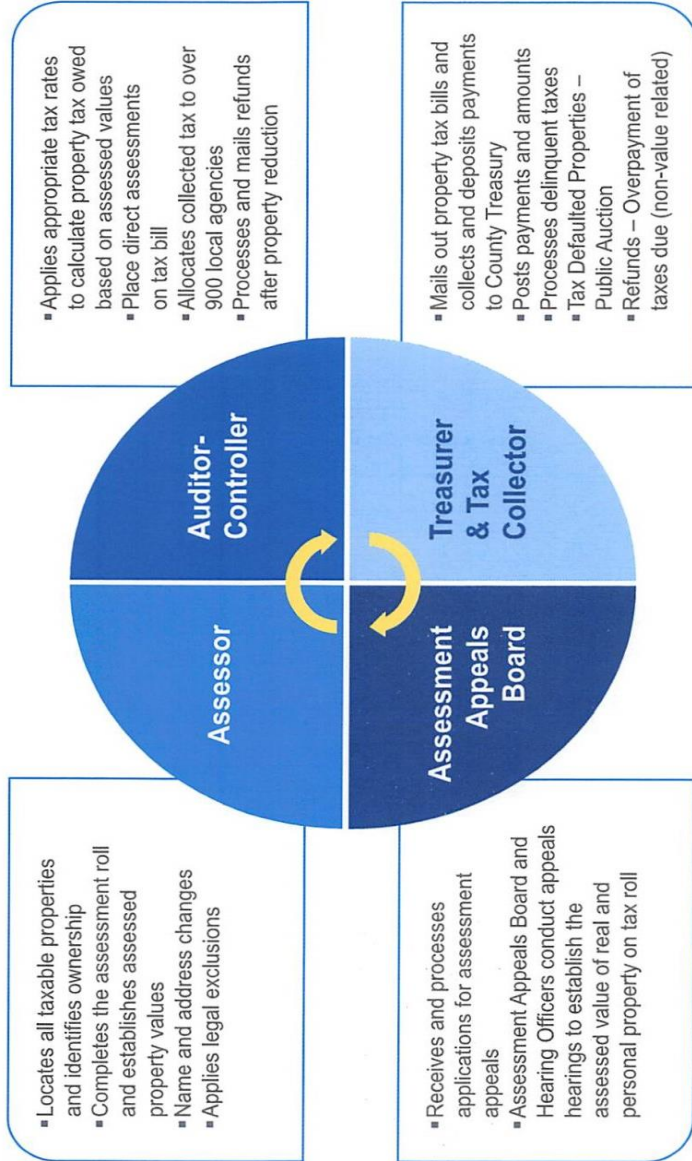
<sup>59</sup> <https://arc.sbcounty.gov/> (accessed October 7, 2022)

<sup>60</sup> <https://assessor.countyofventura.org/> (accessed October 14, 2022)



**PROPERTY TAX SYSTEMS**

**AAB**  
COUNTY OF LOS ANGELES ASSESSMENT APPEALS BOARD



ASSESSMENT APPEALS BOARD Public Education Program



## WHAT IS THE DIFFERENCE BETWEEN A BOARD AND HEARING OFFICER HEARING?



- **BOARD HEARING** (Currently Held Virtually or In-Person)  
The appeal is heard before a three-member Board panel, in a courtroom-like setting and is recorded. In addition, an appeals clerk, along with an Assessor's representative(s) will be present.
  - **HEARING OFFICER** (Currently Held Virtually Due To Pandemic)  
Hearings before a Hearing Officer are less formal than hearings before the Board and involve less-complex cases. The Hearing Officer reviews evidence presented by you and the Assessor's representative at the hearing and makes a recommendation regarding the fair market value of your property. The Applicant, Assessor and Board have the opportunity to reject the recommendation. If this is not done, the recommendation will be finalized by the Board.
- Any single-family dwelling, condominium, cooperative or multi-family dwelling of four units or less, regardless of value, or any other property type that does not exceed \$3,000,000 in assessed value may go to a Hearing Officer hearing.**

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-502-D (P1) REV. 13 (05-21) ASSR-176 (REV. 12-22)

**CHANGE IN OWNERSHIP STATEMENT  
DEATH OF REAL PROPERTY OWNER**

This notice is a request for a completed Change in Ownership Statement. Failure to file this statement will result in the assessment of a penalty.



**JEFF PRANG, ASSESSOR**  
COUNTY OF LOS ANGELES • OFFICE OF THE ASSESSOR  
500 WEST TEMPLE STREET, ROOM 205  
LOS ANGELES, CA 90012-2770 • Telephone 213.893.1239  
Email: [Oservices@assessor.lacounty.gov](mailto:Oservices@assessor.lacounty.gov)  
Website: [assessor.lacounty.gov](http://assessor.lacounty.gov)  
Si desea ayuda en Español, llame al número 213.974.3211

NAME AND MAILING ADDRESS  
*(Make necessary corrections to the printed name and mailing address)*

Section 480(b) of the Revenue and Taxation Code requires that the personal representative file this statement with the Assessor in each county where the decedent owned property at the time of death. **File a separate statement for each parcel of real property owned by the decedent.**

NAME OF DECEDENT	DATE OF DEATH
------------------	---------------

YES  NO Did the decedent have an interest in real property in this county? If YES, answer all questions. If NO, sign and complete the certification on page 2.

STREET ADDRESS OF REAL PROPERTY	CITY	ZIP CODE	ASSESSOR'S PARCEL NUMBER (APN)*
---------------------------------	------	----------	---------------------------------

\*If more than 1 parcel, attach separate sheet.

<b>DESCRIPTIVE INFORMATION</b> <input checked="" type="checkbox"/> (IF APN UNKNOWN) <input type="checkbox"/> Copy of deed by which decedent acquired title is attached. <input type="checkbox"/> Copy of decedent's most recent tax bill is attached. <input type="checkbox"/> Deed or tax bill is not available; legal description is attached.	<b>DISPOSITION OF REAL PROPERTY</b> <input checked="" type="checkbox"/> <input type="checkbox"/> Succession without a will <input type="checkbox"/> Probate Code 13650 distribution <input type="checkbox"/> Affidavit <input type="checkbox"/> Decree of distribution pursuant to will <input type="checkbox"/> Action of trustee pursuant to terms of a trust
---	--

**TRANSFER INFORMATION**  Check all that apply and list details below.

Decedent's spouse  Decedent's registered domestic partner  
 Decedent's child(ren) or parent(s). If qualified for exclusion from reassessment, a *Claim for Reassessment Exclusion for Transfer Between Parent and Child* must be filed (see instructions). Was this the decedent's principal residence?  YES  NO  
 Decedent's grandchild(ren). If qualified for exclusion from reassessment, a *Claim for Reassessment Exclusion for Transfer Between Grandparent and Grandchild* must be filed (see instructions). Was this the decedent's principal residence?  YES  NO  
 Cotenant to cotenant. If qualified for exclusion from reassessment, an *Affidavit of Cotenant Residency* must be filed (see instructions).  
 Other beneficiaries or heirs.  
 A trust.

NAME OF TRUSTEE	ADDRESS OF TRUSTEE
-----------------	--------------------

List names and percentage of ownership of all beneficiaries or heirs:

NAME OF BENEFICIARY OR HEIRS	RELATIONSHIP TO DECEDENT	PERCENT OF OWNERSHIP RECEIVED

This property has been or will be sold prior to distribution. (Attach the conveyance document and/or court order).

NOTE: Sale of the property does not relieve the need to file a *Claim for Reassessment Exclusion for Transfer Between Parent and Child* if appropriate.

**THIS DOCUMENT IS NOT SUBJECT TO PUBLIC INSPECTION**

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-502-D (P2) REV. 13 (05-21) ASSR-176 (REV. 12-22)

YES  NO Will the decree of distribution include distribution of an ownership interest in any legal entity that owns real property in this county? If YES, will the distribution result in any person or legal entity obtaining control of more than 50% of the ownership of that legal entity?  YES  NO If YES, complete the following section.

NAME AND ADDRESS OF LEGAL ENTITY	NAME OF PERSON OR ENTITY GAINING SUCH CONTROL
----------------------------------	---

YES  NO Was the decedent the lessor or lessee in a lease that had an original term of 35 years or more, including renewal options? If YES, provide the names and addresses of all other parties to the lease.

NAME	MAILING ADDRESS	CITY	STATE	ZIP CODE

**MAILING ADDRESS FOR FUTURE PROPERTY TAX STATEMENTS**

NAME				
ADDRESS	CITY	STATE	ZIP CODE	

**CERTIFICATION**

*I certify (or declare) under penalty of perjury under the laws of the State of California that the information contained herein is true, correct and complete to the best of my knowledge and belief.*

SIGNATURE OF SPOUSE/REGISTERED DOMESTIC PARTNER/PERSONAL REPRESENTATIVE	PRINTED NAME
TITLE	DATE
EMAIL ADDRESS	DAYTIME TELEPHONE (     )

**INSTRUCTIONS**



Failure to file a Change in Ownership Statement within the time prescribed by law may result in a penalty of either \$100 or 10% of the taxes applicable to the new base year value of the real property or manufactured home, whichever is greater, but not to exceed five thousand dollars (\$5,000) if the property is eligible for the homeowners' exemption or twenty thousand dollars (\$20,000) if the property is not eligible for the homeowners' exemption if that failure to file was not willful. This penalty will be added to the assessment roll and shall be collected like any other delinquent property taxes and subjected to the same penalties for nonpayment.

Section 480 of the Revenue and Taxation Code states, in part:

- (a) Whenever there occurs any change in ownership of real property or of a manufactured home that is subject to local property taxation and is assessed by the county assessor, the transferee shall file a signed change in ownership statement in the county where the real property or manufactured home is located, as provided for in subdivision (c). In the case of a change in ownership where the transferee is not locally assessed, no change in ownership statement is required.
- (b) The personal representative shall file a change in ownership statement with the county recorder or assessor in each county in which the decedent owned real property at the time of death that is subject to probate proceedings. The statement shall be filed prior to or at the time the inventory and appraisal is filed with the court clerk. In all other cases in which an interest in real property is transferred by reason of death, including a transfer through the medium of a trust, the change in ownership statement or statements shall be filed by the trustee (if the property was held in trust) or the transferee with the county recorder or assessor in each county in which the decedent owned an interest in real property within 150 days after the date of death.

The above requested information is required by law. Please reference the following:

- **Passage of Decedent's Property:** Beneficial interest passes to the decedent's heirs effectively on the decedent's date of death. However, a document must be recorded to vest title in the heirs. An attorney should be consulted to discuss the specific facts of your situation.
- **Change in Ownership:** California Code of Regulations, Title 18, Rule 462.260(c), states in part that "[i]nheritance (by will or intestate succession)" shall be "the date of death of decedent."
- **Inventory and Appraisal:** Probate Code, Section 8800, states in part, "Concurrent with the filing of the inventory and appraisal pursuant to this section, the personal representative shall also file a certification that the requirements of Section 480 of the Revenue and Taxation Code either:
  - (1) Are not applicable because the decedent owned no real property in California at the time of death
  - (2) Have been satisfied by the filing of a change in ownership statement with the county recorder or assessor of each county in California in which the decedent owned property at the time of death."
- **Parent/Child and Grandparent/Grandchild Exclusions:** A claim must be filed within three years after the date of death/transfer, but prior to the date of transfer to a third party; or within six months after the date of mailing of a Notice of Assessed Value Change, issued as a result of the transfer of property for which the claim is filed. An application may be obtained by contacting the county assessor.
- **Cotenant to cotenant.** An affidavit must be filed with the county assessor. An affidavit may be obtained by contacting the county assessor. This statement will remain confidential as required by Revenue and Taxation Code Section 481, which states in part: "These statements are not public documents and are not open to inspection, except as provided by Section 408."

**THIS DOCUMENT IS NOT SUBJECT TO PUBLIC INSPECTION**



**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-19-P (P2) REV. 01 (05-22) ASSR (REV. 12-22)

**C. PARENT-CHILD RELATIONSHIP INFORMATION**

1. If child was adopted, age at time of adoption: \_\_\_\_\_
2. If stepparent/stepchild relationship is involved, was the parent still married to or in a registered domestic partnership ("registered" means registered with the California Secretary of State) with the stepparent on the date of purchase or transfer?  Yes  No
3. If **NO**, was the marriage or registered domestic partnership terminated by:  Death  Divorce/Termination of partnership
4. If terminated by death, had the surviving stepparent remarried or entered into a registered domestic partnership as of the date of purchase or transfer?  Yes  No
5. If in-law relationship is involved, was the child-in-law still married to or in a registered domestic partnership with the child on the date of purchase or transfer?  Yes  No
6. If **NO**, was the marriage or registered domestic partnership terminated by:  Death  Divorce/Termination of partnership
7. If terminated by death, had the surviving child-in-law remarried or entered into a registered domestic partnership as of the date of purchase or transfer?  Yes  No

**D. TRANSFEREE(S)/BUYER(S)** (additional transferees, please complete Section F on Page 3)

Print full name(s) of transferee(s)	Name	Name
Family relationship(s) to transferor(s)	Relationship	Relationship

1. Is this property the transferee's family farm?  Yes  No
2. Is this property currently the transferee's principal residence?  Yes  No  
 If yes, complete sections a, b, c, d, e, and f below:  
 If no, date the transferee intends to occupy the property as the principal residence: \_\_\_\_\_  
 a. Is this property a multi-unit property?  Yes  No If yes, which unit is the transferee's principal residence: \_\_\_\_\_  
 b. Has the transferee applied for a Homeowners' or Disabled Veterans' Exemption?  Yes  No  
 If yes, complete sections c, d, e, and f.  
 If no, to be eligible for the exclusion, the transferee must file and be eligible for one of the exemptions within one year of the transfer date. Contact the Assessor's Office for information.  
 c. Name of transferee who filed exemption claim: \_\_\_\_\_  
 d. Type of Exemption:  Homeowners' Exemption  Disabled Veterans' Exemption  
 e. Date the transferee occupied this property as a principal residence: \_\_\_\_\_ (month/day/year)  
 f. Does the transferee own another property that is or was their principal residence in California?  Yes  No  
 If yes, please provide the address below and the move-out date.

ADDRESS	COUNTY	ASSESSOR'S PARCEL/D NUMBER
CITY, STATE, ZIP	MOVE-OUT DATE (month/day/year)	

**CERTIFICATION**

*I certify (or declare) under penalty of perjury under the laws of the State of California that the foregoing and all information hereon, including any accompanying statements or documents, is true and correct to the best of my knowledge and that I am the parent or child (or transferee's legal representative) of the transferors listed in Section B.*

SIGNATURE OF TRANSFEREE OR LEGAL REPRESENTATIVE	PRINTED NAME	DATE
▶		
SIGNATURE OF TRANSFEREE OR LEGAL REPRESENTATIVE	PRINTED NAME	DATE
▶		
MAILING ADDRESS	DAYTIME PHONE NUMBER (   )	
CITY, STATE, ZIP	EMAIL ADDRESS	

**Note: The Assessor may contact you for additional information.**



**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-19-P (P3) REV. 01 (05-22) ASSR (REV. 12-22)

<b>E. ADDITIONAL TRANSFEROR(S)/SELLER(S)</b>		
<b>PRINT NAME</b>	<b>SIGNATURE</b>	<b>RELATIONSHIP TO TRANSFEREE</b>

<b>F. ADDITIONAL TRANSFEREE(S)/BUYER(S)</b>	
<b>PRINT NAME</b>	<b>RELATIONSHIP TO TRANSFEROR</b>

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-19-B (P1) REV. 02 (05-22) ASSR (REV. 12-22)

**CLAIM FOR TRANSFER OF BASE YEAR VALUE  
TO REPLACEMENT PRIMARY RESIDENCE FOR  
PERSONS AT LEAST AGE 55 YEARS**

Applies to base year value transfers occurring on or after April 1, 2021.



**JEFF PRANG, ASSESSOR**  
COUNTY OF LOS ANGELES • OFFICE OF THE ASSESSOR  
500 WEST TEMPLE STREET, ROOM 225  
LOS ANGELES, CA 90012-2770 • Telephone 213.974.3211  
Email: [Oservices@assessor.lacounty.gov](mailto:Oservices@assessor.lacounty.gov)  
Website: [assessor.lacounty.gov](http://assessor.lacounty.gov)  
Si desea ayuda en Español, llame al número 213.974.3211

**A. REPLACEMENT PRIMARY RESIDENCE**

ASSESSOR'S PARCEL/ID NUMBER	RECORDER'S DOCUMENT NUMBER (if known)	
DATE OF PURCHASE	DATE OF COMPLETION OF NEW CONSTRUCTION (if applicable)	
PURCHASE PRICE \$	COST OF NEW CONSTRUCTION (if applicable) \$	
PROPERTY ADDRESS	CITY	COUNTY

1. Do you occupy the replacement primary residence as your principal residence?  Yes  No
2. Is this property a multi-unit property?  Yes  No If yes, which unit is your principal residence? \_\_\_\_\_
3. Is the new construction described performed on a replacement primary residence which has already been granted the base year value transfer within the past two years?  Yes  No If yes, what was the date of your original claim? \_\_\_\_\_

**B. ORIGINAL PRIMARY RESIDENCE (FORMER PROPERTY)**

ASSESSOR'S PARCEL/ID NUMBER	SALE PRICE \$	
DATE OF SALE	CITY	COUNTY
PROPERTY ADDRESS (property must be in California)		

1. Was this property your principal residence?  Yes  No Date property was no longer your principal residence: \_\_\_\_\_
2. Was this property a multi-unit property?  Yes  No If yes, which unit was your principal residence? \_\_\_\_\_
3. Did this property transfer to your grandparent(s), parent(s), child(ren) or grandchild(ren)?  Yes  No
4. Was there any new construction to this property since the last tax bill(s) and before the date of the sale?  Yes  No  
If yes, please explain: \_\_\_\_\_

**NOTE: If the property is located in a different county than that of the replacement primary residence, you must attach a copy of the original residence's latest property tax bill and any supplemental tax bill(s) issued before the date of sale.**

**C. CLAIMANT INFORMATION (please print)**

NAME OF CLAIMANT	DATE OF BIRTH	SOCIAL SECURITY NUMBER	AT LEAST AGE 55 AT TIME OF SALE? <input type="checkbox"/> Yes <input type="checkbox"/> No
------------------	---------------	------------------------	--

**NOTE: Please provide valid identification with date of birth.**

Have you previously been granted a base year value transfer for age or disability under section 2.1 of article XIII A (Proposition 19)?  Yes  No  
If yes, please provide the county(ies) and Assessor's Parcel/ID Number(s) for which relief was granted. \_\_\_\_\_

**CERTIFICATION**

*I certify (or declare) under penalty of perjury under the laws of the State of California that: (1) as a claimant/occupant I occupy the replacement primary residence described above as my principal place of residence; (2) as a claimant I was at least 55 years of age at the time of the sale of my original residence; and (3) the foregoing, and all information hereon, is true, correct, and complete to the best of my knowledge and belief.*

SIGNATURE OF CLAIMANT	PRINTED NAME	DATE
MAILING ADDRESS	DAYTIME PHONE NUMBER ( )	
CITY, STATE, ZIP	EMAIL ADDRESS	

All information provided on this form is subject to verification.  
**IF YOUR APPLICATION IS INCOMPLETE, YOUR CLAIM MAY NOT BE PROCESSED.**  
**THIS CLAIM IS CONFIDENTIAL AND NOT SUBJECT TO PUBLIC INSPECTION**

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



**CLAIM FOR TRANSFER OF BASE YEAR VALUE TO REPLACEMENT PRIMARY RESIDENCE FOR SEVERELY AND PERMANENTLY DISABLED PERSONS**

Applies to base year value transfers occurring on or after April 1, 2021.



JEFFREY PRANG  
ASSESSOR

CITY CLERK, ROSEBUSH  
COUNTY OF LOS ANGELES • OFFICE OF THE ASSESSOR  
500 WEST TEMPLE STREET, ROOM 225  
LOS ANGELES, CA 90012-2770 • Telephone 213.974.3211  
Email: [Oservices@assessor.lacounty.gov](mailto:Oservices@assessor.lacounty.gov)  
Website: [assessor.lacounty.gov](http://assessor.lacounty.gov)  
Si desea ayuda en Español, llame al número 213.974.3211

**Include form BOE-19-DC, Certificate of Disability, when filing this form.**

You may also qualify for exclusion from reassessment for new construction, which makes an existing dwelling more accessible to a severely and permanently disabled person who is a permanent resident of the dwelling. Contact your Assessor's office for further information and a copy of BOE-63, *Disabled Persons Claim for Exclusion of New Construction*.

**A. REPLACEMENT PRIMARY RESIDENCE**

ASSESSOR'S PARCEL/ID NUMBER	RECORDER'S DOCUMENT NUMBER (if known)	
DATE OF PURCHASE	DATE OF COMPLETION OF NEW CONSTRUCTION (if applicable)	
PURCHASE PRICE \$	COST OF NEW CONSTRUCTION (if applicable) \$	
PROPERTY ADDRESS	CITY	COUNTY

1. Do you occupy the replacement primary residence as your principal residence?  Yes  No
2. Is this property a multi-unit property?  Yes  No If yes, which unit is your principal residence? \_\_\_\_\_
3. Is the new construction described performed on a replacement primary residence which has already been granted the base year value transfer within the past two years?  Yes  No If yes, what was the date of your original claim? \_\_\_\_\_

**B. ORIGINAL PRIMARY RESIDENCE (FORMER PROPERTY)**

ASSESSOR'S PARCEL/ID NUMBER		
DATE OF SALE	SALE PRICE \$	
PROPERTY ADDRESS	CITY	COUNTY

1. Was this property your principal residence?  Yes  No Date property was no longer your principal residence: \_\_\_\_\_
2. Was this property a multi-unit property?  Yes  No If yes, which unit was your principal residence? \_\_\_\_\_
3. Did this property transfer to your grandparent(s), parent(s), child(ren) or grandchild(ren)?  Yes  No
4. Was there any new construction to this property since the last tax bill(s) and before the date of sale?  Yes  No  
If yes, please explain: \_\_\_\_\_

**Note: If the property is located in a different county than that of the replacement primary residence, you must attach a copy of the original residence's latest property tax bill and any supplemental tax bill(s) issued before the date of sale.**

**C. CLAIMANT INFORMATION (please print)**

NAME OF CLAIMANT	SOCIAL SECURITY NUMBER	SEVERELY AND PERMANENTLY DISABLED? <input type="checkbox"/> Yes <input type="checkbox"/> No
------------------	------------------------	--

**NOTE: Please have a physician of appropriate specialty complete BOE-19-DC, Certificate of Disability.**

Have you or your spouse previously been granted relief for age or disability under section 2.1 of article XIII A (Proposition 19)?

Yes  No

If yes, please provide the county(ies) and Assessor's Parcel/ID Number(s) for which relief was granted. \_\_\_\_\_

**CERTIFICATION**

*I certify (or declare) under penalty of perjury under the laws of the State of California that: (1) as a claimant/occupant I occupy the replacement primary residence described above as my principal place of residence; and (2) the foregoing, and all information hereon, is true, correct, and complete to the best of my knowledge and belief.*

SIGNATURE OF CLAIMANT	PRINTED NAME	DATE
MAILING ADDRESS	DAYTIME PHONE NUMBER ( )	
CITY, STATE, ZIP	EMAIL ADDRESS	

All information provided on this form is subject to verification.

**IF YOUR APPLICATION IS INCOMPLETE, YOUR CLAIM MAY NOT BE PROCESSED.**

**THIS CLAIM IS CONFIDENTIAL AND NOT SUBJECT TO PUBLIC INSPECTION**



**Application to Request Property Tax Deferment**

**§69.6 – Prop. 19: Base Year Value Transfer Claims**

**Proposition 19 – The Home Protection for Seniors, Severely Disabled, and Victims of Wildfire or Natural Disasters Act:** Beginning April 1, 2021, section 2.1(b) of article XIII A of the California Constitution, implemented by Revenue and Taxation Code section 69.6, allows an owner of a primary residence who is at least age 55, or severely and permanently disabled, or a victim of a wildfire or natural disaster at the time of sale of the original primary residence to transfer the factored base year value of their primary residence to a replacement primary residence that is purchased within 2 years of the sale and located anywhere in California. Los Angeles County has enacted these provisions, Revenue and Taxation Code section 2636.1 requires that the payment of property taxes for a replacement primary residence be deferred, without penalty or interest, if both of the following apply:

1. The property owner has filed a claim for the Revenue and Taxation Code section 69.6 base year value transfer, but the County Assessor has not completed its determination of eligibility; and
2. The property owner requests deferment with the County Assessor within one calendar year of receiving the first tax bill for the property, but before January 1, 2024.

List the Parcel Number(s) of your property:

Please check the appropriate qualifying boxes below, to verify that you meet the qualifications required to receive tax deferral on the parcel(s) listed above.

I am an owner of an eligible property in Los Angeles County.

Do you pay your property taxes through an impound account?  Yes  No

**Note:** This property tax deferment program does not apply to property taxes paid through an impound account.

I live on the property as my primary residence, and I am eligible for either the Homeowners' Exemption, or Disabled Veterans' Exclusion.

I am 55 or older, or severely disabled, or have suffered property damage in a governor declared disaster and have filed a claim for exclusion under one of these criteria.

**NOTICE:** I understand that if following a review pursuant to application for Prop.19 Base Year Transfer exclusion, the assessor determines that an owner who applied and was granted a deferral of property taxes did not file the claim in good faith, the owner shall be assessed a delinquency penalty for the nonpayment of the deferred taxes.

I have read and understand the above information concerning eligibility for requesting deferral of my property tax payment. I believe that I meet the above requirements and hereby apply for a deferral of my property tax payment.

Signature \_\_\_\_\_

Print Name \_\_\_\_\_

Date \_\_\_\_\_

Daytime Phone: \_\_\_\_\_ e-mail address: \_\_\_\_\_

PLEASE MAKE A COPY FOR YOUR RECORDS

**Mail To:**

Los Angeles County Assessor  
500 West Temple Street, Room 205  
Los Angeles, CA 90012-2770

Phone: • (213) 893-1239 Email: oservices@assessor.lacounty.gov

Website: assessor.lacounty.gov

"Valuing People and Property"

<b>Assessor's Use Only</b>	
Approved <input type="checkbox"/>	Denied <input type="checkbox"/>
Initials: _____	Date: _____

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
**2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY**



FORM AAB100 (BOE-305-AH (P1) REV. 09 (05-20))

**ASSESSMENT APPEAL APPLICATION**

This form contains all of the requests for information that are required for filing an application for changed assessment. Failure to complete this application may result in rejection of the application and/or denial of the appeal. Applicants should be prepared to submit additional information if requested by the assessor or at the time of the hearing. Failure to provide information at the hearing the appeals board considers necessary may result in the continuance of the hearing or denial of the appeal. **Do not attach hearing evidence to this application. A non-refundable application fee of \$46 per application must be paid at the time of filing or a fee waiver request form must be attached- see instructions for more information.**



**ASSESSMENT APPEALS BOARD**  
**COUNTY OF LOS ANGELES**  
 500 WEST TEMPLE ST, ROOM B4  
 LOS ANGELES, CA 90012  
 Ph (213) 974-1471 / (888) 807-2111  
 (800) 735-2929 (TDD)  
 Online filing: <https://lacaab.lacounty.gov>

OFFICE USE ONLY	APPLICATION NUMBER	REGION	OFFICE USE ONLY
	DATE RECEIVED		
	PM	Walk in <input type="checkbox"/> By	

**1. APPLICANT INFORMATION - PLEASE PRINT**

NAME OF APPLICANT (LAST, FIRST, MIDDLE INITIAL), BUSINESS, OR TRUST NAME \_\_\_\_\_ EMAIL ADDRESS \_\_\_\_\_

MAILING ADDRESS OF APPLICANT (STREET ADDRESS OR P. O. BOX) \_\_\_\_\_

CITY	STATE	ZIP CODE	DAYTIME TELEPHONE ( ) ( ) ( ) ( ) ( ) ( )	ALTERNATE TELEPHONE ( ) ( ) ( ) ( ) ( ) ( )	FAX TELEPHONE ( ) ( ) ( ) ( ) ( ) ( )
------	-------	----------	--	--	--

**2. CONTACT INFORMATION - AGENT, ATTORNEY, OR RELATIVE OF APPLICANT if applicable - (REPRESENTATION IS OPTIONAL)**

NAME OF AGENT, ATTORNEY, OR RELATIVE (LAST, FIRST, MIDDLE INITIAL) \_\_\_\_\_ EMAIL ADDRESS \_\_\_\_\_

COMPANY NAME \_\_\_\_\_ TAX AGENT REGISTRATION NUMBER \_\_\_\_\_

CONTACT PERSON IF OTHER THAN ABOVE (LAST, FIRST, MIDDLE INITIAL) \_\_\_\_\_

MAILING ADDRESS (STREET ADDRESS OR P. O. BOX) \_\_\_\_\_

CITY	STATE	ZIP CODE	DAYTIME TELEPHONE ( ) ( ) ( ) ( ) ( ) ( )	ALTERNATE TELEPHONE ( ) ( ) ( ) ( ) ( ) ( )	FAX TELEPHONE ( ) ( ) ( ) ( ) ( ) ( )
------	-------	----------	--	--	--

**AUTHORIZATION OF AGENT**  AUTHORIZATION ATTACHED

*The following information must be completed (or attached to this application - see instructions) unless the agent is a licensed California attorney as indicated in the Certification section, or a spouse, child, parent, registered domestic partner, or the person affected. If the applicant is a business entity, the agent's authorization must be signed by an officer or authorized employee of the business.*

*The person named in Section 2 above is hereby authorized to act as my agent in this application, and may inspect assessor's records, enter in stipulation agreements, and otherwise settle issues relating to this application.*

SIGNATURE OF APPLICANT, OFFICER, OR AUTHORIZED EMPLOYEE	TITLE	DATE
---	-------	------

**3. PROPERTY IDENTIFICATION INFORMATION**

Yes  No Is this property a single-family dwelling that is occupied as the principal place of residence by the owner?

**ENTER APPLICABLE NUMBER FROM YOUR NOTICE/TAX BILL**

ASSESSOR'S PARCEL NUMBER	ASSESSMENT NUMBER	FEE NUMBER
ACCOUNT NUMBER	TAX BILL NUMBER	
PROPERTY ADDRESS OR LOCATION		DOING BUSINESS AS (DBA), if appropriate

**PROPERTY TYPE**   ECONOMIC UNIT (attach Form AAB101)

<input type="checkbox"/> SINGLE-FAMILY / CONDOMINIUM / TOWNHOUSE / DUPLEX	<input type="checkbox"/> AGRICULTURAL	<input type="checkbox"/> POSSESSORY INTEREST
<input type="checkbox"/> MULTI-FAMILY/APARTMENTS: NO. OF UNITS _____	<input type="checkbox"/> MANUFACTURED HOME	<input type="checkbox"/> VACANT LAND
<input type="checkbox"/> COMMERCIAL/INDUSTRIAL	<input type="checkbox"/> WATER CRAFT	<input type="checkbox"/> AIRCRAFT
<input type="checkbox"/> BUSINESS PERSONAL PROPERTY/FIXTURES	<input type="checkbox"/> OTHER: _____	

4. VALUE	A. VALUE ON ROLL	B. APPLICANT'S OPINION OF VALUE	C. APPEALS BOARD USE ONLY
LAND			
IMPROVEMENTS/STRUCTURES			
FIXTURES			
PERSONAL PROPERTY (see instructions)			
MINERAL RIGHTS			
TREES & VINES			
OTHER			
TOTAL			
PENALTIES (amount or percent)			

THIS DOCUMENT IS SUBJECT TO PUBLIC INSPECTION Dup

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
**2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY**



FORM AAB101 (SBE, ASD, PTR305, LACOAAB) REV. 08 (05/17)

NAME OF APPLICANT (LAST, FIRST, MIDDLE INITIAL), BUSINESS OR TRUST NAME	<b>ASSESSMENT APPEAL APPLICATION</b> ECONOMIC UNIT OR MULTI-ASSESSMENT APPEALS	APPLICATION NUMBER
---	---	--------------------

**3. PROPERTY IDENTIFICATION INFORMATION**

Yes  No Is this property a single-family dwelling that is occupied as a principal place of residence by the owner?

**ENTER APPLICABLE NUMBER FROM YOUR NOTICE/TAX BILL**

ASSESSOR'S PARCEL NUMBER	ASSESSMENT NUMBER	FEE NUMBER
ACCOUNT NUMBER	TAX BILL NUMBER	
PROPERTY ADDRESS OR LOCATION		DOING BUSINESS AS (DBA), if appropriate

**PROPERTY TYPE**

- |   |  |  |
|---|--|--|
| <input type="checkbox"/> SINGLE-FAMILY/CONDOMINIUM/TOWNHOUSE/DUPLEX | <input type="checkbox"/> AGRICULTURAL      | <input type="checkbox"/> POSSESSORY INTEREST |
| <input type="checkbox"/> MULTI-FAMILY/APARTMENTS/ NO OF UNITS _____ | <input type="checkbox"/> MANUFACTURED HOME | <input type="checkbox"/> VACANT LAND         |
| <input type="checkbox"/> COMMERCIAL/INDUSTRIAL                      | <input type="checkbox"/> WATER CRAFT       | <input type="checkbox"/> AIRCRAFT            |
| <input type="checkbox"/> BUSINESS PERSONAL PROPERTY/FIXTURES        | <input type="checkbox"/> OTHER: _____      |  |

4. VALUE	A. VALUE ON ROLL	B. APPLICANT'S OPINION OF VALUE	C. APPEALS BOARD USE ONLY
LAND			
IMPROVEMENTS/STRUCTURES			
FIXTURES			
PERSONAL PROPERTY(see instructions)			
MINERAL RIGHTS			
TREES & VINES			
OTHER			
TOTAL			
PENALTIES (amount or percent)			

**5. TYPE OF ASSESSMENT BEING APPEALED**  Check one only. See instructions for filing periods.

- REGULAR ASSESSMENT – VALUE AS OF JANUARY 1 OF THE CURRENT YEAR
- SUPPLEMENTAL ASSESSMENT - DATE OF NOTICE\*: \_\_\_\_\_ ROLL YEAR(S): \_\_\_\_\_
- ROLL CHANGE  ESCAPE ASSESSMENT  CALAMITY REASSESSMENT  PENALTY ASSESSMENT
- \*DATE OF NOTICE\*: \_\_\_\_\_ \*\*ROLL YEAR: \_\_\_\_\_
- \*Must attach copy of notice or bill, where applicable      \*\*Each roll year requires a separate application*

**6. REASON FOR FILING APPEAL** See instructions before completing this section.

If you are uncertain of which item to check, please check "I. OTHER" and attach a brief explanation of your reasons for filing this application. The reasons that I rely upon to support requested changes in value are as follows:

- A. DECLINE IN VALUE
  - The assessor's roll value exceeds the market value as of January 1 of the current year.
- B. CHANGE IN OWNERSHIP
  - 1. No change in ownership occurred on the date of \_\_\_\_\_.
  - 2. Base year value for the change in ownership established on the date of \_\_\_\_\_ is incorrect.
- C. NEW CONSTRUCTION
  - 1. No new construction occurred on the date of \_\_\_\_\_.
  - 2. Base year value for the completed new construction established on the date of \_\_\_\_\_ is incorrect.
  - 3. Value of construction in progress on January 1 is incorrect.
- D. CALAMITY REASSESSMENT
  - Assessor's reduced value is incorrect for property damaged by misfortune or calamity.
- E. PERSONAL PROPERTY / FIXTURES. Assessor's value of personal property and/or fixtures exceeds market value.
  - 1. All personal property/fixtures.
  - 2. Only a portion of the personal property/fixtures. Attach description of those items.
- F. PENALTY ASSESSMENT
  - Penalty assessment is not justified.
- G. CLASSIFICATION/ALLOCATION
  - 1. Classification of property is incorrect.
  - 2. Allocation of value of property is incorrect (e.g.; between land & improvements).
- H. APPEAL AFTER AN AUDIT. Must include description of each property, issues being appealed, and your opinion of value.
  - 1. Amount of escape assessment is incorrect.
  - 2. Assessment of other property of the assessee at the location is incorrect.
- I. OTHER
  - Explanation (attach sheet if necessary) \_\_\_\_\_

APPLICANT'S NAME

APPLICATION NUMBER



PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



FORM AAB100 (BOE-305-AH (P2) REV. 09 (05-20))

5. TYPE OF ASSESSMENT BEING APPEALED  Check only one. See instructions for filing periods

- REGULAR ASSESSMENT – VALUE AS OF JANUARY 1 OF THE CURRENT YEAR
- SUPPLEMENTAL ASSESSMENT  
\*DATE OF NOTICE: \_\_\_\_\_ ROLL YEAR: \_\_\_\_\_
- ROLL CHANGE  ESCAPE ASSESSMENT  CALAMITY REASSESSMENT  PENALTY ASSESSMENT  
\*DATE OF NOTICE: \_\_\_\_\_ \*\*ROLL YEAR: \_\_\_\_\_  
\*Must attach copy of notice or bill, where applicable \*\*Each roll year requires a separate application

6. REASON FOR FILING APPEAL (FACTS)

See instructions before completing this section.

If you are uncertain of which item to check, please check "I. OTHER" and provide a brief explanation of your reasons for filing this application. The reasons that I rely upon to support requested changes in value are as follows:

A. DECLINE IN VALUE

- The assessor's roll value exceeds the market value as of January 1 of the current year.

B. CHANGE IN OWNERSHIP

1. No change in ownership occurred on the date of \_\_\_\_\_.
2. Base year value for the change in ownership established on the date of \_\_\_\_\_ is incorrect.

C. NEW CONSTRUCTION

1. No new construction occurred on the date of \_\_\_\_\_.
2. Base year value for the completed new construction established on the date of \_\_\_\_\_ is incorrect.
3. Value of construction in progress on January 1 is incorrect.

D. CALAMITY REASSESSMENT

- Assessor's reduced value is incorrect for property damaged by misfortune or calamity.

E. BUSINESS PERSONAL PROPERTY/FIXTURES. Assessor's value of personal property and/or fixtures exceeds market value.

1. All personal property/fixtures.
2. Only a portion of the personal property/fixtures. Attach description of those items.

F. PENALTY ASSESSMENT

- Penalty assessment is not justified.

G. CLASSIFICATION/ALLOCATION

1. Classification of property is incorrect.
2. Allocation of value of property is incorrect (e.g., between land and improvements).

H. APPEAL AFTER AN AUDIT. Must include description of each property, issues being appealed, and your opinion of value.

1. Amount of escape assessment is incorrect.
2. Assessment of other property of the assessee at the location is incorrect.

I. OTHER

- Explanation (attach sheet if necessary) \_\_\_\_\_

7. WRITTEN FINDINGS OF FACT: Per fee schedule at time of hearing, I am requesting Findings of Fact. Contact the Clerk of the Board or visit <https://lacaab.lacounty.gov> for current fee schedule. NOTE: Not available for hearings before a Hearing Officer.

- Are requested.  Are not requested.

8. THIS APPLICATION IS DESIGNATED AS A CLAIM FOR REFUND See instructions.

- Yes  No

9. HEARING OFFICER PROGRAM

If your property is a single-family dwelling, condominium, cooperative or multi-family dwelling of four units or less, regardless of value, or a property that does not exceed \$3,000,000 assessed value, you may request that your hearing be conducted by an Assessment Hearing Officer, instead of a formal Assessment Appeals Board.

- Do you wish to have your appeal heard before an Assessment Appeals Hearing Officer?  Yes  No

CERTIFICATION

I certify (or declare) under penalty of perjury under the laws of the State of California that the foregoing and all information hereon, including any accompanying statements or documents, is true, correct, and complete to the best of my knowledge and belief and that I am (1) the owner of the property or the person affected (i.e., a person having a direct economic interest in the payment of taxes on that property – "The Applicant"), (2) an agent authorized by the applicant under item 2 of this application, or (3) an attorney licensed to practice law in the State of California, State Bar Number \_\_\_\_\_, who has been retained by the applicant and has been authorized by that person to file this application.

SIGNATURE (Use Blue Pen - Original signature required on paper-filed application)

SIGNED AT (CITY, STATE,

DATE

NAME (Please Print)

FILING STATUS (IDENTIFY RELATIONSHIP TO APPLICANT NAMED IN SECTION 1)

- OWNER  AGENT  ATTORNEY  SPOUSE  REGISTERED DOMESTIC PARTNER  CHILD  PARENT  PERSON AFFECTED
- CORPORATE OFFICER OR DESIGNATED EMPLOYEE

**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-502-A (P2) REV. 17 (05-22) ASSR-70 (REV. 11-22)

**PART 2. OTHER TRANSFER INFORMATION**

*Check and complete as applicable.*

- A. Date of transfer, if other than recording date: \_\_\_\_\_
- B. Type of transfer:
- Purchase  Foreclosure  Gift  Trade or exchange  Merger, stock, or partnership acquisition (Form BOE-100-B)
- Contract of sale. Date of contract: \_\_\_\_\_  Inheritance. Date of death: \_\_\_\_\_
- Sale/leaseback  Creation of a lease  Assignment of a lease  Termination of a lease. Date lease began: \_\_\_\_\_
- Original term in years (including written options): \_\_\_\_\_ Remaining term in years (including written options): \_\_\_\_\_
- Other. Please explain: \_\_\_\_\_
- C. Only a partial interest in the property was transferred.  YES  NO If YES, indicate the percentage transferred: \_\_\_\_\_ %

**PART 3. PURCHASE PRICE AND TERMS OF SALE**

*Check and complete as applicable.*

- A. Total purchase price \$ \_\_\_\_\_
- B. Cash down payment or value of trade or exchange excluding closing costs Amount \$ \_\_\_\_\_
- C. First deed of trust @ \_\_\_\_\_ % interest for \_\_\_\_\_ years. Monthly payment \$ \_\_\_\_\_ Amount \$ \_\_\_\_\_
- FHA (\_\_\_\_ Discount Points)  Cal-Vet  VA (\_\_\_\_ Discount Points)  Fixed rate  Variable rate
- Bank/Savings & Loan/Credit Union  Loan carried by seller
- Balloon payment \$ \_\_\_\_\_ Due date: \_\_\_\_\_
- D. Second deed of trust @ \_\_\_\_\_ % interest for \_\_\_\_\_ years. Monthly payment \$ \_\_\_\_\_ Amount \$ \_\_\_\_\_
- Fixed rate  Variable rate  Bank/Savings & Loan/Credit Union  Loan carried by seller
- Balloon payment \$ \_\_\_\_\_ Due date: \_\_\_\_\_
- E. Was an Improvement Bond or other public financing assumed by the buyer?  YES  NO Outstanding balance \$ \_\_\_\_\_
- F. Amount, if any, of real estate commission fees paid by the buyer which are not included in the purchase price \$ \_\_\_\_\_
- G. The property was purchased:  Through real estate broker. Broker name: \_\_\_\_\_ Phone number: \_\_\_\_\_
- Direct from seller  From a family member-Relationship \_\_\_\_\_
- Other. Please explain: \_\_\_\_\_
- H. Please explain any special terms, seller concessions, broker/agent fees waived, financing, and any other information (e.g., buyer assumed the existing loan balance) that would assist the Assessor in the valuation of your property.

**PART 4. PROPERTY INFORMATION**

*Check and complete as applicable.*

- A. Type of property transferred
- Single-family residence  Co-op/Own-your-own  Manufactured home
- Multiple-family residence. Number of units: \_\_\_\_\_  Condominium  Unimproved lot
- Other. Description: (i.e., timber, mineral, water rights, etc.) \_\_\_\_\_  Timeshare  Commercial/Industrial
- B.  YES  NO Personal/business property, or incentives, provided by seller to buyer are included in the purchase price. Examples of personal property are furniture, farm equipment, machinery, etc. Examples of incentives are club memberships, etc. Attach list if available.
- If YES, enter the value of the personal/business property: \$ \_\_\_\_\_ Incentives \$ \_\_\_\_\_
- C.  YES  NO A manufactured home is included in the purchase price.
- If YES, enter the value attributed to the manufactured home: \$ \_\_\_\_\_
- YES  NO The manufactured home is subject to local property tax. If NO, enter decal number: \_\_\_\_\_
- D.  YES  NO The property produces rental or other income.
- If YES, the income is from:  Lease/rent  Contract  Mineral rights  Other: \_\_\_\_\_
- E. The condition of the property at the time of sale was:  Good  Average  Fair  Poor
- Please describe: \_\_\_\_\_

**CERTIFICATION**

*I certify (or declare) that the foregoing and all information hereon, including any accompanying statements or documents, is true and correct to the best of my knowledge and belief.*

SIGNATURE OF BUYER/TRANSFeree OR CORPORATE OFFICER	DATE	TELEPHONE ( )
NAME OF BUYER/TRANSFeree/PERSONAL REPRESENTATIVE/CORPORATE OFFICER (PLEASE PRINT)	TITLE	EMAIL ADDRESS

The Assessor's office may contact you for additional information regarding this transaction.



