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# POLICING THE POLICE

## *The Citizen Complaint Process and Internal Affairs Function*


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***In Memoriam***

The 2017-2018 Los Angeles County Civil Grand Jury dedicates the following investigation to the memory of fallen officer Greggory Casillas of the Pomona Police Department. The CGJ acknowledges that law enforcement is both a dangerous and difficult profession. We ask much of our law enforcement professionals. Societal issues complicate the demands of modern police work. Mental illnesses, homelessness, along with what always seems to be constricting departmental budgets exacerbate the demands of today's police professionals. We are grateful and humbled by law enforcement professionals such as Officer Casillas. He is representative of the best in his profession. It is the CGJ's sincere hope that this investigation honors his memory.

# POLICING THE POLICE

*The Citizen Complaint Process and Internal Affairs Function*

## EXECUTIVE SUMMARY

Sworn police officers hold incredible power. They can remove a person's freedom and use deadly force, but they must operate within the confines of the law and adhere to departmental policies and procedures.

Transparency of police department's internal operations starts with an effective citizen complaint process. The 2017-2018 Los Angeles County Civil Grand Jury (CGJ) observed in the course of its investigation that effective community relations and public trust can be earned through an open and accessible complaint process.

The California State Penal Code, 832.5(a)(1), mandates that each department or agency that employs peace officers establish a procedure to investigate complaints by members of the public against the personnel of these departments. Complaints can provide meaningful insight into how well services are provided and accepted by those served by municipal police departments; and how well police personnel are trained, managed and supervised. The CGJ investigation reviewed the citizen complaint process and internal affairs functions in the following twelve (12) municipal police departments within the County of Los Angeles: Bell Gardens, Burbank, Culver City, El Monte, Glendale, Inglewood, Pasadena, Pomona, San Fernando, South Gate, Torrance and West Covina.

### *Availability of Complaint Forms*

A meaningful and effective citizen complaint system requires location signage and readily available citizen complaints forms at all police stations and accessible city facilities. All materials should be provided in languages spoken by a majority of citizens in the community served by each police department. Our investigation found only three departments had clear signage, all in English only. Seven departments did not have freely available complaint forms requiring that complainants go through police supervisors to obtain complaint forms.

### *Convenience of Making Citizen Complaints*

The citizen complaint system should provide multiple ways for a complaint to be filed including in person, through the mail, by telephone, or through the internet. Citizens should be allowed to make complaints anonymously. Complaints could be filed in person, by mail, and by telephone with all departments, except one department that did not accept filing by telephone. In only two departments could a complaint be filed via the internet.

### *Warnings When Making Citizen Complaints*

The complaint form and process should not in any way intimidate or discourage potential complainants. Admonitions/warnings on complaint forms that may intimidate or discourage persons from completing complaints should not be used. Three departments had admonitions or warnings on their complaint forms that would tend to intimidate complainants from filing complaints.

### *Communications with Complainants*

Clear and thorough communication with those making complaints is important for an effective citizen complaint system. This includes making a written description of the procedure involved in investigating and adjudicating the complaints available to the public, as required by Penal Code 832.5(a)(1) and providing and releasing to the complaining party a copy of their own statements at the time the complaint is filed as required by the Penal Code 832.7(b).

California Penal Code 832.7(e)(1) requires each department to provide written notification to the complaining party of the disposition of the complaint within 30 days of the disposition.

Two departments were non-compliant with the Penal Code in providing a written description of the procedure for processing complaints. Four departments did not comply with the Penal Code in providing the complainant with a copy of their complaint in his or her own words. Ten of the departments attempted to resolve the complaints prior to them being accepted and logged. Only two of the twelve departments notified the complainant of the disposition of the complaint within 30 days, a violation of the Penal Code. All twelve departments had established policies and procedures in place for investigation of complaints and the investigations were carried out at the appropriate levels.

### *Review, Disposition, Retention and Follow-Up of Citizen Complaints*

Effective management of citizen complaint investigations includes numbering and logging each complaint to ensure complaints do not get lost, and that timelines for completing the investigation are monitored. We found one police department that did not number or log complaints. A software program or application can be helpful in managing investigations of citizen complaints.