**PROPOSITION 19 IMPLEMENTATION AND RELATED MATTERS**  
 2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



BOE-502-A (P1) REV. 17 (05-22) ASSR-70 (REV. 11-22)

**PRELIMINARY CHANGE OF OWNERSHIP REPORT**

To be completed by the transferee (buyer) prior to a transfer of subject property, in accordance with section 480.3 of the Revenue and Taxation Code. A Preliminary Change of Ownership Report must be filed with each conveyance in the County Recorder's office for the county where the property is located.



FOR RECORDER'S USE ONLY DOCUMENT NO. / RECORDING DATE

NAME AND MAILING ADDRESS OF BUYER/TRANSFEEE  
 (Make necessary corrections to the printed name and mailing address)

┌

ASSESSOR'S PARCEL NUMBER \_\_\_\_\_

SELLER/TRANSFEROR \_\_\_\_\_

BUYER'S DAYTIME TELEPHONE NUMBER  
 ( ) \_\_\_\_\_

BUYER'S EMAIL ADDRESS \_\_\_\_\_

L

STREET ADDRESS OR PHYSICAL LOCATION OF REAL PROPERTY \_\_\_\_\_

YES  NO This property is intended as my principal residence. If YES, please indicate the date of occupancy or intended occupancy. 

MO	DAY	YEAR

YES  NO Are you a 100% rated disabled veteran who was compensated at 100% by the Department of Veterans Affairs or an unmarried surviving spouse of a 100% rated disabled veteran?

MAIL PROPERTY TAX INFORMATION TO (NAME)

MAIL PROPERTY TAX INFORMATION TO (ADDRESS) \_\_\_\_\_ CITY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP CODE \_\_\_\_\_

**PART 1. TRANSFER INFORMATION** *Please complete all statements.*

This section contains possible exclusions from reassessment for certain types of transfers.

- YES NO
- A. This transfer is solely between spouses (*addition or removal of a spouse, death of a spouse, divorce settlement, etc.*).
  - B. This transfer is solely between domestic partners currently registered with the California Secretary of State (*addition or removal of a partner, death of a partner, termination settlement, etc.*).
  - \* C. This is a transfer:  between parent(s) and child(ren)  between grandparent(s) and grandchild(ren).  
 Was this the transferor/grantor's principal residence?  YES  NO
  - \* D. This transfer is the result of a cotenant's death. Date of death \_\_\_\_\_
  - \* E. This transaction is to replace a principal residence owned by a person 55 years of age or older.
  - \* F. This transaction is to replace a principal residence by a person who is severely disabled.
  - \* G. This transaction is to replace a principal residence substantially damaged or destroyed by a wildfire or natural disaster for which the Governor proclaimed a state of emergency.
  - H. This transaction is only a correction of the name(s) of the person(s) holding title to the property (*e.g., a name change upon marriage*). If YES, please explain: \_\_\_\_\_
  - I. The recorded document creates, terminates, or reconveys a lender's interest in the property.
  - J. This transaction is recorded only as a requirement for financing purposes or to create, terminate, or reconvey a security interest (*e.g., cosigner*). If YES, please explain: \_\_\_\_\_
  - K. The recorded document substitutes a trustee of a trust, mortgage, or other similar document.
  - L. This is a transfer of property:
    - 1. to/from a revocable trust that may be revoked by the transferor and is for the benefit of  the transferor, and/or  the transferor's spouse  registered domestic partner.
    - 2. to/from an irrevocable trust for the benefit of the  creator/grantor/trustor and/or  grantor's/trustor's spouse  grantor's/trustor's registered domestic partner.
  - M. This property is subject to a lease with a remaining lease term of 35 years or more including written options.
  - N. This is a transfer between parties in which proportional interests of the transferor(s) and transferee(s) in each and every parcel being transferred remain exactly the same after the transfer.
  - O. This is a transfer subject to subsidized low-income housing requirements with governmentally imposed restrictions, or restrictions imposed by specified nonprofit corporations.
  - \* P. This transfer is to the first purchaser of a new building containing a  leased  owned active solar energy system.
  - Q. Other. This transfer is to \_\_\_\_\_

\* Please refer to the instructions for Part 1.

**Please provide any other information that will help the Assessor understand the nature of the transfer.**

**THIS DOCUMENT IS NOT SUBJECT TO PUBLIC INSPECTION**



**SHERIFF'S OPERATIONS**  
**Examining Transparency,**  
**Accountability and Community Policing**  
**within the LA County Sheriff's**  
**Department**



# SHERIFF'S OPERATIONS: AN EROSION OF TRUST

## Examining Transparency, Accountability and Community Policing within the LASD

### SUMMARY

The Los Angeles County (County) Sheriff's Department (LASD/Department) has been in the throes of an existential crisis. Unlawful "law enforcement gangs" (LEGs/Deputy Gangs) are operating freely within certain stations and jails; there have been numerous excessive use of force (UOF) incidents which have resulted in multi-million dollar court settlements; and until the election of a new Sheriff in November, 2022, previous leadership of the Department was considered to have maintained a blatantly uncooperative position against the Board of Supervisors (BOS) and other County leadership entities.

When the 2022-2023 Los Angeles County Civil Grand Jury (CGJ) convened in July 2022, LASD leadership struggles were at its zenith and the BOS was in the process of exploring options for the removal of the then-Sheriff, Alexandro (Alex) Villanueva, including through an amendment to the County charter that would allow the BOS to remove the Sheriff for cause by a four-fifths vote.<sup>1</sup> Villanueva disagreed with this amendment to the County's charter and instead, reiterated the appropriate ways that could lead to the removal of someone in his position: (1) an election of a new Sheriff (2) an election recall, (3) an investigation conducted by the civil grand jury, or (4) under the authority of the California state District Attorney.<sup>2</sup> Most drastically, on August 2, 2022, the BOS voted 4-1 to adopt an ordinance<sup>3</sup> for a special election to be held for the purpose of voting on what became Ballot Measure A, which allowed the BOS authority to remove an elected Sheriff for *cause*.<sup>4</sup>

---

<sup>1</sup> Los Angeles County BOS, "Motion 2004," July 12, 2022.

<https://file.lacounty.gov/SDSInter/bos/supdocs/170713.pdf>.

<sup>2</sup> Alex Villanueva, "Response to Agenda Item #12-Promoting Accountability and Community Safety through Checks and Balances of the Los Angeles County Sheriff," July 11, 2022. Letter.

[https://sheriff33.lasd.org/wp-content/uploads/2022/07/Transparency\\_Response\\_Letter\\_BOS\\_Removal\\_Motion.pdf](https://sheriff33.lasd.org/wp-content/uploads/2022/07/Transparency_Response_Letter_BOS_Removal_Motion.pdf).

<sup>3</sup> NOTE: Documentation not available at printing of agenda (lacounty.gov).

<sup>4</sup> Ballotpedia, Los Angeles County, "Measure A, Removal of Sheriff for Cause Amendment," November 2022.

[https://file.lacounty.gov/SDSInter/bos/sop/1128650\\_080222.pdf#search=%22sheriff%20removal%22](https://file.lacounty.gov/SDSInter/bos/sop/1128650_080222.pdf#search=%22sheriff%20removal%22)



During this time the office of the Sheriff was up for reelection, which had the potential to unseat Villanueva in the simplest terms. He was running against the former chief of the Long Beach Police Department (LBPD), Robert Luna, an avowed law enforcement (LE) reformer committed to transparency and accountability. Luna had an impressive record for cooperation and stability while leading safety and security operations for the second largest city in the County. Luna's campaign concerns ran counter to Villanueva's as well as the way LASD was being run at the time.

After the November 8<sup>th</sup> election, results showed a desire for change and accountability being the most important issue for voters regarding the LASD. Measure A passed with 71.84% and the Sheriff's race elected Robert Luna with 61.26% of all votes.<sup>5</sup>

In this landscape of political turmoil and public outcry over the operations of LASD, the CGJ's Sheriff's Operations Committee (Committee) began its investigation. Even as the LASD on-boards new leadership, the larger problems remain. The Committee inquired into aspects including transparency practices and especially focusing on the eradication of LEGs; recommitting strong partnerships with LASD's oversight monitoring bodies and strengthening Department accountability; and avenues to restore public trust by empowering collaboration between the Department's personnel and the County's communities. If LASD does not implement major, systemic changes to Department culture and operations, their effectiveness as an LE agency will suffer.

In this investigative report, we the Committee focus on redefining procedural language regarding deputy decorum and involvement in illegal gangs, the protocol for officer involved shootings and how the Department can position itself as a community leader moving forward. All of this can help contribute to LASD's restoration of greater transparency, accountability and trust.

## **BACKGROUND**

The LASD is the largest agency of its kind in the United States. Including all non-sworn staff, it currently employs about 18,000 people and

---

[https://ballotpedia.org/Los\\_Angeles\\_County\\_Measure\\_A,\\_Removal\\_of\\_Sheriff\\_for\\_Cause\\_Amendment\\_\(November\\_2022\)](https://ballotpedia.org/Los_Angeles_County_Measure_A,_Removal_of_Sheriff_for_Cause_Amendment_(November_2022)).

<sup>5</sup> Lavote.gov, "LA County Election Results, General Election", November 8, 2022. <https://results.lavote.gov/#year=2022&election=4300>.



provides public safety to the ten million residents of the County;<sup>6</sup> there are *a lot* of moving pieces to consider. The need for strong continuity in the orders of operation must be maintained and enforced to keep operations running smoothly.

The Department is a leader in LE in one part because of the sheer size and scope of its duties. LASD provides safety and security services to many of the County's unincorporated contract cities, acts as bailiffs for court services, operates the County's jail system and is in charge of all inmate services.<sup>7</sup> Its scope of work is impressive and continued service is imperative to civic and criminal operations. However, there have been reported the existence and tolerance of a long-standing underbelly of corrupt behavior operating contrary to the Department's sworn oath of service. These bad actions have permeated throughout the culture of the LASD and has unfortunately become entrenched with historically little movement towards eradication.

## **LAW ENFORCEMENT GANGS IN THE LASD**

The Sheriff Civilian Oversight Commission (COC) is a BOS-created independent oversight body tasked with reviewing the LASD's policies, practices, and procedures, identifying areas of concern, and making recommendations for resolution.<sup>8</sup> In collaboration with the COC, a pro-bono team of Special Counsel engaged by the County produced an impressively comprehensive report entitled, "Report and Recommendations of the Special Counsel to Sheriff Civilian Oversight Commission Regarding Deputy Gangs and Deputy Cliques in the Los Angeles County Sheriff's Department," published in February 2023.<sup>9</sup>

In this report, the Special Counsel has defined LEGs best: Deputy Gangs are groups engaged in egregious conduct (violations of the law, the excessive use of force, threats to the public or other Department members) and are distinct from "cliques" or "social clubs." Cliques and clubs are broader terms referring to groups that can be exclusionary in nature and potentially undermine the mission of the Department, but do not necessarily engage in the level of egregious conduct as LEGs. An

---

<sup>6</sup> LA County, "About," 2023. <https://lacounty.gov/government/about-la-county/about/#:~:text=About%20LA%20County&text=It%20is%20one%20of%20the,27%20percent%20of%20California's%20population>.

<sup>7</sup> LASD, "Organizational Chart," 2023. [https://lasd.org/wp-content/uploads/2023/03/LASD\\_030923\\_Org\\_Chart\\_Public.pdf](https://lasd.org/wp-content/uploads/2023/03/LASD_030923_Org_Chart_Public.pdf).

<sup>8</sup> Civilian Oversight Commission, "Our Work," 2023. <https://coc.lacounty.gov/our-work>.

<sup>9</sup> LA County, Civilian Oversight Commission, "Report and Recommendations of the Special Counsel to Sheriff Civilian Oversight Commission Regarding Deputy Gangs and Deputy Cliques in the Los Angeles Sheriff's Department," P. 2, February 2023. <https://tinyurl.com/4vc6ccpu>.



LEG undermines the mission of the LASD and the public, even if their activities do not specifically violate any laws.<sup>10</sup>

The extent of LEG activity within LASD has been the subject of several investigations.<sup>11</sup> Informed sources disagree on the true number of LEGs, some reports have suggested as many as eighteen, however, the true number of Deputy Gangs is believed to be far higher.<sup>12</sup>

LEGs have killed at least nineteen people, all of whom were men of color; at least four had been diagnosed with having a mental illness.<sup>13</sup> The County keeps a list of lawsuits related to the deputy gangs. Litigation related to these cases has incurred costs totaling just over \$100 million over the course of the last thirty years.<sup>14</sup> When reviewing LASD operations, we, the Committee, have determined that, while not all excessive UOF incidents are committed by deputy gang members, alleged LEG deputies have been involved with an inordinate amount of excessive UOF cases.<sup>15</sup>

These gangs are not new. There is a long-documented and troubled history of Deputy Gangs operating within LASD. The reports have persisted for decades and span multiple Sheriff Administrations.<sup>16</sup> It will

---

<sup>10</sup> Ibid.

<sup>11</sup> NPR.org, Diaz, Jaclyn, "Alleged gangs in the LA Sheriff's Department to be investigated by oversight panel," March 25, 2022. <https://www.npr.org/2022/03/25/1088905429/lasd-gangs-investigation-los-angeles> (Last accessed April 18, 2023).

<sup>12</sup> Brady List, "Los Angeles Sheriff's Department," 2023. <https://qiqlio-bradylist.com/california/los-angeles-county-sheriffs-department/>; KnockLA, LASD Gangs, "A Known Database for Deputy Gangs in the Los Angeles Sheriff's Department," 2023. <https://lasdgangs.knock-la.com/>.

<sup>13</sup> Knock LA, Castle, Cerise, "The Protected Class," March 21, 2021. <https://knock-la.com/lasd-gangs-little-devils-wayside-whities-cavemen-vikings/> (Last accessed April 18, 2023).

<sup>14</sup> Ibid.

<sup>15</sup> Interview with LASD Executives on February 24, 2023 and Oversight Monitor Committee Members on December 5, 2022.

The United States Department of Justice, "Justice Department and the Los Angeles County Sheriff's Department Agree to Policing Reforms and Settlement of Police-Related Fair Housing Claims in the Antelope Valley," <https://www.justice.gov/opa/pr/justice-department-and-los-angeles-county-sheriffs-department-agree-policing-reforms-and> (Last Accessed April 18, 2023).

<sup>16</sup> <https://clearinghouse.net/case/1017> (Last Accessed April 18, 2023).



take perpetual focus and effort from the entire Department to change this problematic aspect of their culture.



**EXHIBIT 1:** CGJ. 2023. "Scene from the Chicano Moratorium, East L.A. on August 29, 1970." April 21, 2023. Digital Illustration. Source photo: <https://www.latimes.com/projects/chicano-moratorium/east-la-protest-gave-voice-chicano-movement/>.

The Department has acknowledged the existence of Deputy Gangs for decades, but had consistently hand-waved away any criticism. Some leadership has excused Department "gang culture" as being simply "social clubs", "cliques" or "secret societies."<sup>17</sup> The first mention of the existence of an LEG, the Little Devils, was acknowledged by Department management in an internal memo released in 1973.<sup>18</sup>

<sup>17</sup> Civilian Oversight Commission, "Report and Recommendations of the Special Counsel to Sheriff Civilian Oversight Commission Regarding Deputy Gangs and Deputy Cliques in the Los Angeles County Sheriff's Department," February 2023. pp. 2- <https://tinyurl.com/4vc6ccpu>;  
Tchekmedyan, Alene, LA Times, "Deputy cliques in L.A. County Sheriff's Department likely growing, study finds," September 10, 2021. <https://www.latimes.com/california/story/2021-09-10/rand-report-sheriffs-deputy-cliques>.

<sup>18</sup> Dec. 3, 1973 LASD Memo from Capt. R.D. Campbell to Chief T.H. Von Minden, on file at the Center for Juvenile Law and Policy, Loyola Law School-Los Angeles;  
LA Times Archives, LA Times, "The Troubled L.A. County Sheriff's Department: Excerpts from the Report," July 21, 1992 <https://www.latimes.com/archives/la-xpm-1992-07-21-mn-4359-story.html>.  
Castle, Cerise, "A Tradition of Violence, The Protected Class." KnockLA. "County of Los Angeles SHERIFF'S DEPARTMENT Internal Memo on the "Little Devils" Group and Tattoo Identifier. December 5, 1973. March 22, 2021. <https://knock-la.com/lasd-gangs-little-devils-wayside-whities-cavemen-vikings/>.



*"Their tattoo was a caricature of the devil... and they associated with each other after work. Most of them worked the early morning shift."*

- Retired Sheriff's Captain Hayden Finley during a 1990 LA Times interview on the history of LEGs.<sup>19</sup>

**EXHIBIT 2:** CGJ. 2023. "Artistic Representation of a Little Devil."

The memo was generated during an internal investigation into deputy UOF while providing crowd control during a 1970 civil rights march, known as the "Chicano Moratorium," in East Los Angeles. Five individuals, including most notably, an LA Times journalist, Ruben Salazar, died as a result of LASD deputies (some of whom were later LEG identified) after an LASD tear gas canister was lobbed into a bar against protocol."<sup>20</sup>

The resulting memo concluded that the Department would address the Deputy Gang internally and did not recommend involving any outside agencies for independent inquiries or discipline.<sup>21</sup>

By 1991, the County had reached a breaking point between LE and its communities. Deputy excessive UOF against suspects at the time were being widely reported, and after the City of Los Angeles initiated a review of its police department's practices, the BOS followed suit for an LASD review by the Kolts Commission. Alongside an assigned pro-bono Special Counsel, (in fact the same counsel that recently advised the Citizen Oversight Commission for February 2022's LEG report), the Kolts Commission conducted a comprehensive review of the Department's operations, with particular focus on allegations of excessive force, the community sensitivity of deputies, and the Department's citizen complaint procedure.<sup>22</sup> The report found that Department did not listen enough to the people it serves and as a result is guilty not only of occasional brutality but also of arrogance and even insolence.<sup>23</sup>

<sup>19</sup> McMillan, Penelope and Sahagun, Louis, LA Times, "Lynwood Deputies Reported Gang-Style Activity Investigated," December 4, 1990. <https://www.latimes.com/archives/la-xpm-1990-12-04-me-5733-story.html>.

<sup>20</sup> <https://www.latimes.com/projects/chicano-moratorium/reporter-quest-answers-ruben-salazar-death/>.

<sup>21</sup> Loyola Law School, CJLP Report, "50 Years of Deputy Gangs in the Los Angeles Sheriff's Department," January 2021. (p.26).

[https://file.lacounty.gov/SDSInter/bos/supdocs/CJLP\\_Report\\_LASD\\_Deputy\\_Gangs\\_012021.pdf](https://file.lacounty.gov/SDSInter/bos/supdocs/CJLP_Report_LASD_Deputy_Gangs_012021.pdf).

<sup>22</sup> Kolts Commission, "L.A. County Sheriff's Department Report and Implementation," 1991. <https://clearinghouse.net/case/1017/>.

<sup>23</sup> LA Times Archives, LA Times, "Now, a Reform Blueprint for the Sheriff's Department: The Kolts Commission documents use-of-force problems and lax discipline," July 21, 1992. <https://www.latimes.com/archives/la-xpm-1992-07-21-me-4107-story.html>.





The Commission argued that the LASD needs to do much more internally to foster a working atmosphere that brings out the best in all deputies, and that it must root out any so-called deputy gangs or informal macho groups that foster antisocial, anti-women or anti-minority attitudes. The report also specifically reviewed the excessive UOF incidents within the Department and compared them to LEG activity.<sup>24</sup>

Then-Sheriff Block did not object to deputies forming these "exclusive" groups, saying that, "the fact that a group of people with a particular assignment band together in a sort of brotherhood could be a very positive thing... In almost all of the stations there have been groups formed, as a badge of honor, if you will."<sup>25</sup>

Nor was Block opposed to deputies using special words and hand signals. "I have no problem with street jargon," he said. "The fact they flash an L sign, L for Lynwood, 25 (the number for the Lynwood station), that in itself is meaningless... Gangs get a kick out of the fact the deputies have their own sign." He acknowledged the recommendations but insisted that any further investigation be dealt with internally by the Department.<sup>26</sup>

After the commission concluded, the Special Counsel body remained as an oversight monitor to ensure Department adherence to the report's recommendations from 1992 until the creation of a specialized Office of the Inspector General (OIG) and the Sheriff COC in 2014.<sup>27</sup>

LEGs have increasingly been the topic of newspaper articles, independent studies, and lawsuit depositions and resulted in numerous court settlements. In fact, in 2017, Former-Sheriff Leroy Baca was convicted of obstruction of justice and ultimately went to Federal Prison.<sup>28</sup> During his tenure, the American Civil Liberties Union reported on members from Deputy Gangs abusing their powers of authority while

---

<sup>24</sup> Bobb, Merrick J. & Staff (Special Counsel), "The Los Angeles County Sheriff's Department 1st Semiannual Report. Kolts Report and Implementation. September 1, 1993." Civil Rights Litigation Clearinghouse. (p. 326) <https://clearinghouse.net/doc/10910/> (Last Accessed May 2, 2023).

<sup>25</sup> Loyola Law School, CJLP Report, "50 Years of Deputy Gangs in the Los Angeles Sheriff's Department," January 2021. (p.27).  
[https://file.lacounty.gov/SDSInter/bos/supdocs/CJLP\\_Report\\_LASD\\_Deputy\\_Gangq\\_012021.pdf](https://file.lacounty.gov/SDSInter/bos/supdocs/CJLP_Report_LASD_Deputy_Gangq_012021.pdf)

<sup>26</sup> <https://www.latimes.com/archives/la-xpm-1992-07-30-mn-4787-story.html>.

<sup>27</sup> Los Angeles County Office of the Inspector General, "About," 2023. <https://oig.lacounty.gov/about> (Last Accessed April 23, 2023).

<sup>28</sup> Rubin, Joel, LA Times, "Ex L.A. County Sheriff Lee Baca Sentenced to Three Years in Prison in Jail Corruption Scandal," May 12, 2017. <https://www.latimes.com/local/lanow/la-me-baca-sentenced-jail-sheriff-corruption-20170512-story.html>.



operating the County's jail system.<sup>29</sup> Additionally, in 2012, the BOS-formed Citizens' Commission on Jail Violence conducted many months of investigations and public hearings regarding allegations of excessive UOF in the County jails, resulting in the "Report of the Citizens' Commission on Jail Violence" (CCJV) (published 2012).<sup>30</sup> Sheriff Baca agreed with the findings and recommendations regarding inaction on historical reform recommendations, UOF, management changes, addressing LASD culture, working with personnel, disciplining deputies and working with oversight monitors.<sup>31</sup> In the tradition of previous leadership, then-Undersheriff Paul Tanaka declared that all additional investigations and discipline should be carried internally.<sup>32</sup> Obviously, any Sheriff's recommendations to keep investigation in-house has not changed the larger culture or quashed an atmosphere conducive for the creation of LEGs. The problem has not stopped and still persists forty years on.

## **ADDITIONAL OPAQUE PRACTICES WITHIN THE LASD**

### **CIVIL RIGHTS AND PUBLIC INTEGRITY DETAIL**

During his term in office (2018-2022), former-Sheriff Villanueva operated the "Public Integrity Detail" (PID) which has been referred to as the Sheriff's "secret police." The PID was accused of using unconventional tactics, including carrying out his personally-fueled and politically-motivated investigations targeting political enemies.<sup>33</sup>

The members comprising this unit were chosen because of their perceived loyalty to the then-Sheriff and the specter of a "secret police" unit loomed over the Department. The PID's existence undermined both the public's confidence in the integrity of law enforcement and LASD's commitment to transparency (as well as subverting the rule of law). This entire incident should be deeply concerning to the leadership and citizens of this County. Reported targets of the PID are summarized below:

---

<sup>29</sup> ACLU National Prison Project and the ACLU of Southern California, American Civil Liberties Union, "Cruel and Unusual Punishment: How a Savage Gang of Deputies Controls LA County Jails," September 2011. [https://www.aclu.org/files/assets/78162\\_aclu\\_jails\\_r2\\_lr.pdf](https://www.aclu.org/files/assets/78162_aclu_jails_r2_lr.pdf).

<sup>30</sup> Report of the Citizen's Commission on Jail Violence, 2012. <https://cciv.lacounty.gov/wp-content/uploads/2012/09/CCJV-Report.pdf>.

<sup>31</sup> Ibid.

<sup>32</sup> Freeman, Celeste, WitnessLA, "LASD Investigation: Dangerous Jails, Part 4: Internal Affairs-By Matt Fleischer" <https://witnessla.com/dangerous-jails-part-4-internal-affairs-by-matt-fleischer/>.

<sup>33</sup> Interview with Oversight Committee Members on December 5, 2022. See also: Tchekmedyan, Alene, LA Times, "L.A. County Sheriff's Unit Accused of Targeting Political Enemies, Vocal Critics," September 23, 2021. <https://www.latimes.com/california/story/2021-09-23/sheriff-alex-villanueva-secret-police>.



- The public accusations and threats of investigation of LA Times Reporter, Alene Tchekmedyan, was considered a gross abuse of power and a direct challenge to the freedom of the press. Despite the Sheriff's public announcement of an "investigation" into Tchekmedyan, nothing ever materialized; in the end his announcement was considered purely political theater.<sup>34</sup>
- Inspector General Max Huntsman was the subject of a long-running and improper investigation that positioned the Department in direct challenge to oversight in general and any authorized by the BOS specifically. The former Sheriff, in what many considered a willful, improper, abusive manner, publicly announced and conducted an investigation of Huntsman. It was not an investigation into a crime; rather seen as an attempt to bully the LASD's mandated oversight monitor. It is shameful conduct for the highest law enforcement officer in the County.<sup>35</sup>
- Supervisor Sheila Kuehl and Civilian Oversight Commissioner Patty Giggans were also subject to long-running investigations.<sup>36</sup> This too was seen as an abuse of power and an improper attempt to intimidate the County Supervisor and a Commissioner using the PID as the investigative body.

Villanueva's use of LASD resources for politically motivated "investigations" was particularly troubling. He rehired problematic individuals and used them as his personal "goon squad."<sup>37</sup> Despite the high-minded name, many saw the purpose of the PID was to surveil, harass, abuse, and strike out at his perceived adversaries. This type of abuse of power is typical in authoritarian states. Using public facilities, personnel, and resources to settle personal scores is abuse of power and an affront to the public's trust.

---

<sup>34</sup> Los Angeles Sheriff Alex Villanueva Denies Targeting L.A. Times Reporter Even As He Announces Investigation Into Source Of Her Story. By Tom Tapp, Deadline. April 26, 2022. <https://deadline.com/2022/04/los-angeles-sheriff-alex-villanueva-l-a-times-reporter-1235010818/> (Last Accessed April 13, 2023).

<sup>35</sup> L.A. County sheriff's top watchdog is under investigation — by the L.A. County sheriff by Maya Lau, Aug. 14, 2019 <https://www.latimes.com/california/story/2019-08-14/la-county-sheriffs-department-launches-investigation-against-its-chief-watchdog>.

<sup>36</sup> Inside L.A. County sheriff's dubious corruption probe of Sheila Kuehl, another watchdog. LA Times By Michael Finnegan, Laura J. Nelson Nov. 4, 2022 Updated 10:04 AM PT. <https://www.latimes.com/california/story/2022-11-04/sheriff-villanueva-corruption-investigation-kuehl>

<sup>37</sup> McDougall, AJ Daily Beast, "Los Angeles Sheriff alex Villanueva has its own Goon Squad," September 23, 2021, <https://www.thedailybeast.com/los-angeles-sheriff-alex-villanueva-has-his-own-goon-squad-to-fight-political-enemies-oversight-board-alleges>.



Current Sheriff Luna has sworn that the PID has been dissolved and will not be reformed. On February 15, 2023, in an excerpt taken from an official LASD video press conference,<sup>38</sup> Luna said:

"If we're talking about...if we're talking about a unit that existed when I first walked in called the Public Integrity Unit, that unit no longer operates within this department. I didn't see a need for what they were doing. A lot of those responsibilities as I sat down with other Law Enforcement partners like district attorney George Gascón, looking at the cases that were there that can be distributed not only to other law enforcement partners, but to other details within the department.

And I want to make it clear; that if there is public corruption we're not looking the other way... We're just going to work on it in collaboration with partners and I think that'll be much more effective."

Our Committee finds this to be true, but notes a future, more morally impaired Sheriff might seek to reinstate a similarly undermining group. We believe that all future investigations of local elected political officials with authority over and oversight of the LASD should be handled by the California Department of Justice or other agency as appropriate.

## **SHERIFF'S INFORMATION BUREAU**

LASD must remain accessible to the communities it serves. The Sheriff's Information Bureau (SIB) is in charge of marketing and Department messaging and provides numerous services to Department personnel, the general public, and members of the media. Aside from maintaining operational logs and disseminating event information, the Bureau provides twenty four-hour liaison between the media and the communities it serves.<sup>39</sup>

The SIB have the primary mission to listen to and share information through electronic and web-based communications platforms; train personnel on the use of these platforms and research new and emerging communication platforms and identify if they can be incorporated into future SIB communications.

---

<sup>38</sup> SIB Staff, LASD, "Sheriff Luna Creates Office of Constitutional Policing," February 15, 2023. <https://lasd.org/sheriff-luna-creates-office-of-constitutional-policing/>.

<sup>39</sup> LASD.org, Archived Web page, "About Us: Sheriff's Information Bureau," 2014. <https://tinyurl.com/29xsuzy7>.



**EXHIBIT 3:** Dovarganes, Damian. 2022. "Los Angeles County Sheriff Alex Villanueva points to a photo of Times reporter Alene Tchekmedyan on a PowerPoint slide also displaying Chief Eli Vera and Inspector General Max Huntsman during a Press Conference." April 26, 2022. Photograph. Associated Press.

In recent years there have been many blatant instances of a personal agenda being run out of the Office of the Sheriff, but pushed through official Department channels. This gives the impression that anything reported is the official view of the Department. This becomes concerning the more opinionated and specifically targeted certain personal/political narratives get pushed. Examples include:

- **LA Times reporter Alene Tchekmedyan, LASD's OIG Max Huntsman and Sheriff's Chief Eliezer (Eli) Vera.** In an official news conference on April 26, 2022, Villanueva alleged that these three individuals were involved in the public release of internal investigation reports regarding a UOF incident whereby a deputy pressed his knee onto an arrestee's neck well-past the point of him being subdued.<sup>40</sup> (See **Exhibit 3.**)

After this news conference, no further action was taken by LASD and according to certain sources we interviewed, no internal

<sup>40</sup> Los Angeles County Sheriff's Department's Official Facebook Page, Sheriff Alex Villanueva will discuss false claims made in a recent lawsuit filed by a disgruntled employee," Timestamp: 13:36, April 26, 2022. <https://www.facebook.com/LosAngelesCountySheriffsDepartment/videos/924584568352163>; Tchekmedyan, Alene, LA Times, "Fearing bad publicity, LASD covered up case of deputy who knelt on inmate's head," March 25, 2022. <https://tinyurl.com/bdz9evmy>.



investigation was ever ordered.<sup>41</sup> Because of this, we have concluded that Villanueva likely used the press conference in order to further his own narrative through official SIB communication channels. Please see **APPENDIX I** for the Reporters Committee for the Freedom of the Press' statement for more information.

- **County Supervisor Sheila Kuehl and Patti Giggans.** On September 14, 2022, LASD executed a televised search warrant on County Supervisor Sheila Kuehl's home as part of a criminal investigation into the propriety of awarding a County contract without fiscal review.<sup>42</sup> Her friend and colleague, Peace Over Violence founder Patti Giggans, (the non-profit under investigation) was also issued a search warrant for her home. Both have said that they believe the investigation and the searches were part of a thinly veiled retaliation campaign in response to their efforts to oversee the LASD and Villanueva.
- **The BOS.** SIB released a news bulletin on February 8, 2022 falsely claiming 4,000 deputies were to be fired for not being vaccinated against COVID-19.<sup>43</sup> This also kicked off the Department's public feud with County Chief Executive Officer (CEO) Sachi Hamai.
- **Sachi Hamai.** On March 31, 2020, the BOS voted unanimously to put the CEO as the head of disaster preparedness and response and removed then-Sheriff Villanueva from that role.<sup>44</sup>

Villanueva, through the SIB, told the press that Hamai denied first responders their salaries while quarantined, which was inaccurate. Incited by the Sheriff, various individuals threatened to post her home address and suggested she be harmed.<sup>45</sup>

---

<sup>41</sup> Interview with Oversight Committee Members on December 5, 2022.

<sup>42</sup> Tchekmedyan, Alene, LA Times, "L.A. County Supervisor Sheila Kuehl's Home Searched by Sheriff's Investigators," September 14, 2022. <https://www.latimes.com/california/story/2022-09-14/l-a-county-supervisor-sheila-kuehls-house-search-by-sheriffs-investigators>.

<sup>43</sup> LASD, SIB Staff, "BOARD OF SUPERVISORS VOTE TO TERMINATE APPROXIMATELY 4,000 LASD PERSONNEL DURING A TIME WHEN MURDERS HAVE INCREASED OVER 94% AND THERE IS A HIRING FREEZE IN THE DEPARTMENT," February 8, 2022. <https://lasd.org/board-of-supervisors-vote-to-terminate-approximately-4000-lasd-personnel/>.

<sup>44</sup> Tchekmedyan, Alene, LA Times, "L.A. Supervisors Remove Sheriff Alex Villanueva as head of Emergency Operations," <https://www.latimes.com/california/story/2020-03-31/supervisors-vote-remove-sheriff-emergency-operations>.

<sup>45</sup> Cosgrove, Jaclyn and Tchekmedyan, LA Times, "L.A. County CEO to Receive \$1.5 Million and Security in Settlement Over Alleged Harassment by Sheriff," August 26, 2020. <https://www.latimes.com/california/story/2020-08-26/los-angeles-county-chief-executive-settlement>.



Villanueva suggested Hamai had committed a felony because she served on the board of United Way of Greater Los Angeles, which at the time, was supporting a ballot measure leading to millions being redirected from the Sheriff's Department to mental health and jail diversion services. Hamai had stepped down from the United Way's board before the vote for the measure.<sup>46</sup>

The SIB released a statement from Villanueva on Hamai's retirement settlement continuing his felony narrative of the CEO.<sup>47</sup>

- **Josie Huang.** On September 13, 2020, KPCC radio station reporter Josie Huang was arrested on suspicion of obstruction of justice and interfering with a lawful arrest by LASD. During the arrest, she was physically assaulted, incarcerated, and both physically and mentally injured. The entire incident was visually recorded and is available for view on the internet.<sup>48</sup>

*"Like being tossed in the ocean and then slammed into rock."*<sup>49</sup>

While Huang was in jail, LASD tweeted from its official account that she did not have proper press credentials displayed and that she was interfering with a lawful arrest by its deputies.<sup>50</sup> Even after she published a video contradicting the Department's tweets, Sheriff Alex Villanueva continued to repeat the false assertions in interviews with KTLA and the Associated Press. The LASD investigation never materialized.

---

<sup>46</sup> Ibid.

<sup>47</sup> Villanueva, Alex, LASD SIB PDF, "Was the CEO Given a \$1.5M golden Handshake," August 27, 2020. <https://sheriff33.lasd.org/was-the-ceo-given-a-1-5m-golden-handshake/HANDSHAKE.pdf>.

<sup>48</sup> Mendelson, Aaron, LAist, Debunking Sheriff Villanueva's False or Misleading Claims About The Arrest Of KPCC/LAist's Josie Huang." September 16, 2020. <https://laist.com/news/debunking-sheriff-villanueva-false-misleading-claims-arrest-kpcc-laist-josie-huang>;

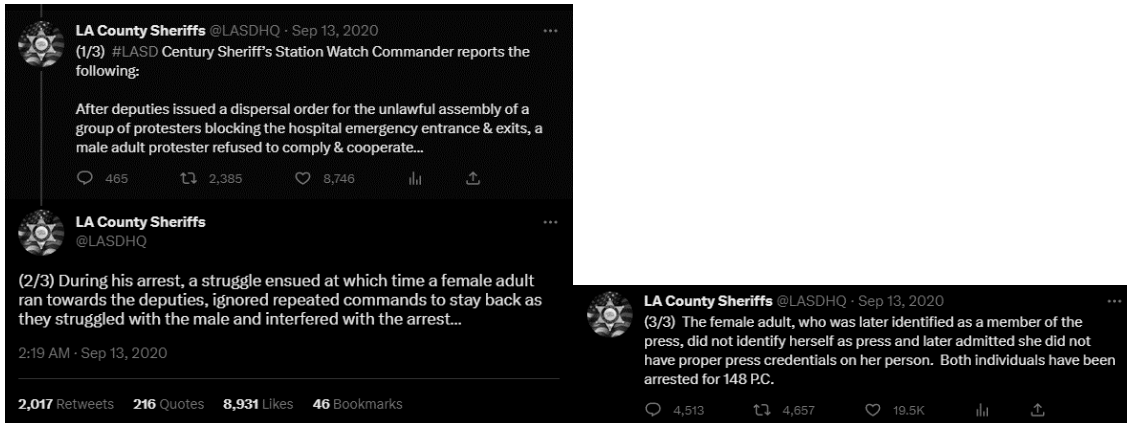
@josie\_huang, Twitter, September 13, 2020.

[https://twitter.com/josie\\_huang/status/1305262627686354944](https://twitter.com/josie_huang/status/1305262627686354944).

<sup>49</sup> @josie\_huang, Twitter, September 13, 2020.

[https://twitter.com/josie\\_huang/status/1305331513592967168](https://twitter.com/josie_huang/status/1305331513592967168).

<sup>50</sup> <https://twitter.com/LASDHQ/status/1305073655244677121>.



- **Oversight Monitors.** On August 25, 2022, official LASD Twitter handles @LASDHQ and @LACoSheriff tweeted that the Sheriff's Audit and Accountability Bureau had tracked 592 requests for information or documents from either the Civilian Oversight Commission or the Office of Inspector General.<sup>51</sup>

<sup>51</sup> @LASDHQ, Twitter, August 25, 2022. <https://twitter.com/LASDHQ/status/1562920767511138304>.





## ACCOUNTABILITY

*In a republic that honors the core of democracy—the greatest amount of power is given to those called Guardians.*

*Only those with the most impeccable character are chosen to bear the responsibility of protecting the democracy.<sup>52</sup>*

The best offensive position for the LASD to take against LEGs is to establish and enforce strong policies and procedures, consistent with the law. This can be achieved by adhering to a model of “constitutional policing”; running an LE department to the letter of the law.<sup>53</sup> In this style, operations are less likely to be challenged because legality in practice and action is held at a premium.

The LASD did briefly revive this practice in 2015. Then-Sheriff Jim McDonnell appointed two constitutional policing advisors (CPAs) to advise the Department as part of his wider effort to address lax leadership and unenforced discipline that, in his view, had been allowed to run rampant during previous administrations.<sup>54</sup> When Alex Villanueva won his seat as County Sheriff in 2018, he quickly eliminated McDonnell’s CPA positions and had them transferred out of LASD and into the OIG.<sup>55</sup> While OIG is the oversight body of the Sheriff, it still remains outside of the Department and does not have unlimited access or influence.

Quickly after Sheriff Robert Luna assumed office, he reversed Villanueva’s orders and reestablished LASD’s commitment to constitutional policing and expanded the CPA’s scope as a fixed unit operating within the Executive Office.<sup>56</sup> This move sends the exact opposite message compared to the previous LASD leadership.

---

<sup>52</sup> “The President’s Task Force on 21<sup>st</sup> Century Policing: Implementation Guide. Moving From Recommendations to Action,” Department of Justice. 2015, (p.2).

<https://cops.usdoj.gov/RI/RI/Publications/cops-p341-pub.pdf> (Last Accessed April 3, 2023).

<sup>53</sup> “Police-community Relations Toolkit: Policing 101. (p.2).

<https://www.justice.gov/file/1376626/download>.

<sup>54</sup> Chermerinsky, Erwin. San Gabriel Valley Tribune. “LA county Sheriff’s department needs constitutional policing advisors,” Updated August 30, 2017. <https://www.sgvtribune.com/2015/07/31/la-county-sheriffs-department-needs-constitutional-policing-advisers-erwin-chermerinsky/> (Last Accessed March 3, 2023)

<sup>55</sup> The Times Editorial Board, LA Times, “Sheriff Elect Alex Villanueva is already planning a troubling change on deputy discipline oversight,” November 30, 2018.

<https://www.latimes.com/opinion/editorials/la-ed-constitutional-policing-20181130-story.html> (Last Accessed March 3, 2023).

<sup>56</sup> LASD SIB Staff, “Sheriff Luna Creates Office of Constitutional Policing,” February 15, 2023.

<https://lasd.org/sheriff-luna-creates-office-of-constitutional-policing/>.



Besides maintaining legal compliance, the new CPAs will collaborate with the Under Sheriff's office and the Civilian Oversight Commission to eradicate deputy gangs, bring the Department into and proactively remain in compliance with the numerous consent decrees and update policies, procedures and operations to improve the Sheriff's Department from the top down.<sup>57</sup> We believe this will help restore public trust in the LASD.

## **RESTRUCTURING THE CORE CULTURE OF LASD**

Culture shifts internally and out in the communities are a necessity for the sustainability of the Department. Strong channels of cooperation and communication must be valued as pillars of change. At the basis of this is "community oriented policing."

### **COPS: MODERN MODELS OF COMMUNITY ORIENTED POLICING**

*Policing must be done in a manner that is lawful and constitutional, but also in a manner that maintains the consent of the people. We have to ensure that when we deal with crime and other issues that negatively impact people's lives, we do so in a way that is consistent with the wishes of the people who are most affected by crime.*<sup>58</sup>

Community Oriented Policing Services (COPS), or community policing, is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.<sup>59</sup> This is achieved by focusing LE around:

1. **Community Partnerships.** Collaborative partnerships between Law Enforcement Officers and individuals/organizations they serve to develop solutions to problems and increase trust in police.

---

<sup>57</sup> Interview on February 14, 2023 with LASD Staff.

<sup>58</sup> US Department of Justice, Community Oriented Policing Services. "Community Policing Defined," Camden County (New Jersey) Police Chief Scott Thomson (2015) Revised 2014. (p.2). <https://cops.usdoj.gov/RIC/Publications/cops-p157-pub.pdf> (Last Accessed April 3, 2023).

<sup>59</sup> "The President's Task Force on 21<sup>st</sup> Century Policing: Implementation Guide. Moving From Recommendations to Action," Department of Justice. 2015. (p.1). <https://cops.usdoj.gov/RIC/Publications/cops-p341-pub.pdf>.



2. Organizational Transformation. Alignment of organizational management, structure, personnel and information systems to support community partnerships.
3. Problem Solving. The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses.

Referring back to the Kolts Commission's 1992 recommendation that the LASD orient around COPS models of policing, the Special Counsel outlined that, "the department should do far more to teach and reinforce the message that all people are to be treated at all times with dignity and respect under a community-oriented policing strategy. The need to impose discipline will diminish as persons are trained and encouraged to deal in a respectful way with all persons. So then will jury verdicts and judgments against the LASD."<sup>60</sup>

LASD did not formally adopt COPS in deputy training materials until 1999,<sup>61</sup> and during the course of our research, our Committee found the practice had been inconsistently active or utilized.

## **COMPARABLE LAW ENFORCEMENT AGENCIES**

Although the LASD is the largest agency of its kind in the country, it is not the only law enforcement agency in the County. LAPD and LBPD have a lot of interaction overlap with the citizens served by the Department.

Both city LE agencies have instituted policies clearly outlining LEG policy, have adopted models of constitutional policing and have dynamic community engagement. We believe that it is in the best interest of the LASD to follow suit.

---

<sup>60</sup> Bobb, Merrick J. & Staff (Special Counsel), "The Los Angeles County Sheriff's Department 1st Semiannual Report. Kotlz Report and Implementation. September 1, 1993." Civil Rights Litigation Clearinghouse. (p. 293-294) <https://clearinghouse.net/doc/10910/>.

<sup>61</sup> Los Angeles Sheriff's Department History. 2005. [http://shq.lasdnews.net/content/captains/LASD\\_History.pdf](http://shq.lasdnews.net/content/captains/LASD_History.pdf) (Last Accessed April 3, 2023).



## LOS ANGELES POLICE DEPARTMENT

- **LAPD Gang Policy:** Their department's policy clearly states, "Building and preserving trust between the community and law enforcement is crucial to effectively maintaining Department operations... All Department personnel are prohibited from participating in a law enforcement gang. A violation of this policy shall be grounds for termination."<sup>62</sup>
- **Office of Constitutional Policing and Policy:** Their priority is to assist their personnel by supporting effective, constitutional policing through policies, procedures, analysis, advice, guidance, and other essential information.<sup>63</sup>

Their primary mission is to develop policies and procedures, analyze and review upcoming local, state and federal legislation and create, promote, and foster cultural competency in policing. LAPD also incorporates Constitutional policing in order to embrace diversity, equity, and inclusivity by enacting a formal, transparent, and progressive policy that safeguards every employee and community members' rights.<sup>64</sup>

Additionally, the LAPD webpage outlining its department's constitutional practices also contain all active consent decrees, controversial incidents and UOF reviews.<sup>65</sup> LASD currently does make its UOF incidents public, but our Committee believes it should match LAPD by updating its website to include access to any and all consent decrees, restraining orders, etc.

## LONG BEACH POLICE DEPARTMENT

- **LBPD Gang Policy:** A "Law enforcement gang" means a group of peace officers within a law enforcement agency who may identify themselves by a name, may be associated with an identifying symbol, and engage in a pattern of on-duty behavior that intentionally violates the law or fundamental principles of professional policing [Penal Code §13670 (a)(2)].

---

<sup>62</sup> To read the LAPD's policy in full, please refer to **APPENDIX I** at the end of this report.

<sup>63</sup> LAPD, "The Mission of the Office of Constitutional Policing and Policy," 2023.  
<https://www.lapdonline.org/office-of-the-chief-of-police/constitutional-policing/>.

<sup>64</sup> Ibid.

<sup>65</sup> Ibid.



Whether on or off-duty, employees shall not participate in a law enforcement gang. A violation of this section shall constitute grounds for termination. Whether on or off duty, employees shall not participate in law enforcement gangs.<sup>66</sup>

- **Constitutional Policing:** The Office of Constitutional Policing began operations on July 14, 2020 to, “rethink traditional policing in a manner that will help implement equity, justice, and constitutional public safety to our entire community.” The office supports LBPB’s goals of policing within the parameters set by the U.S. Constitution and the California State Constitution while protecting the rights of all people. It will guide towards building greater trust and strengthening relationships through increased responsiveness, transparency, and accountability while increasing public safety.<sup>67</sup>

To meet these goals, this office will be responsible for ensuring the LBPB is up to date with best practices in policing, legal mandates, and community expectations; guiding the expansion of data analytics for accountability and transparency; engaging with key stakeholders and other city departments for inclusivity and equity; and “liaising” with the City’s Office of Equity.<sup>68</sup> LASD’s current Sheriff Robert Luna was the Chief of Police for LBPB when this office was created.

## **METHODOLOGY**

This Committee tried to be as sensitive and balanced as possible in researching content and history relating to LASD. We respectfully followed chain-of-command protocol and subpoenaed documents and other evidence files from the Department and the County’s OIG.

We undertook an extensive review of County records, documents, lawsuits, sworn depositions, witness testimonies, search warrants and official, relevant declarations. Newspaper articles and blog posts were also taken into consideration for this report.

---

<sup>66</sup> To read the LAPD’s policy in full, please refer to **APPENDIX II** at the end of this report.

<sup>67</sup> LBPB, “LBPB Announces New Office focused on constitutional Policing. August 6, 2020. <https://www.longbeach.gov/police/press-releases/l.b.p.d.-announces-new-office-focused-on-constitutional-policing/>.

<sup>68</sup> Ibid. <sup>68</sup> LBPB, “LBPB Announces New Office focused on constitutional Policing. August 6, 2020. <https://www.longbeach.gov/police/press-releases/l.b.p.d.-announces-new-office-focused-on-constitutional-policing/>.

<sup>68</sup> Ibid.



We conducted fact-finding interviews with LASD employees, community members, the heads of other relevant departments, and several outside agencies. The Committee conducted approximately twenty interviews with current and former LASD deputies, individuals within the Sheriff's Executive Office, and deputies from various LASD departments, divisions, and bureaus. We also subpoenaed classified information that was invaluable.

This Committee in gathering information, interviewed sworn and civilian personnel (i.e. new deputies, lieutenants, captains, former and current Undersheriffs, as well as the current Sheriff). Those interviewed consisted of: detention personnel, patrol deputies, internal affairs officers, public affairs personnel, non-sworn LASD personnel, and members of several investigatory offices.

The full body of the CGJ inspected Men's Central Jail, the Inmate Reception Center and Twin Towers Correctional facility. In addition, members of the CGJ inspected every holding facility, detention center, and court lock up in the County operated by the LASD.

## **INVESTIGATION**

To better understand LEGs, the Los Angeles County Counsel commissioned the Rand Corporation to conduct an independent research study to help the County and LASD learn more about how subgroups have affected community perceptions and trust in LASD, how these subgroups are formed, why they exist, and what actions might be taken if it is determined that these subgroups have a significant impact on LASD's mission.<sup>69</sup> The results of this study, published in September 2021, paired with extensive testimony from lawsuits brought against the Department by their own deputies and staff, have painted a picture of a gang-problem that is entrenched, worrying, but not without hope for the health and longevity of LASD moving forward.<sup>70</sup>

---

<sup>69</sup> "Understanding Subgroups Within the Los Angeles County Sheriff's Department: Community and Department Perceptions and Recommendations for Change," (Preface p. iii). Peterson, Samuel, Dionne Barnes-Proby, Kathryn E. Bouskill, Lois M. Davis, Matthew L. Mizel, Beverly A. Weidmer, Isabel Leamon, Alexandra Mendoza-Graf, Matt Strawn, Joshua Snoke, and Thomas Edward Goode. Santa Monica, CA: RAND Corporation, 2021. [https://www.rand.org/pubs/research\\_reports/RRA616-1.html](https://www.rand.org/pubs/research_reports/RRA616-1.html).

<sup>70</sup> Ibid.



## **ERADICATION OF LEGS THROUGH POLICY AND PROCEDURE**

In 2021, the California Penal Code (PC) section 13670 was enacted to define the term LEG, critically mandate that each department within the state, "maintain a policy that prohibits participation in a law enforcement gang and that makes violation of that policy grounds for termination," and require LE agencies to disclose the termination of a peace officer for participation in a LEG to another LE agency conducting pre-employment background checks.

Prior to the passing of PC section 13670, LEGs have been referred to as cliques, sub-groups, or social clubs. All three of those terms are too soft and too passively indirect. LEGs are distinct from "cliques," secret clubs, or sub-groups because of their "gang-like" behavior, even though both groupings can be defined by their exclusionary nature, secretive tattoos, and discriminatory behavior. But regardless of name, they are undermining the mission of the Department and the public trust even if their activities do not specifically violate any laws.

### **LASD PARS POLICY MANUAL**

PC section 13670 was likely written with LASD in mind. It clearly requires LE agencies to maintain policies that prohibit participation in LEGs, and requires LE agencies to cooperate in any investigation into LEGs by the OIG, Attorney General, or any other authorized agency.

When this new statute became effective in 2022, then-Sheriff Villanueva countered that existing LASD policy was more than sufficient and already prohibited the exact criminal behavior described.<sup>71</sup> Below are LASD's current policies and procedures, which apply to all LASD personnel and are used in training for all deputies during their mandatory Police Officer Standards Training (POST).

---

<sup>71</sup> LASD.org, SIB Staff, "LASD Officials Discuss the COC Hearing on Subgroups," June 15, 2022. <https://lasd.org/tag/lasd-gangs/>; To Read more on the contrary position taken by the LASD at the time, visit the link to read this PowerPoint in full. Then-Sheriff Villanueva and staff present a refutation against the accusation that the Department had not taken strong enough action to encode policy prohibiting LEGs: [https://lasd.org/wp-content/uploads/2022/06/Post\\_PC\\_DEPUTY\\_GROUPS\\_061522.pdf](https://lasd.org/wp-content/uploads/2022/06/Post_PC_DEPUTY_GROUPS_061522.pdf).



### **3-01/050.83 - Employee Groups which Violate Rights of Other Employees or Members of the Public.**

Department personnel shall not participate or join in any group of Department employees which promotes conduct that violates the rights of other employees or members of the public.

Participation in these illicit groups, herein referred to as "deputy cliques" or "subgroups" which often include an associated symbol and/or tattoo, harms morale and erodes public trust. These groups undermine the Department's goals and can create a negative public perception of the Department, increasing the risk of civil liability to the Department and involved personnel.

Any employee engaging in misconduct of any kind, including but not limited to, the use of excessive force or mistreating or harassing others, will be subject to discipline. If the misconduct involves criminal allegations, the matter may be referred to the District Attorney's Office for possible prosecution.

All personnel will be held accountable for this policy. Failure to adhere to this policy may subject violators to discipline under the MPP, including sections 3-01/030.05, General Behavior, 3-01/030.73, Hazing, and 3-01/050.10, Performance to Standards.<sup>72</sup>

There is room for interpretation with the existing language regarding misconduct. LASD policy should be revised to reflect the serious and inflexible nature of the new law. The current policy does not mention Law Enforcement Gangs, their legal definition, its application to subgroups or cliques or any other term for what is an illegal, secret and discriminatory association.

Through our investigations, this Committee has determined that the wording should be amended to: (1) Make referral to the District Attorney's Office for possible prosecution of misconduct involving criminal allegations mandatory by changing the language in the policy from "may" to "shall"; (2) Make membership or participation in a PC section 13670 LEG grounds for termination; and (3) Amend the terms

---

<sup>72</sup> LASD.org, PARS Public, "3-01/050.83 - Employee Groups which Violate Rights of Other Employees or Members of the Public," Version 2021.7.22.1. 2023.  
<https://pars.lasd.org/Viewer/Manuals/10008/Content/14944>.





cliques and sub-groups to include the term "Law Enforcement Gang" and reference PC section 13670.

The wording should make clear that termination, loss of POST certification, and inclusion on the definitive public-facing database of information about police misconduct, public complaints, and use-of-force reports called the Brady list<sup>73</sup> are not just possible but mandatory and enforced under existing State law. In contrast, the City of Los Angeles' Police Department amended their LEG before PC section 13670 took effect. (See **APPENDIX II: Excerpt from the LAPD Gang Policy**)



**EXHIBIT 4:** The Sweeney Firm. 2019. "Grim Reaper Tattoo Reveal on Right-side Calf during a Deposition of an LASD Deputy." Photograph.

Tattoos, logos, slogans, uniforms, and specialized language and all other manner of *l'esprit d'accord* building devices typical to all teams are also common among LASD deputies. Just as in the military, fraternities, sports teams and fans, from SWAT units to birding clubs, but there is the line that these signifiers cross into unlawful territory. It's rather easy to see how a tight unit, unsupervised, becomes exclusive, then becomes exclusionary. In the end you have a gang of officers whose loyalty is to each other in all matters and the community quickly become the enemy "other." One only need see the "Fort Apache" logo at the East LA Station to realize who the "Natives" are.

It is a common argument that sub-group tattoos are just station logos or specialized unit tattoos and that it's a "blurry line" between a legal and illegal tattoo. This is nonsense. An LEG tattoo is awarded in secret, signifying membership in an exclusionary group. A station morale tattoo, just like a military tattoo, is available to anyone in that station or unit, it's not exclusive and there's no need for secrecy.

<sup>73</sup> The Brady List, "About" 2023. <https://giglio-bradylist.com/>.



### **3-01/050.80 - Grooming and Dress Standards**

#### Tattoos

While on duty and wearing any Department-approved uniform or appropriate business attire, members are prohibited from exhibiting any tattoo, branding, or other form of body art which may be seen by another person.

Members who have a tattoo referenced above shall completely cover the tattoo with a skin-toned patch, long-sleeved uniform shirt, or other material which may be formally approved by the Department.

NOTE: Personnel participating in specific investigations in which visible tattoos may assist in developing investigative credibility may be exempted from the provisions of this section with the expressed written consent of the Undersheriff.

EXCEPTION: Employees assigned to Detective Division may receive approval from the Detective Division Chief.<sup>74</sup>

To create a system of transparency, the existing language must be changed into specific policy surrounding unauthorized body art regardless of visibility. To that end, this Committee recommends that LASD policy affirmatively address:

1. Extremist body art affiliated with, depicting, or symbolizing extremist philosophies, organizations, or activities, including those advocating racial, gender, ethnic, sexual orientation hatred or intolerance, or illegal discrimination based on race, color, gender, ethnicity, religion, sexual orientation, or national origin and/or tattoos advocating violence or other unlawful means of depriving individual rights under the U.S. Constitution, and Federal or State law.
2. Law Enforcement Gang-Body art affiliated with, depicting, or symbolizing Law Enforcement Gangs as defined in PC section 13670, or any other similar illegal organization, sub-group, clique or association as described in State law.

---

<sup>74</sup> LASD.org, PARS Public, "LASD MPP 3-01/050.80 Grooming and Dress Standards," Version 2021.7.22.1 2023. <https://pars.lasd.org/Viewer/Manuals/10008/Content/10373#:~:text=Male%20personnel%20shall%20wear%20a,appropriate%20to%20a%20businesslike%20appearance.>



3. Body art contrary to the purpose of law enforcement, including depictions symbolizing or indicative of illegal or gang related activity, or symbols suggestive of activity that undermines the purpose of law enforcement and issue of "public concern."

Regardless of the language the Sheriff's Department adopts, the policy must indicate that:

1. Violation of the tattoo policy as it pertains to items 1, 2, and 3 shall/must be grounds for termination.
2. No exception can made for those violating PC section 13670.

## **ESTACIÓN ESTE DE LOS ÁNGELES: SIEMPRE UNA PATADA EN LOS PANTALONES**

The LASD Station most notorious for generating LEGs is also one of the two oldest. Along with Firestone Station, East LA was founded in 1924 and has continued in operation ever since.<sup>75</sup> Unincorporated East Los Angeles is 7.48 square miles with a resident population of 126,064. Fifty six deputies provide patrol service to this community. The City of Commerce is 6.7 square miles with a resident population estimated at 12,568. Commerce is primarily industrial, with a day time population estimated at 43,367. During peak business hours, it is estimated that approximately 100,000 persons "pass through" Commerce on a daily basis. Thirty two deputies and one Sergeant are dedicated to providing patrol services here.<sup>76</sup>

The East Los Angeles Station has made a commitment to provide a superior level of service to the communities it serves, stating its intent

---

<sup>75</sup> LASD.org, "LASD History," 2005. [https://shq.lasdnews.net/content/captains/LASD\\_History.pdf](https://shq.lasdnews.net/content/captains/LASD_History.pdf).

<sup>76</sup> LASD, "About Us: East La Station," 2023. <https://lasd.org/about-us-east-la-station/>.



**EXHIBIT 5:** LAist. 2021 "Fort Apache/Low Profile Windowcling Logo at East LA Station." March 21, 2021. Photograph. <https://knock-la.com/lasd-gangs-little-devils-wayside-whities-cavemen-vikings/>



**EXHIBIT 6:** CGJ. 2023 "ELA Station Logo Detail." April 24, 2023. Digital Illustration.

to foster closer, more productive relationships with its communities and ensure that they are provided with a superior level of law enforcement service. This philosophy rests on the organizational strategy of deploying line deputies permanently in beat areas where they can operate as community based problem solvers to interact with the same people on a face-to-face-basis each day. This approach encourages formal and informal input from citizens, providing the community with a voice in helping set law enforcement priorities while developing creative solutions to community problems.<sup>77</sup>

Because of the rich history of the East LA Station, the Committee has determined it as a nexus for the creation of potential deputy gangs and LEG activity. Through our research, we have found that the culture at this particular station is especially insular and has historically bred exclusive groups.<sup>78</sup>

In 2015, then Interim-Sheriff Jim McDonnell identified the same issues at the East LA Station, among others, and ordered all offensive symbols and logos on display at the time to be removed or covered over on

<sup>77</sup> Ibid.

<sup>78</sup> "Understanding Subgroups Within the Los Angeles County Sheriff's Department: Community and Department Perceptions and Recommendations for Change," (Preface p. iii). Peterson, Samuel, Dionne Barnes-Proby, Kathryn E. Bouskill, Lois M. Davis, Matthew L. Mizel, Beverly A. Weidmer, Isabel Leamon, Alexandra Mendoza-Graf, Matt Strawn, Joshua Snoke, and Thomas Edward Goode. Santa Monica, CA: RAND Corporation, 2021. [https://www.rand.org/pubs/research\\_reports/RRA616-1.html](https://www.rand.org/pubs/research_reports/RRA616-1.html).



station property.<sup>79</sup> The most prominent and offensive icon was the “Fort Apache” seal.

The Fort Apache reference was never in good taste and is considered outright racist by today’s standards; it has long outlived any argument for preservation.<sup>80</sup> The seal in its entirety has a problematic past, rooted in opposition to former-Sheriff Pitchess’ express instructions to deputies to “keep a low profile” when dispatched to maintain order during the Chicano Moratorium in 1970. The mistakes from LASD that day spawned this logo out of resentment for his orders and over the years, was twisted into a perverse point of pride for deputies assigned to that station.<sup>81</sup> East LA has a rich past to draw from in the creation of better, more successful iconography.

From its veiled threat of violence, “Always a kick in the pants,” to its long-outdated Fort Apache slogan, it’s time for this provocative, adversarial logo to go for good.

## **CHANGING DEPARTMENT CULTURE THROUGH POLICY AND PROCEDURE**

### **OFFICER INVOLVED SHOOTING INVESTIGATIONS**

During the course of this investigation, the Committee determined that a small, low-stakes change to internal procedures surrounding officer involved shootings (OIS) could create maximum impact to culture change within LASD.

Currently, if an officer discharges a firearm at a suspect and makes bodily contact with a person, it is termed a “hit.” Hits are investigated internally by the Homicide Division, whether or not the hit is fatal. If the firearm discharge results in a “no hit”, meaning the deputy misses, then it is internally investigated by the Internal Affairs Bureau (IAB). Only in the case when someone is hit (“hit”), does the DA review the investigative findings.<sup>82</sup>

During one interview speaking with LASD staff about this protocol, this Committee was told that a DA review can remain open for up to three

---

<sup>79</sup> Stoltze, Frank, Laist. “A Controversial East LA Sheriff’s Station Logo Was Banned. Sheriff Villanueva Just Brought it Back,” April 12, 2019. <https://laist.com/news/controversial-east-la-sheriffs-station-logo-returns> (Last Accessed April 21, 2023).

<sup>80</sup> Ibid.

<sup>81</sup> Ibid.

<sup>82</sup> Interview with LASD personnel on December 5, 2022 and District Attorney staff on October 28, 2022.



years.<sup>83</sup> During this time, the Department is not allowed to conduct any of their own internal investigations. The DA's office should create a schedule to allow investigations into both hit and no hit OIS incidents. There needs to be major improvement to the review system between LASD and the DA so as not to create a backlog.

## **INTERNAL AFFAIRS BUREAU**

The IAB is the main investigative arm within the Department. According to the PARS Public Training Manual of Policy and Procedures<sup>84</sup>, the IAB is organized into "roll out teams"; on-call for one week at a time. They are responsible for monitoring criminal (non-homicide) investigations of LASD members, responding to deputy involved shootings and specific use-of-force incidents, as well as preparing an administrative review of the incident for the Executive Force Review Committee (which is three Commanders and various witnesses who work together to bring about a determination). They also can conduct 'for cause' drug testing for LASD members, provide staffing for the 1-(800) complaint number during business hours and compiles data for all officer involved shootings (*e.g. hit, non-hit, unintentional discharge and animal involved shootings*).

This Bureau also conducts administrative investigations of policy violations by Department members, as well as conducting administrative investigations of outside law enforcement agencies at their request.

As mentioned before, critical investigations such as OIS may stall for years before IAB can access documents, interview witnesses and make determinations. From the outside, persons involved or family members observe a process that is glacial, unproductive and potentially allows guilty LASD deputies to remain on active duty.

## **CONSENT DECREES**

Consent Decrees have not been given priority within the Sheriff's Department.<sup>85</sup> The oldest ones targeted community complaints against

---

<sup>83</sup> Interview on March 6, 2023 with LASD staff.

<sup>84</sup> PARS Public Manual of Policy and Procedures. Vol. 2: Organization and Function, Ch. 4. Executive Office (2-04/010.05-Internal Affairs Bureau). Version 2021.7.22.1 © 2023.  
<https://pars.lasd.org/Viewer/Manuals/10008/Content/10075> (Last Accessed February 15, 2023).

<sup>85</sup> Interview with LASD personnel on March 13, 2023.



the Antelope Valley Station and the jail conditions outlined in the CCJV report. These were set in 2015.<sup>86</sup>

To put this in perspective, since then, over \$20 million have been spent just funding Monitors for decree oversight.<sup>87</sup> The amount spent by remaining out of compliance is astronomical. In an interview, this Committee was told that to compare the Sheriff's Consent Decrees currently in effect, to the comparable LAPD consent Decree, their single decree cost the City \$400 million.<sup>88</sup> LASD currently has three in effect.

## **LAWSUITS AND RESTRAINING ORDERS**

The lawsuits against the Department also contribute to large financial losses. More importantly, lawsuits represent misconduct and that law-breaking has occurred while on-duty. The Federal Department of Justice and the State of California each have suits against LASD.<sup>89</sup> The American Civil Liberties Union (ACLU) has a permanent office in the Inmate Reception Center to monitor compliance with their restraining order, which requires the County to limit custody at the IRC to 24 hours at most and to improve conditions so they meet minimum standards. But advocates and community groups argue that the real solution requires County investment in alternatives to incarceration.<sup>90</sup>

Nearly \$50 million has been paid out to settle allegations of wrongful death, excessive force and other misconduct by Sheriff's deputies.<sup>91</sup> The civil lawsuits against the LASD brought forth by personnel and civilians of the County are too numerous to count.

## **CONSTITUTIONAL POLICING**

To bring the Sheriff's Department into compliance and create policies and procedures that create a healthy and productive working environment, there is a need for Constitutional Policing Advisors. In

---

<sup>86</sup> <http://antelopevalleysettlementmonitoring.info/>.

<sup>87</sup> Interview with LASD personnel on March 13, 2023 and LAPD personnel on October 13, 2022.

<sup>88</sup> Ibid.

<sup>89</sup> Interview on October 13, 2022 with LASD personnel. See also: <https://www.aclu.org/press-releases/aclu-seeks-court-order-against-la-county-over-horrific-conditions-jail-facility>.

<sup>90</sup> <https://www.aclu.org/press-releases/aclu-seeks-court-order-against-la-county-over-horrific-conditions-jail-facility>.

<sup>91</sup> ABC7 News. "LA County approves nearly \$50 million in sheriff's department lawsuit settlements," City News Service. November 2, 2022. <https://abc7.com/los-angeles-county-board-of-supervisors-sheriffs-department-settlements-excessive-force-lasd/12409453/> (Last Accessed April 3, 2023); *For Further reading, Cerise Castle, a report covering LASD Deputy gangs, submitted a Freedom of Information Request re: Cost breakdown by lawsuit settlements.* LA County Counsel's response can be read here: <https://knock-la.com/wp-content/uploads/2021/03/LASD-COUNTY-SETTLEMENTS-11.16.2020.pdf>



February 2022, Sheriff Luna announced the onboarding of CPAs into his Executive Office. From the lasd.org website:

"The Office of Constitutional Policing will play an important role in eradicating deputy gangs from the Department, in collaboration with the Undersheriff, the Civilian Oversight Commission and Inspector General; in bringing the Department into compliance with consent decrees; and in improving policies, procedures, and operations to ensure the Department is engaging in constitutional practices."<sup>92</sup>

On February 15, 2023, in an official press conference, Sheriff Luna announced,

"This is an incredible Department, but like any organization, we can always do better. The Office of Constitutional Policing will help our Department eradicate Deputy Gangs, comply with consent decrees, and ensure our policies, procedures, and operations uphold people's constitutional rights. This Office is an important step forward in my promise to bring new leadership and accountability to the Sheriff's Department."<sup>93</sup>

By having CPAs in-house and directly involved with operations, the Department can proactively address their issues and work to keep the Sheriff's Department *ahead* of compliance issues and ensure that money and resources aren't being wasted on being recalcitrant. All their direction and recommendations will be disbursed from the top ranks on down.<sup>94</sup>

We have also found that many verdicts against and settlements paid by the County for LASD misconduct *might* have been avoided if the Department implemented an effective CPA.<sup>95</sup> If even a percentage of the nearly \$50 million paid out by the County due to misconduct by

---

<sup>92</sup> LASD SIB Staff, "Sheriff Luna Creates Office of Constitutional Policing," February 15, 2023. <https://lasd.org/sheriff-luna-creates-office-of-constitutional-policing/>.

<sup>93</sup> *Sheriff Luna Creates Office of Constitutional Policing*. Sheriff Luna Creates Office of Constitutional Policing, Appoints Eileen Decker as Director. Post by: SIB Staff. Published February 15, 2023 <https://lasd.org/author/kegarcia/> (Last Accessed February 15, 2023).

<sup>94</sup> Interview on March 13, 2023 with LASD personnel.

<sup>95</sup> Interview with LASD personnel on March 13, 2023.





LASD could have been avoided then the CPA would have saved both money and lives.<sup>96</sup>

Our Committee has identified an area in which the CPAs can immediately address Department accountability. The lasd.org website has updated and expanded its "Transparency" webpage since the previous Sheriff's administration, but there is no published aggregate of current consent decrees, restraining orders and lawsuits involving oversight monitors.<sup>97</sup> There is a need to illustrate LASD's commitment to change and contextualize timelines surrounding outstanding consent decrees, restraining orders and lawsuits involving oversight monitors. Additionally on the same page, deputy-involved shooting body worn camera footage is now readily accessible and uploaded frequently but is accessible only as raw video files. We believe that publishing a contextual write up for each file would allow the public greater understanding of the videos on view.

We have found that access to this data is an excellent step for the LASD, but could lean on the CPAs to facilitate updating access to this information.

Additionally, throughout many of our interviews, we were informed that CPAs would be the perfect unit to identify and address poor leadership. Our Committee believes that CPAs should participate in teambuilding exercises with Station Sergeants to get them familiar with the role of the unit and understand the importance of disseminating, implementing and upholding their recommendations.

## **ACCOUNTABILITY AND OVERSIGHT**

To create strong systems for accountability is to instill a sense of *value* within the Department. Accountability for operations and a welcoming relationship with various oversight monitoring bodies allows for an ease of work flow and ethical practical management. Systemic accountability models a culture of productivity and professionalism to deputies and staff. The less accountability LASD takes for itself, the more out-of-

---

<sup>96</sup> ABC7 News. "LA County approves nearly \$50 million in sheriff's department lawsuit settlements," City News Service. November 2, 2022. <https://abc7.com/los-angeles-county-board-of-supervisors-sheriffs-department-settlements-excessive-force-lasd/12409453/> (Last Accessed April 3, 2023).

For Further reading, *Cerise Castle, a report covering LASD Deputy gangs, submitted a Freedom of Information Request (DTD 11/16/2020) re: Cost breakdown by lawsuit settlements.* <https://knock-la.com/wp-content/uploads/2021/03/LASD-COUNTY-SETTLEMENTS-11.16.2020.pdf>.

<sup>97</sup> <https://lasd.org/transparency/>.



compliance it is endangered of becoming, leading to costly missteps for the County as a whole.

## **OFFICE OF THE INSPECTOR GENERAL AND THE CITIZENS OVERSIGHT COMMISSION**

### **SPECIAL COUNSEL**

During the course of this investigative report, the Committee found that an unassuming entity has grown alongside the Department since the 1991 publishing of the Kolts Commission's comprehensive report into LASD operations and the handling of UOF incidents.

The Special Counsel was created to ensure the Kolts Commission's recommendations were implemented and followed as well as writing reports regarding the LASD's implementation of reforms and overall department progress.<sup>98</sup> Initially hired for a three year monitoring period, the project was extended until 2014. Over the course of its existence, the Special Counsel prepared thirty four semi-annual reviews addressing excessive force, deputy training programs, hit/no-hit shootings, how to handle mentally ill arrestees and the overall treatment of prisoners while in custody.<sup>99</sup>

In drafting new policies, establishing new procedures, or designing new training, the Special Counsel evaluated LASD's methods against best practice; as established by assessments of law enforcement agencies nationwide, model policies from national organizations, legal and academic research, and consultation by experienced professionals and law enforcement experts. The County also engaged the Police Assessment Resource Center (PARC) to work with the Special Counsel to monitor LASD. Over the twenty one years monitoring the Department, PARC pressed LASD to learn from fresh insights and new approaches adopted elsewhere. As a result, the number of new lawsuits against LASD overall and the number that required payout (in settlements or verdicts) went down in the period during which LASD followed PARC's recommendations.<sup>100</sup>

Over the span of twenty one years, the number of inadequately investigated or reviewed force incidents and civilian complaints

---

<sup>98</sup> Civil Rights Litigation Clearinghouse. Case: L.A. County Sheriff's Department (Kolts Report and Implementation) 1992-2014. <https://clearinghouse.net/case/1017/> (Last Accessed April 3, 2023).

<sup>99</sup> Civil Rights Litigation Clearinghouse. Case: L.A. County Sheriff's Department (Kolts Report and Implementation) 1992-2014. <https://clearinghouse.net/case/1017/> (Last Accessed April 3, 2023).

<sup>100</sup> Ibid.



appeared to slow. At the start of the project, LASD suffered from vigilante posses of deputy gangs intentionally circumventing the Department's formal chain of command. Force (reasonable or un-) was found to not be regularly reported and rarely thoroughly investigated. Under advisement from the Special Counsel, investigations and reviews of force incidents were consistently handled, which was seen as phenomenal progress.<sup>101</sup>

The Counsel was retired in its official capacity in 2014 and a different type of body, one granted with full subpoena power, was deemed better suited for monitoring the Department's culture, management and leadership. The Special Counsel can still be assembled to assist with conducting investigations and generating recommendations. There is a rich history and institutional knowledge in this body that can, *and should*, be utilized when thoroughly investigating aspects of LASD.

Most recently, in February 2023, the Special Counsel worked with the COC on their impressively in-depth and detailed report on deputy gangs and deputy cliques operating within the LASD. The Civilian Oversight Commission (COC) works in tandem with the OIG and has similar but lessened subpoena power.<sup>102</sup>

## **OFFICE OF THE INSPECTOR GENERAL**

The 2012 Report of the Citizens' Commission on Jail Violence made the recommendation to absorb the previous oversight monitoring agencies into one and create an independent agency that provides independent oversight for the Department and has full access to LASD and full subpoena power.<sup>103</sup> The OIG was created by County Ordinance in 2014 to maintain oversight and write reports directed to the BOS which in turn, contributes to LASD budget allocations, policies and procedures. There is also opportunity to facilitate the Department to address public hearings monthly on specific areas of interest.<sup>104</sup>

Sheriff Villanueva's tenure displayed a strong unwillingness to work with the OIG. This created unnecessary delays in mandated investigations, including hundreds of unanswered subpoena requests for mandatory testimony. (See **APPENDIX IV: OIG Spreadsheet of Outstanding**

---

<sup>101</sup> Ibid.

<sup>102</sup> Black, Lauren (Principle Deputy County Counsel), LASD COC, "Overview of COC Subpoena Power," February 22, 2020. <https://file.lacounty.gov/SDSInter/bos/supdocs/SubpoenaPowerOverview-CountyCounsel-2-22-2020.pdf>.

<sup>103</sup> "Report of the Citizens' Commission on Jail Violence," p.7. September 2012. <https://ccjv.lacounty.gov/wp-content/uploads/2012/09/CCJV-Report.pdf> (Last Accessed April 3, 2023)

<sup>104</sup> Office of the Inspector General, "About," 2023. <https://oig.lacounty.gov/about>



Subpoenas). During this time, the LASD cultivated an image of secrecy and promises of transparency were seemingly dropped.<sup>105</sup>

Throughout his term in office, former-Sheriff Villanueva intentionally and without justification refused to comply with and obstructed the duties of legally appointed oversight monitors.<sup>106</sup> On numerous occasions and as part of an orchestrated, intentional pattern, the former-Sheriff and his Executive Office refused to comply with subpoenas, requests for information, did not produce requested records and refused to appear before or cooperate meaningfully with legal oversight monitors.

Our Committee has found that the former Sheriff engaged in a concerted effort to obstruct the Civilian Oversight Commission (COC) and OIG, and thwarted the will of the people. The Sheriff is beholden to public oversight and duly appointed citizen overseers. Villanueva refused to testify before the COC on numerous occasions.<sup>107</sup> He further stated his contempt for the authority of the COC. "Villanueva has said the commission's efforts amount to a 'fake court hearing' and 'fake trial' designed to hurt his chances at reelection in November."<sup>108</sup>

Subpoenas are not optional. They are foundational to the rule of law. The Office and person of the former Sheriff are beholden to the rule of law and to legal and civilian oversight. This applies to all citizens of this republic. The former Sheriff has publicly challenged the authority of the BOS, OIG, and the COC. This obstruction include orders to subordinates, and he actively encouraged their refusal to testify.<sup>109</sup> The former Sheriff has denied this.

## **COMMUNITY POLICING AND REGAINING PUBLIC TRUST:**

Public trust in law enforcement is at an all-time low. Policing agencies nationwide have taken a contrarian position against the calls from society asking them to engage in a more collaborative approach and dialog surrounding safety and security.<sup>110</sup> The most important

---

<sup>105</sup> Multiple Interviews with Oversight Monitor Committee Members.

<sup>106</sup> Refer to **Appendix IV**.

<sup>107</sup> See [COC Motion Authorizing Issuance of Subpoenas for July 1, 2022 Hearing.pdf \(lacounty.gov\)](#); [COC Motion to Ratify Subpoenas.pdf \(lacounty.gov\)](#).

<sup>108</sup> Sheriff's officials tried to block testimony of key witness at 'deputy gang' hearing, lawsuit says LA Times By Alene Tchekmedyan, August 30, 2022 <https://www.latimes.com/california/story/2022-08-30/coc-deputy-gang-hearing-witness>.

<sup>109</sup> Ibid.

<sup>110</sup> Hood, M. Bret, FBI, LEB, "Us Versus them Effects of Group Dynamics on Leadership," June 11, 2015. <https://leb.fbi.gov/articles/featured-articles/us-versus-them-effects-of-group-dynamics-on-leadership>



relationship for the Department to foster is that with the public. Once public trust is lost it is not easily regained.

After investigating Constitutional and community policing initiatives within LASD, our Committee has found inadequate adoption and implementation of policies already in place for the Department.<sup>111</sup> Currently, LASD does not fully embrace COPS or community policing; especially on the deputy level.<sup>112</sup> This is especially illustrated by the prevalence of LEG members in the role of training officers and points to a failure to train and instruct sergeants and training officers properly by LASD leadership.<sup>113</sup>

During our investigation, our Committee identified a pattern of concern while researching confidential deposition testimony and settlement payouts. Often times LEG accusations were entwined with the conduct of LASD Training Officers. Numerous other published investigative reports have similarly identified this key breakdown in sustainable policy implementation; top-down modeling for the Department, specifically targeting the rank of Sergeant.<sup>114</sup>

Sergeants manage station operations and are the point position for deputies and staff day-to-day. If personal judgment or feelings of disenfranchisement overtake a Sergeant's willingness to enforce policies and procedures, chain-of-command breaks down. There have been efforts to reform and empower individuals holding this rank, but to date, no sustainable culture-shift has taken root.<sup>115</sup>

To reiterate, a thorough review of LASD training procedures is needed. Our Committee found that the Department is very good at parroting jargon but it is obviously failing to convey those values as anything but words. Training officers convey in word and deed the real day-to-day values of the LASD.<sup>116</sup> We realized a pattern when reviewing confidential litigation against the LASD that in the many accusations of LEG members, more often than not they were also training officers. When we read the COC's February 2022 report on LEGS, we found if you were

---

<sup>111</sup> Interview on December 5, 2022 with Oversight Monitor Committee Members.

<sup>112</sup> Ibid.

<sup>113</sup> Civilian Oversight Commission, "Report and Recommendations of the Special Counsel to Sheriff Civilian Oversight Commission Regarding Deputy Gangs and Deputy Cliques in the Los Angeles County Sheriff's Department," February 2023. (p. 22)- <https://tinyurl.com/4vc6ccpu>.

<sup>114</sup> Ibid, at p.50.

<sup>115</sup> Tyler, Neal. "Talking Ethics with Cops: A Practical Guide," Charles C. Thomas Publisher. 2016.

<http://www.mys1cloud.com/cct/ebooks/9780398091293.pdf>.

<sup>116</sup> Ibid.



a young deputy at East LA station, your training officers was likely an LEG member.<sup>117</sup>

Because there is now an established pattern of LEGs in training positions, much more care needs to be taken by LASD leadership in selecting candidates for those positions and implementing training methods. The Training Officers who are entrusted to implement policy to new staff members set the culture for new recruits from that point on.

### **BYSTANDER TRAINING FOR LAW ENFORCEMENT: A REFRAMING**

Developed by Georgetown University Law School, the Active Bystandership for Law Enforcement (ABLE) project focuses on teaching moral courage and active observation in the moment by LE for better outcomes between LE agencies and communities. ABLE identifies peer intervention as the most important component in changing LE culture.

Officers are able to reframe situations to stop potentially harmful occurrences from taking place. ABLE promises a more dynamic training system for those agencies looking for true cultural change, and not just window dressing and platitudes.<sup>118</sup> Our Committee was made aware of this training module during one of our inquiries and were pleasantly surprised to see such a nuanced approach to handling and deescalating on-duty UOF incidents. Currently the LASD is not a participant.

If ABLE were to be adopted by the Department, training would be essential and required of everybody, from the Sheriff and his Executive Office on down to trainees. The project focuses around practical intervention strategies designed to deescalate high-stakes situations before excessive force can be employed.<sup>119</sup> (For more details on the project, see **APPENDIX V**). If deputies are able to identify when a tense situation is escalating outside of policy and procedure, and can intervene before UOF accelerates into unlawful and/or potentially dangerous situations, they can protect both their partner and the detained citizen from unnecessary risk. ABLE proposes a deputy "distract, delegate and direct."<sup>120</sup>

---

<sup>117</sup> Civilian Oversight Commission, "Report and Recommendations of the Special Counsel to Sheriff Civilian Oversight Commission Regarding Deputy Gangs and Deputy Cliques in the Los Angeles County Sheriff's Department," February 2023. (p.22 )- <https://tinyurl.com/4vc6ccpu>

<sup>118</sup> Interview on December 12, 2022 with OIG staff.

<sup>119</sup> Georgetown Law School, "Active Bystandership in Law Enforcement (ABLE) Project," 2023. <https://www.law.georgetown.edu/cics/able/> (Last Accessed April 21, 2023).

<sup>120</sup> Ibid.



ABLE seems like an excellent approach for any modern law enforcement agency committed to a 21<sup>st</sup> century community policing ethos. Within the County, the second and third largest policing agencies have already bought in. The LBPD<sup>121</sup> and the LAPD<sup>122</sup> adopted an expanded ABLE course last year (2022) and both have clear training and practice explanations laid out on each department's website for public view. The LASD should follow suit.

## **REESTABLISHING PUBLIC TRUST**

As the Department rights itself internally, the focus on its interface with the public as well as local leadership must also be prioritized.

## **SHERIFF'S INFORMATION BUREAU: THE MEDIUM IS THE MESSAGE**

Former Sheriff Villanueva made his first "Sheriff's Statement" on January 3, 2020 responding to an LA Times article criticizing his handling of the Department.<sup>123</sup> In reviewing the SIB archives, his statements and responses increase in frequency and overtake general LASD news bulletins. During his four years in office, the SIB warped into a personal mouthpiece for Villanueva.

Since December 23, 2022, soon after Sheriff Luna assumed office, our Committee noticed a swift revamp of the *lasd.org* website.<sup>124</sup> The official social media accounts, @LASDHQ and @LACoSheriff quietly ended the personalized Sheriff's Statements after the election. The SIB pages published during Villanueva's term have been archived as a separate

---

<sup>121</sup> LBPD, "Long Beach Police Department Joins National ABLE Project," September 14, 2022. <https://www.longbeach.gov/police/press-releases/long-beach-police-department-joins-national-able-project/>.

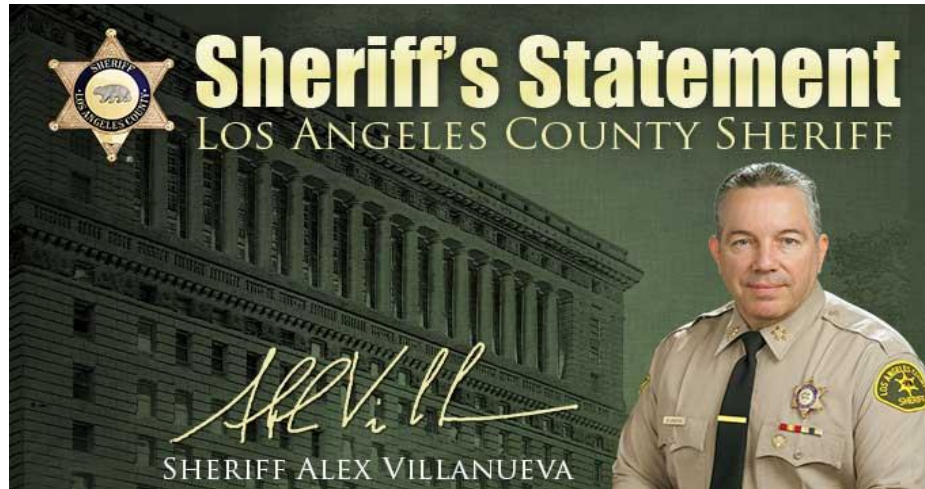
<sup>122</sup> Los Angeles Police Department, "Community Inquiries," 2023. [https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2022/09/Active\\_Bystander\\_for\\_LE\\_Instructor\\_10739-6328a6a0f2573.pdf](https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2022/09/Active_Bystander_for_LE_Instructor_10739-6328a6a0f2573.pdf).

To read more on the LAPD's ABLE course Module, visit:  
LAPD, "Los Angeles Police Department Active Bystandership for Law Enforcement (ABLE) Instructor: 1850-10739: Expanded Course Outline," August 23, 2022.

[https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2022/09/Active\\_Bystander\\_for\\_LE\\_Instructor\\_10739-6328a6a0f2573.pdf](https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2022/09/Active_Bystander_for_LE_Instructor_10739-6328a6a0f2573.pdf).

<sup>123</sup> Villanueva, Alex, LASD SIB, "Sheriff's Response to LA Times," January 3, 2020. <https://lasd.org/tag/latimes/>.

<sup>124</sup> SIB Staff, LASD, "Sheriff 33 Archive: this an Archive of lasd.org," December 23, 2022. <https://sheriff33.lasd.org/author/kegarcia/>.



**EXHIBIT 7:** LASD SIB Webpage. Villanueva began using the Department's official webpage for personal "Sheriff's Statements" on January 3, 2020. This header was attached to every release during his tenure.

website and contain an admonishment that all statements, letters and documents within belong exclusively to the former Sheriff and no longer reflect the views of the LASD. (See **Exhibit 8** below.)