An effective complaint process includes a review of the investigations of complaints at an appropriate level; that the review process assures the investigations are thorough and conclusions are valid and well supported. The investigation found all twelve police departments reviewed had clearly defined responsibilities for review and approval with the ultimate responsibility resting with the Chief of Police.

Law enforcement standards and common practice among law enforcement agencies is that investigations of complaints and allegations against law enforcement personnel result in findings of fact; to make the determination whether or not they are to be exonerated, unfounded, sustained or not sustained.

The investigation revealed compliance with findings of fact that varied from 22% to 97% with an average of 75%.

A key purpose for receiving and investigating complaints is to identify law enforcement personnel that frequently or habitually engage in inappropriate behavior. Even if the results of investigations are inconclusive, tracking complaints can provide an “early warning” system to identify and institute corrective actions to improve employee conduct.

California Penal Code 832.7(e)(1) requires each department to provide written notification to the complaining party of the disposition of the complaint within 30 days of the disposition.

### *Retention of Citizen Complaint Records*

The California Penal Code 832.5(b) requires that records related to citizen complaints regarding police be maintained by the police department for a period of five years. Our investigation revealed one department not in compliance with this requirement.

### *Recommendations*

The Civil Grand Jury (CGJ) recommends those police departments that are not in compliance with penal code requirements take appropriate steps to come into compliance. The CGJ recommends some police departments improve the availability of complaint forms, the convenience of completing complaint forms, the communication with complainants, the management and tracking of complaint investigations, make determinations resulting from investigations consistent with standards, and use complaint information to identify potential personnel problems. The CGJ also recommends that police departments remove warnings (admonitions) that may intimidate or discourage persons from making complaints.

## BACKGROUND

The absence of civilian oversight in 44 of the 46 law enforcement agencies in Los Angeles County is a problem and should be an issue of great concern. Independent civilian police oversight is in place for the Los Angeles Police Department by the Office of the Inspector General. Oversight of the Los Angeles County Sheriff's office resides in the office of its' Inspector General. The City of Long Beach has a Citizen Police Complaint Commission that provides civilian oversight for the Long Beach Police Department. These three departments are the only police agencies in Los Angeles County, that have independent civilian oversight.

Oversight is provided to some degree by the California Penal Code 832.5(a)(1) requiring that any agency in the State of California that employs peace officers shall establish a procedure to investigate complaints by members of the public against the personnel of these agencies. Complaints from the public usually result in the filing of a citizen complaint form that initiates an investigation.

The police units that investigate complaints from both the public and the police department, against police personnel are called Internal Affairs Units or less commonly the Office of Professional Standards.

The CGJ selected 12 of the approximate 46 Los Angeles County Municipal Police Departments to investigate, focusing on their handling of citizen complaints and their Internal Affairs Units structure and function.

The CGJ's goals were to increase the availability and acceptance of citizen complaints; insure that timely and appropriate investigations occurred; assess that compliance with the citizen complaint process was being followed and to insure that logging and tracking measures were in place to identify problem officers early. This can potentially prevent more serious problems in the future.

It was The CGJ's desire to improve transparency and oversight and thus police conduct. It is hoped that this study will send a message to police officers, Internal Affairs Units, the police departments and the community that oversight is occurring. It was our goal that departmental and individual police standards would be set and maintained at the highest possible level.

## METHODOLOGY

The following outlines the approach used to review the availability of the complaint form, as well as, the receiving, investigating and responding to citizen complaints regarding police personnel.

- Reviewed legislation to identify specific requirements for receiving, investigating and responding to citizen complaints.
- Identified best practices for the availability of complaint forms, as well as, the receiving, investigating and adjudicating citizen complaints against police personnel.
- Selected twelve police departments from throughout the County to review the availability of, as well as, the receiving, investigating and adjudicating of citizen complaints.
- Obtained and reviewed policies and procedures for each of the twelve selected municipal police departments to identify specific requirements including complaint initiation process, complaint acceptance, logging, tracking, investigating, notifying the complainant, and remedial actions.
- Obtained detailed information on citizen and administrative (departmental) complaints and investigations from each of the twelve police departments for the past five years.
- Interviewed Internal Affairs personnel regarding structure, training and function of their units.
- Reviewed randomly selected citizen and departmental complaint records for policy compliance.
- Reviewed and analyzed the citizen complaint process and compared with identified legal requirements and best practice standards.
- Developed recommendations for improving the availability, receiving, logging, tracking, investigating and adjudicating citizen complaints by the police departments.

## *UNDERSTANDING VARIOUS ASPECTS OF THE COMPLAINT PROCESS*

A complaint is an allegation by any person that a sworn officer or custodial employee of an agency, or the agency itself, has behaved inappropriately as defined by the person making the allegation. The person making the allegation is the complainant.

### *Availability of Complaint Forms*

Signage should be available in English, Spanish and other demographically appropriate languages; denoting the location of complaint forms, informing persons of their right to make a complaint and the availability of personnel to assist in the process. When a complaint form is asked for by a member of the public, they should be advised that they may (but are not required to) meet with a departmental supervisor to discuss the complaint. They may at any time, stop the interview, complete the complaint form and file it at that time or file it later at their convenience.

Complaint forms should be available from all field police officers and supervisors, as well as, all police stations; and any city facility ordinarily accessible to the public such as a library, city hall or city-related administrative offices. Agencies should have a website with a citizen complaint form link that is easily found. An electronic version of the complaint form should be available online, which can be completed, transmitted and accepted by the agency.

Complaint forms detailing the information necessary to complete the complaint and containing an explanation of the process involved should be used. A carbonless duplicate or triplicate type complaint form, with the process involved explained on the form and with one copy given to the complainant at the time of the filing, serves as an excellent and time-saving vehicle, besides demonstrating compliance with legal requirements.

The complaint process should accommodate all languages spoken by a substantial portion of the residents of Los Angeles County, a minimum of English and Spanish, with other languages available based on local demographics. Similarly, brochures explaining the procedure for the filing and the investigation of the complaint should be available in those languages.

***Anonymous Complaints***

Because of the presence of many intimidating factors, some complainants may desire to remain anonymous. Filing a complaint anonymously does not mean that the complainant is an unwilling participant. One can actively assist in an investigation without revealing their name, address or other identifying information. Asking a complainant to produce identification and to sign a citizen complaint form can be extremely intimidating, especially when having to face a supervising police officer and being requested to sign a complaint form that contains threatening admonitions. The complainant may feel threatened by the fact that his or her name and address are known to police officers, including the officer being complained about. The complainant can be fearful that he or she could be targeted for retaliation. They could be subjected to obvious observation by police officers, traffic ticketing, nuisance traffic stops or even reluctance of police officers to respond promptly to a complainant's phone calls for police assistance. This would be especially true for undocumented immigrants with poor English language skills required to convey the facts of their case to the investigators. It is an unfortunate reality that many individuals in the community are fearful of law enforcement officers. Although making it more difficult, an anonymous complainant can still provide facts about the case that allows a meaningful investigation.

***Complaint Types***

Citizen complaints are usually divided into two groups; 1) policy, procedural or service complaints; and 2) personnel complaints.

***Service Complaints or Policy and Procedure Complaints***

These are complaints by the public against departmental employees, that when investigated, are not related to the personnel's performance, but rather the policies, procedures or services of the department. Examples would be, perceived inadequate police coverage in a neighborhood or slow police response times. These complaints are generally referred to as service complaints. Many departments attempt to handle these complaints by having a supervisor address the matter in person or by telephone at the time the complaint is made. They are then discarded and not logged or tracked in a complaint tracking system; however, it is advantageous to track all service complaints by type, service area and other possible criteria. This could yield quarterly or annual

statistics that might point to policies or procedures that could be reviewed, revised to deliver better service to the community, or an area within the community. These statistics might help substantiate the need for possible changes in management, staffing or budget.

### *Personnel Complaints*

These are complaints filed by a citizen or departmental personnel against sworn officers or custodial personnel alleging misconduct or improper job performance. These would include: 1) Commission of a crime, 2) Use of excessive force, 3) Neglect of duty: the knowing and willful failure to perform a requested duty or task, 4) Violation of departmental rules, regulations, policies or procedures and 5) Conduct which might be detrimental to the department or that which might reflect unfavorably upon the employee or department, such as discourtesy.