**EXHIBIT 8:** The SIB webpages during Villanueva's term have been archived in such a way as to remain searchable, but not easily so. An admonishment makes clear that all material within the webpages are no longer reflective of the Department and belong to the former Sheriff exclusively.

We have observed that official Department content is now being presented as apolitical and non-partisan. This should be continued and expanded so that the SIB's new procedures for ensuring impartiality in reporting becomes standard moving forward.





In one of our interviews, our Committee was told that there was an active notice for hire for a new Director of the Information Bureau.<sup>125</sup> Candidates were being recruited mainly from outside the department in the hopes that a candidate would be found who is a seasoned public relations director and will lead the charge to modernizing and professionalizing how LASD information is distributed both internally and externally to the wider public.<sup>126</sup>

## **COMMUNITY PARTNERSHIPS**

The Sheriff's Civilian Oversight Commission's February 2023 report regarding deputy gangs made the recommendation to create a Community Advisory Committee (CAC) at every station.<sup>127</sup> Each CAC should consist of community members who have been vocal in their criticisms of law enforcement in addition to station 'boosters' who volunteer for membership. The purpose would be for Department personnel to learn about community concerns and create a model for collaborative, community policing.<sup>128</sup> CACs within the Department currently exist but not every station has an active branch.<sup>129</sup>

If Community Advisory Commissions were implemented Department-wide, public trust would be strengthened. County residents would have an active 'seat at the table' in conversations around neighborhood-specific policing practices.

LASD is in a great position to rebuild the Department as a world-class LE agency. They have the leadership, tools, and a lot of outside help. The CGJ lends our support to the Department with the publishing of this report.

---

<sup>125</sup> Interview on February 24, 2023 with LASD Executives.

<sup>126</sup> Ibid.

<sup>127</sup> Report and Recommendations of the Special Counsel to Sheriff Civilian Oversight Commission Regarding Deputy Gangs and Deputy Cliques in the Los Angeles County Sheriff's Department. Sheriff Civilian Oversight Commission and Special Counsel to the Commission. (P.52.) February 2023. <https://coc.lacounty.gov/reports> (Date Accessed March 3, 2023)

<sup>128</sup> Ibid.

2023. [https://file.lacounty.gov/SDSInter/bos/commissionpublications/report/1138014\\_DeputyGangsSpecialCounselReporttoCOC3.2.2023.PDF.PDF](https://file.lacounty.gov/SDSInter/bos/commissionpublications/report/1138014_DeputyGangsSpecialCounselReporttoCOC3.2.2023.PDF.PDF).

<sup>129</sup> Interviews with LASD personnel on December 5, 2022.



## **FINDINGS**

1. California Penal Code section 13670 prohibits LEGs within all police departments state-wide. Currently, there are known gangs still in operation within LASD.
2. The official logos, badges, emblems and uniforms representative of the LASD add credence and legitimacy to orders, communications or property.  
  
LEG logos and emblems, such as the East LA Station's "Fort Apache" logo, are currently on display at certain LASD property.
3. When an LASD member uses politicized, opinionated language while dressed in uniform, it is assumed that they are speaking on behalf of the LASD's official statements.
4. The Special Counsel has been a key part of generating findings and recommendations for Department progress since 1991 but as illustrated in reports released over the last thirty years, LASD has not followed through on many of the recommendations.
5. The Constitutional Policing Unit has been established as an advising body within the Sheriff's Executive office. All their direction and recommendations will be disbursed from the top ranks on down.
6. The lasd.org website has updated and expanded its TRANSPARENCY page, but there is no published aggregate of current consent decrees, restraining orders and lawsuits involving oversight monitors.
7. There is a need to illustrate LASD's commitment to change and meet timelines surrounding outstanding consent decrees, restraining orders and lawsuits involving oversight monitors.
8. The lasd.org website has updated and expanded its TRANSPARENCY page, and deputy-involved shooting footage from body worn cameras is now readily accessible and uploaded frequently but as raw video files.
9. Only officer involved shootings where a person is hit (intentional or not) are submitted to the DA's office for investigation.
10. Previously, the SIB was used appropriately, but in recent years, it warped into a mouthpiece for a man instead of remaining an unbiased arm of the LASD.



11. If Community Advisory Commissions were implemented Department-wide, public trust would be strengthened. County residents would have an active 'seat at the table' in conversations around neighborhood-specific policing practices.
12. Training LASD staff in officer-centered bystander training deescalates potentially excessive UOF incidents.
13. Internal criminal investigations submitted to the DA's office can take as long as three years. No concurrent investigation is allowed and the LASD must wait to open their own until after the DA's office submits their findings.

## **RECOMMENDATIONS**

- 1.1 (a) If LEG membership is disclosed, the staff admission should be noted in employee personnel file and submitted to an intra-office database tracking LEG membership, rehabilitation and recidivism.
- 1.1 (b) If willingly disclosed, leadership personnel should flag employee for counseling and constructive monitoring.
- 1.1 (c) If uncovered involuntarily, staff belonging to an LEG must begin an immediate review process to determine membership and follow a termination process consistent with the law and due process.
- 1.1 (d) If leadership is made known of a staff member's involvement in an LEG and action is ignored, punishment delayed or aid provided to conceal illegal gang status, they should be immediately removed from ranked duties pending review.
- 1.2. All identified LEG logos and emblems, including the "Fort Apache" logo at the East La Station, must be removed from all LASD stations and property.
- 1.3. LASD personnel must hold themselves to a strict non-partisan personae while in uniform and comply strictly with official policies and procedures.



- 1.4. LASD and oversight monitors should publicize the existence of the Special Counsel by adding contact information somewhere on their public websites.
- 1.5. (a) The CPAs should participate in teambuilding exercises with Station Sergeants to get them familiar with the role of the unit and understand the importance of disseminating, implementing and upholding the CPA's recommendations.
- 1.6 CPAs should publish written progress reports published to a dedicated tab located on lasd.org/transparency.
- 1.7. Add a link on the lasd.org TRANSPARENCY page listing ongoing consent decrees, restraining orders and lawsuits involving oversight monitors.
- 1.8. Require a brief, written discussion of events leading up to the shooting incident and any findings or results in order to give videos context.
- 1.9. All weapon discharge cases should be submitted to the DA's office for outside review.
- 1.10. (a) The Incoming SIB director should establish new Information policies and procedures to reflect modern marketing and information sharing trends.
- 1.10. (b) Collaborate with the COPS Bureau to ensure updated policies and procedures are focused on best practices on how the public should best receive Department communications.
- 1.11. Implement CACs Department-wide.
- 1.12. LE Bystander Training programs like the DOJ's ABLE should be incorporated into standing LASD Training.
- 1.13. The DA's office must develop a quick evaluation to determine if a case needs immediate action or if could be kicked back to the LASD for an internal investigation.



## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
 Clara Shortridge Foltz Criminal Justice Center  
 Los Angeles County Grand Jury  
 210 W. Temple Street, Thirteenth Floor, Room 13-303  
 Los Angeles, CA 90012

Responses to the recommendations above are requested from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	1.1-1.13
Los Angeles Sheriff’s Department, Sheriff	1.1-1.13
Office of the Inspector General	1.4,
Civilian Oversight Commission	1.4
Los Angeles County District Attorney’s Office	1.9, 1.13

## ACRONYMNS

**ABLE** Active Bystandership in Law Enforcement Project  
**BOS** Board of Supervisors  
**CA** California (State)



<b>CAC</b>	Community Advisory Committee
<b>CCJV</b>	Citizens' Commission on Jail Violence
<b>CEO</b>	Chief Executive Officer
<b>COPS</b>	Community Oriented Policing Services
<b>CPA</b>	Constitutional Policing Advisors
<b>CGJ</b>	Los Angeles County Civil Grand Jury
<b>COC</b>	Civilian Oversight Commission
<b>DA</b>	District Attorney
<b>GC</b>	Government Code
<b>IAB</b>	Internal Affairs Bureau
<b>IRC</b>	Inmate Reception Center
<b>LA</b>	Los Angeles (City or County)
<b>LAPD</b>	Los Angeles Police Department
<b>LBPD</b>	Long Beach Police Department
<b>LASD</b>	Los Angeles Sheriff's Department
<b>LE</b>	Law Enforcement
<b>LEG</b>	Law Enforcement (Deputy) Gang
<b>OIG</b>	Office of the Inspector General
<b>OIS</b>	Officer Involved Shooting
<b>PARC</b>	Police Assessment Resource Center
<b>PARS</b>	Policy Archival and Retrieval System
<b>PC</b>	Penal Code
<b>PID</b>	Public Integrity Detail
<b>POST</b>	Police Officer Standards Training
<b>SIB</b>	Sheriff's Information Bureau
<b>SWAT</b>	Specialized Weapons and Tactics
<b>UOF</b>	Use of Force

## **COMMITTEE MEMBERS**

James Childress	Chairperson
Leslie C. Flo	Co-Chairperson
Deborah Humphrey	Secretary
Donald Gonzales	
LeRoy R. Titus	



# APPENDIX I. Reporters Committee for Freedom of the Press. Re: Threat to investigate *Los Angeles Times* reporter Alene Tchekmedyan

## REPORTERS COMMITTEE

FOR FREEDOM OF THE PRESS

1156 15th St. NW, Suite 1020  
Washington, D.C. 20005  
(202) 795-9300 • [www.rcfp.org](http://www.rcfp.org)

Bruce D. Brown, Executive Director  
[bbrown@rcfp.org](mailto:bbrown@rcfp.org) • (202) 795-9301

### STEERING COMMITTEE CHAIRMAN

STEPHEN J. ADLER

### STEERING COMMITTEE MEMBERS

WOLF BLITZER

CNN

DAVID BOARDMAN

*Temple University*

THEODORE J. BOUTROUS, JR.

*Gibson, Dunn & Crutcher LLP*

MASSIMO CALABRESI

*Time Magazine*

LYNETTE CLEMETSON

*University of Michigan*

MANNY GARCIA

*Austin American-Statesman*

EMILIO GARCIA-RUIZ

*San Francisco Chronicle*

JOSH GERSTEIN

*POLITICO*

ALEX GIBNEY

*Jigsaw Productions*

SUSAN GOLDBERG

*National Geographic*

GAIL GOVE

*NBCUniversal*

JAMES GRIMALDI

*The Wall Street Journal*

LAURA HANDMAN

*Davis Wright Tremaine*

DIEGO IBARGÜEN

*Heurist*

JEREMY JOJOLA

*9NEWS Colorado*

KAREN KAISER

*Associated Press*

KIMBRIEL KELLY

*The Los Angeles Times*

DAVID LAUTER

*The Los Angeles Times*

MARGARET LOW

*WBUR*

COLLEEN MCCAIN NELSON

*The McClatchy Company*

MAGGIE MULVHILL

*Boston University*

JAMES NEFF

*The Philadelphia Inquirer*

NORMAN PEARLSTINE

*New York, New York*

THOMAS C. RUBIN

*Stanford Law School*

BRUCE W. SANFORD

*BakerHosteler, ret.*

CHARLIE SAVAGE

*The New York Times*

JENNIFER SONDAK

*Bloomberg News*

NABIHA SYED

*The Markup*

ADAM SYMSON

*The E.W. Scripps Company*

PIERRE THOMAS

*ABC News*

MATT THOMPSON

*The New York Times*

VICKIE WALTON-JAMES

*NPR*

JUDY WOODRUFF

*PBS The NewsHour*

SUSAN ZIRINSKY

*CBS News*

### HONORARY LEADERSHIP COUNCIL

J. SCOTT APPLEWHITE, *Associated Press*

CHIP BOK, *Creators Syndicate*

DAHLIA LITHWICK, *Slate*

TONY MAURO, *American Lawyer Media, ret.*

JANE MAYER, *The New Yorker*

ANDREA MITCHELL, *NBC News*

CAROL ROSENBERG, *The New York Times*

PAUL STEIGER, *ProPublica*

SAUNDRA TORRY, *Freelance*

*Affiliations appear only for purposes of identification.*

By email

April 28, 2022

Sheriff Alex Villanueva  
Los Angeles County Sheriff's Department  
211 W. Temple St.  
Los Angeles, CA 90012

Re: Threat to investigate *Los Angeles Times* reporter Alene Tchekmedyan

Dear Sheriff Villanueva:

The undersigned are members of state and local news media, national news organizations with properties in California, wire services, and nonprofit groups that protect the rights of journalists to gather and report the news. We write to condemn in the strongest terms your threat to investigate *Los Angeles Times* reporter Alene Tchekmedyan for her coverage of a matter of clear public concern: misconduct in the Los Angeles Sheriff's Department (LASD).

As you know, Tchekmedyan has reported on an attempt by LASD officials "to cover up an incident in which a deputy knelt on the head of a handcuffed inmate for three minutes," an incident captured on surveillance video. Alene Tchekmedyan, *Fearing Bad Publicity, LASD Covered Up Case of Deputy Who Knelt on Inmate's Head*, L.A. Times (Mar. 26, 2022), <https://lat.ms/3LpJVz2>. Most recently, she covered the filing of a claim against the County of Los Angeles that alleges you learned of the incident shortly after it occurred but attempted to conceal it because "[w]e do not need bad media at this time." Alene Tchekmedyan, *Claim Alleges Sheriff Villanueva Directed Cover-Up of Deputy Kneeling on Inmate*, L.A. Times (Apr. 25, 2022), <https://lat.ms/3MEmtP3>.

At a press conference this week, you displayed Tchekmedyan's photo and listed her as one of "three people [who] have some important questions to answer" in a criminal probe of the video's disclosure, insisting that "[a]ll parties to the act are subjects of the investigation." Harriet Ryan & Brittany Mejia, *Villanueva Backs Off Investigation of Times Reporter Who Revealed Cover-Up*, L.A. Times (Apr. 26, 2022), <https://lat.ms/3xXjUTT>. Notwithstanding your belated clarification that the Department has "no interest in pursuing . . . criminal charges against any reporters," *id.*, your explicit threat to pursue a retaliatory investigation of a journalist covering the official conduct of you and the Department is an affront to the First Amendment and a violation of your public trust with the people of Los Angeles.

Despite your suggestion that the *Times*' reporting implicates "a huge, complex area of law," Tchekmedyan's rights are clearly established. Katie Robertson, *Los Angeles Sheriff, Accused of Cover-Up, Opens Investigation into*



## APPENDIX II. (2 Pages)

### Excerpt from LAPD Department Manual: Participation in LEGs

DEPARTMENT MANUAL  
VOLUME I  
Revised by Special Order No. , 2021

*PROHIBITION OF PARTICIPATION IN LAW ENFORCEMENT GANGS. Building and preserving trust between the community and law enforcement is crucial to effectively maintaining Department operations, reducing crime and ensuring the safety of occupants and businesses within our City. Participation in law enforcement gangs has proven to undermine the objectives of law enforcement and violates the fundamental principles of professional policing.*

*All Department personnel are prohibited from participating in a law enforcement gang. A violation of this policy shall be grounds for termination.*

*California Penal Code Section 13670 defines a "law enforcement gang" as a group of peace officers within a law enforcement agency who may identify themselves by a name and may be associated with an identifying symbol, including, but not limited to, matching tattoos, and who engage in a pattern of on-duty behavior that intentionally violates the law or fundamental principles of professional policing, including, but not limited to: excluding, harassing, or discriminating against any individual based on a protected category under federal or state antidiscrimination laws; engaging in or promoting conduct that violates the rights of other employees or members of the public; violating agency policy; the persistent practice of unlawful detention or use of excessive force in circumstances where it is known to be unjustified; falsifying police reports; fabricating or destroying evidence; targeting persons for enforcement based solely on protected characteristics of those persons; theft; unauthorized use of alcohol or drugs on-duty; unlawful or unauthorized protection of other members from disciplinary actions; and, retaliation against other officers who threaten or interfere with the activities of the group.*

*In addition to completing its own investigations, the Department shall cooperate with the Office of the Inspector General, the Attorney General, and/or any other authorized agency investigating such gangs within the Department.*





# Letter from the LAPD Office of the Chief of Police: Prohibition of Participation in Law Enforcement Gangs- Established

## OFFICE OF THE CHIEF OF POLICE

### SPECIAL ORDER NO.

### APPROVED BY THE BOARD OF POLICE COMMISSIONERS ON

### SUBJECT: PROHIBITION OF PARTICIPATION IN LAW ENFORCEMENT GANGS – ESTABLISHED

**PURPOSE:** On January 1, 2022, California Assembly Bill (AB) 958 will become effective by adding Section 13670 to the California Penal Code, prohibiting the participation in a law enforcement gang by any law enforcement officer. California Penal Code Section 13670 defines "law enforcement gang" as a group of peace officers within a law enforcement agency who may identify themselves by a name and may be associated with an identifying symbol, including, but not limited to, matching tattoos, and who engage in a pattern of on-duty behavior that intentionally violates the law or fundamental principles of professional policing, including, but not limited to: excluding, harassing, or discriminating against any individual based on a protected category under federal or state antidiscrimination laws; engaging in or promoting conduct that violates the rights of other employees or members of the public; violating agency policy; the persistent practice of unlawful detention or use of excessive force in circumstances where it is known to be unjustified; falsifying police reports; fabricating or destroying evidence; targeting persons for enforcement based solely on protected characteristics of those persons; theft; unauthorized use of alcohol or drugs on duty; unlawful or unauthorized protection of other members from disciplinary actions; and, retaliation against other officers who threaten or interfere with the activities of the group.

The Department fully recognizes that participation in any law enforcement gang undermines the Department's mission and core values, and damages the trust between the Department and the communities that it serves. The purpose of this Order is to establish Department Manual Section 1/271.10, *Prohibition of Participation in Law Enforcement Gangs*.

**PROCEDURE:** Department Manual Section 1/271.10, *Prohibition of Participation in Law Enforcement Gangs*, has been established. The established Department Manual Section is attached.

**AMENDMENTS:** This Order adds Section 1/271.10 to the Department Manual.

**AUDIT RESPONSIBILITY:** The Commanding Officer, Audit Division, shall review this directive and determine whether an audit or inspection shall be conducted in accordance with Department Manual Section 0/080.30.

MICHEL R. MOORE  
Chief of Police

Attachment

DISTRIBUTION "D"



## APPENDIX III. LBPD Policy Manual (p.23)

MANUAL of the Long Beach Police Department

PERSONAL CONDUCT

Employees are prohibited from engaging in the following activities while on-duty:

- Consumption of alcohol/intoxicants by Departmental personnel **unless consumed to further a police purpose.** (Also see 3.24, 3.25)
- Sleeping
- Recreational reading (excluding lunch hour)
- Conducting personal business (excluding lunch hour)
- Gambling (unless to further a police purpose)
- Loafing (failure to be attentive to police business)

### 3.6 PERSONAL CONDUCT

Employees shall be courteous and civil at all times in their relationship with one another. On-duty, and particularly in the presence of other officers, employees or the public, officers shall be referred to by rank. (Also see 3.11)

### 3.7 STANDARD OF CONDUCT

Employees shall conduct their private and professional lives in such a manner as not to harm the integrity or reputation of the Department.

#### 3.7.1 PROHIBITED CONDUCT – PARTICIPATION IN A LAW ENFORCEMENT GANG

Revised February 23, 2023  
The Office of the Chief of Police will have review responsibility.

A "Law enforcement gang" means a group of peace officers within a law enforcement agency who may identify themselves by a name, may be associated with an identifying symbol, and engage in a pattern of on-duty behavior that intentionally violates the law or fundamental principles of professional policing [Penal Code §13670 (a)(2)].

Whether on or off-duty, employees shall not participate in a law enforcement gang. A violation of this section shall constitute grounds for termination.

### 3.8 COOPERATION

Cooperation between the ranks and units of the Department is essential to effective law enforcement. Therefore, all members are strictly charged with establishing and maintaining a high spirit of cooperation with the Department.

#### 3.8.1 COOPERATING IN DEPARTMENTAL INVESTIGATIONS

Employees are required to answer questions or provide material and relevant statements to the proper authority in a Departmental personnel investigation, when directed. Failure to comply may result in the employee being found insubordinate and subject to disciplinary action.



# APPENDIX IV. OIG Spreadsheet of Outstanding Subpoena Requests

Office of Inspector General Subpoenas Issued and Served						
#	Date Issued	Date Served	Issued by	Issued to	Subject	Status
1	05/11/20	5/12/2020	CO-C/OIG	Alex Villanueva	Covid in LA labs	Successful litigation, OSC dismissed because the Sheriff agreed to attend COC
2	05/26/20	5/27/2020	CO-C/OIG	SOT to COR Kobe Helicopter Crash Documents (produce documents)	Photo destruction	No action
3	02/25/21	3/4/2021	OIG	Alex Villanueva (deputy gangs)	Deputy Gangs	Successfully defended a petition by the Sheriff. Sheriff appeared but refused to take an oath; litigation in process; Sheriff then appeared and provided testimony on 4/22/22; some questions were not answered
4	08/24/21	8/28/2021	OIG	SOT to Murakami Investigations of Oversight (produce documents and personally appear)	Investigations of Oversight	Currently in discussions with counsel regarding confidential concerns for Murakami's appearance. Original Appearance date was 9/14/21; while OIG was willing to agree to a new date, no progress has been made; litigation anticipated
5	08/24/21	8/28/2021	OIG	SOT to COR Investigations of Oversight (produce documents and personally appear)	Investigations of Oversight	Currently in discussions with counsel regarding confidential concerns for Murakami's appearance. Original Appearance date was 9/14/21; while OIG was willing to agree to a new date, no progress has been made; litigation anticipated
6	08/25/21	8/28/2021	CO-C/OIG	Alex Villanueva	9/23/22 COC Meeting	11/02/21
7	10/15/21		COC	Alex Villanueva	10/21/22 COC Meeting	12/07/21
8	10/15/21		COC	Timothy Murakami	10/21/22 COC Meeting	09/23/21
9	10/22/21	10/09/2022	CO-C/OIG	Alex Villanueva	11/18/22 COC Meeting	10/21/21
10	10/22/21	10/09/2022	CO-C/OIG	Mark Lillienfeld	11/18/22 COC Meeting	11/18/21
11	10/29/21	11/15/2021	OIG	Adam Loew (recorded conversation and email to Murakami about paste of investigation)	Lillienfeld intimidation of Loew	Lillienfeld did not appear; litigation anticipated
12	04/07/22	4/7/2022	OIG	Alex Villanueva	Lillienfeld intimidation of Loew	12/02/21
13	04/28/22	4/28/2022	OIG	Timothy Murakami	Escalante Incident	Loew did not appear; litigation possible
14	04/28/22	4/28/2022	OIG	Anthony Blanchard	Escalante Incident	Sheriff did not provide information requested; litigation anticipated
15	04/28/22	5/6/2022	OIG	Matthew Burson	Kennedy Hall Incident	05/20/22
16	06/01/22	6/3/2022	OIG	Alex Villanueva	Blanchard Computer Forensics and HOI Video	05/19/22
17	07/11/22	7/11/2022	COC (OIG assisted)	COR (produce documents and personally appear)	Kennedy Hall Incident / ICIB "tattoo committee"	5/12/2022
18	08/19/22	8/24/2022	COC (OIG assisted)	Sheriff Alex Villanueva	Kennedy Hall Incident / ICIB investigation	6/30/2022
19	9/14/22	9/14/22	OIG	Lt Mark Lopez	OIG COC Transparency Tracker's BFD	8/15/2022
20						County Counsel not taking action on non-appearance due to lack of good cause declaration on the subpoena
21						SDT - pending.
22						LASD (Ms. Miller-Santini) accepted service on 9/14/22 via email response at 9:48 p.m. PST.; LASD has not indicated whether they intend to comply with SDT a/o 9/21/22.
23						
24						



## **APPENDIX V.**

### **Active Bystandership in Law Enforcement Project**

#### **MAIN OBJECTIVES<sup>130</sup>**

- **Community Support.** Letters of acknowledgement from four entities are needed; two from community organizations, one from the agency leader and one from the mayor or other government leader.
- **ABLE Training.** Mandatory from recruits to command staff, plus annual refresher courses.
- **Dedicated Coordination.** Assign a designated program coordinator who will roll out, promote and reinforce.
- **Program Awareness.** Have regular internal and external communications promoting the principles and benefits of peer intervention.
- **Accountability.** Establish a strong, written anti-retaliation policy ensuring that interveners are not punished or ostracized— or if they are, that the agency will fully investigate.
- **Officer Wellness.** Adopt a program including access to counselors or social workers for guidance and support.
- **Reporting.** Report obligations that don't change from pre-ABLE participation.
- **Measuring Officer Perceptions.** Survey personnel pre- and post-implementation for all who have received ABLE training.
- **Follow-Through.** Ensure department-wide implementation happens and that it does with the full support of agency leadership.
- **Paying It Forward.** All ABLE-certified instructors in the agency can be made available to help train other agencies accepted into the program.

---

<sup>130</sup> Georgetown Law School, "Active Bystandership in Law Enforcement (ABLE) Project," 2023. <https://www.law.georgetown.edu/cics/able/> (Last Accessed April 21, 2023)



**STORM WATER CAPTURE  
AND WASTEWATER REUSE**



# STORMWATER CAPTURE AND WASTEWATER REUSE

## SUMMARY

When the committee started this investigation, California was in the midst of a multi-year drought. Climatologists predicted the drought would extend through 2023. How wrong they were. “Atmospheric Rivers” have dropped record rain and snowfall on California, and reservoirs are filling up at an accelerated rate. This does not mean we are out of the drought. The water supply for Los Angeles County (County) is still in jeopardy. We continue to pump more water from our aquifers than we replace, and we still have to import water to meet our needs.

Since the early 1900s, the Los Angeles area has relied more and more on imported water from Northern California (Owens Valley, Mono Lake, and the Sacramento River Delta) and the Colorado River to provide our water. At the beginning of this investigation, the reservoirs in Northern California were at less than fifty percent (50%) full and the two largest reservoirs on the Colorado River (Lakes Powell and Mead) were at record lows. In the last twenty-three years the annual flow of the Colorado River has declined about twenty percent (20%). Fifty-five percent (55%)<sup>1</sup> of the water we use is imported from these sources. This amount is roughly 800,000 acre feet (AF) a year. The current drought is threatening this supply. We must find a way to become less dependent on imported sources of water.

Three ways to become less dependent on imported water are (1) capturing and reusing stormwater runoff, (2) recycling treated wastewater, and (3) producing Advanced Treated Water (ATW) from wastewater. ATW is equivalent to potable water. A fourth method, desalinization of sea water, was not considered herein because of cost and environmental concerns.

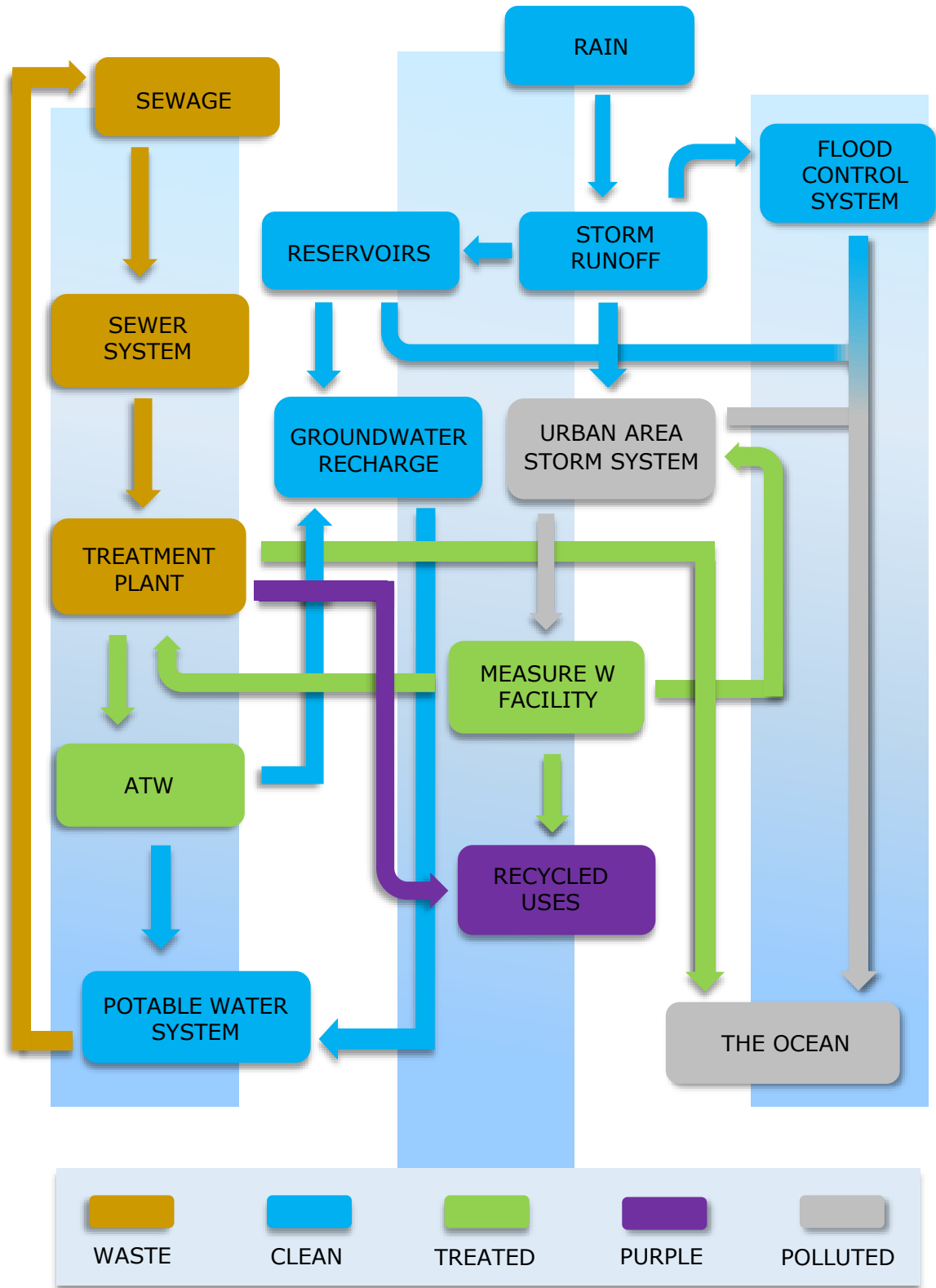
Based on permeable area and soil infiltration rates, we estimate that sixty percent (60%) of the total rain that falls on Los Angeles County runs off into the Pacific Ocean. This represents a loss of about 1.1 million AF of water in an average year. Additionally, approximately 560,000 AF

---

<sup>1</sup> [https://ourcountyla.org/wp-content/uploads/2018/08/Our-County-Water-Briefing\\_For-Web.pdf](https://ourcountyla.org/wp-content/uploads/2018/08/Our-County-Water-Briefing_For-Web.pdf), p. 9. (accessed 02/06/2023)



of treated wastewater is discharged to the Pacific Ocean every year. This is a total loss of 1.66 million AF of water a year, more than we currently import.



## STORMWATER & WASTEWATER FLOW CYCLE

EXHIBIT 1: Stormwater & Wastewater Flow Cycle Chart.





In a typical year, 65,000 AF of the imported water is used to replenish our groundwater. To replace only this portion of our import, we would need to capture and utilize just four percent (4%) of the water that now flows to the ocean.

In this report, we identify existing stormwater and wastewater recapture efforts and the impact these efforts can have on the availability of water. We also highlight some obstacles affecting these efforts and make recommendations to mitigate these obstacles.

## BACKGROUND

Water is the lifeblood of Southern California. Much of Southern California history revolves around efforts to increase the quantity and quality of the water supply. The Los Angeles Basin is located in a semi-arid area, and rainfall is limited. The Los Angeles Basin, for the purpose of this report, encompasses the area bounded by Ventura County on the north, Orange County on the south, the San Gabriel Mountains on the east and the Pacific Ocean on the west. In order to meet the water needs of the residential, commercial, and industrial users in the Los Angeles Basin, the natural rainfall is augmented by imported water. The three main importers of water are the City of Los Angeles (City), the California Department of Water Resources (DWR), and the Metropolitan Water District of Southern California (MWD). Currently, the combined amount of water these three agencies import is about 800,000 AF per year<sup>2</sup>.

Interestingly, the City possesses Pueblo Water Rights originally conveyed under Spanish and Mexican law. These Rights have been judicially recognized by the California Supreme Court<sup>3</sup> and allow the City to claim ownership of all water tributary to the Los Angeles River above its confluence with the Arroyo Seco River (roughly the area north of the intersection of the 5 and 110 Freeways). This ownership includes both surface and sub-surface water, including water within the San Fernando Basin aquifer.

Before the 20<sup>th</sup> century, the water needs of the Los Angeles Basin were met by a combination of surface flows from the Los Angeles, San Gabriel, and Rio Hondo Rivers, local wells, and pumping from the San Fernando Groundwater Basin. However, in the early 1900s, the City administration realized that if the City were to grow, it would need an additional source of water. They looked to the north. In 1905, bonds

---

<sup>2</sup> Interviews with MWD and DWP

<sup>3</sup> [L.A. No. 30119. Supreme Court of California. May 12, 1975.] CITY OF LOS ANGELES v. CITY OF SAN FERNANDO (1975) 14 Cal.3d 199.



were sold to provide funds to design an aqueduct to import water from northern California. In 1907, additional bonds were sold to begin construction of the Los Angeles Aqueduct (LAA) to import water from the Owens River Valley in eastern California. The LAA was completed in 1913 and began bringing water from the Owens Valley to the City. In the early 1920s, it became apparent that the LAA was not going to meet the growing needs of the area and interest began to focus on the Colorado River as another source of water for both the City and the larger Southern California area. In 1928, the MWD was created by the State Legislature to construct and operate an aqueduct to import water from the Colorado River. Planning was started on the Colorado River Aqueduct (CRA) in 1929, and water delivery began in 1939. In 1940, the LAA was extended further north to the Mono Lake Basin to add to the City's supply of water. As the Southern California region continued to prosper and grow, more water was needed. In the 1960s, an additional aqueduct was built by the DWR to bring water from the Sacramento River Delta to Southern California.

These resources are not the panacea originally anticipated. The twenty (20) +/- year drought in the Southwest has severely impacted these supplies. In 2021 and 2022, the MWD received only 5% (95,000 AF) of its allocated amount of water (1,900,000 AF) from the DWR. In 2023, it is anticipated that number will rise to thirty percent (30%). To help mitigate the loss of the DWR water, the MWD is purchasing additional water from farmers in Riverside and Imperial Counties by paying them to fallow their fields. But only a few are willing to give up their water and they, the farmers, have first right to the Colorado River water.

Rights to Colorado River water are complicated. Rights are based on the "Law of the River."<sup>4</sup> The Law of the River is based on the 1922 Colorado River Compact and subsequent agreements, laws, and court decisions. The Compact is an agreement between seven states (Colorado, Utah, Wyoming, New Mexico, Nevada, Arizona, and California) and Mexico dividing up the amount of water each is allowed to take from the River and which entities have priority. California has first priority and a yearly allotment of 4.4 million AF. Of the 4.4 million AF, the Los Angeles Basin receives 600,000 AF.

Additional sources are needed to ensure that the current and future water needs of Southern California can be met. These additional sources include additional conservation efforts, recycled wastewater and

---

<sup>4</sup> <https://www.usbr.gov/lc/region/g1000/lawofrvr.html> (accessed 03/24/2023)



captured stormwater runoff, both in the mountains above the Los Angeles Basin and within its urban communities.

## METHODOLOGY

The committee's research consisted of reviewing reports from the Sanitation Districts of Los Angeles County (SDLAC), the Los Angeles County Department of Public Works (LACDPW), the Los Angeles Department of Water and Power (LADWP), the MWD, the Water Replenishment District (WRD), the Los Angeles City Sanitation and Environment Division of the Bureau of Engineering (LACSE), and others. These documents included:

- (1) LA River Master Plan, 2022<sup>5</sup>
- (2) LADWP Urban Water Management Plan, 2020<sup>6</sup>
- (3) LADWP Stormwater Capture Master Plan, August, 2015<sup>7</sup>
- (4) Safe Clean Water Program Regional Program Committee Handbook
- (5) A WRD publication entitled "Protecting Our Groundwater", 2021
- (6) Regional Groundwater Monitoring Report, water year 2019-2020<sup>8</sup>
- (7) Watermaster Reports for both the Central<sup>9</sup> and West Basins, 2020-2021
- (8) California Water Supply Strategy, August, 2022<sup>10</sup>
- (9) LA River Revitalization Master Plan, April, 2007<sup>11</sup>
- (10) Pacific Institute: The Untapped Potential of California's Urban Water Supply, April 2022<sup>12</sup>

In addition, we interviewed representatives from each of the above agencies as well as representatives of the following:

- (1) Stormwater/Environmental Compliance Division of the City of Long Beach Engineering Department
- (2) Long Beach Water Department
- (3) Los Angeles Waterkeeper

---

<sup>5</sup> <https://pw.lacounty.gov/uploads/swp/LARiverMasterPlan-FINAL-DIGITAL-COMPRESSED.pdf>

<sup>6</sup> <https://www.ladwp.com/cs/groups/ladwp/documents/pdf/mdaw/nzyy/~edisp/opladwpcbb762836.pdf>

<sup>7</sup> [https://cawaterlibrary.net/wp-content/uploads/2017/06/LADWPStormwaterCaptureMasterPlan\\_MainReport\\_101615.pdf](https://cawaterlibrary.net/wp-content/uploads/2017/06/LADWPStormwaterCaptureMasterPlan_MainReport_101615.pdf)

<sup>8</sup> <https://www.wrd.org/files/01d7a23c4/Regional+Groundwater+Monitoring+Report+2019-2020.pdf>

<sup>9</sup> [http://users.neo.registeredsite.com/1/4/6/11331641/assets/CB\\_2021\\_Watermaster\\_Report.pdf](http://users.neo.registeredsite.com/1/4/6/11331641/assets/CB_2021_Watermaster_Report.pdf)

<sup>10</sup> <https://resources.ca.gov/-/media/CNRA-Website/Files/Initiatives/Water-Resilience/CA-Water-Supply-Strategy.pdf>

<sup>11</sup> [http://clkrep.lacity.org/onlinedocs/2006/06-0186\\_rpt\\_misc\\_4-23-07.pdf](http://clkrep.lacity.org/onlinedocs/2006/06-0186_rpt_misc_4-23-07.pdf)

<sup>12</sup> [https://pacinst.org/wp-content/uploads/2022/04/PI\\_California\\_Untapped\\_Urban\\_Water\\_Potential\\_2022-1.pdf](https://pacinst.org/wp-content/uploads/2022/04/PI_California_Untapped_Urban_Water_Potential_2022-1.pdf)



- (4) Watermasters of the Upper Los Angeles River Area and the San Gabriel Valley Water District
- (5) Friends of the Los Angeles River
- (6) U.S. Army Corps of Engineers
- (7) Los Angeles Regional Water Quality Control Board
- (8) San Gabriel and Lower Los Angeles River and Mountains Conservancy
- (9) UCLA Water Resources Group
- (10) The Pacific Institute
- (11) National Resources Defense Council

Our research also included on-site tours of the:

- (1) Joint Water Pollution Control Plant (JWPCP) in Carson
- (2) San Jose Creek Sewage Reclamation Plant in Whittier
- (3) Hyperion Sewage Reclamation Plant in Playa Del Rey
- (4) City of Santa Monica Arcadia Water Treatment Plant
- (5) WRD's Albert Robles Learning Center

In the course of the investigation we visited 17 websites to gather data and information used in this report. A listing of these websites is included in the appendix at the end of this report.

## **INVESTIGATION**

This investigation is focused on the capture and reuse of stormwater and sewage wastewater. Los Angeles County, unlike some communities, has separate systems to collect stormwater and sewage.

## **STORMWATER CAPTURE OVERVIEW**

Stormwater originating in the mountainous areas of the County is mostly captured in a complex of dams and spreading basins. A spreading basin is an area where water is temporarily stored to allow it to infiltrate into an aquifer. An aquifer is an underground layer of sand and gravel that contains water. The dams and spreading basins in the County are operated by the Los Angeles County Flood Control District (LACFCD) for both flood prevention and water conservation purposes. Stormwater originating in the downstream urban areas is collected and conveyed in underground conduits and at-surface channels. Most of the stormwater is discharged untreated into the ocean.



The average rainfall in Los Angeles County is about 12 inches per year as measured at Los Angeles International Airport.<sup>13</sup> The committee calculated the following information. We estimated the area in the LACFCD below the spreading grounds and dams. In an average year, the equivalent of 1,824,000 AF of water falls as rain in the Los Angeles County Flood Control District (LACFCD) area.<sup>14</sup> Much of this rainfall occurs below the dams and spreading basins. As much as 60% of this water (1.1 million AF) ends up in the Pacific Ocean. This valuable resource could and should be put to a more productive use.

Stormwater captured behind the dams is released downstream, after the storms are over, to spreading basins where it is allowed to infiltrate into the ground to increase the groundwater. This groundwater can then be pumped to provide water for use by the residents, businesses, and industries within the County.

The County has four main groundwater basins and several smaller ones. The four main basins are the San Fernando, or Upper Los Angeles River Area (ULARA) Basin; the Main San Gabriel Basin; the West Coast, or Western Basin; and the Central Basin. Each of these basins has multiple users pumping groundwater from the basin. For years these basins were the groundwater supply for various municipalities in the County without much regard to how much was being withdrawn or by whom. Lawsuits between users eventually resulted in rights to water in these basins being adjudicated, meaning court orders now specify how much water each user can pump annually from the various basins. Each of these basins has a watermaster whose job it is to ensure each participant only pumps the water it is authorized to pump.<sup>15</sup> The San Fernando Basin remains a Environmental Protection Agency (EPA) SuperFund Site. Operation of the largest of these basins, the San Fernando Basin, is severely hampered because of contamination (trichloroethylene; tetrachloroethylene; 1,4-dioxane; and hexavalent chromium). Fewer than half of the 115 wells in the basin are currently in use. Others are

---

<sup>13</sup> Total Seasonal Rainfall 1944-Present for Los Angeles International Airport, California  
<https://www.laamanac.com/weather/we09a.php>

<sup>14</sup> Area of LACFCD (2758 square miles) x 640 acres per square mile x 12 inches of rain (1 foot of rain approximately = 1.1 million acre feet of water.

<sup>15</sup>San Gabriel Adjudication – Case # 924128 – Upper San Gabriel Valley Municipal Water District vs. City of Alhambra et al <https://www.watermaster.org/about-us>  
San Fernando Adjudication – Case # 650079 – City of Los Angeles vs. City of San Fernando et al  
[http://www.ularawatermaster.com/public\\_resources/WY\\_2000-01\\_ULARA\\_WM\\_Rpt\\_5-2002.pdf](http://www.ularawatermaster.com/public_resources/WY_2000-01_ULARA_WM_Rpt_5-2002.pdf)  
West Coast Adjudication – Case # 506806 – California Water Service Company et al vs. City of Compton et al [Appendix-G West-Coast-Basin-Adjudication-Court-Order.pdf \(westbasin.org\)](#)  
Central Adjudication – Case # 786656 – Central and West Basin Water Replenishment District and City of Lakewood vs. Charles E Adams et al - Central Basin \_ Final Third Amended Judgment (10\_3\_13)\_1.DOCX (cbwatermaster.org)  
[http://cbwatermaster.org/assets/Central\\_Basin\\_Third\\_Amended\\_Judgment.pdf](http://cbwatermaster.org/assets/Central_Basin_Third_Amended_Judgment.pdf)



proposed to be reopened in the future, as cleanup activities continue, to provide additional water supply for the City.



**Exhibit 2:** An Evaluation of California’s Adjudicated Groundwater Basins, UC Santa Cruz, 2016

## WASTEWATER REUSE OVERVIEW

Sewage is collected and conveyed in underground pipes to wastewater treatment plants where solids are removed. The remaining wastewater is treated for reuse or discharged into the ocean. Approximately 500 million gallons per day (MGD) of treated wastewater (560,000 acre feet per year) is discharged into the ocean by the City and the Sanitation Districts of Los Angeles County (SDLAC). This wastewater is a valuable resource that should be productively used (i.e., manufacturing processes, farming, landscape irrigation, etc.).

## STORMWATER CAPTURE EXISTING CONDITION

Stormwater capture has traditionally been the purview of the Los Angeles County Flood Control District (LACFCD). LACFCD covers all of Los Angeles County other than the Antelope Valley and Catalina Island. This is not to imply that other agencies do not build and maintain storm drain facilities. Many cities have developed their own local systems, but the LACFCD maintains the larger backbone network. The LACFCD was



created in 1915 when the State Legislature enacted the Los Angeles County Flood Control Act.<sup>16</sup> The express mission of the LACFCD per section 2 of this act is stated as follows:

"The objects and purposes of this act are to provide for the control and conservation of the flood, storm and other waste waters of said district, and to conserve such waters for beneficial and useful purposes by spreading, storing, retaining or causing to percolate into the soil within said district, or to save or conserve in any manner, all or any of such waters, and to protect from damage from such flood or storm waters, the harbors, waterways, public highways and property in said district."<sup>17</sup>

This has been paraphrased to the following:

"The LACFCD's mission is to construct, operate, and maintain an advanced system for flood protection and water conservation, while improving water quality and maximizing habitat, open space and recreational opportunities."<sup>18</sup>

In furtherance of this directive, LACFCD infrastructure includes fourteen (14) major dams and reservoirs, 183 debris basins, twenty-six (26) spreading basins, and twenty-one (21) low-flow diversion structures to provide flood protection and conserve and replenish the groundwater aquifers under the Los Angeles Basin. The LACFCD also operates four additional spreading grounds owned by other entities (Committee of Nine, City of Sierra Madre, Pomona Valley Protective Association, and LADWP). Using these facilities, in a normal year, the LACFCD infiltrates approximately 310,000 acre feet of water back into the aquifers under the Los Angeles Basin (200,000 AF of captured stormwater, 45,000 AF of recycled wastewater from sewage treatment plants, and 65,000 AF of imported water). As an example of what could be infiltrated into the aquifers, during the last major storm year (2004-2005), the LACFCD was able to infiltrate 745,000 AF into the groundwater (663,000 AF of stormwater, 30,000 AF of recycled wastewater, and 52,000 AF of imported water). Due to the drought, typical infiltration now averages 200,000 acre feet per year (AFY). If more local water was available to recharge our aquifers, reliance on imported water could be reduced.

---

<sup>16</sup>[https://dpw.lacounty.gov/wmd/irwmp/docs/Prop%2084%20Drought%20Grant%20Application/Att1\\_DG\\_Authorization\\_Eligibility\\_05of16.pdf](https://dpw.lacounty.gov/wmd/irwmp/docs/Prop%2084%20Drought%20Grant%20Application/Att1_DG_Authorization_Eligibility_05of16.pdf)

<sup>17</sup>[https://dpw.lacounty.gov/wmd/irwmp/docs/Prop%2084%20Drought%20Grant%20Application/Att1\\_DG\\_Authorization\\_Eligibility\\_05of16.pdf](https://dpw.lacounty.gov/wmd/irwmp/docs/Prop%2084%20Drought%20Grant%20Application/Att1_DG_Authorization_Eligibility_05of16.pdf)

<sup>18</sup>Los Angeles County Flood Control District | [icma.org](https://icma.org) <https://icma.org/documents/los-angeles-county-flood-control-district>



In 1984 the LACFCD entered into an operational agreement with LACDPW transferring planning and operational activities to LACDPW. LACFCD is governed, as a separate entity, by the Board of Supervisors.<sup>19</sup>

In an effort to maximize water conservation, the LACDPW actively monitors sediment accumulation behind their dams and periodically removes this accumulation. Since 2020, the LACDPW has removed over 37 million cubic yards of sediment from the reservoirs and is scheduling an additional 15 million cubic yards of sediment removal in the near future.<sup>20</sup>

In addition to the fourteen (14) dams operated by the LACFCD, the United States Army Corps of Engineers (USACE) owns and operates five (5) dams in the Los Angeles Basin. The LACFCD dams have a storage capacity of 133,472 AF and the USACE dams have a storage capacity of 84,200 AF.

\*LACFCD Dams:

Big Dalton	1,053 AF	Big Tujunga	6,240 AF
Cogswell	12,298 AF	Devils Gate	4,601 AF
Eaton Wash	956 AF	Live Oak	250 AF
Morris	32,300 AF	Pacoima	660 AF
Puddingstone	17,938 AF	Puddingstone Diversion	148 AF
San Dimas	1,496 AF	San Gabriel	53,344 AF
Santa Anita	1,376 AF	Thompson Creek	812 AF

\*LADPW Hydrologic Report 2020-2021

USACE Dams:

Sepulveda	18,100 AF	Lopez	200 AF
Hansen	33,400 AF	Santa Fe	29,600 AF
Whittier Narrows	2,900 AF		

The current capacity of the twenty-six (26) Spreading basins is estimated to be 24,500 AF. Five on-going and planned improvements will add 1,457 AF of capacity.

Urban stormwater, in the lower Los Angeles and San Gabriel Rivers, is un-recoverable. There are a couple of reasons for this. One is the speed at which the water is traveling and the volume of water. The flows have so much momentum it is virtually impossible to divert the high flows. Another is there is no space available to store the water. If we wanted to divert the low flows, we would need an area to store the water while

<sup>19</sup> <https://pw.lacounty.gov/LACFCD/web/>

<sup>20</sup>February 15, 2023 letter from LACDPW





it had a chance to infiltrate into the aquifer. Concrete channels have been constructed to confine these rivers. The channels were constructed for one purpose, to confine the stormwater and prevent flooding. Water conservation and stormwater capture was not a consideration in the design.<sup>21</sup>

Based on our investigation, our finding is that the LACFCD is doing a good job in carrying out the prime objectives for which it was established, namely flood control, water conservation and the protection of harbors, waterways, public highways, and private property from flood and storm water damage. However, there is always room for improvement. One improvement that could enhance the efforts at water conservation is the establishment of additional spreading basins by the LACFCD in areas where there is permeable soil. Land in the mountainous areas of Los Angeles County is not really acceptable for spreading basins. This would assume appropriate land is available to purchase at a reasonable cost. With more basins it would be possible, assuming water is available, to increase infiltration into the aquifers under the Los Angeles Basin. Establishing additional spreading grounds involves buying additional land.

## **MEASURE W**

In 2018, County voters within the LACFCD area passed Measure W which placed a tax of 2.5 cents per square foot of impermeable surface on parcels within the LACFCD area (Los Angeles County, excluding the Antelope Valley and Catalina Island). Revenue from this tax is to be used to build and maintain stormwater projects that increase the water quality, increase water supply, and add community benefits. The revenue is split ten percent (10%) to the LACFCD for administration, forty percent (40%) to individual cities and communities, and fifty percent (50%) to nine regional areas established by Measure W (Upper and Lower Los Angeles River; North, Central, and South Santa Monica Bay; Upper and Lower San Gabriel River; Rio Hondo River; and the Santa Clara River). Annual revenue raised is approximately \$285 million. Through fiscal year 2022, the County had collected \$842,202,105 and committed \$743,345,286 to all approved projects.<sup>22</sup>

---

<sup>21</sup> <https://www.spl.usace.army.mil/Missions/Asset-Management/Los-Angeles-River/>

<sup>22</sup> Information provided by LACFCD representative. More information can be found at [https://safecleanwaterla.org/wp-content/uploads/2021/09/LACPW\\_SafeCleanWater\\_Brochure\\_V6B.pdf](https://safecleanwaterla.org/wp-content/uploads/2021/09/LACPW_SafeCleanWater_Brochure_V6B.pdf)



Program	Collected to date	Spent to date	Committed to date *	Currently Projected Expenditures
Regional	\$418,255,362	\$222,878,590	\$383,078,530	\$669,433,471
Municipal	\$334,644,590	\$214,043,297	\$334,644,590	\$334,644,590
District	\$ 89,302,153	\$ 25,622,166	\$ 25,622,166	TBD
Total	\$842,202,105	\$462,544,053	\$743,345,286	\$1,004,078,061

\* Committed funds include spent and unspent funds.

Funds are distributed on a pro rata basis proportional to the taxes collected within the actual community and/or region. One of the main benefits of Measure W is that funds are distributed in advance of eligible expenditures.

Cities and municipalities in the unincorporated areas of Los Angeles County receive their funds upon submission and approval of an annual report of how the funds will be spent. Eligible expenditures include a wide variety of uses including studies, planning, design, construction, operation and maintenance, property acquisition, etc. City/Community projects must include a water quality benefit.<sup>23</sup> Cities and communities may carry over uncommitted funds for up to five years from the end of the year in which the funds were received. If unspent after five years, the funds are returned to the LACFCD and reallocated within the regional area containing that city or community.

Regional areas address projects that are: more expensive, more complex, involve multiple communities, and which take more than one year to complete. The regions fund larger projects that can't be funded by individual cities. Regional projects may be proposed by cities. Regional projects must include multiple benefits (water quality as well as either a water supply or a community investment component). All newly approved projects and carryover projects from prior years receive annual funding for, and prior to, the next fiscal year.

As of January, 2023, 131 construction projects and eighteen (18) studies have been funded, and assistance has been provided for forty-seven (47) technical applications.<sup>24</sup> A typical construction project will collect dry or wet weather runoff and treat the runoff to remove contaminants. The treated runoff will then either be returned to the storm drain system, diverted to a sewer line, saved in a cistern, or

<sup>23</sup> Water Quality Benefit – Removing trash, sediments, chemicals, and pathogens from water

<sup>24</sup> SCW Reporting Map <https://portal.safecleanwaterla.org/scw-reporting/dashboard> (accessed 1/23/2023)



pumped to a surface pond. Treated runoff uses include creating/sustaining a wetland, recharging ground water basins, irrigating crops and landscaping, and maintaining stream and river environments.

The types of projects funded by Measure W are classified as “decentralized”, which means they are scattered throughout the County and generally relatively small in size. Although any individual project may capture only a small amount of runoff, together they can make a big impact on the amount of water saved. It is estimated that the projects currently funded will annually capture 60,000 AF.<sup>25</sup>

Contrary to several Op-Ed pieces in the Los Angeles Times, we found that Measure W funds are being spent judiciously towards Measure W’s purposes. Almost all of the funds collected have been earmarked for projects. Cities and communities are receiving their fair shares of the taxes collected and regional projects are proceeding forward. There was a complaint that not enough construction was occurring<sup>26</sup>. One must review process prior to breaking ground. This review process can take years. The projects that began construction shortly after Measure W passed were already well into the review process and almost “shovel ready” before Measure W passed. Construction activities will pick up as projects funded by Measure W complete the design and review process. Another criticism is that not enough money was being spent on new parks. There are many stakeholders to Measure W and, at any given time, you cannot satisfy everyone’s priorities. We were told by LACFCD that the scoring process used to justify projects is under review and may be adjusted to include additional factors.<sup>27</sup> Potential changes could impact the number of parks constructed with Measure W funds in the future.

## PROCESSING

To ensure that money is spent appropriately, strict guidelines have been established for applying for Measure W funds. The guidelines require that a Feasibility Report be submitted before consideration is given for funding. The report must include, among other things, (1) a detailed description of the project, (2) an estimate of the benefits to be received, (3) an estimated time frame from start of design through construction,

---

<sup>25</sup> *ibid*

<sup>26</sup> E. g., Vartabedian, Ralph, “[L.A. has \\$556 million and a plan to capture more storm water. But will they ever do it?](#)”, Los Angeles Times. March 4, 2022.

<sup>27</sup>02/16/2023 interview LACFCD



(4) a plan to document effectiveness of the project, (5) a detailed cost estimate, including operation and maintenance for the life of the project, (6) potential California Environmental Quality Act (CEQA) issues, (7) a summary of potential legal issues that may occur, and (8) a listing of other potential funding sources. If the project is proposed by a non-governmental entity, a letter of support from each governmental agency impacted must also be included.

Project proponents submit the feasibility report to a Watershed Area Steering Committee (WASC). Each of the nine regional areas in the LACFCD area has one WASC. The WASC decides which projects are to be further considered and forwards them to a scoring committee. The scoring committee then rates the projects and returns their findings back to the WASC. The WASC then prepares a Stormwater Investment Plan (SIP) which includes the projects it wants considered and submits it to the Regional Oversight Committee (ROC). The ROC reviews the SIP and forwards its findings and recommendations to the Board of Supervisors for funding.

Even if a project gets included in a Stormwater Investment Plan, funding is not assured. Each year many projects are submitted and evaluated but not funded. Projects impacting a larger population may get funding over projects impacting smaller populations regardless of the score received from the scoring committee ("greater good for the greater number" concept).

The application process is lengthy and can be expensive. Even though the LACFCD will provide technical assistance with the application, the process can be challenging for smaller organizations. There are bi-annual reviews of Measure W successes and failures, conducted internally by LACDPW. We would hope that changes can be made to ease the proponent's burdens without compromising financial safeguards.

## **WASTEWATER REUSE EXISTING CONDITIONS**

With a few exceptions, all sewage in the County is processed by the Sanitation Districts of Los Angeles County (SDLAC) and the City.

The Los Angeles County Sanitation Districts are a public agency focused on converting waste into resources like recycled water, energy and recycled materials. The agency consists of 24 independent special districts serving about 5.5 million people in Los Angeles County. The



service areas in the map below cover approximately 850 square miles and encompass 78 cities and unincorporated areas in the county.

To maximize efficiency and reduce costs, the 24 Sanitation Districts work cooperatively with one administrative staff headquartered near the City of Whittier. Each Sanitation District has a Board of Directors consisting of the mayor of each city served, and the Chair of the County Board of Supervisors for unincorporated territory. Each Sanitation District pays its proportionate share of administrative costs. Information on the membership of the SDLAC is found in their annual reports which are located at <https://www.lacsd.org/about-us/who-we-are/annual-reports>.<sup>28</sup>

The SDLAC, established in 1923, maintains eleven (11) wastewater treatment plants with a total capacity of 662 million gallons per day (MGD), 1,400 miles of sewers, forty-eight (48) pumping stations, and two (2) active landfill sites. They treat an average of 390 MGD.<sup>29</sup> Approximately 100 MGD (112,000 AFY) is beneficially reused (i.e., recycled)<sup>30</sup>. The remaining 290 MGD (325,000 AFY) is discharged to the ocean.

\*SDLAC Treatment Plants:

Carson (JWPCP)	400 MGD	Lancaster	18 MGD
Valencia	21 MGD	Saugus	6 MGD
San Jose Creek	100 MGD	La Canada	10 MGD
Pomona	15 MGD	Los Coyotes	37 MGD
Whittier Narrows	15 MGD	Long Beach	25 MGD
Albert Robles	15 MGD		

The City maintains four (4) treatment plants with a capacity of 580 MGD, forty-six (46) pump stations, and 6,643 miles of sewer line (6,600 miles of gravity line and 43 miles of force main). Actual average sewage processed last year was 318 MGD of which 120 MGD (134,000 AFY) was beneficially reused.<sup>31</sup> The remaining 198 MGD (222,000 AFY) was discharged to the ocean.

City Treatment Plants:

Hyperion	450 MGD	Terminal Island	30 MGD
Tillman	80 MGD	Glendale	20 MGD

<sup>28</sup> <https://www.lacsd.org/about-us/who-we-are/our-agency>

<sup>29</sup> 12/16/2022 interview SDLAC

<sup>30</sup> 11/18/2022 interview SDLAC

<sup>31</sup> 11/29/2023 interview LACSE



The combined amount that is discharged into the ocean is 488 MGD (500,000 AFY). This resource should be used, not wasted. One way in which this water could be used would be in a "purple water" system. Another way would be to process it into potable water. A discussion of both opportunities follows.

## **PURPLE WATER SYSTEM**

"Purple water" is treated wastewater. It is called "purple water" because it is transported in purple pipes.

In order to deliver treated wastewater to agricultural, commercial, and industrial users on a significant level, a comprehensive distribution system is needed. That system does not currently exist. Some systems are in place to serve individual users, but no comprehensive plan designed to distribute treated wastewater throughout the county exists. The current method to obtain access to "purple water" is for a potential user to request service through their sanitation district. This starts the process which begins with an analysis of available supply by the sanitation district. If there is available supply, reviews by the other agencies that will need to issue permits, including the health department, are undertaken. Assuming approval is granted, the user must then pay for constructing the delivery system. This process discourages smaller potential users from using "purple water" unless they are in close proximity to an existing "purple water" main. The expense of constructing a main line can often outweigh the benefit of any savings in their water bill.

A master planned and constructed "purple water" system could be very beneficial to encourage more use of treated wastewater and thus reduce the demand for potable water. This effort might be led by the Los Angeles County of Public Works and coordinate with agencies such as Long Beach Sanitation, Los Angeles City Sanitation, and SDLAC.

## **ADVANCED TREATED WATER (ATW)**

Converting wastewater to potable water has been technically feasible for some time. During the drought of 1986 to 1992, the LACSD began discussions with Upper San Gabriel Valley Municipal Water District to use treated wastewater to help refill a local declining aquifer. After approval of the concept, but before any improvements were made, the drought ended, and the project died. Fast forward to 2023: Currently one project has been completed and three others are being proposed. Two of the three are under construction using new technology to



produce ATW that is so pure that minerals have to be added back in before it can be consumed. The other is in design.

The one completed project is by the City of Santa Monica. Its Arcadia Water Treatment Plant has been upgraded to produce 1MGD (1100 AFY) of ATW from a combination of recycled stormwater and wastewater. Currently Santa Monica uses the water to recharge the local groundwater basin. However, as soon as the State Division of Drinking Water produces the guidelines for connecting ATW directly into the potable water system (anticipated by the end of 2023) and Santa Monica can get the Arcadia Plant certified, they will be able to make a direct connection to the potable water system.

One of the two projects under construction is at the Joint Water Pollution Control Plant (JWPCP) in Carson, and the other is at the Hyperion Treatment Plant in Playa Del Rey. The JWPCP is a joint project by MWD and LACSD. The Hyperion project is a City Sanitation Department effort. Both projects involve taking tertiary treated wastewater, subjecting it to further filtration (membrane bioreactors and reverse osmosis) and then using ultraviolet light for final purification. The JWPCP, when certified, is designed to produce 150 MGD (168,000 AFY) of ATW. The Hyperion plant is designed to produce 270 MGD (302,000 AFY) of ATW. Together, the two projects will provide enough potable water to sustain 3.9 million residents each year. According to the Water Replenishment District, this will be enough water to meet the needs of the City and most of the County. Neither project is scheduled to be completed before 2035.

The one project in design is the upgrade of the City's Donald C. Tillman Reclamation Plant in Van Nuys. When completed (no date has been established) this plant will produce 15 MGD of ATW for recharging the San Fernando Basin aquifer.<sup>32</sup>

Funding is a major barrier to these types of projects. All of these projects are multi-year endeavors and hugely expensive. None have been fully funded to date. The JWPCP project needs an estimated \$4 billion and the Hyperion project needs approximately \$2 billion to complete construction.<sup>33</sup> At the current time there is no plan on how to obtain the funding. No cost estimate for the Tillman facility is available at this time because design is not complete.

---

<sup>32</sup> Interviews with MWD, City of Santa Monica, and City of Los Angeles and tours of these facilities.

<sup>33</sup> Interviews with City of Santa Monica, MWD, and LACSE



## PERMITTING AND PROCESSING

Permitting is a hurdle to all major construction projects in California. Part of the permit process is compliance with the California Environmental Quality Act (CEQA). Major construction projects need to file an Environmental Impact Report identifying all environmental effects that will occur as a result of the project and what measures will be undertaken to mitigate them. Preparation of this report often takes several weeks, and sometimes months, to complete. Then it needs to be reviewed and approved by multiple agencies, including local, state, and sometimes federal agencies. In addition to the government agencies, non-governmental agencies, citizens groups, and private companies can weigh in on the report.

Clean Safe Water and ATW projects anticipate anywhere from two to five years or more to receive the approvals needed to start construction. The Clean Safe Water projects that have been or are under construction now were able to proceed only because approvals were well under way before Measure W, which provided funding, was approved. The ATW projects which are under construction are proceeding at risk and on-site and have not needed environmental clearance thus far. However, before the benefits of ATW can be realized, the projects will need to go through the environmental sign-off process. Both projects have started the process.

## FINDINGS

- 1 The LACFCD captures stormwater in reservoirs and spreading grounds.
- 2 Stormwater capture can provide a valuable source of water within the LACFCD.
- 3 Increasing storage volumes behind dams will allow increased stormwater capture.
- 4 Increasing the number of spreading grounds will allow more infiltration of stormwater.
- 5 Measure W projects are beneficial to stormwater capture, but dams and spreading grounds provide, by far, the largest volume of stormwater capture.





- 6 The application process for Measure W funding is time-consuming and expensive.
- 7 Measure W outreach funds are under-utilized.
- 8 Increasing green space is beneficial to groundwater recharge.
- 9 Treated wastewater is being under-utilized.
- 10 There is no master planned county wide system to distribute treated wastewater.
- 11 There is no funding program to establish a comprehensive purple water system.
- 12 ATW can be a substitute for imported water.
- 13 Construction of ATW facilities is expensive and seriously underfunded.
- 14 The San Fernando Basin remains on the Environmental Protection Agency's Super Fund list.
- 15 The permitting process for stormwater and wastewater projects take several years to complete.

## **RECOMMENDATIONS**

- 1.1 LACFCD should continue to capture stormwater.
- 1.2 LACFCD should operate facilities to maximize stormwater capture and water conservation.
- 1.3 LACFCD should continue to evaluate increased reservoir storage opportunities.
- 1.4 LACFCD should conduct a study to identify unused/under-utilized areas conducive to groundwater recharge and prepare a priority list for purchase and development of same.
- 1.5 Board of Supervisors should provide funding for sediment removal behind dams, enlargement of spreading basins, and purchase of property for additional spreading basins.



- 1.6 LACFCD should review the application process for Measure W funding (primarily the feasibility report) to see if revisions can be made to simplify the application while still ensuring fiscal responsibility.
- 1.7 LACFCD should prepare a presentation for school districts and Parent Teacher Associations extolling the environmental benefits of green space and semi-permeable pavements.
- 1.8 LACFCD should make their aerial photographs available to cities, other County agencies, and Non-Governmental Organizations for their use in identifying opportunities for creating or rehabilitating green space.
- 1.9 LACDPW should establish a committee to study and identify potential users of recycled wastewater (industry, commercial nurseries/growers, regional and local parks, etc.). Committee to include, at a minimum, representatives of the City of Los Angeles, the City of Long Beach, and the Sanitation Districts of Los Angeles County.
- 1.10 LACDPW should develop a master plan to distribute recycled wastewater (purple water) throughout the County.
- 1.11 Board of Supervisors should provide funding for the design and construction of a backbone purple water system.
- 1.12 Continue to construct ATW facilities to lessen the need for imported water.
- 1.13 Establish permanent funding to complete the construction of the Hyperion and Donald C. Tillman projects.
- 1.14 Establish permanent funding to complete the construction of JWPCP ATW projects.
- 1.15 LADWP should continue to remediate the San Fernando Basin to allow the reopening of wells that are currently closed.
- 1.16 Board of Supervisors should work with State Government to establish expedited procedures for water supply and water remediation projects.



## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Department of Public Works	1.1-1.4, 1.6-1.10
Los Angeles County Board of Supervisors	1.5, 1.11, 1.15, 1.16
Sanitation Districts of Los Angeles County	1.9, 1.12
City of Los Angeles	1.9, 1.13
Los Angeles Department of Water and Power	1.9, 1.13, 1.14
City of Long Beach	1.9
Metropolitan Water Districts of Southern California	1.14



## STORMWATER AND WASTEWATER CYCLE

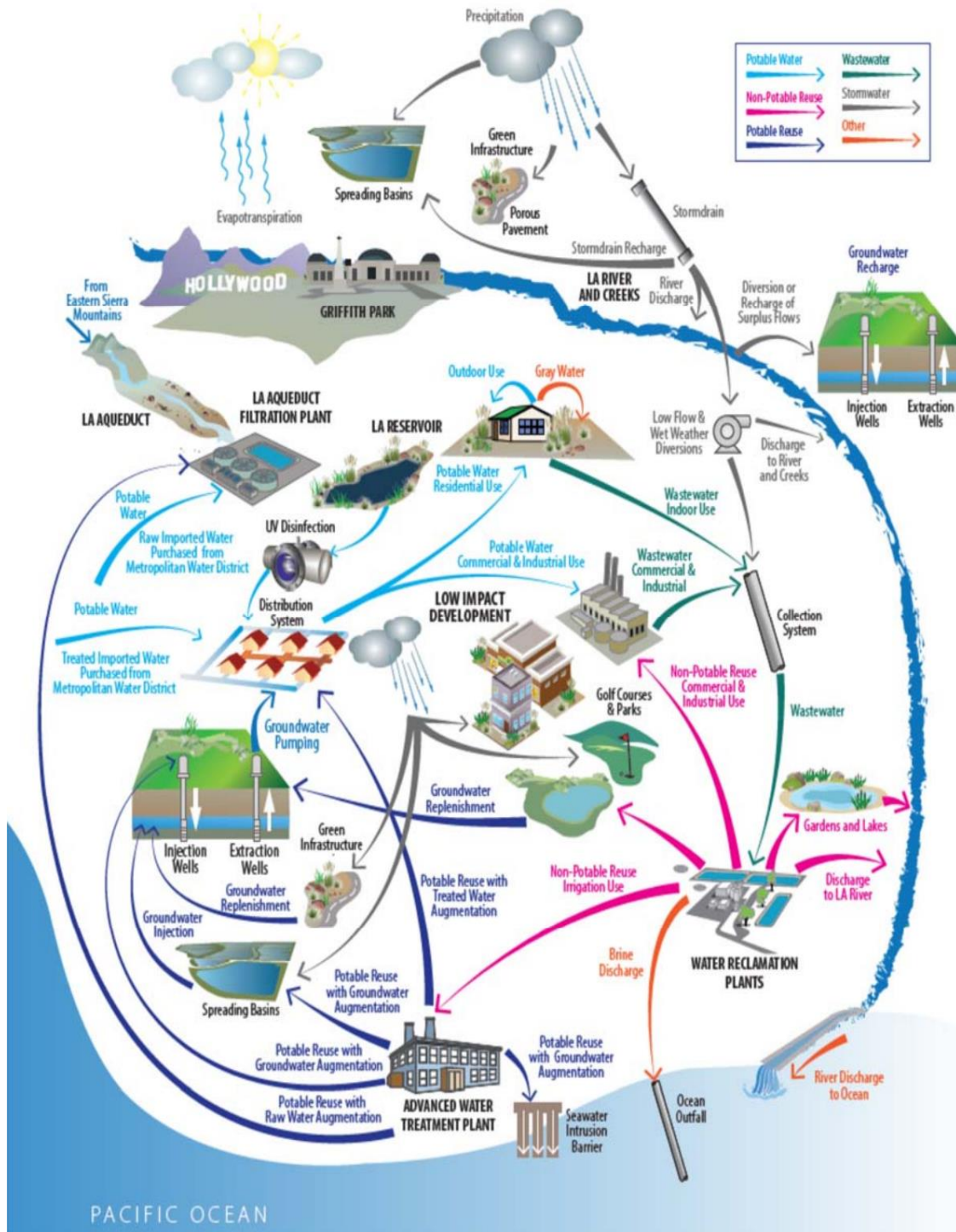


Exhibit 3

Source: One Water LA 2040 Plan – Los Angeles Department of Water and Power



Exhibit 4. Hydrologic Cycle



## ACRONYMS

<b>AF</b>	Acre Feet
<b>AFY</b>	Acre Feet per Year
<b>ATW</b>	Advanced Treated Water (potable water produced from sewage waste water)
<b>CEQA</b>	California Environmental Quality Act
<b>City</b>	City of Los Angeles
<b>CRA</b>	Colorado River Aqueduct
<b>County</b>	County of Los Angeles
<b>DWR</b>	California Department of Water Resources
<b>GPD</b>	Gallons per Day
<b>JWPCP</b>	Joint Water Pollution Control Plant
<b>LAA</b>	Los Angeles Aqueduct
<b>LACFCD</b>	Los Angeles County Flood Control District
<b>LACDPW</b>	Los Angeles County Department of Public Works
<b>LACSE</b>	Los Angeles City Sanitation and Environment Division of the Bureau of Engineering
<b>LADWP</b>	Los Angeles Department of Water and Power
<b>MGD</b>	Million Gallons per Day
<b>MWD</b>	Metropolitan Water District of Southern California
<b>RWQCB</b>	Regional Water Quality Control Board
<b>SDLAC</b>	Sanitation Districts of Los Angeles County
<b>SGVWD</b>	San Gabriel Valley Water District
<b>ULARA</b>	Upper Los Angeles River Area
<b>WRD</b>	Water Replenishment District

## DEFINITIONS

<b>Artesian Well</b>	A well where the water rises to the surface naturally due to pressure in the aquifer.
<b>Aqueduct</b>	An artificial conveyance to transport water from one location to another. It can be a channel, tunnel, or pipe and may include a pump.
<b>Aquifer</b>	An underground layer of sand and gravel that contains water.
<b>Cubic Foot</b>	The volume contained in a 12" x 12" x 12" container.



<b>Cubic Yard</b>	The volume contained in a 3' x 3' x 3' container (27 cubic feet)
<b>Debris Basin</b>	A facility to intercept and contain mud and debris flows out of the canyon areas above the Los Angeles Basin
<b>Groundwater</b>	The water contained in an aquifer
<b>Groundwater basin</b>	A large area containing an aquifer and groundwater
<b>Infiltration</b>	The downward movement of water from the ground surface to an aquifer.
<b>Low flow diversion</b>	An artificial obstruction allowing the initial stormwater runoff to be diverted to another area or facility.
<b>Purple Water</b>	Treated wastewater. Called "purple water" because it is transported in purple pipes.
<b>Spreading basin or spreading ground</b>	An area where water is temporarily stored allowing it to infiltrate into the aquifer.
<b>Stormwater</b>	Rainfall which accumulates on the surface of the ground or is transported in a storm drain system.
<b>Tertiary treated water</b>	Remaining water left after the multi stage treatment of sewage. For non-potable use only.

## CONVERSIONS

1 Million Gallons per Day (MGD) = 1,120 Acre Feet per Year (AFY)

1 Acre Foot (AF) = 326,000 Gallons

1 Acre Foot = 4,840 Cubic Yards

<b>SAFE CLEAN WATER PROGRAM</b>			
<b>2019-22 TOTAL LOCAL FUNDS</b>			
Agoura Hills	\$1,019,534	Lawndale	\$697,102
Alhambra	\$2,576,663	Lomita	\$678,275
Arcadia	\$3,043,198	Long Beach	\$13,679,741
Artesia	\$628,990	Los Angeles	\$108,871,134
Azusa	\$1,839,322	Lynwood	\$1,730,748
Baldwin Park	\$2,156,149	Malibu	\$1,159,196
Bell	\$925,664	Manhattan Beach	\$1,225,113
Bell Gardens	\$936,424	Maywood	\$524,740

**STORM WATER CAPTURE AND WASTEWATER REUSE**  
2022-2023 LOS ANGELES COUNTY CIVIL GRAND JURY



Bellflower	\$2,452,143	Monrovia	\$1,569,864
Beverly Hills	\$1,644,033	Montebello	\$2,729,374
Bradbury	\$158,076	Monterey Park	\$2,203,729
Burbank	\$4,290,084	Norwalk	\$3,243,984
Calabasas	\$1,155,562	Palos Verdes Estates	\$778,119
Carson	\$6,821,195	Paramount	\$1,947,203
Cerritos	\$2,836,339	Pasadena	\$4,636,256
Claremont	\$1,714,311	Pico Rivera	\$2,673,085
Commerce	\$2,978,294	Pomona	\$5,611,147
Compton	\$3,562,014	Rancho Palos Verdes	\$2,046,598
Covina	\$2,196,627	Redondo Beach	\$2,140,011
Cudahy	\$494,680	Rolling Hills	\$312,776
Culver City	\$1,545,023	Rolling Hills Estates	\$509,241
Diamond Bar	\$2,504,454	Rosemead	\$1,695,901
Downey	\$4,287,571	San Dimas	\$1,779,517
Duarte	\$750,440	San Fernando	\$819,910
El Monte	\$3,253,551	San Gabriel	\$1,337,793
El Segundo	\$2,061,121	San Marino	\$702,034
Gardena	\$2,464,346	Santa Clarita	\$9,635,173
Glendale	\$5,013,360	Santa Fe Springs	\$4,326,471
Glendora	\$2,690,397	Santa Monica	\$2,416,596
Hawaiian Gardens	\$382,442	Sierra Madre	\$453,039
Hawthorne	\$2,362,983	Signal Hill	\$836,053
Hermosa Beach	\$473,023	South El Monte	\$1,336,793
Hidden Hills	\$250,997	South Gate	\$2,945,778
Huntington Park	\$1,281,503	South Pasadena	\$759,486
Industry	\$4,848,090	Temple City	\$1,339,034
Inglewood	\$2,906,942	Torrance	\$6,489,478
Irwindale	\$1,310,202	Unincorporated	\$33,471,906
La Canada Flintridge	\$1,127,206	Vernon	\$2,781,001
La Habra Heights	\$499,019	Walnut	\$1,486,854
La Mirada	\$2,752,474	West Covina	\$4,035,215
La Puente	\$1,026,350	West Hollywood	\$782,958
La Verne	\$1,678,447	Westlake Village	\$686,148
Lakewood	\$3,286,706	Whittier	\$3,637,557

source: <https://safecleanwaterla.org/municipalities/>





## WEBSITES VISITED

- (1) [www.mwdh2o.com](http://www.mwdh2o.com) (Metropolitan Water District of Southern California)
- (2) [www.lacsd.org](http://www.lacsd.org) (Los Angeles County Sanitation Districts)
- (3) [www.folar.org](http://www.folar.org) (Friends of Los Angeles River)
- (4) [www.dpw.lacounty.gov](http://www.dpw.lacounty.gov) (Los Angeles County Department of Public Works)
- (5) [www.noaa.gov](http://www.noaa.gov) (National Oceanographic and Atmospheric Administration)
- (6) [www.ladwp.com](http://www.ladwp.com) (Los Angeles City Department of Water and Power)
- (7) [www.pacinst.org](http://www.pacinst.org) (Pacific Institute)
- (8) [www.rmc.ca.gov](http://www.rmc.ca.gov) (San Gabriel and Lower Los Angeles River Mountains Conservancy)
- (9) [www.water.ca.gov](http://www.water.ca.gov) (California Department of Water Resources)
- (10) [www.lacitysan.org](http://www.lacitysan.org) (Los Angeles City Environment and Sanitation)
- (11) [www.swrcb.ca.gov](http://www.swrcb.ca.gov) (California State Water Resources Control Board)
- (12) [www.usace.army.mil](http://www.usace.army.mil) (US Army Corps of Engineers)
- (13) <https://resources.ca.gov> (California Natural Resources Agency)
- (14) <https://www.waterboards.ca.gov/losangeles/> (Los Angeles Regional Water Quality Control Board)
- (15) <https://safecleanwaterla.org/> (Safe Clean Water Program)
- (16) [www.weather.gov](http://www.weather.gov) (National Weather Service)
- (17) [www.epa.gov](http://www.epa.gov) (US Environmental Protection Agency)

## COMMITTEE MEMBERS

Wayne Dodds	Chairperson
Don Lindgren	Co-chairperson
Patricia Estrada	
Jenalea Smith	
Shirley Zaragoza	



# **ZERO EMISSIONS AND AIR QUALITY MONITORING**

# Land Acknowledgement

The Los Angeles County Civil Grand Jury (CGJ) recognized that we occupy land originally and still inhabited and cared for by the Gabrieliño, Tongva, Tataviam, Serrano, Kizh, and Chumash Peoples. We honor and pay respect to their elders and descendants-past, present, and emerging-as they continue their stewardship of these lands and waters. This acknowledgement demonstrates our responsibility and commitment to truth and healing and to elevating the stories, culture, and community of the original inhabitants of Los Angeles County.<sup>1</sup>

---

<sup>1</sup>We borrowed this information from the report titled, "LA\_County\_2045-CAP\_Rev\_Public\_Draft\_March\_2023\_Chapters.pdf" (lacounty.gov) [https://planning.lacounty.gov/site/climate/wp-content/uploads/2023/03/LA\\_County\\_2045-CAP\\_Rev\\_Public\\_Draft\\_March\\_2023\\_Chapters.pdf](https://planning.lacounty.gov/site/climate/wp-content/uploads/2023/03/LA_County_2045-CAP_Rev_Public_Draft_March_2023_Chapters.pdf)

# ZERO EMISSIONS

## Air Quality Monitoring

### SUMMARY

The evidence that climate change is upon us cannot be debated anymore. In California, climate change heightened serious problems such as wildfires, coastal erosion, water supply issues, insect-borne diseases, threats to agriculture, air pollution, etc. One way to combat climate change is to reduce or eliminate greenhouse gases (GHG).<sup>2</sup>

The Civil Grand Jury (CGJ) initiated this investigation due to the importance of creating a zero-emission (ZE) environment (eliminating GHG emissions).<sup>3</sup> We support Los Angeles County's ZE goals to reach carbon neutrality by 2045.<sup>4</sup> Air pollution can become a thing of the past using non-fossil fuels, such as green electricity and hydrogen, to meet our energy needs.<sup>5</sup>

In this report, the CGJ committee would like to take you on a road trip. Our destination is a ZE environment for Los Angeles County and its surrounding cities. Greenhouse gases such as carbon dioxide and methane gas are to be brought down to minimal levels. Air pollution monitoring is to ensure the objective of reaching a destination that is "green".<sup>6</sup> Consequently, we will be protecting our residents from harmful elements that contribute to medical ailments, such as asthma and chronic respiratory disease.

Through the implementation of ZE technology, government agencies, environmental organizations, and residents can work collaboratively on climate change issues. If we meet ZE goals, Los Angeles County and its surrounding cities would benefit from improved air quality. Are we there yet? This question is often associated with travel, and the anticipation of reaching a destination. We have a good roadmap - the County's 2045

---

<sup>2</sup> [https://ww2.arb.ca.gov/sites/default/files/classic/cc/scopingplan/scoping\\_plan\\_2017.pdf](https://ww2.arb.ca.gov/sites/default/files/classic/cc/scopingplan/scoping_plan_2017.pdf)

<sup>3</sup> "Carbon Neutrality" in the context of this report means an atmospheric condition that has net zero carbon dioxide emissions

<sup>4</sup> [https://planning.lacounty.gov/site/climate/wp-content/uploads/2023/03/LA\\_County\\_2045-CAP\\_Rev\\_Public\\_Draft\\_March\\_2023\\_Chapters.pdf](https://planning.lacounty.gov/site/climate/wp-content/uploads/2023/03/LA_County_2045-CAP_Rev_Public_Draft_March_2023_Chapters.pdf)

<sup>5</sup> "Carbon Neutrality" in the context of this report means an atmospheric condition that has net zero carbon dioxide emissions

<sup>6</sup> "Green" in the context of this report means producing energy without the use of fossil fuels (methane, propane, butane, gasoline, diesel fuel, fuel oil, natural gas, etc.)



Climate Action Plan (CAP). We plan to get there in 2045, with a rest stop in 2030 along the way.

*Sit back, relax, and leave the green driving to us.*

The bottom line as we transition to an environment with limited fossil fuel use is that we need to plan for upgrades to the electrical grid, locations for new hydrogen fueling stations, and new electric chargers and charging stations.

## **BACKGROUND**

The goals of improving air quality include having both a cleaner and healthier environment, especially for those in lower economic areas where pollutants need higher levels of remediation. Areas surrounding industrial zones that produce greater amounts of air pollution tend to be less desirable and therefore less expensive. To fully implement these goals (assuming Governor Newsom's executive order prohibiting sales of gasoline/diesel powered cars is still in effect) all new car sales commencing 2035, will only be electric vehicles (EV) or hydrogen-powered cars.<sup>7</sup> State agencies in partnership with the private sector, will be required to accelerate the deployment of affordable fueling and charging options.<sup>8</sup>

The investment in clean energy provides sustainable and affordable alternatives using power from the sun, wind and water. Power plants will use green electricity produced either from hydroelectric power, solar generated electricity, wind generated electricity, or green produced hydrogen. The challenge is where to install solar panels or windmills in the Los Angeles area because of zoning and environmental restrictions.

---

<sup>7</sup> California moves to accelerate to 100% new zero-emission vehicle sales by 2035 | California Air Resources Board, <https://ww2.arb.ca.gov/news/california-moves-accelerate-100-new-zero-emission-vehicle-sales-2035>

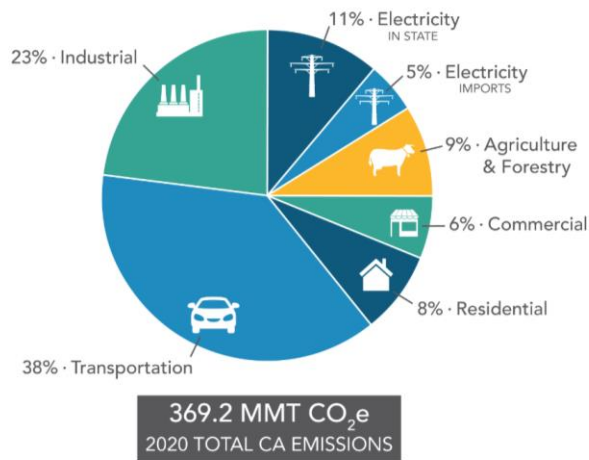
<sup>8</sup> Governor Newsom Announces California Will Phase Out Gasoline-Powered Cars & Drastically Reduce Demand for Fossil Fuel in California's Fight Against Climate Change | California Governor <https://www.gov.ca.gov/2020/09/23/governor-newsom-announces-california-will-phase-out-gasoline-powered-cars-drastically-reduce-demand-for-fossil-fuel-in-californias-fight-against-climate-change/> (Date Accessed March 15, 2023)



# California's Climate Policy Framework



**Exhibit 1.** Quality of Life Begins with Clean Air<sup>9</sup>



This Pie Chart is an enlarged version from Exhibit 1

Scoping Plans are action plans for the State to meet GHG reduction targets, and define goals for various segments such as transportation, electrical power generation, etc.

<sup>9</sup> 2022 Scoping Plan Update-California's Proposed Strategy for Achieving Carbon Neutrality  
<https://ww2.arb.ca.gov/sites/default/files/barcu/board/books/2022/121522/22-16-1pres.pdf>



On January 10, 2023, the Biden Administration released the U.S. National Blueprint for Transportation Decarbonization: A Joint Strategy to Transform Transportation. Developed by the United States (U.S.) Departments of Energy, Transportation, Housing and Urban Development, and the Environmental Protection Agency (EPA), the blueprint put forward a strategy for decarbonization of the transportation sector by 2050.<sup>10</sup> “Decarbonization” means eliminating fossil fuels<sup>11</sup> to produce energy and thereby lowering carbon based air pollutants, i.e. methane, nitrous oxides, hydrofluorocarbons, and carbon dioxide.

Furthering the green transition involves a collaborative effort with community stakeholders. The monitoring of air quality and environmental protection must be a part of the decarbonization of industry and consumer practices. Strategies with the goal of drastically reducing GHGs within Los Angeles County and surrounding cities are in place. An example of converting an electricity-generating plant from being powered by natural gas to green hydrogen is the Scattergood Generating Station in Playa del Rey.<sup>12</sup>

It is especially important for Los Angeles to create an effective green environment due to its position as the number two population center in the country. Not only is Los Angeles a West Coast transportation hub for ground, air, sea, and rail transportation, it is the largest and most diverse county in the United States.

## **ELECTRIC POWER**

There are concerns about the electric recharging infrastructure meeting future needs. As the State transitions to a ZE vehicle environment, many additional electric charging stations will need to be installed, and the power grid will need to be upgraded.

Unlike California, not all states are proactive towards decarbonization, nor do they advocate for alternative energy vehicles. Some continue to

---

<sup>10</sup> [BIDEN-HARRIS ADMINISTRATION RELEASES FIRST-EVER BLUEPRINT TO DECARBONIZE AMERICA'S TRANSPORTATION SECTOR | US Department of Transportation](https://www.transportation.gov/briefing-room/biden-harris-administration-releases-first-ever-blueprint-decarbonize-america) <https://www.transportation.gov/briefing-room/biden-harris-administration-releases-first-ever-blueprint-decarbonize-america>

<sup>11</sup> Fossil fuels are made from decomposing plants and animals. These fuels are found in the Earth's crust and contain carbon and hydrogen, which can be burned for energy. Coal, oil, and natural gas are examples of fossil fuels.

<sup>12</sup> [LA City Council approves Scattergood power plant shift from gas to hydrogen – Daily News](https://www.dailynews.com/2022/12/06/la-city-council-approves-scattergood-power-plant-shift-from-gas-to-hydrogen/#:~:text=The%20Los%20Angeles%20City%20Council%20voted%20on%20Tuesday%2C,power%20by%20green%20hydrogen%20instead%20of%20natural%20gas.) <https://www.dailynews.com/2022/12/06/la-city-council-approves-scattergood-power-plant-shift-from-gas-to-hydrogen/#:~:text=The%20Los%20Angeles%20City%20Council%20voted%20on%20Tuesday%2C,power%20by%20green%20hydrogen%20instead%20of%20natural%20gas.>



support the production of coal, oil, and natural gas. Without conveniently placed charging stations, ZE vehicles may not be able to travel through these states which could affect California's push toward ZE vehicles.<sup>13</sup>

## HYDROGEN

Hydrogen power is technologically advancing across transportation options, including airplanes, ships, and locomotives. However, the use of hydrogen technology is in the development and test stage currently. The objective is to offer safe, cost competitive and carbon free energy options.<sup>14</sup>

Use of hydrogen energy is being advocated by various environmental groups as an alternative to electric power for motor vehicles and construction equipment. One method of producing hydrogen is electrolysis (passing an electric current through water separating the oxygen and hydrogen). Most of the energy used for electrolysis is produced by burning natural gas.<sup>15</sup> Producing hydrogen using electrolysis can also produce nitrous oxides which are harmful to humans through a chemical reaction of the released oxygen and atmospheric nitrogen. This is not a green process. Our carbon footprint won't be reduced unless energy being used to produce hydrogen comes from a green source such as solar, wind, or hydroelectric power.

## SOURCES OF POLLUTION

In Los Angeles County, fifty-two percent of GHG emissions are associated with **transportation** vehicles, including passenger cars, buses, trucks, ships, locomotives, and airplanes that service both the ten million residents, visitors to the County, and the extensive level of industry services rendered within the County borders.<sup>16</sup> (See Exhibit 2.) Additionally, thirty-three percent of GHG emissions rest with **stationary sources**, such as commercial entities and residential buildings/homes.<sup>17</sup> Stationary polluters, such as refineries and manufacturing plants, are

---

<sup>13</sup> Well, That Was Quick: Resolution To Ban Electric Vehicles In Wyoming Dies In Committee - Cowboy State Daily, <https://cowboystatedaily.com/2023/01/16/well-that-was-quick-resolution-to-ban-electric-vehicles-in-wyoming-dies-in-committee/>

<sup>14</sup> Making hydrogen power a reality | MIT Energy Initiative, <https://energy.mit.edu/news/making-hydrogen-power-a-reality/>

<sup>15</sup> Hydrogen Production: Electrolysis | Department of Energy, <https://www.energy.gov/eere/fuelcells/hydrogen-production-electrolysis>

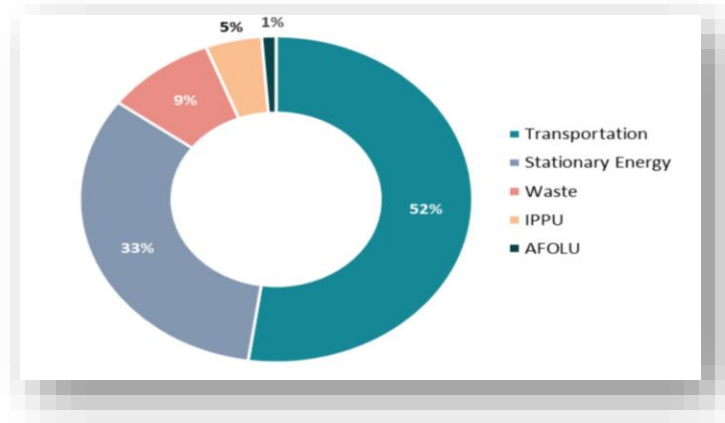
<sup>16</sup> LA County 2045-CAP Rev Public Draft March 2023 Chapters.pdf (lacounty.gov) [https://planning.lacounty.gov/site/climate/wp-content/uploads/2023/03/LA\\_County\\_2045-CAP\\_Rev\\_Public\\_Draft\\_March\\_2023\\_Chapters.pdf](https://planning.lacounty.gov/site/climate/wp-content/uploads/2023/03/LA_County_2045-CAP_Rev_Public_Draft_March_2023_Chapters.pdf)

<sup>17</sup> Ibid.





being monitored by the South Coast Air Quality Monitoring District (SCAQMD). The remaining fifteen percent of generated GHG emissions rests with **waste and land use**.<sup>18</sup> By addressing all of these air pollution sources together, the goals of ZE actions by Los Angeles County may be met in the 2030-2045 timeframe.



**Exhibit 2** Los Angeles County Pollutant Sources<sup>19</sup>

**AFOLU** Agriculture Forestry and Other Land Use  
**IPPU** Industrial Processes and Product Use

## THE CALIFORNIA AIR RESOURCES BOARD (CARB)

CARB is entrusted with monitoring emissions. In 2022, CARB released a plan to achieve carbon neutrality within California. This plan assessed clean technology, energy distribution, and land use to meet California’s long-term climate objectives. Beginning in May 2023, there will be a year-long study of air quality as part of the Study of Neighborhood Petroleum Sources (SNAPS) at the Inglewood Oil Field<sup>20</sup> (in unincorporated Los Angeles County). CARB Management is responsible for the air quality monitoring, and will be reporting the study’s findings.<sup>21</sup>

## METHODOLOGY

Interviews were conducted with representatives from the Port of Los Angeles (POLA), the Port of Long Beach (POLB), Los Angeles County Metropolitan Transportation Authority (Metro), Los Angeles County Department of Regional Planning (LACDRP), Los Angeles County

<sup>18</sup> Ibid.

<sup>19</sup> Ibid.

<sup>20</sup> Study of Neighborhood Air near Petroleum Sources | California Air Resources Board  
<https://ww2.arb.ca.gov/our-work/programs/study-neighborhood-air-near-petroleum-sources>

<sup>21</sup> (Interview on March 16, 2023 with CARB.



Toxicology and Environmental Assessment Branch, CARB, the Los Angeles County Sustainability Office, and their affiliates.

In addition to interviewing individuals, the committee reviewed written documents referenced in the 2045 CAP. Reading and evaluating comments and responses to the LADRP regarding 2045 CAP, offered insight into the reactions and feedback from climate action partners. Responses also shed light on areas that needed more attention. The respondents included those from:

- 1) Metro
- 2) Ventura County Air Pollution Control District
- 3) Los Angeles County Sanitation Districts
- 4) California Department of Fish and Wildlife
- 5) City of Santa Clarita
- 6) CARB

Supplemental documents reviewed by the Committee that added to the concerns of the 2045 CAP include the updated CAP revision (March 2023), the Program Environment Impact Report<sup>22</sup> (May 2022), and the Climate Change and Health Equity in Los Angeles County, Strategies for Action document.<sup>23</sup> The reports on climate change impact reduction are part of the Los Angeles County Climate Change and Sustainability program<sup>24</sup> and comply with CARB regulations. CARB regulations were established by Governor Newsom's Executive Order N-79-20.<sup>25</sup> This Executive Order focuses on new vehicle sales for automakers; it does not require Californians to give up existing cars and trucks.

Current events in the form of news articles/editorials, magazine articles, news media, local organization meetings, and council minutes were reviewed and analyzed for their relevance. These documents helped the ZE committee evaluate the challenges facing air quality monitoring and control in Los Angeles County.

---

<sup>22</sup> <https://planning.lacounty.gov/site/climate/wp-content/uploads/2022/05/LA-2045-CAP-D-Program-EIR.pdf>

<sup>23</sup> <https://lacounty.gov/eh/docs/climate-change-health-equity-report-executive-summary.pdf>

<sup>24</sup> <https://lacounty.gov/eh/about/climate-change-sustainability-program.htm>

<sup>25</sup> [2022 Scoping Plan Update-California's Proposed Strategy for Achieving Carbon Neutrality](https://ww2.arb.ca.gov/sites/default/files/barcu/board/books/2022/121522/22-16-1pres.pdf)  
<https://ww2.arb.ca.gov/sites/default/files/barcu/board/books/2022/121522/22-16-1pres.pdf>



## INVESTIGATION

This investigation focused on responses to California State climate guidelines outlined in Executive Order N-79-20 by Los Angeles County and the cities of Los Angeles and Long Beach.<sup>26</sup> As California voters have supported public funds being placed towards securing clean air and water, Los Angeles Mayor Karen Bass says that the City of Los Angeles recognizes climate change as one of its priority challenges.<sup>27</sup> Former Los Angeles Mayor Eric Garcetti's recent LA's Green New Deal joined concerned parties to say "some of the worst air quality in decades" needed to be followed with clear benchmarks.<sup>28</sup>

Investing in green infrastructure was intended to have the utility agencies working together towards a supportive clean energy transition. The California Global Warming Solutions Act (AB 32) was passed by the California Legislature in 2006.<sup>29</sup> This act required the reduction of greenhouse gases to 1990 levels by 2020. To implement this act, CARB was required to develop regulations to meet the requirements of this act. Los Angeles County has produced plans to meet this requirement.

This act is an interim requirement to the requirements of AB 1279 (The California Climate Crisis Act) which was passed by the California Legislature in 2022 and requires that by 2045 greenhouse gas emissions are to be 85% below 1990 levels.<sup>30</sup>

## TRANSPORTATION

### **San Pedro Bay Ports Complex: The Port Of Los Angeles/ The Port of Long Beach**

The San Pedro Bay Port Complex includes two ports. Together, they make up the largest source of pollution in Los Angeles County.<sup>31</sup> As the

---

<sup>26</sup> Ibid.

<sup>27</sup> The Times Editorial Board. Editorial: Climate change is an emergency too. Five ways Mayor Bass can respond. December 30, 2022. <https://www.latimes.com/opinion/story/2022-12-30/mayor-bass-climate-change>.

<sup>28</sup> [LA Is Proposing Its Own Green New Deal -- And It Involves A Lot Of Zeros | LAist](https://laist.com/news/zero-emission-everything-here-are-the-goals-in-las-green-new-deal)  
<https://laist.com/news/zero-emission-everything-here-are-the-goals-in-las-green-new-deal>

<sup>29</sup> <https://ww2.arb.ca.gov/resources/fact-sheets/ab-32-global-warming-solutions-act-2006>.

<sup>30</sup> [Governor Newsom Calls for Bold Actions to Move Faster Toward Climate Goals | California Governor](https://www.gov.ca.gov/2022/07/22/governor-newsom-calls-for-bold-actions-to-move-faster-toward-climate-goals/#:~:text=In%20a%20letter%20to%20the%20Chair%20of%20the,climate-friendly%20homes%2C%20carbon%20removal%20and%20addressing%20methane%20leaks.html)  
<https://www.gov.ca.gov/2022/07/22/governor-newsom-calls-for-bold-actions-to-move-faster-toward-climate-goals/#:~:text=In%20a%20letter%20to%20the%20Chair%20of%20the,climate-friendly%20homes%2C%20carbon%20removal%20and%20addressing%20methane%20leaks.html>

<sup>31</sup> [How do we fix supply chain issues? - Los Angeles Times](https://www.latimes.com/2022/07/22/civil-grand-jury-data-civil-grand-jury-2022-23-investigative-committees-aqm-zero-emissions-how-do-we-fix-supply-chain-issues-%20-%20Los-Angeles-Times.html)  
[file://10.159.15.18/Civil%20GrandJury%20Data/Civil%20Grand%20Jury%202022-23/Investigative%20Committees/\(AQM\)%20Zero%20Emmissions/How%20do%20we%20fix%20supply%20chain%20issues\\_%20-%20Los%20Angeles%20Times.html](https://www.latimes.com/2022/07/22/civil-grand-jury-data-civil-grand-jury-2022-23-investigative-committees-aqm-zero-emissions-how-do-we-fix-supply-chain-issues-%20-%20Los-Angeles-Times.html)



Ports Complex transitions to a ZE environment, power usage must be closely monitored to ensure that the capability of the ports' electrical grid is not exceeded. Without such monitoring, the total electrical load for the entire port can be exceeded.

The Port of Los Angeles (POLA) is ranked as the number one container port in the U.S. and the busiest in the Western Hemisphere. POLA includes 7,500 acres along forty-three miles of waterfront in San Pedro Bay. Between 500 million dollars of business and 1.4 million jobs generated, POLA is an integral and strategically important part of Los Angeles County and City. POLA is fostering the effort to move goods in the "greenest" way possible from ship to shelf. This is in conjunction with industry leaders in all areas of mobile commerce from automotive manufacturer Toyota, truck manufacturer Kenworth, United Parcel Service (UPS), Total Transportation Services Inc. and Southern Counties Express.<sup>32</sup>

The Port of Long Beach (POLB) prides itself as the second busiest port in the U.S. and is recognized as a prime West Coast Seaport in North America. Single handedly, it oversees 3,200 acres of land, thirty-five miles of waterfront and a volume of business that sustains over a half-million jobs for Southern California. The dual role of being a leader in international/domestic trade and being an entity that oversees valuable waterfront real estate property, POLB, holds a position of valuable oversight of climate and coastal land protection. The Port's primary environmental programs include "the Green Port Policy" and the "San Pedro Bay Ports Clean Air Action Plan".<sup>33</sup> As a continuing effort to striving towards being a ZE Port, the POLB now has a Net-Zero Emissions Container Terminal that was constructed by converting two previously standalone terminals into one loading and unloading facility.<sup>34</sup>

Along with the strengths of their international trade positions, the San Pedro Bay Ports have been identified as one of the largest sources of air pollution in the South Coast Air Basin.<sup>35</sup> Together, POLA and POLB have

---

<sup>32</sup> [Port of Los Angeles Preliminarily Awarded \\$41 Million from California Air Resources Board to Launch Zero Emissions Hydrogen-Fuel-Cell-Electric Freight Project | Port of Los Angeles](https://www.portoflosangeles.org/references/news_091418_carb_toyota)  
[https://www.portoflosangeles.org/references/news\\_091418\\_carb\\_toyota](https://www.portoflosangeles.org/references/news_091418_carb_toyota)

<sup>33</sup> [San Pedro Bay Ports' Clean Air Action Plan Best Practices and Lessons Learned | US EPA Clean-Truck-Fund-rate-fact-sheet-3-16-22 \(1\).pdf](https://www.epa.gov/ports-initiative/san-pedro-bay-ports-clean-air-action-plan-best-practices-and-lessons-learned) <https://www.epa.gov/ports-initiative/san-pedro-bay-ports-clean-air-action-plan-best-practices-and-lessons-learned>

<sup>34</sup> [Long Beach Container Terminal enters its final lap to go fully green – Daily Breeze](https://www.dailybreeze.com/2023/02/10/long-beach-container-terminal-enters-its-final-lap-to-go-fully-green/)  
<https://www.dailybreeze.com/2023/02/10/long-beach-container-terminal-enters-its-final-lap-to-go-fully-green/>

<sup>35</sup> [Overview of California's Ports](https://lao.ca.gov/Publications/Report/4618#:~:text=However%2C%20the%20Ports%20of%20Los%20) (section of the report)  
<https://lao.ca.gov/Publications/Report/4618#:~:text=However%2C%20the%20Ports%20of%20Los%20>



become a prime example of transition to a green operation, accepting the role of being a strong participant towards the goal of 100% ZE. These ports are changing processes and procedures, cargo handling equipment, docking procedures, and advocating changes in ship propulsion to achieve a truly green environment. POLA and POLB are global maritime leaders with respect to zero and near-zero emission technology.

POLA and POLB are evaluating various options to achieve ZE goals. These include examining the different transport vehicles involved within the port complexes, which includes ships docking, drayage trucks moving cargo containers from the ports to their destination distribution centers, and freight railroad locomotives connected to the port locations.<sup>36</sup>

### **Ships Docking**

One of the primary port operational changes made in accordance with CARB regulations is that within thirty minutes after a ship docks, a ship must transfer to shore electrical power and shutdown the ship's onboard diesel engines.<sup>37</sup> The Ports must manage ship arrivals and departures to ensure that ships don't have to wait for docking stations, which would result in their using additional diesel fuel.

### **DRAYAGE TRUCKS**

Drayage trucks are trucks which transport cargo off-loaded from ships to nearby warehouses and/or train yards. Most of these trucks use diesel fuel. Hydrogen powered and full electric ZE drayage trucks continue to be in the development stage. Prototypes of these vehicles are available for viewing and testing.

Most of the drayage truck operators are either single operators, or small firms. Replacing the current drayage trucks would be cost prohibitive without financial assistance.<sup>38</sup> To that end, POLA and POLB have established a Clean Truck Program, which adds a fee to diesel trucks and generates funding for the small operators to purchase ZE vehicles.

As we transition to a culture that relies on electric vehicles to service the Ports of Long Beach and Los Angeles, we must decide how to recycle

---

angeles%20and%20Long,10%20percent%20of%20the%20basin%E2%80%99s%20total%20NOx%20emis  
sions.

<sup>36</sup> Interviews with POLA and POLB (POLB 1-31-23 and POLA 2-14-23)

<sup>37</sup> Interviews with POLA and POLB (POLB 1-31-23 and POLA 2-14-23)

<sup>38</sup> Ibid.



or dispose of currently used gasoline and diesel trucks. It is presumed that a cottage industry of truck recyclers will emerge in the economy but that isn't assured. The large number of trucks (approximately 20,000) that must be recycled could place a large burden on the economy that may be difficult to overcome. A new hydrogen cell powered truck or electric powered truck is \$400,000 to \$500,000 dollars so replacing all of these trucks is an \$8 to \$10 billion dollar expenditure.<sup>39</sup>

## **Public Transit/Automobiles**

Public transit authorities are advancing ZE objectives in two ways:

- 1) replacing their vehicle fleets with ZE vehicles,; and
- 2) encouraging individuals to consider converting their daily commuting practice from single use automobiles to mass transit

More Metro Rail options with increased passenger security will help Los Angeles County residents to participate in climate control. Also, we hope more consumers trade in their carbon emission producing vehicles for electric vehicles. These objectives will lead to fewer carbon emitting automobiles in Los Angeles County.

The availability of raw materials to manufacture the wiring in the electric car chargers may be challenging as needs grow. Supply chain shortages could limit the number of electric car chargers that can be installed. Long-term plan for a sustainable electric recharging infrastructure need to be taken into account. As the advancement and need for electric energy grows, there is also a concern that the electrical grid must be protected in ways to prevent it from being overtaxed, risking temporary power outages and subsequent shutdowns.

The risks associated with California not being able to meet its 2030-2045 emissions reductions goals are a concern and can be brought to climate control advocates' attention through the California Transit Associations Strategic Plan 2023-2028.<sup>40</sup> These risks include not meeting health goals and not properly coordinating efforts.

---

<sup>39</sup>[Final-Economic-Study-for-Clean-Truck-Fund-Rate.pdf](#) (page 58)

file:///C:/Users/Civil%20Grand%20Jury/Downloads/Final-Economic-Study-for-Clean-Truck-Fund-Rate.pdf

<sup>40</sup> CTA\_Strategic Plan Framework\_12-19-22\_Final.pdf (caltransit.org)

[https://caltransit.org/cta/assets/File/CTA\\_Strategic%20Plan%20Framework\\_12-19-22\\_Final.pdf](https://caltransit.org/cta/assets/File/CTA_Strategic%20Plan%20Framework_12-19-22_Final.pdf)



## STATIONARY

### Buildings/Oil Refineries

Land use issues include conversion of oil refineries into sustainable fuel plants.<sup>41</sup> Diesel fuels derived from agricultural and food waste, such as cooking oil, fats, greases, and soybean oils, are now being referred to as “renewable diesel”.<sup>42</sup> With depressed fuel demand and climate protection actions, petroleum companies are dealing with three options:

- 1) closing oil wells;
- 2) maintaining/monitoring existing oil fields, or;
- 3) retrofitting existing stationary energy sources.

Real estate values near land previously used for fossil fuel drilling/mining, extraction and refining is have declined. That activity has substantially polluted the adjacent area and residential communities.

The Los Angeles City Council has shown support for retrofitting buildings and multi-unit dwellings with decarbonization efforts.<sup>43</sup> The City of Santa Monica and the City of Long Beach also have green building programs. Green building programs improve both the environment and the health and comfort of occupants. Additionally, local representatives are voting in favor for new construction guidelines that stipulate ZE energy.<sup>44</sup>

## WASTE/LAND USE

The Los Angeles County Sanitation Districts,<sup>45</sup> Los Angeles City Sanitation District, and Los Angeles City Department of Water and Power are all moving more aggressively towards educating the public on diverting waste away from landfills. The introduction of solid waste programs, otherwise known as food waste recycling, will assist in

---

<sup>41</sup> World Energy To Upgrade Sustainable Fuel Refinery | Aerospace News: Aviation International News (ainonline.com) <https://www.ainonline.com/aviation-news/aerospace/2022-04-25/world-energy-upgrade-sustainable-fuel-refinery>

<sup>42</sup> Clifford Kraus. December 3, 2020. The New York Times. <https://www.nytimes.com/2020/12/03/business/energy-environment/oil-refineries-renewable-diesel.html>.

<sup>43</sup> [21-0683 \(CFMS\) \(lacity.org\)](https://cityclerk.lacity.org/lacityclerkconnect/index.cfm?fa=ccfi.viewrecord&cfnumber=21-0683)  
<https://cityclerk.lacity.org/lacityclerkconnect/index.cfm?fa=ccfi.viewrecord&cfnumber=21-0683>

<sup>44</sup> City Council Demonstrates its Commitment to a Zero-Carbon Los Angeles by Passing Building Electrification Policy | Sierra Club Angeles Chapter  
[https://angeles.sierraclub.org/news\\_conservation/blog/2022/06/city\\_council\\_demonstrates\\_its\\_commitment\\_to\\_a\\_zero\\_carbon\\_los\\_angeles](https://angeles.sierraclub.org/news_conservation/blog/2022/06/city_council_demonstrates_its_commitment_to_a_zero_carbon_los_angeles)

<sup>45</sup> LA County Sanitation Districts Reaches Carbon Neutrality - Smart Energy Decisions  
<https://www.smartenergydecisions.com/energy-management/2022/04/12/la-county-sanitation-districts-reaches-carbon-neutrality>



producing less methane gas in waste landfills. In 2021 alone, these sanitation districts were able to divert 78,000 tons of food waste from landfills, which reduced pollutant emissions equivalent to five million gallons of gasoline.

The Climate Action Plan can continue to be advanced towards the reduction of GHG emission levels once commercial and residential consumers make it their regular practice to divert waste away from landfills. Los Angeles County and city districts should adhere to the guidelines of SB 1383, which mandates the use of Green Bins by all Los Angeles County sanitation districts for the disposal of food waste that is not being composted or shredded in disposals.<sup>46</sup> Many cities are using green collections for this purpose. The goal is to have residents eliminate of food waste, through at least one of three methods: 1) composting, 2) using sink disposals, and/or 3) combining it with their green yard waste weekly pick-ups.

## **CONSUMER AWARENESS**

Climate control legislation provides the targets for compliance, but monitoring the data will reflect whether pollution is being reduced. The public needs to be kept aware of the legislative mandates with successful outreach communication. Administering public operations and changes requires direct coordination with consumers.

This planned community outreach from CARB to the neighborhoods surrounding the Inglewood Oil Field would be a prime example of how the ZE advancements could incorporate consumer advocacy and communication. The aforementioned SNAPS study of air quality in this area should be made public.

The cost savings by not driving gas fueled vehicles and lowering gas heating consumption, have certainly motivated consumer participation in deescalating air pollution factors. Eliminating California's dependence on fossil fuel imports from Russia and the Middle East in the near future will also let residents feel less triggered and affected by geopolitical shocks that can directly affect energy supply factors; consumers feel the inflationary impact with the increase in energy costs.

---

<sup>46</sup> James Rainey. What you need to know about California's new composting law — a game changer for food waste. Los Angeles Times. December 26, 2021. <https://www.latimes.com/california/story/2021-12-26/organic-waste-composting-law-2022-recycling>





## **FINDINGS**

### **TRANSPORTATION**

1. The total electrical load for the entire port can be exceeded.
2. Switching the cargo ship's onboard diesel engines to electrical power is held up when ships are waiting to be docked.
3. A high percentage of trucking companies cannot afford to replace their single or small fleet of trucks, therefore needing financial assistance or subsidies to transition to ZE vehicles.
4. The number of infrastructure electric charging stations must keep pace with public demand for converting to ZE alternative vehicles.
5. As ZE vehicles are replacing gasoline and diesel trucks, the recycling and disposal of those trucks is a concern.
6. Hydrogen is an alternative to electricity to generate power for motor vehicles.
7. Producing hydrogen using electrolysis can produce nitrous oxides.

### **STATIONARY SOURCES**

8. A review of Los Angeles City Council meetings has shown that ZE goals have residents' support for retrofitting existing public buildings and mandating decarbonization of new building constructions so building codes need to be updated accordingly.

### **WASTE/LAND USE**

9. SB 1383 mandates the use of Green Bins by all Los Angeles County sanitation districts for the disposal of food waste that is not being composted or shredded in disposals. Many cities are using green collections for this purpose.
10. City and County public agencies are challenged to provide organic waste collection services to businesses and residents, requirements imposed by SB 1383.



## **RECOMMENDATIONS**

### **TRANSPORTATION**

- 1.1 The Ports' electrical grid should be managed to service expanding energy needs.
- 1.2 Violations should be implemented if docked beyond wait time.
- 1.3 Payments from the POLA and POLB Clean Truck Program should be prioritized as a means of helping small business truck companies purchase ZE trucks.
- 1.4 The Ports Complex should determine the best locations for electric charging stations for both present and planned electric trucks/cars.
- 1.5 The Clean Truck Program should develop a means for potential buyers and sellers to market the recycled truck materials.
- 1.6 This committee supports the option of green hydrogen, but recommends that the exposure of nitrous oxide pollution be identified and eliminated in its energy applications.
- 1.7 Nitrous oxides need to be contained during hydrogen production operations.

### **STATIONARY SOURCES**

- 1.8 (a) Schools, county/city public agencies/buildings, and commercial offices should be retrofitted with energy efficient systems, thereby modeling consistent ZE goals and practices.  
(b) Construction building codes should reflect ZE goals.

### **WASTE/LAND USE**

- 1.9 In order to comply with SB 1383, separating food waste from regular garbage disposal into green collection bins and its collection needs to be closely monitored.
- 1.10 Each Los Angeles Sanitation District should publish updated reports on their community's adherence to SB 1383.



## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses by elected County officials and agency heads shall be made no later than sixty (60) days after the CGJ publishes its report and files with the Clerk of the Court. Responses by the governing body of public agencies shall be made ninety (90) days after the CGJ publishes its report and files with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05(a) and (b).

All responses to the recommendations of the 2022-2023 Los Angeles CGJ must be submitted to:

**Presiding Judge**  
**Los Angeles County Superior Court**  
Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Grand Jury  
210 W. Temple Street, Thirteenth Floor, Room 13-303  
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

<b>REQUIRED AGENCIES</b>	<b>RECOMMENDATIONS</b>
Los Angeles County Board of Supervisors	1.6 thru 1.10
County of LA Dept. of Regional Planning	1.6 thru 1.10
County of LA Dept. of Sustainability	1.6 thru 1.10
County of LA Dept. of Environment & Toxicology	1.6 thru 1.10
Los Angeles City Council	1.1 thru 1.10
Port of Los Angeles	1.1 thru 1.10
Port of Long Beach	1.1 thru 1.10
Long Beach City Council	1.1 thru 1.10



## COMMENDATIONS

Gordon Jefferson (former Civil Grand Jury Member), Thuy Hua (Supervising Regional Planner, County of Los Angeles Department of Regional Planning), Affiliates of Port of Los Angeles and Port of Long Beach for their contributions to this report.

Los Angeles City and County Sanitation Districts should be commended for their actions in capturing and utilizing methane from the wastewater treatment process.

## ACRONYMS

<b>AFOLU</b>	Agriculture Forestry and Other Land Use
<b>CAP</b>	Climate Action Plan
<b>CARB</b>	California Air Quality Resources Board
<b>CDFW</b>	California Department of Fish and Wildlife
<b>CEC</b>	California Energy Commission
<b>CGJ</b>	Civil Grand Jury
<b>CHBC</b>	California Hydrogen Business Council
<b>CTF</b>	Clean Truck Fund
<b>DPW</b>	Department of Public Works
<b>EPA</b>	Environmental Protection Agency
<b>EV</b>	Electric Vehicle
<b>GHG</b>	Green House Gas
<b>IOF</b>	Inglewood Oil Field
<b>IPPU</b>	Industrial Processes and Product Use
<b>LA</b>	Los Angeles
<b>METRO</b>	Los Angeles County Metropolitan Transportation Authority
<b>POLA</b>	Port of Long Beach
<b>POLB</b>	Port of Long Beach
<b>SCAQMD</b>	South Coast Air Quality Monitoring Districts
<b>SNAPS</b>	Study of Neighborhood Air near Petroleum Source
<b>SoCalGas</b>	Southern California Gas Company
<b>ZE</b>	Zero Emissions
<b>ZEMU</b>	Zero-Emission Multiple Unit



## APPENDIX I. KEY LEGISLATION

- AB 32 (2006): 2020 target and calls for a Scoping Plan and updates at least every 5 years
- SB 32 (2016): 2030 target
- SB 1383 (2016): Short-lived climate pollutant targets for 2030
- New 2022 legislation informing the Scoping Plan:
- AB 1279: 2045 carbon neutrality target , anthropogenic emissions to be reduced by 85% by 2045
- SB 905: Establishes a Carbon Capture, Removal, Utilization and Storage Program
- SB 846: Extends the Diablo Canyon Power Plant’s sunset date
- SB 1020: Establishes interim clean electricity targets
- SB 1137: Oil and gas setbacks of 3,200 feet
- SB 1075: Requires CARB to prepare an evaluation of the role of hydrogen in California
- AB 1757: Requires setting of natural and working lands targets and tracking progress
- AB 2251: Sets a target for increasing urban tree cover by 10% by 2035
- Executive Order N-79-20
- LA City Council File 21-0683

## DOCUMENT SOURCES

- [H2] Innovation Experience | SoCalGas, <https://www.socalgas.com/sustainability/h2home>
- World Energy To Upgrade Sustainable Fuel Refinery | Aerospace News: Aviation International News (ainonline.com), <https://www.ainonline.com/aviation-news/aerospace/2022-04-25/world-energy-upgrade-sustainable-fuel-refinery>
- A Power Plant In El Segundo Will Burn 'Green' Hydrogen. Here's What That Means To Us | LAist Long Beach Container Terminal enters its final lap to go fully green – Daily Breeze, <https://www.dailybreeze.com/2023/02/10/long-beach-container-terminal-enters-its-final-lap-to-go-fully-green/>
- LAist, “A Powerplant in El Segundo Will Burn Green hydrogen. What Does that Mean to Us?” <https://laist.com/news/climate-environment/a-power-plant-in-el-segundo-will-burn-green-hydrogen-what-does-that-mean-to-us>



- <https://cleanairactionplan.org/strategies/trucks/>
- <https://polb.com/environment>
- <https://cleanairactionplan.org/strategies/cargo-handling-equipment/>
- <https://cleanairactionplan.org/>
- <https://www.dailybreeze.com/2023/01/04/southland-air-quality-watchdog-sued-over-refinery-air-pollution-rule/>
- <https://www.dailybreeze.com/2023/03/04/honda-unveils-new-power-station-that-reduces-local-pollutants-at-torrance-hq/>
- CTA Strategic Plan Framework 12-19-22\_Final.pdf:  
[https://caltransit.org/cta/assets/File/CTA Strategic%20Plan%20Framework\\_12-19-22\\_Final.pdf](https://caltransit.org/cta/assets/File/CTA_Strategic%20Plan%20Framework_12-19-22_Final.pdf)
- San Pedro Bay Ports Clean Air Action Plan,  
<https://cleanairactionplan.org/>
- Los Angeles County About Los Angeles County CAP | Climate Action (lacounty.gov),  
<https://planning.lacounty.gov/site/climate/about-lac-cap/>
- State of California California Air Resources Board,  
<https://ww2.arb.ca.gov/>
- Los Angeles Metro Transit Metro | Bus, Rail, Subway, Bike & Micro in Los Angeles, <https://www.metro.net/>
- South Coast Air Quality Monitoring District,  
<http://www.aqmd.gov/>
- Environmental Protection Agency U.S. Environmental Protection Agency | US EPA, <https://www.epa.gov/>
- Los Angeles County Public Health / Air Pollution Department of Public Health, <http://publichealth.lacounty.gov/>

## COMMITTEE MEMBERS

Frank Murray	Chairperson
Wayne Dodds	Co-Chairperson
Marlene Walker	Secretary
Shirley Zaragoza	



# **STANDING COMMITTEES**



**AD HOC COMMITTEE**





# AD HOC COMMITTEE

## SUMMARY

An internal Ad Hoc Committee (Committee) was created soon after the Civil Grand Jury (CGJ) session began. Several jurors contracted COVID-19, which resulted in mandatory ten day recess starting the week after the start of our term.

The ten days lost proved detrimental for the jury's total understanding and recognition of the duties and internal procedures expected during service.

The Ad Hoc Committee addressed the constant fluctuation in member attendance, and provided supplemental help and training. The Committee was also involved in the formation of task forces to address pressing issues.

## DISCUSSION

This cohort began their term in July 2022, and was the first CGJ to meet full-time and in person since restrictions surrounding the COVID-19 pandemic were lifted. There was a summer surge in reported cases at the time, and there was a strong expectation that our service had the potential to be interrupted. We remained in compliance with the strict health and safety guidelines imposed by the Centers for Disease Control and the County of Los Angeles Department of Public Health.

Testing was not a requirement for attendance, and masking was strongly encouraged but not required. After only four days of training and materials review, multiple, voluntary self-reports of positive COVID-19 cases were called in to our administration. An immediate recess was imposed to limit juror's potential exposure.

As a result, we had to suspend orientation and had to stay home during a mandatory ten day quarantine. The CGJ lost valuable time when we would have learned about protocol, procedure and other topics. Once the CGJ reconvened, it was clear that operations were not going to run as expected. The Foreperson called for an Ad Hoc Committee to address any emergent tasks. With the formation of this Committee, a system



was put in place to support the cohesion and continuity during our term of service.

Ad Hoc Committee members took detailed notes which supplemented our meeting's minutes for absentees. These *Daily Notes for Absentees* were used in "catch-up" meetings with those who had been out. A 'note-taker' recorded detailed descriptions of the jury's meetings. These were then saved and either added to the absent juror's electronic Member folder, or printed out and left at their desk, depending on their individual preference.

A *Work From Home* task force evolved to address potential stay-at-home restrictions and as a precaution against losing more time if another recess were to occur. The *Work From Home Task Force* researched County and State laws and other similar government *Work-From-Home* policies. The members met with administration to review how the previous Los Angeles County Civil Grand Jury handled their COVID-19 protocols.

On September 15, 2022, the fire alarm in our building was triggered accidentally. The Jury realized that no emergency preparedness training had been given. The Ad Hoc Committee addressed this by creating an *Emergency Preparedness Task Force (EP)*.

*The Emergency Preparedness (EP) Task Force* conducted on-site surveys of our office building and surrounding parking lots to plan the fastest and most effective exit routes. The EP used a template generated by ready.gov<sup>1</sup> as a reference model and tailored it to the specific needs of this CGJ and its administration.

As the year progressed, COVID-19 cases dropped and the CGJ fell into a comfortable rhythm of its duties and *ad hoc* functions were no longer needed. The Ad Hoc Committee has been available for service, but since the start of 2023, no further action has been required.

Although not a requirement, an Ad Hoc Committee can be a valuable asset to ensure continuity within the CGJs one year term of service. Problems can be addressed immediately, and committee members are able to focus attention on swift project resolution.

---

<sup>1</sup> *Emergency Preparedness Plan* [https://www.ready.gov/sites/default/files/2020-09/business\\_emergency-response-plans.pdf](https://www.ready.gov/sites/default/files/2020-09/business_emergency-response-plans.pdf) (Date Accessed 02.12.2023)



The Ad Hoc Committee would like to extend its gratitude to the committee Secretary, who wrote the *Daily Notes*. Without her, many jurors would have been left feeling lost after long periods of absence away from the Civil Grand Jury.

## ACRONYMS

**CGJ** Civil Grand Jury  
**EP** Emergency Preparedness Committee

## COMMITTEE MEMBERS

Leslie Flores Chairperson  
Deborah Humphrey Co-Chairperson  
Secretary

## WORK FROM HOME

James Childress  
Leslie Flores  
Donald Gonzales  
Donald Lindgren  
Carina Lister

## EMERGENCY PREPAREDNESS

Michele Ashamalla  
Leslie Flores  
Donald Gonzales  
Dale LaCasella  
Carina Lister



**AUDIT COMMITTEE**



# AUDIT COMMITTEE

## SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) investigates the fiscal and operational performance of Los Angeles County departments, local and city government, school districts, and special districts. The CGJ is specifically empowered by California Penal Code Section 926 to engage outside experts who can assist the CGJ investigative committees.

The Audit Committee's function is to find outside auditing firms that can respond in a timely manner to assist CGJ investigations by developing the scope of work, submitting contractual agreements to the County Counsel for review, finalizing the agreements, and authorizing payment for any audit work with the final approval of the court.

During this term, no contracts were awarded.

## ACRONYMS

**CGJ**            2022-23 Los Angeles County Civil Grand Jury

## COMMITTEE MEMBERS

James Childress	Chairperson
Victor Lesley	Co-Chairperson
Carina Lister	Secretary
Patricia Estrada	



**CITIZEN COMPLAINTS  
COMMITTEE**



# CITIZENS COMPLAINTS

## SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) receives complaints from the residents of Los Angeles County regarding county government, city governments, agencies, and special districts within the county. Submission of these complaints is the means by which citizens can petition the CGJ regarding grievances against city and county governments, agencies, and special districts.

## DISCUSSION

Any resident of the County of Los Angeles, be they private citizen, government employee, or officer, may ask the CGJ to conduct an investigation regarding their complaint. This complaint must be in writing and is treated by the CGJ as confidential. Any request for an investigation must include detailed evidence supporting the complaint or request for investigation.

Residents who wish to submit complaints can find the complaint form and guidelines at the CGJ website: [www.lacourt.org/forms/jury](http://www.lacourt.org/forms/jury). While this is the preferred method, handwritten complaints are accepted and all must meet the criteria stated below. Complaints must be mailed to the CGJ office at:

**Clara Shortridge Foltz Criminal Justice Center  
Los Angeles County Civil Grand Jury**

222 South Hill Street, Room 670  
Los Angeles, CA 90012

The written complaint<sup>1</sup> should cover the following points:

- Who or what agency is the complaint against?
- What is the nature (subject) of the complaint?
- When and where did the incident(s) occur?
- What/who/where action was improper or illegal?
- What were the consequences of this action?
- What action or remedies are being requested?

---

<sup>1</sup> See Copy of Complaint Form Attached hereto as Appendix 'A'



- Why/how?
- Attach relevant documents and correspondence with specifics and dates.

The Citizens' Complaints Committee (CCC) reviews all complaints received by the CGJ and makes recommendations to the CGJ as to the disposition of the complaint. The review determines whether the complaint falls within the purview of the CGJ. If it does, the CCC then evaluates the evidence to determine if it is sufficient to support the complaint. If so, a detailed investigation by the CGJ may be recommended. If not, no investigation will be recommended. In its review, the CCC may seek additional information from the complainant and/or other sources.

If the CCC determines that no further investigation is warranted, the CCC informs the complainant by letter about its determination. In 2022-2023 the CGJ received forty-one (41) complaints.

The findings of any investigation conducted by the CGJ will be communicated only in the final report published at the conclusion of the CGJ's term, June 30, 2023.

## **METHODOLOGY**

The CGJ has established a procedure for receiving, acknowledging, and processing citizens' complaints.

All complaints are initially received by Grand Jury staff, copied, and assigned a reference number. Once the complaint is given to the committee, the following suggested general procedures and policies will ensure an effective response to complaints:

1. All citizen complaints must be in writing, signed, and delivered by mail to the administrative office of the jury, at 222 South Hill Street, Room 670, Los Angeles, CA 90012.
2. The staff prepares an acknowledgement letter, makes a copy, and mails the original to the complainant. A copy of the complaint along with the copy of the acknowledgement letter is placed in an individual numbered folder created when the staff logged the complaint.





3. Names and identities of complainants shall be kept confidential unless otherwise authorized.
4. Complaints must be reviewed by the CCC, who:
  - a. Decides, in consultation with the legal advisor if necessary, the validity of the complaint for civil grand jury investigation by reviewing the file and recommended disposition.
  - b. Foreperson and CCC place the complaint on the next general session agenda. If the CGJ believes that the complaint has merit, the complaint is referred to a standing civil grand jury committee, or closed if the complaint is determined without merit.
  - c. If the majority of the CGJ agrees that the complaint is without merit and that no action will be taken, a disposition letter is prepared and mailed to the complainant, and the file is closed.
5. The full grand jury is informed of the disposition of every Citizen Complaint at its general sessions.
6. There is no direct communication between a complainant and an individual grand juror. All written communications are through the civil grand jury staff. Interviews of complainants and witnesses must be conducted by no less than two grand jurors.
7. Citizens' complaints, which are not brought to a satisfactory conclusion upon completion of the CGJ term, may either be referred to the next year's civil grand jury or the complainant may be asked to resubmit the complaint.
8. Tables are created and populated to record the results of the review and to be included in the CGJ final report.
9. The complaints are boxed, sealed, and put into storage for five years at the end of the CGJ term.



## DISPOSITION

Dispositions include, but are not limited to, the following:

- a. Involves a State or Federal issue
- b. No jurisdiction over subject matter
- c. Requires legal advice
- d. Matter is pending before a court or other judicial body
- e. Insufficient facts or illegible information
- f. No relief requested
- g. No action taken
- h. Insufficient supporting documentation
- i. Referred to another agency<sup>2</sup>
  1. Referral for investigation:
    - a. The matter is brought before the full CGJ for review and determination is made as to whether an investigation will be opened.

### 2022-2023

DISPOSITION	NUMBER
The CGJ has no jurisdiction over the complaint because it involves state or federal issues	4
The CGJ has no jurisdiction over the subject matter of the complaint	5
The complaint requires legal advice which the CGJ is not empowered to provide	8
The subject matter of the complaint is pending before a court or other judicial body	9
The complaint contains insufficient facts or relevant clear information to enable the CGJ to take action	3
No relief was requested	1
No action taken	3
Insufficient supporting documentation	1
The complaint is being referred to another agency	7

<sup>2</sup> The matter may be referred to the District Attorney, City Attorney or other such agency, or to the Los Angeles City or Los Angeles County Ombudsman.



## **ACRONYMNS**

**CCC** Citizens' Complaint Committee  
**CGJ** Los Angeles County Civil Grand Jury

## **COMMITTEE MEMBERS**

Dale LaCasella	Chairperson
Carolyn Cobb	Co-Chairperson
Jenalea Smith	Secretary
Alice Beener	



**APPENDIX 'A'**  
CONFIDENTIAL CITIZEN COMPLAINT FORM

Please review attached Complaint Guidelines before completing this form

PLEASE PRINT

DATE: \_\_\_\_\_

1. Who:
2. Your name: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip Code \_\_\_\_\_  
Telephone: ( \_\_\_\_\_ ) \_\_\_\_\_ Extension: \_\_\_\_\_

3. 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.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. When: Date(s) of incident:  
\_\_\_\_\_  
\_\_\_\_\_

5. Who/Where/When:  
Names and addresses of other departments, agencies or officials involved in this complaint. Be precise in providing dates and types of contact, i.e. phone, letter, personal. Use additional sheets if necessary.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6. Why/How: Attach pertinent documents and correspondence with dates.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



## Complaint Guidelines

Communications from the public can provide valuable information to the Civil Grand Jury. Any private citizen, government employee, or officer may submit a completed complaint form to request that the Civil Grand Jury conduct an investigation. This complaint must be in writing and is treated as confidential.

Prior to submitting the Complaint Form to the Grand Jury office, please retain a copy for your records if needed. Receipt of all complaints will be acknowledged. Exhibits or supporting documents attached to the complaint become property of the Grand Jury and will not be returned.

If the Civil Grand Jury determines that a matter is within the legally permissible scope of its investigative powers and would warrant further inquiry, additional information may be requested. If a matter does not fall within the Civil Grand Jury's investigative authority, or the jury determines not to investigate a complaint, no action will be taken and there will be no further contact from the Civil Grand Jury.

The findings of any investigation conducted by the Civil Grand Jury can be communicated only in a formal final report published at the conclusion of the Grand Jury's term, June 30th. Some complaints are not suitable for civil grand jury action. For example, the Civil Grand Jury has no jurisdiction over judicial performance, actions of the court, or cases that are pending in the courts. Grievances of this nature must be resolved through the established judicial appeal system. The Civil Grand Jury has no jurisdiction or authority to investigate federal or state agencies. Only causes of action occurring within the County of Los Angeles are eligible for review.

The jurisdiction of the Civil Grand Jury includes the following:

- Consideration of evidence of misconduct against public officials within Los Angeles County.
- Inquiry into the condition and management of the jails within the county.
- Investigation and report on the operations, accounts, and records of the officers, departments or functions of the county including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex officio capacity as officers of the districts.
- Investigation of the books and records of any incorporated city or joint powers agency located in the county.

If you need assistance completing this form: Los Angeles County residents dial 211, Los Angeles City residents dial 311. You will be directed to a local legal help center.

Mail complaint form to: Los Angeles County Civil Grand Jury  
222 South Hill Street, Suite 670  
Los Angeles, CA 90012



## **CONTINUITY COMMITTEE**



# CONTINUITY COMMITTEE

## SUMMARY

The Continuity Committee (Committee) serves as a bridge between prior, current, and future civil grand juries operating in Los Angeles County. The primary function of the Committee is to ensure that county agencies and elected officials respond to the recommendations in the previous year's jury reports. Once the report being published and received, the public agencies are given a sixty or ninety day window to generate a response. This timeframe is set as required by Penal Code Sections §933 and §933.005.

If responses are not received within the required sixty or ninety day reception period, the Committee must send a notification letter the non-responding agencies requesting immediate cooperation.

## DISCUSSION

The Committee maintains the archive of legally mandated records of all submitted responses. Penal Code §933(c) requires that a copy of juries' final reports and applicable responses be maintained by subsequent juries held for a minimum of five years. The preservation and maintenance of accurate records is an essential function for Civil Grand Jury operations. In order to keep continuity, this process is overseen by a Standing Committee.

The Committee organizes and disseminates information pulled from the prior year to facilitate the investigative and reporting efforts of the current jury. Duties include:

- Organizing and maintaining the Civil Grand Jury's report library.
- Reviewing and filing all responses made in the previous year's Civil Grand Jury Final Report.
- Creating an accountability system to identify and chart *non-responsive* agencies.
- Uploading a digital record of all the original written letters from the agencies required to respond to final reports generated by the 2021-2022 Civil Grand Jury.



- Creating a response summary table to catalogue both required and invited responses received for the corresponding recommendations outlined in the 2021-2022 final reports.

All required responders have either sixty or ninety days from the date of publication to deliver their written responses.

When an agency is *non-responsive*, the Continuity Committee has a three-tiered system to make contact and receive the agency's response in time for publication of the final report book.

1. Locate the agency's phone number and call. If no contact is made, or if there is prolonged contact without response, then the Committee proceeds to step 2.
2. Locate the agency's email address. A message is sent with a request for the missing responses. If this does not lead to results, the Committee proceeds to step 3.
3. Locate the agency's mailing address. This is the final step to make contact with the unresponsive agency. A written letter sent through USPS can provide the most information to the agency with requirements and deadlines.

Only one agency failed to provide a required response regarding two recommendations from the 2021-2022 Civil Grand Jury final report. The Los Angeles Department of Water and Power (LADWP) was unable to provide written responses for the report entitled, "*Drip, Drip, Drip: Where is Our Water Coming From?*"

LADWP was initially accommodating when members of the Committee made phone contact, but no further action was taken to send the responses to the Civil Grand Jury. A written letter was then sent directly. (See Exhibit 1 at the end of this report). The non-responses were noted in the Response Chart and will be considered when organizing and archiving future Civil Grand Jury Continuity records. If a pattern of non-responsiveness continues, an investigative report may be written.





## REQUIRED RESPONSE TABLES

### For the Civil Grand Jury Report 2021-2022

REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES								
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED
<b>AT WILL EMPLOYEES... UNMASKED</b>	Mayor, City of Los Angeles	Create a policy or ordinance to require an employment application	1.1							X		
		Limits on yearly pay raises	1.2							X		
		Transparent and available salary information	1.3							X		
		Current non-exempt city employees should not be hired as exempt	1.4							X		
		Orientation package for outgoing staffers	1.5							X		
		Family members, friends, etc. should not be hired	1.6							X		
		Pledge an Oath of Office	1.7							X		
		File a Statement of Economic Interest (Form 700)	1.8							X		
		Pay staff electronically <i>not</i> manually	1.9							X		
		Require/enforce <i>Disaster Relief Worker</i> classification	1.10							X		
		Regularly update City Controller's salary website	1.11							X		
	City Council President, City of Los Angeles	Create a policy or ordinance to require an employment application	1.1							X		
		Limits on yearly pay raises	1.2							X		
		Family members, friends, etc. should not be hired	1.6							X		
Pledge an Oath of Office		1.7							X			
Require/enforce <i>Disaster Relief Worker</i> classification		1.10							X			



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>AT WILL EMPLOYEES... UNMASKED</b>	Office of the Controller	Limits on yearly pay raises	1.2								X		
		Transparent and available salary information	1.3								X		
		File a Statement of Economic Interest (Form 700)	1.8								X		
		Regularly update City Controller's salary website	1.11								X		
	Personnel Director, City of Los Angeles	Create a policy or ordinance to require an employment application	1.1								X		
		Orientation package for outgoing staffers	1.5								X		
		Family members, friends, etc should not be hired	1.6								X		
		File a Statement of Economic Interest (Form 700)	1.8								X		
		Pay staff electronically <i>not</i> manually	1.9								X		
		Require/enforce <i>Disaster Relief Worker</i> classification	1.10								X		
	Ethics Commission	Pledge an Oath of Office	1.7								X		
		File a Statement of Economic Interest (Form 700)	1.8								X		
		Require/enforce <i>Disaster Relief Worker</i> classification	1.10								X		
	Board of Supervisors, Los Angeles County	Develop a 'fair-rating' policy	1.13	X									
		Limit BoS staff raises/yr. (excl. COLA)	1.14	X									
		Probation period terms	1.15				X						
		Hiring policy for family/friends	1.17				X						
		BoS staff should pledge an oath of office	1.19	X									
		BoS staff file a Statement of Economic Impact (Form 700)	1.20				X						



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>AT WILL EMPLOYEES... UNMASKED</b>	CEO, County of Los Angeles	Staffer transfer database for County positions (classified/unclassified)	1.12	X	X								
		Develop a 'fair-rating' policy	1.13	X	X								
		Limit BoS staff raises/yr (excl. COLA)	1.14	X	X								
		Probation period terms	1.15			X							
		Outgoing staffer orientation	1.16	X	X								
		Hiring policy for family/friends	1.17			X							
		Probation period start date	1.18			X							
		BoS staff should pledge an oath of office	1.19	X	X								
		BoS staff file a Statement of Economic Impact (Form 700)	1.20			X				X			
		Job posting timeframe (60 days)	1.21						X				
		Willingness to work with CGJ	1.22	X									
	Dept. of Human Resources, (LAC)	Develop a 'fair-rating' policy	1.13	X	X								
		Probation period terms	1.15			X							
		Outgoing staffer orientation	1.16	X	X								
		Probation period start date	1.18			X							
		Job posting timeframe (60 days)	1.21						X				
	Willingness to work with CGJ	1.22	X										
	Executive Officer (BoS)	Staffer transfer database for County positions (classified/unclassified)	1.12	X	X								
		Probation period terms	1.15			X							
		Outgoing staffer orientation	1.16	X	X								
		Probation period start date	1.18			X							
BoS staff should pledge an oath of office		1.19	X	X									
Job posting timeframe (60 days)		1.21					X						
Willingness to work with CGJ	1.22	X											



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
CONT'D	Cty. Csl.	Willingness to work with the Civil Grand Jury (CGJ)	1.22	X									
AVIATION REIMAGINED	Board of Supervisors, County of Los Angeles	Budget for drones	2.1					X					
		DRP centralization	2.4				X						
		DRP presentations/reports	2.5			X							
		Adopt a county-wide policy	2.9					X					
		Additional compensation for planners	2.11					X					
		RPC/BoS should view drone footage when requested	2.12	X									
		DRP tech connections for BoS access to footage	2.14	X									
	CEO, County of Los Angeles	Budget for drones	2.1						X				
		DRP budget submittal	2.2			X							
		DRP centralization	2.4						X				
		Locate larger/more convenient training facility	2.6						X				
		Locate roof-top training facility	2.7						X				
		Adopt a county-wide policy	2.9						X				
		Additional compensation for planners	2.11						X				
		RPC/BoS should view drone footage when requested	2.12	X									
	Dept. of Regional Planning	Budget for drones	2.1						X				
		DRP budget submittal	2.2			X							
		Post signage of drone activity	2.3			X							
		DRP centralization	2.4						X				
		DRP presentations/reports	2.5			X							
		Locate larger/more convenient training facility	2.6			X							
Locate roof-top training facility		2.7						X					



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
AVIATION REIMAGINED	Dept. of Regional Planning	Drone disclosure for areas with domestic animals	2.8					X					
		Est. written test for new drone operators	2.10					X					
		Additional compensation for planners	2.11						X				
		RPC/BoS should view drone footage when requested	2.12					X					
		DRP cost analysis for <i>live feed</i>	2.13					X					
		DRP tech connections for BoS access to footage	2.14	X									
	Chair (RPC)	RPC/BoS should view drone footage when requested	2.12	X									
		DRP cost analysis for <i>live feed</i>	2.13	X									
DRIP, DRIP, DRIP: WHERE IS OUR WATER COMING FROM?	Board of Supervisors, (LAC)	Increasing awareness/ education of WaterSense program	3.1	X									
		Support water measures/public financing to acquire more H <sub>2</sub> O sources	3.2	X									
		Consider desalination proposals and ballot measures	3.3	X									
	CEO (LAC)	Increasing awareness/ education of WaterSense program	3.1	X									
		Support water measures/public financing to acquire more H <sub>2</sub> O sources	3.2	X									
		Consider desalination proposals and ballot measures	3.3						X				



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>DRIP, DRIP, DRIP: WHERE IS OUR WATER COMING FROM?</b>	LAC Reclamation	Increasing awareness/ education of WaterSense	3.1	X									
		Support water measure/public financing to acquire more H <sub>2</sub> O sources	3.2	X									
	LADWP	Increasing awareness/ education of WaterSense	3.1									X	
		Support water meas./public financing to acquire more H <sub>2</sub> O sources	3.2									X	
	Sanitation	Increasing awareness/ education of WaterSense	3.1	X									
		Support water measure/public financing to acquire more H <sub>2</sub> O sources	3.2	X									
	Metro Water District	Increasing awareness/ education of WaterSense	3.1	X									
		Support water measure/public financing to acquire more H <sub>2</sub> O sources	3.2	X									
	Mayor, City of Los Angeles	Increasing awareness/ education of WaterSense	3.1		X								
		Support water meas./public financing to acquire more H <sub>2</sub> O sources	3.2		X								
		Consider desalination proposals and ballot measures	3.3										X
	City Council (LAC)	Increasing awareness/ education of WaterSense	3.1		X								
Support water meas./public financing to acquire more H <sub>2</sub> O sources		3.2		X									
Consider desalination proposals and ballot measures		3.3										X	



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>HERE TODAY, GONE TOMORROW</b>	Board of Supervisors (Los Angeles County)	Parking for staff and decedent families	4.1							X			
		Contract a Counselor or Chaplain for the facility	4.2	X									
		Create a storage room with indiv. drawers for belongings	4.3							X			
		Provide lab equipment/ staff to bring analysis in-house to expedite findings	4.5			X							
	CEO (LAC)	Parking for staff and decedent families	4.1	X									
		Contract a Counselor or Chaplain for the facility	4.2	X									
		Create a storage room with indiv. drawers for belongings	4.3							X			
		Expand/move Coroner/Med. Examiner to a larger, modern facility	4.4			X							
	Chief Med. Examiner Coroner	Contract a Counselor or Chaplain for the facility	4.2	X									
		Create a storage room with indiv. drawers for belongings	4.3							X			
		Provide lab equipment/ staff to bring analysis in-house to expedite findings	4.5			X							
	<b>MAY THE FORCE BE WITH YOU</b>	Board of Supervisors (LAC)	Any remaining data centers should absorb into DC-1	5.1	X								
CIO to oversee Enterprise Plan			5.3	X									
Eliminate paper system for inmate records between court and the jails			5.4	X									
Fill/consolidate senior mgmt.			5.5	X									
Conceal electrical substation and generators at DC-1			5.6							X			
Ensure best/most current IT systems are available to the County			5.7	X									



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES											
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED			
<b>MAY THE FORCE BE WITH YOU</b>	BoS	Continue latest security enhancements to protect County e-mail	5.8	X											
	CEO (LAC)	Any remaining data centers should absorb into DC-1	5.1	X											
		CIO should move 6 remaining legacy centers into DC-1	5.2					X							
		CIO to oversee Enterprise Plan	5.3	X											
		Eliminate paper system for inmate records between court and the jails	5.4	X											
		Fill/consolidate senior mgmt.	5.5	X											
		Conceal electrical substation and generators at DC-1	5.6						X						
		Ensure best/most current IT systems are available to the County	5.7	X											
		Continue latest security enhancements to protect County e-mail	5.8	X											
	LASD	Eliminate paper system for inmate records between court and the jails	5.4	X											
	Chief Information Officer (LAC)	Any remaining data centers should absorb into DC-1	5.1	X											
		CIO should move 6 remaining legacy centers into DC-1	5.2			X									
		CIO to oversee Enterprise Plan	5.3	X											
		Eliminate paper system for inmate records between court and the jails	5.4	X											
		Fill/consolidate senior mgmt.	5.5	X											
		Conceal electrical substation and generators at DC-1	5.6						X						
		Ensure best/most current IT systems are available to the County	5.7	X											





REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
	CIO	Continue latest security enhancements to protect County e-mail	5.8	X									
<b>MAY THE FORCE BE WITH YOU</b>	BoS (LAC)	MCJ requires repairs and renovations to remain an isoalted and separated inmate custody	6.1							X			
		Transforming MCJ into a mental health facility is no longer relevant	6.2	X									
	CEO (LAC)	MCJ requires repairs and renovations to remain an isoalted and separated inmate custody	6.1							X			
		Transforming MCJ into a mental health facility is no longer relevant	6.2	X									
	Sheriff Dept.	MCJ requires repairs and renovations to remain an isoalted and separated inmate custody	6.1			X							
		Transforming MCJ into a mental health facility is no longer relevant	6.2			X							
	Alt. to Incarceration	MCJ requires repairs and renovations to remain an isoalted and separated inmate custody	6.1									X	
		Transforming MCJ into a mental health facility is no longer relevant	6.2									X	



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
MAY THE FORCE BE WITH YOU!	Dept. of Mental Health	MCJ requires repairs and renovations to remain an isoalted and separated inmate custody	6.1							X			
		Transforming MCJ into a mental health facility is no longer relevant	6.2							X			
MISLEADING SHOULD BE COSTLY: PAY THE PRICE!	Los Angeles Police Dept. (LAPD)	Update to include PC 148.6 advisement on the LAPD Civilian Complaint Form	7.1a									X	
		Add advisement for Sc. 47.5 of CCC to LAPD Civilian Complaint Form	7.2b									X	
		City of LA should pay for legal rep pursuing 47.5 CCC lawsuit to recover damages from a false complaint	7.1c										X
		Legal assurance for 47.5 CCC should be offered as an insurance benefit	7.1d										X
		City of LA should pursue knowingly false complaints in small claims court	7.1e										X
		LAPD to review update software and equiptment tracking Citizen Complaints	7.1f										X
		LAPD to do a <i>thorough</i> review of all policies, criteria and practices regarding recovery costs	7.1g										X
		City of LA should reimburse LAPPL if it is found that a complaint is falsely filed knowingly	7.1h										X



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES								
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED
<b>MISLEADING SHOULD BE COSTLY: PAY THE PRICE!</b>	Sheriff's Department	Update all LASD Civilian Complaint Forms to include PC 148.6 advisement	7.2a			X						
		Update LASD website to restore Citizen access to dept. process and procedures	7.2b	X								
		Review CC process for 'ease of use'	7.2c	X								
		Add 47.5 advisement to LASD Civilian Complaint Form	7.2d		X	X						
		County of LA should pay for legal representation in a 47.5 to recover damages	7.2e						X			
		The County should offer 47.5 CCC as an employee benefit	7.2f						X			
		The County should recover damages from a knowingly false complaint in small claims court	7.2g			X	X					
		Update complaint resolution category to <i>more closely match</i> State law	7.2h			X						
		Update software and equipment to create a single database to track Civilian Complaints (Both valid/false)	7.2i			X						
		Do a <i>thorough</i> review of policies, criteria and practices re: assoc. cost knowingly filing false complaints	7.2j							X		
		The County should reimburse ALADS if found a complaint was knowingly false	7.2k							X		



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES												
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED				
<b>MISLEADING SHOULD BE COSTLY: PAY THE PRICE!</b>	Mayor, City of Los Angeles	Update to include PC 148.6 advisement on the LAPD Civilian Complaint Form	7.1a											X		
		Add advisement for Sc. 47.5 of CCC to LAPD Civilian Complaint Form	7.2b												X	
		City of LA should pay for legal rep pursuing 47.5 CCC lawsuit to recover damages from a false complaint	7.1c													X
		Legal assurance for 47.5 CCC should be offered as an insurance benefit	7.1d													X
		City of LA should pursue knowingly false complaints in small claims court	7.1e													X
		LAPD to review update software and equipment tracking Citizen Complaints	7.1f													X
		LAPD to do a <i>thorough</i> review of all policies, criteria and practices regarding recovery costs	7.1g													X
		City of LA should reimburse LAPPL if it is found that a complaint is falsely filed knowingly	7.1h													X
	LA City Council President	Update to include PC 148.6 advisement on the LAPD Civilian Complaint Form	7.1a												X	
	Add advisement for Sc. 47.5 of CCC to LAPD Civilian Complaint Form	7.2b													X	
	City of LA should pay for legal rep pursuing 47.5 CCC lawsuit to recover damages from a false complaint	7.1c													X	



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES											
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED			
<b>MISLEADING SHOULD BE COSTLY: PAY THE PRICE!</b>	LA City Council President	Legal assurance for 47.5 CCC should be offered as an insurance benefit	7.1d											<b>X</b>	
		City of LA should pursue knowingly false complaints in small claims court	7.1e												<b>X</b>
		LAPD to review update software and equipment tracking Citizen Complaints	7.1f												<b>X</b>
		LAPD to do a <i>thorough</i> review of all policies, criteria and practices regarding recovery costs	7.1g												<b>X</b>
		City of LA should reimburse LAPPL if it is found that a complaint is falsely filed knowingly	7.1h												<b>X</b>
	Board of Supervisors, Los Angeles County	Update all LASD Civilian Complaint Forms to include PC 148.6 advisement	7.2a			<b>X</b>									
		Update LASD website to restore Citizen access to dept. process and procedures	7.2b	<b>X</b>											
		Review CC process for 'ease of use'	7.2c	<b>X</b>											
		Add 47.5 advisement to LASD Civilian Complaint Form	7.2d								<b>X</b>				
		County of LA should pay for legal representation in a 47.5 to recover damages	7.2e							<b>X</b>					
		The County should offer 47.5 CCC as an employee benefit	7.2f						<b>X</b>						
		The County should recover damages from a knowingly false complaint in small claims court	7.2g			<b>X</b>									
		Update complaint resolution category to <i>more closely match</i> State law	7.2h			<b>X</b>									



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>MISLEADING SHOULD BE COSTLY: PAY THE PRICE!</b>	Board of Supervisors (LAC)	Update software and equipment to create a single database to track Civilian Complaints (Both valid/false)	7.2i			X							
		Do a <i>thorough</i> review of policies, criteria and practices re: assoc. cost knowingly filing false complaints	7.2j						X				
		The County should reimburse ALADS if found a complaint was knowingly false	7.2k						X				
	Chief Executive Officer, LA County	Update all LASD Civilian Complaint Forms to include PC 148.6 advisement	7.2a			X							
		Update LASD website to restore Citizen access to dept. process and procedures	7.2b	X									
		Review CC process for 'ease of use'	7.2c	X									
		Add 47.5 advisement to LASD Civilian Complaint Form	7.2d		X								
		County of LA should pay for legal representation in a 47.5 to recover damages	7.2e							X			
		The County should offer 47.5 CCC as an employee benefit	7.2f							X			
		The County should recover damages from a knowingly false complaint in small claims court	7.2g				X						
		Update complaint resolution category to <i>more closely match</i> State law	7.2h				X						
		Update software and equipment to create a single database to track Civilian Complaints (Both valid/false)	7.2i				X						



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>MISLEADING SHOULD BE COSTLY: PAY THE PRICE!</b>	CEO, LAC	Do a <i>thorough</i> review of policies, criteria and practices re: assoc. cost knowingly filing false complaints	7.2j							X			
		The County should reimburse ALADS if found a complaint was knowingly false	7.2k							X			
	<b>INVITED RESPONSES</b>												
	Los Angeles Police Protective League	Update to include PC 148.6 advisement on the LAPD Civilian Complaint Form	7.1a										X
		Add advisement for Sc. 47.5 of CCC to LAPD Civilian Complaint Form	7.2b										X
		City of LA should pay for legal rep pursuing 47.5 CCC lawsuit to recover damages from a false complaint	7.1c										X
		Legal assurance for 47.5 CCC should be offered as an insurance benefit	7.1d										X
		City of LA should pursue knowingly false complaints in small claims court	7.1e										X
		LAPD to review update software and equipment tracking Citizen Complaints	7.1f										X
		LAPD to do a <i>thorough</i> review of all policies, criteria and practices regarding recovery costs	7.1g										X
City of LA should reimburse LAPPL if it is found that a complaint is falsely filed knowingly		7.1h										X	



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES								
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED
<b>MISLEADING SHOULD BE COSTLY: PAY THE PRICE!</b>	<b>INVITED RESPONSES</b>											
	Association of Los Angeles Deputy Sheriffs	Update all LASD Civilian Complaint Forms to include PC 148.6 advisement	7.2a			X						
		Update LASD website to restore Citizen access to dept. process and procedures	7.2b	X								
		Review CC process for 'ease of use'	7.2c	X								
		Add 47.5 advisement to LASD Civilian Complaint Form	7.2d					X				
		County of LA should pay for legal representation in a 47.5 to recover damages	7.2e									X
		The County should offer 47.5 CCC as an employee benefit	7.2f									X
		The County should recover damages from a knowingly false complaint in small claims court	7.2g									X
		Update complaint resolution category to <i>more closely match</i> State law	7.2h				X					
		Update software and equipment to create a single database to track Civilian Complaints (Both valid/false)	7.2i				X					
		Do a <i>thorough</i> review of policies, criteria and practices re: assoc. cost knowingly filing false complaints	7.2j									X
		The County should reimburse ALADS if found a complaint was knowingly false	7.2k									X





REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES										
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED		
<b>ONLY WE CAN PREVENT LA COUNTY WILDFIRES</b>	CEO, Los Angeles County	Keep and expand the prison camp program	8.1	X										
		Fund and implement Fire Camp Gonzales ASAP	8.2	X										
		Adjust general fund to a case-by-case basis to LACFD personnel needs are met	8.3			X								
		Evaluate funding after each fire season	8.4	X										
		LACFD budget should be increased to satisfy personnel and department needs	8.6			X								
	Board of Supervisors, Los Angeles County	Keep and expand the prison camp program	8.1	X										
		Fund and implement Fire Camp Gonzales ASAP	8.2	X										
		Adjust general fund to a case-by-case basis to LACFD personnel needs are met	8.3			X								
		Evaluate funding after each fire season	8.4	X										
		LACFD budget should be increased to satisfy personnel and department needs	8.6			X								
	LAC CSD	Add more Fire Academies to local community colleges that offer FSA	8.5									X		
	Los Angeles County Fire Dept.	Keep and expand the prison camp program	8.1	X										
		Fund and implement Fire Camp Gonzales ASAP	8.2	X										
		Adjust general fund to a case-by-case basis to LACFD personnel needs are met	8.3			X								
		Evaluate funding after each fire season	8.4	X										



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES								
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED
ONLY WE CAN PREVENT LA COUNTY WILDFIRES	Los Angeles County Fire Dept.	Add more Fire Academies to local community colleges that offer FSA	8.5			X						
		LACFD budget should be increased to satisfy personnel and department needs	8.6			X						
		Review and adjust personnel needs each wildfire season	8.7	X								
WATER, WATER, EVERYWHERE LEAKING FROM THE PIPES	BoS, (LAC)	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X								
		Review policy on PVC piping	9.2	X								
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X								
	CEO, (LAC)	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X								
		Review policy on PVC piping	9.2	X								
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X								
	Office of Public Accountability	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X								
		Review policy on PVC piping	9.2	X								
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X								
	Mayor, City of Whittier	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X								
		Review policy on PVC piping	9.2	X								
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X								



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES									
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED	
<b>WATER, WATER, EVERYWHERE LEAKING FROM THE PIPES</b>	Whittier Water Agency	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X									
		Review policy on PVC piping	9.2	X									
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X									
	Mayor, City of Glendale	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X									
		Review policy on PVC piping	9.2				X						
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3					X					
	Glendale DWP	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X									
		Review policy on PVC piping	9.2	X									
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X									
	Los Angeles DWP	Utilities/Public Works should create interagency practices to avoid encroachments	9.1	X									
		Review policy on PVC piping	9.2	X									
		Continue evaluating earthquake resilient pipes and expand usage as indicated	9.3	X									



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES											
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED			
WHO CAN YOU TRUST? AN OVERSIGHT OF CONSERVATORSHIPS	CEO, Los Angeles County	Continue to service clients through OPG and twice yearly renew procedures	10.1	X											
		Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2	X											
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3			X									
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4	X											
		APS should do outreach to promote public awareness and education about potential abuse	10.5	X											
		Provide outreach through newly created DACS	10.8	X											
		Dedicate funding to OPG to better advocate and sevice needs of senior conservatees	10.9	X											
	Board of Supervisors, Los Angeles County	Continue to service clients through OPG and twice yearly renew procedures	10.1	X											
		Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2	X											
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3						X						
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4	X											



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES										
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED		
<b>WHO CAN YOU TRUST? AN OVERSIGHT OF CONSERVATORSHIPS</b>	Board of Supervisors, (LAC)	APS should do outreach to promote public awareness and education about potential abuse	10.5	X										
		Provide outreach through newly created DACS	10.8	X										
		Dedicate funding to OPG to better advocate and service needs of senior conservatees	10.9	X										
	Department of Aging	Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2				X							
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3				X							
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4	X										
		DOA should initiate an outreach campaign to educate the public on conservatorship abuse	10.6				X							
	Adult Protective Services	Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2				X							
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3				X							
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4	X										
		APS should do outreach to promote public awareness and education about potential abuse	10.5	X										



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES										
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED		
<b>WHO CAN YOU TRUST? AN OVERSIGHT OF CONSERVATORSHIPS</b>	Dept. of Mental Health	Continue to service clients through OPG and twice yearly renew procedures	10.1	X										
		Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2	X										
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3						X					
		Dedicate funding to OPG to better advocate and sevice needs of senior conservatees	10.9	X										
	Office of the Public Guardian (DMH)	Continue to service clients through OPG and twice yearly renew procedures	10.1	X										
		Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2	X										
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3						X					
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4	X										
		APS should do outreach to promote public awareness and education about potential abuse	10.5	X										
		Dedicate funding to OPG to better advocate and sevice needs of senior conservatees	10.9	X										



REPORT TITLE	AGENCY	DESCRIPTION	RECOMMENDATION	RESPONSES										
				AGREE	IMPLEMENTED	PARTIALLY AGREE	PARTIALLY IMPLEMENTED	PARTIALLY DISAGREE	DISAGREE	CANNOT BE IMPLEMENTED	NO RESPONSE	FURTHER STUDY NEEDED		
<b>WHO CAN YOU TRUST? AN OVERSIGHT OF CONSERVATORSHIPS</b>	Los Angeles Workforce Development, Aging & Community Service	Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2	X										
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3	X										
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4	X										
		Provide outreach through newly created WDACS	10.8								X			
	Mayor, City of LA	DOA should initiate an outreach campaign to educate the public on conservatorship abuse	10.6			X								
	Purposeful Aging	Continue to report to the BoS on any new reforms/ procedures to create better communication	10.2			X								
		Create a more robust, real-time database to pinpoint complaints and abuses	10.3			X								
		More conservatorship advocacy and educational programs about potential abuse from OPG	10.4			X								
		PALA should offer more education and advocacy services to the general public re: conservatorship abuse and how to combat it. There should also be better communication between APS, WDACS & DOA to track abuse complaints	10.7							X				









**County of Los Angeles  
CIVIL GRAND JURY**

222 South Hill Street • Sixth Floor • Suite 670 • Los Angeles, California 90012  
Telephone (213) 893-0411 • Fax (213) 893-0425  
www.grandjury.co.la.ca.us

February 21, 2023

Mr. Joseph Graven  
Los Angeles City Attorney's Office  
Water and Power Division  
221 N. Figueroa Street, 10<sup>th</sup> Floor  
Los Angeles, CA 90012

Dear Mr. Graven,

In November, 2022, my committee member, Jim Bukowski, passed along your request for a copy of the Civil Grand Jury's Final Report from last year so you can provide the required responses for LADWP. I extend my deepest apologies for not connecting with you sooner.

There are only two reports that need your consideration. The first is entitled, *Drip, Drip, Drip: Where is Our Water Coming From?* There are two (2) responses required from your office:

- 3.1, 3.2

The second report, *Water, Water Everywhere Leaking From the Pipes*, has three (3) required responses for LADWP:

- 9.1, 9.2, 9.3

I have included the Reports that concern the required responses with this letter. You can also access a digital copy on our website at:

Please send in your responses in hard copy at your earliest convenience to:

Los Angeles County Civil Grand Jury  
Attn: Continuity  
222 S. Hill Street  
Los Angeles, CA 90012

Thank you for your prompt response. Please be advised that under California Penal Code 933(c) mandates a response no later than ninety (90) days after the Grand Jury's Final Report is released. For your reference, a copy of the specific Code Section can be found before the report print outs enclosed behind this letter. Last year's report was published and distributed on June 30<sup>th</sup>, 2022.

**EXHIBIT 1**



The current 2022-2023 CGJ cohort, in conjunction with its obligation to monitor past recommendations through an established Continuity Committee, hereby requests that your office provide a response to the noted items no later than ten (10) working days from the date of this letter.

Should you have any questions or concerns regarding the Civil Grand Jury Report, the above recommendations, your required responses or any additional questions, comments or concerns, please do not hesitate to contact the Jury at (213) 893.0411 or by email at [CivilGrandJury@LACourt.org](mailto:CivilGrandJury@LACourt.org).

Thank you for your cooperation in this matter and thank you for your agency's contribution to last year's report.

*LeRoy Titus*

LeRoy R. Titus, *Continuity Committee Chairperson*  
2022-2023 Los Angeles Civil Grand Jury

*Shirley Zaragoza*

Shirley Zaragoza, *Foreperson*  
2022-2023 Los Angeles Civil Grand Jury



***California Penal Code §933, subdivision (c) (excerpt, emphasis added)***

(c) No later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge of the superior court on the findings and recommendations pertaining to matters under the control of the governing body, and every elected county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the superior court, with an information copy sent to the board of supervisors, on the findings and recommendations pertaining to matters under the control of that county officer or agency head and any agency or agencies which that officer or agency head supervises or controls.

**EXHIBIT 2**



## **ACRONYM**

**LADWP** Los Angeles Department of Water and Power

## **COMMITTEE MEMBERS**

LeRoy R. Titus	Chairperson
Leslie Flores	Secretary
Alice Beener	
James Bukowski	
Carolyn Cobb	
Dale LaCasella	
Don Lindgren	



## **DETENTION COMMITTEE**



# DETENTION COMMITTEE

## SUMMARY

The California Penal Code Section 919(b)<sup>1</sup> mandates that the Los Angeles County Civil Grand Jury ("CGJ"), inquire into the condition and management of the public jails within Los Angeles County that are operated by various law enforcement agencies (most notably the Los Angeles Police ("LAPD") and the Los Angeles County Sheriff Department ("LASD")). This includes all 142 detention facilities, probation offices (specifically the juvenile camps) and holding facilities inside County courthouses.

California Penal Code Section 921<sup>2</sup> permits the CGJ free access, at reasonable times, to all the aforementioned locations, and examination, without charge, of all public records within the county.

## BACKGROUND

The purpose of these inspections was to review the overall conditions of each facility.

This would also include cleanliness and possible structural damage. If found, any of the above referenced irregularities could prompt the CGJ to develop a full investigative report.

## METHODOLOGY

The process by which these inspections were organized and completed was done as follows:

- The Detention Committee ("Committee") was formed to coordinate and develop a plan to inspect all 142 Detention Facilities located throughout Los Angeles County.
- The Committee selected a map based on Los Angeles County Zip Codes.<sup>3</sup>
- It was divided into seven (7) sections as there would be one (1) team per 'zone' consisting of up to three (3) jurors each.

<sup>1</sup> [https://california.public.law/codes/ca\\_penal\\_code\\_section\\_919](https://california.public.law/codes/ca_penal_code_section_919) (date accessed August 29, 2022)

<sup>2</sup> [https://california.public.law/codes/ca\\_penal\\_code\\_section\\_921](https://california.public.law/codes/ca_penal_code_section_921) (date accessed August 29, 2022)

<sup>3</sup> Zip Code Map -<https://www.usmapguide.com/california/los-angeles-zip-code-map/>. (date accessed 10-30-23)



- The Foreperson and Foreperson Pro Tem served as *ad hoc* members of all committees and were able to fill in for absent jurors or join a team when needed.
- A minimum of two jurors are required to visit and inspect a facility. Teams consisting of three members were created to insure that this minimal requirement would be met in all circumstances.
- The Committee researched the “Los Angeles County Detention Facility Directory”<sup>4</sup> and previous CGJ Reports to ascertain the names and locations of all Detention Facilities and Juvenile Camps in the County.
- All team members had the opportunity to select the areas of which they had been assigned. Teams that finished their inspections early were asked to assist another team with the completion of their inspections.

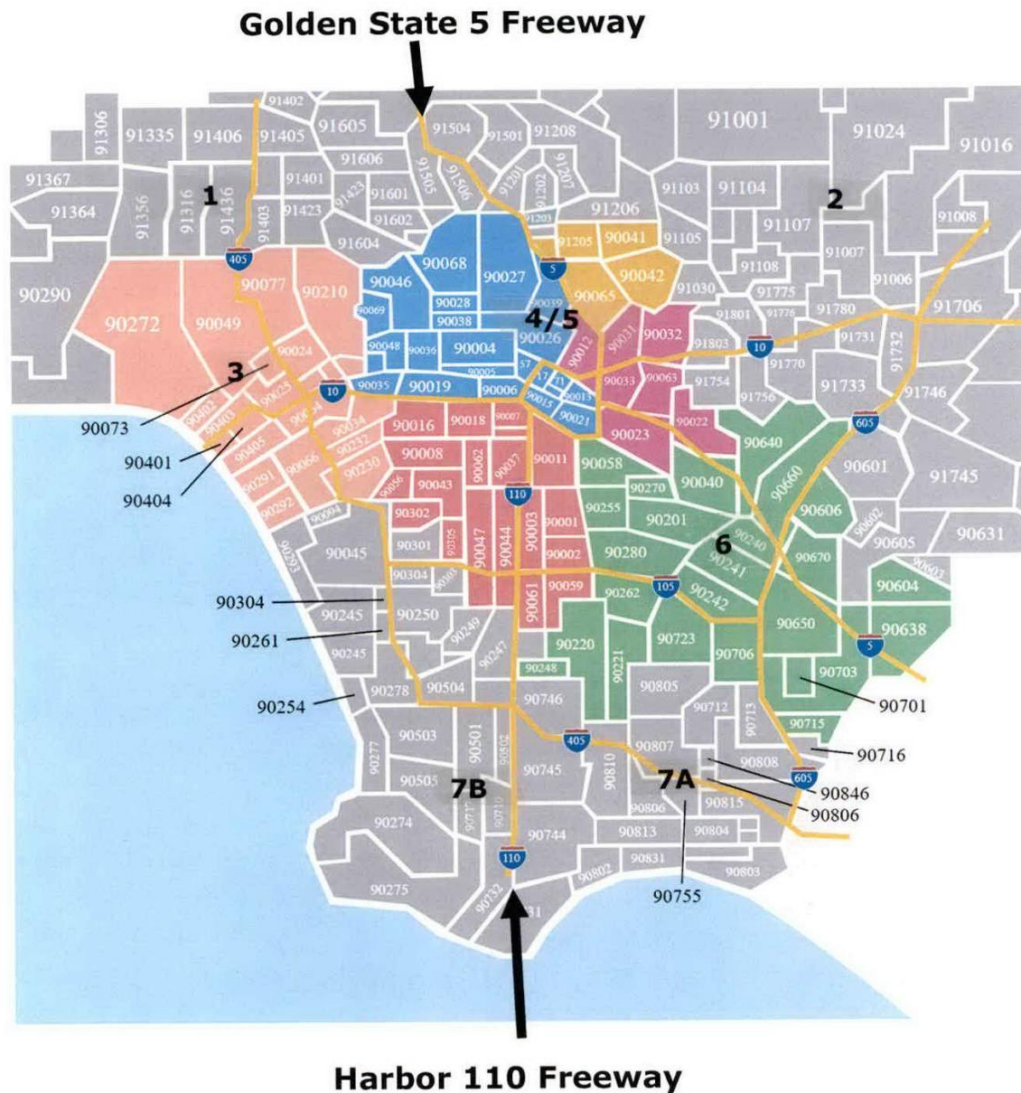
---

<sup>4</sup> Jails & Prisons - Los Angeles County, CA (Inmate Rosters & Records) (countyoffice.org) (date accessed May 1, 2023)





# Los Angeles County Zip Code Map



- Team 1** Inspects Detention Centers in Area 1
- Team 2** Inspects Detention Centers in area 2
- Areas 1 and 2** are separated by the Golden State (5) Freeway
- Team 3** Inspects Detention Centers in Area 3
- Team 4/5** Inspects Detention Centers in Areas 4 and 5
- Team 6** Inspects Detention Centers in Area 6
- Team 7A** Inspects Detention Centers in Area 7A
- Team 7B** Inspects Detention Center in Area 7B
- Areas 7A and 7B** are separated by the Harbor (110) Freeway



The inspections began August 4, 2022 and were completed by November 3, 2022.

## FINDINGS

As a result of these inspections the following investigative reports were written and included in this Final Report:

1. The Inmate Reception Center
2. Sheriff's Operations
3. Juvenile Justice
4. Have we M.E.T.?

The following chart lists all of the detention centers, courts with holding facilities, and juvenile camps that this jury inspected.

### Team 1

<b>Name Address Phone # of Facility</b>	<b>Category</b>	<b>Date Inspected</b>
A. McCourtney Justice Center 1040 West Avenue J Lancaster, CA 93534 661-945-6354	Courthouse	08/18/22
Barry J. Nidorf Juvenile Hall 16350 Filbert St. Sylmar, CA 91342 818-364-2011	LACOPD	08/25/22
Burbank Courthouse 300 East Olive Avenue Burbank, CA 91502 818-260-8497	Courthouse	08/25/22
Burbank Police Department 200 N. Third Street Burbank, CA 91502 818-238-3333	City Police	08/25/22
Central Arraignment Courthouse 429 Bauchet St. Los Angeles, CA 90012 213-974-6531	Courthouse	08/25/22



Criminal Justice Center (Clara Shortridge-Foltz) 210 West Temple Street Los Angeles, CA 90012 213-628-7900	Courthouse	08/18/22
Devonshire Community Station 10250 Etiwanda Ave. Northridge, CA 91325 818-832-0633	LAPD	08/25/22
Foothill Community Station 12760 Osborne St. Pacoima, CA 91331 818-756-8861	LAPD	08/18/22
Lost Hills (Malibu Station) 27050 Agoura Road Agoura, CA 91301 818-878-1808	City Police	08/25/22
Michael D. Antonovich Antelope Valley Courthouse 42011 4th Street West Lancaster, CA 93534 661-483-5500	Courthouse	08/18/22
Mission Hills Community Station 11121 N. Sepulveda Boulevard Mission Hills, CA 91345 818-838-9800	LAPD	08/18/22
N. Hollywood Comm. Station 11640 Burbank Blvd. No. Hollywood, CA 91601 818-623-4016	LAPD	08/25/22
North County Corr. Facility 29340 The Old Road Castaic, CA 91384 661-295-7810	County Jail	08/11/22
Pitchess Detention Center South Facility 29330 The Old Rd. Castaic, CA 91384 661-295-7810	County Jail	08/11/22
Pitchess Detention Center North Facility 29330 The Old Rd. Castaic, CA 91384 661-295-7810	County Jail	08/11/22
San Fernando Court 900 3 <sup>rd</sup> Street San Fernando, CA 91340 818-898-2407	Courthouse	08/18/22



San Fernando Police Dept. 910 First Street San Fernando, CA 91340 818-898-1267	City Police	08/18/22
Santa Clarita Courthouse 23747 Valencia Boulevard Valencia, CA 91355 661-253-5699	Courthouse	08/18/22
Santa Clarita Station 26201 Golden Valley Road Santa Clarita, CA 91325 661-260-4000	LASD	08/18/22
Santa Clarita Valley Station 23740 W. Magic Mtn. Pkwy Valencia, CA 91355 661-253-5699	City Police	08/18/22
Sylmar Juvenile Courthouse 16350 Filbert St. Sylmar, CA 91342 818-364-2011	Courthouse	08/18/22
Topanga Community Station 21501 Schoenborn St. Canoga Park, CA 91304 818-756-4800	LAPD	08/25/22
Van Nuys Community Station 6240 Sylmar Avenue Van Nuys, CA 91401 818-374-9500	LAPD	08/25/22
Van Nuys Courthouse West 14400 Erwin St. Mall Van Nuys, CA 91401 818-989-6900	Courthouse	08/25/22
West Valley Community Station 19020 Vanowen St. Reseda, CA 91335 818-374-7611	LAPD	08/25/22

**Team 2**

Alhambra Courthouse 150 W. Commonwealth Ave. Alhambra, CA 91801 626-293-2100	Courthouse	08/25/22
---	------------	----------



Alhambra Police 211 S. 1 <sup>st</sup> Street Alhambra, CA 91801 626-570-5151	City Police	08/25/22
Altadena Station 780 E. Altadena Drive Altadena, CA 91001 626-798-1131	City Police	09/01/22
Arcadia Police 250 W. Huntington Drive Arcadia, CA 91723 626-574-5150	City Police	09/01/22
Azusa Police 725 N. Alameda Avenue Azusa, CA 91702 626-812-3200	City Police	08/11/22
Baldwin Park Police 14403 Pacific Ave. Baldwin Park, CA 91706 626-960-1955	City Police	08/25/22
Camp Clinton B. Afflerbaugh 6631 N. Stephens Ranch Rd. La Verne, CA 91750 909-593-4937	LACOPD	08/11/22
Camp Glenn Rockey 1900 Sycamore Canyon Rd. San Dimas, CA 91773 909-599-2391	LACOPD	08/11/22
Camp Joseph Paige 6601 N. Stephen Ranch Rd. La Verne, CA 91750 909-593-4921	LACOPD	08/11/22
City of Industry Police 150 North Hudson Avenue City of Industry, CA 91744 626-330-3322	City Police	08/25/22
Claremont Police 570 W. Bonita Ave. Claremont, CA 91711 909-399-5411	City Police	08/11/22
Covina Police 444 N. Citrus Ave. Covina, CA 91733 626-331-3391	City Police	08/25/22



Downey Police 10911 Brookshire Ave. Downey, CA 90241 562-861-0771	City Police	09/03/22
Ed Edelman Children's Court 201 Centre Plaza Dr., #2700 Monterey Park, CA 91754 323-307-8000	Courthouse	08/25/22
El Monte Courthouse 11234 Valley Boulevard El Monte, CA 91731 626-401-2298	Courthouse	08/25/22
El Monte Police 11333 Valley Boulevard El Monte, CA 91731 626-580-2110	City Police	08/25/22
Glendale Courthouse 600 E. Broadway Glendale, CA 91206 818-265-5400	Courthouse	08/25/22
Glendale Police 131 N. Isabel St. Glendale, CA 91206 818-548-4840	City Police	08/25/22
Glendora Police 150 S. Glendora Ave. Glendora, CA 91741 626-914-8250	City Police	08/11/22
Irwindale Police 5050 N. Irwindale Avenue Irwindale, CA 91706 626-430-2244	City Police	08/25/22
La Crescenta Valley Station 4554 Briggs Ave. La Crescenta, CA 91214 818-248-3464	City Police	09/01/22
La Verne Police 2061 3 <sup>rd</sup> Street La Verne, CA 91750 909-596-1913	City Police	08/11/22
Lancaster Station 501 W. Lancaster Blvd. Lancaster, CA 93534 661-948-8466	City Police	08/18/22



Monterey Park Police 320 W. Newmark Avenue Monterey Park, CA 91754 626-573-1311	City Police	09/01/22
Palmdale Station 750 East Avenue Q Palmdale, CA 93550 661-272-2900	LASD	08/18/22
Pasadena Courthouse 300 East Walnut Street Pasadena, CA 91101 626-396-3300	Courthouse	08/25/22
Pasadena Police 207 N. Garfield Avenue Pasadena, CA 91101 626-744-4501	City Police	08/25/22
Pomona Courthouse 400 Civic Center Plz. Pomona, CA 91766 909-620-3023	Courthouse	11/03/22
Pomona Police Department 490 W. Mission Blvd. Pomona, CA 91776 909-622-1241	City Police	08/25/22
San Dimas Station 270 S. Walnut Ave. San Dimas, CA 91773 626-450-2700	City Police	08/11/22
San Gabriel Police 625 S. Del Mar Avenue San Gabriel, CA 91778 626-308-2828	City Police	09/01/22
San Marino Police 2200 Huntington Dr. San Marino, CA 91107 626-300-0720	City Police	09/01/22
South Pasadena Police 1422 Mission St. South Pasadena, CA 91030 626-403-7270	City Police	08/25/22
Temple City Station 8838 Las Tunas Dr. Temple City, CA 91780 626-285-7171	City Police	09/01/22



Walnut/Diamond Bar Station 21695 E. Valley Blvd. Walnut, CA 91790 909-595-2264	City Police	11/03/22
Whittier Police 13200 Penn Street Whittier, CA 90602 562-567-9200	City Police	08/25/22

### Team 3

Beverly Hills Courthouse 9355 Burton Way Beverly Hills, CA 90210 310-281-2400	Courthouse	08/25/22
Beverly Hills Police 464 N. Rexford Drive Beverly Hills, CA 90210 310-550-4951	City Police	08/25/22
Compton Courthouse 200 West Compton Blvd. Compton, CA 90220 310-761-4300	Courthouse	11/03/22
Culver City Police 4040 Duquesne Ave. Culver City, CA 90232 310-837-1221	City Police	08/11/22
Marina Del Rey Station 3851 Fiji Way Marina Del Rey, CA 90292 310-482-6000	City Police	08/11/22
Pacific Community Station 12312 Culver Blvd. Los Angeles, CA 90066 310-482-6334	LAPD	08/11/22
Santa Monica Courthouse 1725 Main St. Santa Monica, CA 90401 310-260-3735	Courthouse	08/18/82
Santa Monica Police 333 Olympic Drive Santa Monica, CA 90401 323-395-9931	City Police	08/18/22





West L.A. Community Station 1663 Butler Avenue Los Angeles, CA 90025 310-444-0701	LAPD	08/18/22
--	------	----------

### Team 4&5

77 <sup>th</sup> Street Community Station 7600 S. Broadway Los Angeles, CA 90003 323-786-5077	LAPD	09/01/22
Central Area Community Station 251 E. 6 <sup>th</sup> Street Los Angeles, CA 90014 213-485-3294	LAPD	12/21/22
Central Juvenile Hall 1605 Eastlake Ave. Los Angeles, CA 90033 323 226-8611	LAPD	08/11/22
Dodger Stadium Security Office 1000 Vin Scully Ave. Los Angeles, CA 90012 323-224-2611	Specialized Agency	08/25/22
Dorothy Kirby Center 1500 S. McDonnell Ave. Los Angeles, CA 90022 323-981-4301	LAPD	08/11/22
East Los Angeles Courthouse 214 Fetterly Los Angeles, CA 90022 323-780-2025	Courthouse	08/11/22
East Los Angeles Station 5019 E. Third Street Los Angeles, CA 90022 323-264-4151	City Police	08/11/22
Hollenbeck Community Station 2111 E. 1 <sup>st</sup> St. Los Angeles, CA 90033 323-342-4100	LAPD	08/11/22
Hollywood Community Station 1358 Wilcox Ave. Los Angeles, CA 90028 213-972-2971	LAPD	08/25/22



Inmate Reception Center 450 Bauchet St. Los Angeles, CA 90012 213-893-5324	County Jail	08/25/22
L.A. Airport Police 6320 W. 96th St. Los Angeles, CA 90045 424-646-6100	Specialized Agency	08/11/22
LAC+USC Jail Ward 2051 Marengo Street Los Angeles, CA 90033 323-409-4563	Specialized Agency	08/25/22
Men's Central Jail 441 Bauchet St. Los Angeles, CA 90012 213-974-4921	County Jail	08/25/22
Mental Health Courthouse 1150 N. San Fernando Road Los Angeles, CA 90065 323-441-1898	Courthouse <b>CLOSED</b>	11/03/22
Metropolitan Courthouse 1945 S. Hill St. Los Angeles, CA 90007 213-742-1884	Courthouse	08/18/22
Metropolitan Detention Center 535 N. Alameda St. Los Angeles, CA 90012 213-485-0439	Courthouse	08/18/22
Monrovia Police 140 E. Lime Avenue Monrovia, CA 91016 626-256-8000	City Police	09/01/22
Newton Community Station 3400 S. Central Ave. Los Angeles, CA 90011 323-846-6547	LAPD	09/01/22
Northeast Community Station (LAPD/Eagle Rock) 3353 San Fernando Road Los Angeles, CA 90065 323-561-3218	LAPD	08/25/22
Olympic Community Station 1130 S. Vermont Ave. Los Angeles, CA 90006 213-382-9102	LAPD	09/01/22



Rampart Community Station 1401 W. 6 <sup>th</sup> Street Los Angeles, CA 90017 213-484-3400	LAPD	08/18/22
South Los Angeles Station 1310 W. Imperial Highway Los Angeles, CA 90044 323-820-6700	City Police	09/01/22
Southeast Community Station 145 W. 108 <sup>th</sup> St. Los Angeles, CA 90061 213-972-7828	LAPD	09/01/22
Twin Towers 450 Bauchet St. Los Angeles, CA 90012 213-893-5100	County Jail	08/25/22
West Hollywood Station 780 N. San Vicente Boulevard West Hollywood, CA 90089 310-855-8850	City Police	08/25/22
Wilshire Community Station 4861 W. Venice Blvd. Los Angeles, CA 90019 213-473-0476	LAPD	08/25/22

**Team 6**

Bell Gardens Police 7100 Garfield Ave. Bell Gardens, CA 90201 562-806-7600	City Police	08/18/22
Bell Police 6326 Pine Ave. Bell, CA 90201 323-585-1245	City Police	08/11/22
Century Regional Corr. Facility 11705 S. Alameda Street Lynwood, CA 90262 323-357-5100	County Jail	08/11/22
Compton Station 301 S. Willowbrook Avenue Compton, CA 90220 310-605-6500	City Police	08/11/22



Huntington Park Police 6542 Miles Ave. Huntington Park, CA 90255 323-584-6254	City Police	08/11/22
Los Padrinos Juvenile Hall 7285 Quill Dr. Downey, CA 90242 562-940-8681	LAPD	08/18/22
Montebello Police 1600 Beverly Blvd. Montebello, CA 90640 323-887-1313	City Police	08/18/22
Norwalk Courthouse 12720 Norwalk Blvd. Norwalk, CA 90650 562-345-3700	Courthouse	08/18/22
Norwalk Station 12335 Civic Center Dr. Norwalk, CA 90650 562-863-8711	City Police	08/18/22
Pico Rivera Station 6631 Passons Blvd. Pico Rivera, CA 90660 562-949-2421	City Police	08/18/22
South Gate Police 8620 California Avenue South Gate, CA 90280 323-563-5436	City Police	08/11/22
Vernon Police 4305 S. Santa Fe Ave. Vernon, CA 90058 323-583-8811	City Police	08/11/22

**Team 7A**

Avalon Station 215 Sumner Ave. Avalon, CA 90704 310-510-0174	City Police	09/01/22
Gardena Police 1718 162 <sup>nd</sup> St. Gardena, CA 90247 310-217-9632	City Police	08/18/22



Hawthorne Police 12501 Hawthorne Blvd. Hawthorne, CA 90250 310-349-2700	City Police	08/18/22
Hermosa Beach Police 540 Pier Ave. Hermosa Beach, CA 90254 310-318-0234	City Police	08/11/22
Inglewood Police 1 W. Manchester Boulevard Inglewood, CA 90301 310-412-5211	City Police	08/25/22
Lomita Station 26123 Narbonne Avenue Lomita, CA 90717 310-539-1661	City Police	08/18/22
Manhattan Beach Police 420 15th St. Manhattan Beach, CA 90266 310-802-5140	City Police	08/11/22
Palos Verdes Police 340 Palos Verdes Dr. West Palos Verdes, CA 90274 310-378-4211	City Police	08/18/22
Redondo Beach Police 401 Diamond Street Redondo Beach, CA 90277 310-379-2477	City Police	08/11/22
Torrance Courthouse 825 Maple Ave. Torrance, CA 90503 310-787-3700	Courthouse	08/11/22
Torrance Police 3300 Civic Center Drive Torrance, CA 90505 310-328-5310	City Police	08/11/22

**Team 7B**

Bellflower Courthouse 10025 Flower Street Bellflower, CA 90706 562-804-8024	Courthouse	08/18/22
--	------------	----------



Camp Vernon Kilpatrick 427 S. Encinal Canyon Rd. Malibu, CA 90265 818-889-1353	LACOPD	08/18/22
Carson Station 21356 S. Avalon Blvd. Carson, CA 90745 310-830-1123	City Police	08/11/22
Cerritos Station 18135 Bloomfield Ave. Cerritos, CA 90703 562-860-0044	City Police	08/11/22
Downey Courthouse 7500 Imperial Highway Downey, CA 90242 562-658-0500	Courthouse	08/18/22
George Deukmejian Long Beach Courthouse 275 Magnolia Avenue Long Beach, CA 90802 562-256-3100	Courthouse	08/11/22
Harbor Community Station 2175 John Gibson Blvd. San Pedro, CA 90731 310-726-7700	LAPD	08/11/22
Inglewood Courthouse 1 East Regent Street Inglewood, CA 90301 310-419-1300	Courthouse	08/25/22
Inglewood Juvenile Court 1 East Regent Street Inglewood, CA 90301 310-412-8301	Courthouse	08/25/22
Lakewood Station 5130 Clark Avenue Lakewood, CA 90712 562-623-3500	City Police	08/18/22
LAX Courthouse 11701 S. La Cienega Blvd. Los Angeles, CA 90045 310-725-3000	Courthouse	08/11/22
Long Beach Police 400 W. Broadway Long Beach, CA 90802 562-570-7260	City Police	08/11/22



Signal Hill Police 2745 Walnut Avenue Signal Hill, CA 90755 562-989-7200	City Police	08/18/22
---	-------------	----------

## ACRONYMNS

<b>CGJ</b>	Los Angeles County Civil Grand Jury
<b>CORR</b>	Correctional
<b>IRC</b>	Los Angeles County Inmate Reception Center
<b>LACOPD</b>	Los Angeles County Probation Department
<b>LAPD</b>	Los Angeles Police Department
<b>LASD</b>	Los Angeles Sheriff's Department

## COMMITTEE MEMBERS

Victor Lesley	Chairperson
Donald Gonzales	Co-Chairperson
Margaret Chapman	Secretary
Carolyn Cobb	
Michael Padilla	



**EDIT COMMITTEE**





# EDIT COMMITTEE

## SUMMARY

The Edit Committee a standing committee of the Civil Grand Jury (CGJ), facilitated the completion of the writing activities of the CGJ. The published final report, the work of the CGJ provided recommendations on improving operations of government entities within Los Angeles County. The legal authority of the CGJ are defined by Penal Code section 925:

*"The grand jury shall investigate and report on the operations, accounts, and records of ... the county."*

In addition, Penal Code section 925a provides that the grand jury may investigate and report on the operations, accounts, and records of any incorporated city or joint powers agency located in the county.

Penal Code section 933(a) requires the CGJ to:

*"submit to the Presiding Judge of the Superior Court a final report of its findings and recommendations that pertain to the county government matters...."*

Confidentiality, required by the Penal Code, was central to our conduct of business.

The Edit Committee worked closely with the individual investigative committees and the Publication and Information Technology Committees. The Publication Committee designed a uniform construct for the reports including sections, style, font, spacing, and other aspects of the final compiled report. The Information Technology Committee developed an on-line template that allowed the Investigative Teams to write their reports with a consistent look and style.

## DISCUSSION

After a short period of orientation, training, and research - together with information gathered from meetings arranged by the Speakers & Tours Standing Committee - a member of the CGJ presented a Whitepaper for a proposed investigation. The Whitepaper gave the jury an outline of the proposed investigation. When approved by the CGJ, an investigative committee was formed, and work started.



Early completion and release of an investigative report can be impactful. These early-release reports, like all other final reports, are fully investigated and reviewed by legal counsel and the Presiding Judge before being delivered to the investigated entity and then released to the public. All early-release reports are included in the compilation of final reports that is published at the end of the CGJ's term. The early-release report is photocopied and delivered to the investigated entity and then released to the public. All early-release are included in the Compiled Final Report.

Administration, at the direction of the Presiding Judge, set the schedule for dates for Presiding Judge Review and date the report goes to the printer. The CGJ worked to complete the investigative reports in late March. After the Jury approved the investigative reports, the review process was in April. The report was delivered to the Presiding Judge on May 9. The Compiled Report was sent to the printer at the beginning of June and distributed at the end of June.

The Jury was instructed in accessing web sources and placing footnotes into documents which are critical for investigative report writing. During this period, the CGJ developed two processes to facilitate the edit process. First a number of jurors volunteered to proofread all reports for grammar and punctuation, and utilized "The Chicago Manual of Style, 17<sup>th</sup> edition." Then all reports were stylized into the Publication Committee's approved format. After Jury approval, editorial and legal review took place.

Throughout the year, the schedule of writing final reports was discussed and posted in our meeting rooms. The investigative teams were diligent in both preparing questions in advance for interviews as well as documenting the conversation after the interviews. Much emphasis was put on documenting investigative facts, findings, and potential recommendations that could be used in investigative reports.

The editors' first task was to review overall content of each investigative report. The report should follow prescribed sections and read as a thorough investigative report. The next step was to track "investigative facts" to "findings" to "recommendations." Findings were verified and had to be supported by documented evidence. Recommendations dealt with "process" not "policy." The third step was to verify footnotes and web sources. Footnotes, citations, and tables must match text references with sequential numbering of all exhibits. The Edit Committee verified all math and mathematical calculations. Addresses for required responses were included at end of report. The last step was the sign-off



of a check list of items that the Jury viewed as critical for an investigative report; including verification that findings were supported by documented evidence.

Some committees conducted exit interviews. This was a final step before completing the report. The investigating committee conducted exit interviews with the “*subject*” of the investigation. Penal Code section 933.05(d) states,

*“A grand jury may request a person ... to come before the grand jury for the purpose of reading and discussing the findings of the grand jury report that relates to that person or entity in order to verify the accuracy of the findings prior to their release.”*

The exit interview can be a valuable tool for verifying the accuracy of the report. It helps prevent errors that could lead to a rejection of the CGJ’s recommendations. It can also help avoid the risk of defamation claims against the CGJ. Conducting an exit interview demonstrates fairness by allowing people knowledgeable about any problems identified in the findings to tell their side of the story. The jury does not want an official to later say, “The Civil Grand Jury never talked to me about this.”

An exit interview also enables the jury to learn about, and acknowledge in its report, any changes made by the entity during or after the investigation. Weeks or months may have elapsed since the jury gathered the facts; and the entity may already have taken the steps to implement recommendations the report includes. If the entity has already made positive changes, the jury may add those facts to the report (once verified). Failing to mention the entity’s efforts could diminish the credibility of the report.

The exit interview should take place early in the report writing process for the committee to verify new information, make revisions, and resubmit the report to the full jury for approval. The legal advisor should also review any revisions before the jury sends the report to the judge for approval.

Steps to be taken during an exit interview:

1. Admonition should be read and copy signed by interviewee.
2. The subject is not shown the report; the FINDINGS are read to the interviewee.



3. RECOMMENDATIONS are not to be revealed.
4. The subject is given the opportunity to discuss the findings to confirm or deny their accuracy and provide additional information or clarification.

A special recognition to the Edit Committee: The Edit Committee consisted of nine members. Six of these members were Investigative Chairs and also Chairs of standing committees. Each Edit Committee member was actively involved and contributed to multiple investigative reports. Edit Committee members only reviewed and edited reports in which they had no involvement. In addition, multiple members also served on standing committees and also on the leadership of the CGJ.

Each member of the CGJ was given a copy of William Strunk Jr., and E.B. White, *The Elements of Style*, Fourth Edition 2000. The book is a timeless primer on the nuts and bolts of stylistic writing and the power of the clear expression of the written word. Material on editing investigative reports was incorporated from a presentation provided by Senior Deputy County Counsel, CGJ Legal Advisor. The California Grand Juror's Association Training Manual was the source of much training material. Applicable Penal Codes were referenced. The Grand Jury Administration provided their expertise. Special acknowledgement to the seven repeat Civil Grand Jurors who provided advice on their experience from prior Grand Jury involvement and also fellow Jurors who gave experiential advice from their extensive career experiences.

## **COMMITTEE MEMBERS**

Donald Gonzales	Chairperson
James Childress	Co-Chairperson
Margaret Chapman	Secretary
Leslie Flores	
Norman Green	
Victor Lesley	
Carina Lister	
Richard Nordwind	
Jenalea Smith	



## **HOSPITALITY COMMITTEE**



# HOSPITALITY COMMITTEE

## SUMMARY

The Hospitality Committee of the 2022-23 Los Angeles County Civil Grand Jury (CGJ) consisted of seven members. This standing committee was created in the first weeks of the CGJ term. Although not statutorily required, it is an important committee for a successful jury term.

## DISCUSSION

In the interest of promoting camaraderie and fellowship for the twenty-three members of the CGJ, the committee hosted monthly themed birthday luncheons choosing menus from a variety of local restaurants and brought in festive decorations to liven up the meeting rooms for these events.

The committee also planned a well-received, three course Winter Holiday Lunch prepared and served by the culinary students at Los Angeles Trade Technical College. The entire jury was proud to support one of the many outstanding county-funded learning institutions for this event.

The committee collected voluntary \$20 monthly "dues" agreed upon by the CGJ for these events, with additional amounts collected for the Winter Holiday luncheon. We also used these funds to purchase supplies such as bottled water; coffee; tea; sweeteners; creamers; cups; plates; and utensils. In addition, the committee created a weekly "housekeeping" schedule assigning jury members daily cleaning of the break room and weekly cleaning of the refrigerator.

The committee met regularly to discuss the best ways to fulfill its functions and to complete and verify bookkeeping, including cash reconciliations. We frequently consulted the main body of the CGJ for suggestions and approvals. Shopping was reimbursed in most cases, and was done after hours or on weekends.

## ACRONYMS

**CGJ**      2022-2023 Los Angeles County Civil Grand Jury



## **COMMITTEE MEMBERS**

Patricia Estrada	Chairperson
Michele Ashamalla	Co-Chairperson
Norman Green	Treasurer
Deborah Humphrey	Secretary
Frank Murray	
Richard Nordwind	
Michael Padilla	



**INFORMATION  
TECHNOLOGY COMMITTEE  
(IT)**





# INFORMATION TECHNOLOGY (IT)

## SUMMARY

The Information Technology Committee (IT) of the Civil Grand Jury (CGJ) is a necessity for smooth and proficient operations. As the world moves further and further into electronic-based business, the CGJ must be able to adapt and grow with modern technology. No CGJ can function without access to technological skill sets.

Even as a Court-appointed entity empaneled to conduct investigations and report findings and recommendations, the CGJ was not afforded much access to 'information technology'. As the *watchdog* over operations throughout the County, digital access, or the *lack thereof*, were felt immediately. The CGJ conducts all inquiries with strict confidentiality. All phone calls are directed through one office line and all email communication is funneled into a single inbox attached to a general email address. Emails are sent and received under the direction of the Foreperson and Foreperson Pro Tem. These restrictions created a communication bottleneck during the CGJ's daily operations.

The CGJ had members from all walks of life, which lent itself to a wealth of ideas and viewpoints for conversation. But in our rich diversity, we found that there was a wide range of technological experience. Juror's comfort level with computers and word processing varied widely.

IT used creative methods to educate and assist the CGJ at-large and was able to realistically gauge expectations and adjust standards to make everyone feel as comfortable as possible. There was a concerted effort to go *above and beyond* to bridge the technological proficiency gap between some of our members and the programs given to us for use.

## DISCUSSION

The duties of IT were to assist the CGJ with general computer usage (saving files to the right place, maintaining the computer server's contents, finding misplaced/lost documents, etc.) and maintaining a calendar for jurors and administration to track appointments, speakers, tours and absences over the course of the year.

Starting November 2022, when the writing stage of reports began, IT instituted preventative safety measures to prevent any work from



disappearing. IT conducted daily backups of the entire contents of the CGJ server and switched between downloading the data onto two separate external hard drives.

## THE 'HELP DESK'

Throughout the year, IT members were on-call to assist with juror questions. IT members also made themselves available to the various speakers invited before the CGJ to assist with presentations requiring use of a projector and/or podium microphone. IT's daily duties included:

- Providing general knowledge and experience using Microsoft (MS) Office products (Word, Excel, PowerPoint and Outlook)
- Assisting the Foreperson and Foreperson Pro Tem with their confidential email inbox
- Utilizing MS Edge and Google internet browsers
- Facilitating zoom video calls (hooking up external cameras and speakers for better connectivity/clarity)

IT inherited a standard set of file structures within our shared drive and improved and personalized the contents to fit this particular jury's needs. We created a *Communication Outbox* for both foreperson and administration to ensure all emails and hard-copy letters were proofread, signed off, and sent through the proper channels.

In addition, IT created a three-letter shorthand code for each investigative committee. This reference was coded onto each investigative committee's sub-folders.

## CALENDAR

The document itself was created from the standard MS Word Calendar template, but the calendar became a dynamic, living document which was updated daily. The jury was very supportive in keeping information current. IT developed shorthand for meeting types:

(O: Offsite, I: In-house or Z: Zoom/Virtual)

The meeting type was used alongside the investigation's three-letter code. This allowed for both the jury and administration to account for the day's schedule.



There was collaboration between all jurors and committees to coordinate meetings, off-site visits, speakers, tours, absences, etc. All events were submitted with date/times/contact persons to the IT Chair.

## **DAILY BACKUPS**

IT saved all CGJ files daily. The backups of the server contents required a simple copy/paste drop into that day's designated hard drive.

IT created a sign-off chart for A and B hard drives and assigned active IT members to do a backup every other day. The task assignment duty rotation was kept loose. Whichever committee member was closer to the administration office would be the one more likely to check out that day's drive and perform the backup action.

*As of March 2023, no server or shared drive crashes have occurred which would necessitate the use of one of the backups.*

## **FINAL REPORT TEMPLATE**

IT is most proud of the creation of a standardized CGJ report template, created in concert with the Edit and Publication Committees. This template has helped all committees keep a professional and unified look.

Along with the Edit and Publication Committees, we reviewed the last several years of jury reports and selected various aspects that we liked and thought were most successful (fonts, sizing, layout). The document template was created in MS Word utilizing Extensive Restrictive Editing tables.

It was then given to each committee, both standing and investigative to use. After some feedback, we realized that it was not flexible enough for the jury's collective use.

The restrictive editing permissions were removed and instead, template copies were given to two designated "compilers" who were tasked with formatting each report. This worked in everyone's favor because each committee understood how their reports should look but were not burdened with undue stress from trying to overextend themselves with technology and instead could focus solely on creating excellent content for the reports.

IT would like to extend a special *thank you* to the Secretary for agreeing to be one of the two report compilers without being a standing member



of IT. Without her extensive knowledge on formatting, *and her generous spirit*, the continuity and cohesion of this final report book would be lacking.

Future Information Technology committees are suggested to lobby for wider email access to be granted and a broader scope of information allowed to be transmitted. The ability to send and receive vital information and correspondence directly online (instead of by USPS mail or fax machine) will greatly support the efficacy of the CGJ's investigations and facilitate deeper relationships with county entities.

## **ACRONYMNS**

<b>CGJ</b>	Civil Grand Jury
<b>IT</b>	Information Technology
<b>MS</b>	Microsoft Corporation

## **COMMITTEE MEMBERS**

Leslie Flores	Chairperson
Carina Lister	Co-Chairperson
Deborah Humphrey	Secretary



**PUBLICATION COMMITTEE**



# PUBLICATION COMMITTEE

## SUMMARY

The Publication Committee was established to work closely with a contracted publisher for the production and distribution of the 2022-2023 Los Angeles County Civil Grand Jury's (CGJ) annual final report. Each year, the CGJ is mandated to investigate local governmental functions and operations and interview various public officials to create a final report at the end of its term. Afterwards, 450 hard-bound books are delivered to superior court judges, the county Board of Supervisors, and heads of departments that contributed to the CGJ's many inquiries.

For those agencies over which the CGJ does not have jurisdiction or are not required to provide responses to the recommendations resulting from an investigation, will receive a personalized "courtesy letter" on July 3, 2023. These letters contain links to the CGJ report webpage (a printed URL as well as a generated QR code), and a personalized message detailing how their contribution led to the findings and recommendations of a specific report.



The CGJ's final report will be posted online at: <http://grandjury.co.la.ca.us/gjreports.html>. Hard copies of the final report book also contain a CD-ROM copy for computer viewing access.

## DISCUSSION

The CGJ is mandated to publish a compiled final report book on the end of the term. Investigative and standing reports will include investigative findings, background information, commendations and recommendations. Each committee's submission must be approved by the body prior to inclusion in the final report book.

The Publication Committee is responsible for the reports' appearance and style of binding, numbering, and cover materials of the finished product. The members of the CGJ perform the statutory duty of providing copies of relevant portions of individual reports to designated persons before the publication of the reports.



The Publication Committee's additional responsibilities include:

- The assembly of the final reports that will be submitted to the printer for the creation of the book.
- Coordinating the CGJ's professional group photograph.
- In collaboration with the Edit Committee, the approval of the final report layout before delivery to the printer.
- Approval of the final report as it is returned from the printer.
- The assembly of specific reports that must be delivered to those individuals who were department heads and interviewed for the various investigations.
- The preparation of courtesy letters.

## **ACRONYMS**

**CGJ**          Civil Grand Jury

## **COMMITTEE MEMBERS**

Victor H. Lesley	Chairperson
Donald Gonzales	Co-Chairperson
Margaret Chapman	Secretary
Carolyn Cobb	
Leslie Flores	
Leroy Titus	



**SPEAKERS AND TOURS  
COMMITTEE**





# **SPEAKERS AND TOURS COMMITTEE**

## **SUMMARY**

The Los Angeles County Civil Grand Jury has a statutory obligation to explore and examine governmental entities and operations within the County that are of interest and importance to the citizenry. This requires it to educate its members to best understand how the County, the cities located within the County, the joint powers agencies, and special districts function within the jurisdiction.

## **DISCUSSION**

Inasmuch as the Civil Grand Jury is required by law to visit and inspect all of the detention centers, jails and holding facilities in the County, it was determined that major incarceration facilities should be visited by the Jury panel as a whole. Therefore, the Speakers and Tours Committee ("Committee") arranged for six (6) detention related tours as noted below. Following those, six (6) additional general interest tours were booked to provide a broad spectrum of exposure to the panel.

The speakers who were scheduled for presentations to the entire Grand Jury panel were selected based on recommendations from the committee and/or members of the panel which were then voted on by the panel. A wide variety of County and City agencies were included to offer maximum areas of interest.

Because these tours and speakers often provided information which led to various investigations, the Committee worked diligently to schedule them as early in the work year as possible.



The Civil Grand Jury Panel attended the following off-site tours arranged by this Committee:

<b>DATE</b>	<b>LOCATION</b>	<b>AGENCY</b>
<b>DETENTION RELATED TOURS</b>		
08.24.2022	Men's Central Jail	LASD
08.30.2022	Women's Jail	LASD
09.20.2022	Barry J. Nidorf Juvenile Facility	LACPD
10.04.2022	Inmate Reception Center	LASD
10.11.2022	Pitchess Detention Center North	LASD
10.17.2022	Twin Towers Detention Facility	LASD
<b>GENERAL INTEREST TOURS</b>		
11.01.2022	L.A. Coroner's Office	LA County
11.08.2022	Registrar/Recorder: Voter Tally Center	LA County
11.15.2022	L.A. Police Academy-Elysian Park	LAPD
11.17.2022	Reentry Opportunity Center	LA County
12.06.2022	LAX People Mover	LAWA
12.08.2022	L.A. Harbor	LA County

In addition, the Committee arranged for the following people to speak to the entire Jury panel on various topics of general and specialized interest. Several of these interviews resulted in or contributed to investigations:

<b>DATE</b>	<b>SPEAKER(S)</b>	<b>AGENCY/TITLE(S)</b>
07.27.2022	Arlene Barrera, Oscar Valdez, Robert Campbell, Michael Pirolo	LA County Auditor-Controller's Office
09.07.2022	Michael Feuer	LA City Attorney
09.14.2022	Dean Logan, County	LA County Office of Registrar/ Recorder
09.21.2022	Mark Pestrella	Director, LA County Department of Public Works
09.28.2022	Edward Jackson	Fire Marshal, Fire and Life Safety Officer DSA
10.05.2022	Kathryn Barger	LA County Supervisor District 5
10.06.2022	Dr. Brad Spellberg	Chief of Medicine LAC-USC Medical Center
10.14.2022	Max Huntsman	County Inspector General
10.18.2022	Donna Arrechea,	Director, 311 LA City Resources
10.19.2022	Dr. Lisa Wong, Patti Choi, Dr. Maria Funk, LaTina Jackson, Connie D. Draxler	LA County Department of Mental Health, Interim Director,



<b>DATE</b>	<b>SPEAKER(S)</b>	<b>AGENCY/TITLE(S)</b>
		Interim Chief of Staff, Deputy Directors (2), Acting Deputy Director
10.20.2022	Maribel Marin	Director, 211 LA County Resources
10.25.2022	George Gascon, Joseph F. Iniguez	LA County District Attorney, Chief of Staff
10.27.2022	Anthony Marrone, Jon O'Brien, Theresa Barrera, Carlo Loffredo, Heidi Oliva	LA County Fire Dept. Chief, Acting Chief Deputy, Acting Chief Deputy, Fire Captain Exec. Support Director
11.03.2022	Alicia Garoupa-Bollinger	LACOE - Chief, Wellbeing and Support Services
11.10.2022	Fesia Davenport, (via ZOOM)	CEO LA County
11.14.2022	Dr. Timothy Belavich	LA County Department of Health Services /Corrections
11.30.2022	Dr. Gary Tsai	LA Substance Abuse Prevention Agency
12.01.2022	Michel Moore	Chief LA Police Department
12.07.2022	Edward Eng	LA County Citizens Economy & Efficiency Commission, Executive Director
12.21.2022	Molly Rysmon	LA Homeless Services Authority
01.10.2023	Kristin Sakoda	LA County Department of Arts and Culture
01-13-2023	Judge Richard Ocampo	Superior Court, LA County
01.23.2023	Nithya Raman	LA City Council member
01-25-2023	Dr. Barbara Ferrer	LA County Department of Health Services
04-13-2023	Lindsey P. Horvath	LA County Board of Supervisors

One of the major roadblocks in scheduling speakers and tours was the necessity of having to track down phone numbers, email addresses and locations of various agencies, officials, and locations. While we realize that names, phone numbers and emails may change periodically, it



would contribute greatly to the efficiency of this Committee if a reliable basic contact list was provided.<sup>1</sup>

In researching potential speakers and tour opportunities it was noted that many of the directories, phone lists and rosters for City and County agencies and offices were out of date as to names, emails and phone numbers, making it difficult to get access to needed resources. The Committee spent many hours “reinventing the wheel”, locating contacts. This was valuable time that could have been put to better use.

It would be extremely helpful to the Speakers and Tours Committees of the future to have basic information regarding how to contact various resources. We also believe it would be beneficial in identifying some of the more esoteric agencies and offices which might be of interest in future investigations.

The Committee strongly suggests that one or more listings of various contacts be created and passed down to future Civil Grand Juries to facilitate a more rapid and thorough selection of speakers and tours for consideration. These lists can be updated as needed, but would provide guidance for future committees.

## **COMMENTS AND COMMENDATIONS**

The Civil Grand Jury wishes to express its gratitude to Judge Sam Ohta, Los Angeles Superior Court, our supervising judge from July through December, 2022, and to Judge Roberto Ocampo, Los Angeles Superior Court, our supervising judge from January through June, 2023.

Thank you to all of the officials, departments and facilities who hosted us for group tours during the 2022-2023 Grand Jury session for their cooperation and courtesy and hospitality.

Additionally, we wish to acknowledge that our overall experience with the various speakers was exceptional and we are very grateful for the information and knowledge imparted during their presentations.

It is generally acknowledged by all members of the Grand Jury Panel that the knowledge and insights gained into the entities within the purview of our operations were of great value. Further, our experiences

---

<sup>1</sup> Example: See list of 34 County Board of Supervisors Commissions and 49 City Boards and Commissions attached



and observations contributed substantially to our investigations as reported herein.

We would especially like to thank the Los Angeles County Registrar-Recorder, and his staff for their gracious invitation extended to the Jury to attend Election Night events at the Voting Center in La Mirada and the Central Tally Center in Downey. It was a very special experience and was greatly appreciated by the entire group.

We also want to extend special thanks to the Executive Director of the Port of Los Angeles, and his staff for a truly special tour of the Port which was both educational and enjoyable.

Finally, the Civil Grand Jury wishes to extend sincere thanks and appreciation to our heroic Sheriff's Department bus drivers, who assisted us in getting to and from so many of the exciting and educational sites that we visited. Thank you so much.

## **ACRONYMNS**

<b>DSA</b>	Department of State Architect
<b>LACOE</b>	Los Angeles County Office of Education
<b>LAFD</b>	Los Angeles Fire Department
<b>LAPD</b>	Los Angeles Police Department
<b>LAPO</b>	Los Angeles County Probation Office
<b>LAHSA</b>	Los Angeles Homeless Services Authority
<b>LASD</b>	Los Angeles Sheriff's Department
<b>LAWA</b>	Los Angeles World Airports

## **COMMITTEE MEMBERS**

Dale LaCasella	Chairperson
Norman Green	Co-Chairperson
Richard Nordwind	Secretary
Alice Beener	



## EXHIBIT A . LOS ANGELES COUNTY COMMISSIONS

There are 34 County Commissions established by the Board of Supervisors, and listed on the BOS website: Each one has its own website.

**AUDIT COMMITTEE:** Advisory to the Board of Supervisors charged to improve the effectiveness of audit work among those County officers responsible for the conduct and follow-up on audit activities. Also the Special Audit Committee reviews and monitors contracts and audits relating to DCFS and Probation.

**BUSINESS LICENSE COMMISSION:** The Commission is governed by Title 7 of the Los Angeles County Code - Business License and holds hearings to determine whether to grant, deny, modify, suspend or revoke licenses, including charitable solicitation information cards.

**CITY SELECTION COMMITTEE:** Mayor of each city within Los Angeles County to appoint city representatives to such boards, commissions and agencies as may be required by law.

**CIVILIAN OVERSIGHT COMMISSION:** Mission is to improve public transparency and accountability with respect to the Los Angeles County Sheriff's Department.

**CIVIL SERVICE COMMISSION:** Charter-mandated body charged with acting as the appellate body for major disciplinary actions, discharges, reductions, suspensions, and discrimination complaints filed by County employees within the Civil Service System.

**COMMISSION FOR CHILDREN AND FAMILIES:** Monitor and evaluate progress in the implementation of task force recommendations adopted by the Board of Supervisors for improving the delivery of children's services.

**COMMISSION FOR WOMEN:** Established by the Board of Supervisors in 1975. Commission for Women represents the special interests and concerns of all women.

**COMMISSION ON HIV:** Reflects the thoughts, views and actions of approximately 50 individuals representing different Los Angeles County communities, people with HIV, providers serving them, public health interests and other perspectives impacted by this devastating epidemic.



**COMMISSION ON HUMAN RELATIONS:** Works to promote better human relations in Los Angeles County by working to transform prejudice into acceptance, inequity into justice, and hostility into peace.

**COMMISSION ON INSURANCE:** Advisory body to the Board charged to identify and recommend methods for reducing insurance cost improve customer education and community awareness on insurance.

**COUNTYWIDE CRIMINAL JUSTICE COORDINATION COMMITTEE:** CCJCC's mission is to improve the effectiveness and efficiency of the local criminal justice system by strengthening interagency communication, cooperation, and coordination.

**ECONOMIC WORKPLACE DEVELOPMENT COMMISSION:** The County of Los Angeles administers workforce development and job training programs across many Departments, the largest of which is run through the Department of Workforce Development, Aging and Community Service (WDACS).

**ECONOMY AND EFFICIENCY COMMISSION:** Conducts reviews of all aspects of local government policy, management, and operations. Upon the completion of these reviews, the Commission submits its recommendations to the Los Angeles County Board of Supervisors.

**EMPLOYEE RELATIONS COMMISSION:** Established by Ordinance in 1969, to regulate labor relations in Los Angeles County.

**FISH AND WILDLIFE COMMISSION:** Advisory body of the Board of Supervisors and Fish and Wildlife Warden on the propagation and protection of fish and wildlife in the County and State of California.

**HISTORICAL LANDMARKS AND RECORDS COMMISSION:** Shall consider and recommend to the Board of Supervisors local historical landmarks defined to be worthy of registration by the State of California Department of Parks and Recreations, either as a historical landmark or point of interest.

**INFORMATION SYSTEMS ADVISORY BODY:** Multi-agency, multi-jurisdictional policy sub-committee of CCJCC established in 1982 to oversee the coordination, planning and development of major justice information systems.

**LA COUNTY REDISTRICTING COMMISSION:** In the County of Los Angeles, the CRC is responsible for drawing the supervisorial districts.



**LOCAL GOVERNMENTAL SERVICES COMMISSION:** A multi-jurisdictional Commission, LGS advises government leaders in the County on ways to provide more responsible and cost-effective delivery of services.

**LOS ANGELES MEMORIAL COLISEUM COMMISSION:** A governmental entity established under a Joint Powers Authority agreement dated September 25, 1945 between the State of California, the County of Los Angeles, and the City of Los Angeles.

**LOS ANGELES REGIONAL CRIME LABORATORY FACILITY AUTHORITY:** Oversee the design, construction and operation activities supporting the Regional Forensic Crime Laboratory.

**REDEVELOPMENT OVERSIGHT BOARD:** Effective July 1, 2018, all 71 RDAs in Los Angeles County were consolidated into five (5) Oversight Boards organized by Supervisorial District.

**PROBATION OVERSIGHT COMMISSION:** A civilian oversight body that advises the Probation Department and the Board of Supervisors and monitors the Probation Department's progress on systemic reform.

**QUALITY AND PRODUCTIVITY COMMISSION:** In 1981, the Board of Supervisors created an advisory committee to lead the way in carrying out a program of productivity improvement for the County of Los Angeles. The committee was formed to provide the Board, the Chief Executive Officer, and County departments with advice, information and recommendations about productivity and work measurements, and to introduce private sector expertise.

**SAN FERNANDO VALLEY COUNCIL OF GOVERNMENTS:** A joint powers authority of member cities in San Fernando Valley that share the goal of maximizing the quality of life and productivity for the member cities.

**SYBIL BRAND COMMISSION:** Authorized by the Board to inspect jails and group homes to examine effective and economical administration, deadlines, discipline, care and security of its inmates and children.

**TOBACCO AND SECURITIZATION:** A non-profit corporation organized for the special purpose of financing the purchase of the Sold County Tobacco Assets.





**WEST CARSON ENHANCED INFRASTRUCTURE FINANCING DISTRICT PUBLIC FINANCING AUTHORITY:** Oversee the creation of the EIFD- a funding mechanism that can facilitate the construction of infrastructure improvements in unincorporated West Carson.

**YOUTH COMMISSION:** A youth-led organization that promotes youth participation in County affairs and policy development. Youth Commissioners have experience in foster care, juvenile justice, and unhoused services.

**LOS ANGELES CITY COMMISSIONS  
Appointed by Mayor's Office and/or  
City Counsel**

Listed on the City of Los Angeles website.  
Each one has its own Website

Affordable Housing Commission  
Airport Commissioners, Board of  
Animal Services, Board of  
Area Planning Commission (APC) / Central  
Area Planning Commission (APC) / East Los Angeles  
Area Planning Commission (APC) / Harbor  
Area Planning Commission (APC) / North Valley  
Area Planning Commission (APC) / South Los Angeles  
Area Planning Commission (APC) / South Valley  
Area Planning Commission (APC) / West Los Angeles  
Building and Safety Commissioners, Board of  
Cannabis Regulation Commission  
City Tourism Commissioners, Board of  
Civil and Human Rights  
Civil Service Commissioners, Board of  
Community and Family Services, Commission for  
Community Forest Advisory Committee  
Cultural Affairs Commission  
Cultural Heritage Commission  
Disability, Commission on  
Disabled Access Appeals Commission  
El Pueblo De Los Angeles Historical Monument Authority  
Employee Relations Board  
Ethics Commission, City  
Fire and Police Pension Commissioners, Board of  
Fire Commission  
Harbor Commissioners, Board of



Health Commission  
Housing Authority of the City of Los Angeles  
Human Relations Commission  
Industrial Development Authority  
Innovation and Performance  
Library Commissioners, Board of  
Los Angeles City Employees' Retirement System Board of Administration  
Los Angeles Homeless Services Authority  
Metropolitan Water District of Southern California  
Native American Indian Commission, Los Angeles City/County  
Neighborhood Commissioners, Board of  
Planning Commission  
Police Commissioners, Board of  
Police Permit Review Panel  
Public Works Commissioners, Board of  
Recreation and Park Commissioners, Board of  
Rent Adjustment Commission  
Status of Women, Commission on the  
Taxicab Commissioners, Board of  
Transportation Commissioners, Board of  
Water and Power Commissioners, Board of  
Zoo Commissioners, Board of

## **COMMITTEE MEMBERS**

Dale LaCasella	Chairperson
Norm Green	Co-Chairperson
Rich Nordwind	Secretary
Alice Beener	