Personnel complaints whether filed by a citizen or departmental personnel are handled by all twelve investigated municipal police departments in exactly the same manner. An exception would be if there is any suggestion of a criminal element to the misconduct. This would necessitate a completely separate criminal investigation by a separate agency investigator, an outside agency or experienced private investigator. These ramifications are beyond the purpose of the present investigation.

Any civil lawsuit or claim filed against a municipality or employed peace officer for misconduct, should be reported to the Internal Affairs Unit. It should then be processed and investigated as a personnel complaint.

### *Intake Process for Complaints*

Intake denotes the process of receiving a complaint. An agency should receive any and all complaints from all possible sources, even if received anonymously. Complaints provide insight into how an agency is being perceived by the public. A complaint may be filed by phone, mail, email, website or in person. Any employee in a police facility may receive the complaint and immediately pass it on to the supervisor of the officer in question. An agency should receive complaints at any of its city's facilities ordinarily accessible to the public. Permitting acceptance by non-police officials of the agencies local government, allows a complainant to present their complaint in a neutral, non-police location without fear or threat of intimidation. Non-police officials, who accept complaints, should immediately transfer them to the city's police department.

The involved officer's supervisor should evaluate the complaint to determine the nature of the response needed. Once received, all complaints should be numbered, logged and tracking initiated, using a dedicated process before any further action is taken. No attempt should be made to "settle the problem" by a supervising officer until and unless the complaint has been received, logged and the complainant has consented. Often, a record is not maintained if the complaint is taken and resolved by a supervisor at the station level. As a result, an officer with multiple complaints in the past, not logged or tracked, would probably not be identified as requiring evaluation and possible correction.

### *Complaint Acknowledgement*

It should be noted that California Penal Code 832.7 (b) requires that the agency or department receiving a citizen complaint shall release to the complaining party, a copy of his or her own statements at the time the complaint is filed.

A written acknowledgement or a copy of the complaint should be given, to the complainant, at the time of the filing of the complaint, if filed in person. If the complaint is filed by telephone, it can be read back to the complainant for review and correction and mailed to the complainant or a copy of the complaint form can be mailed to the complainant to complete and mail back to the agency. If filed by mail, a copy can be sent back to the complainant. If filed by computer, the complainant usually has a copy.

After the complaint is accepted, a written acknowledgement letter should be sent to the complainant containing a summary of the complaint, the logging number of the complaint, the name of the person investigating the complaint and a contact telephone number.

### *Tracking Complaints and Early Warning Systems*

Every personnel complaint should be numbered, logged and tracking initiated immediately following acceptance. The tracking system ideally should be computerized and capable of capturing information from separate data fields. These fields are important for case tracking, including the complainant's name, the employee being investigated, the date, the alleged offense, the disposition and the corrective action taken. Very small agencies with few complaints might find the computer systems expensive and too time consuming for their needs.

An early warning system for identifying potential problem officers is strongly recommended. The system would signal an alert, when an officer is named in 2-5 complaints, depending on severity, per year. This would allow early intervention with counseling, mentoring, reprimand or other appropriate corrective action.

Even frivolous complaints should be tracked by the underlying complaint or problem, as a series of the same problem may reveal a more serious issue than initially indicated.

### *Departmental Training and Education of Citizen Complaints*

All of the municipal police departments investigated by the CGJ complied with that portion of the California Penal Code 832.5(a)(1), which requires that they establish a procedure to investigate complaints by members of the public against the personnel of their departments or agencies. Some did not meet this requirement of making a written description of the procedure available to the public.

All departments investigated were supplied with policy manuals provided by the same company, Lexipol. Despite this, the CGJ observed marked disparities among the departments in attempting to meet their obligations to the public.

It is readily apparent that the elements that prevent all departments from achieving uniformly best practice standards appears be a lack of understanding, education and training in the Citizen Complaint process by the personnel involved. Law enforcement personnel and staff should receive detailed and ongoing instruction in all aspects of the Citizen Complaint process.

Part of the training should include an open and welcoming attitude displayed by police personnel. If needed, they should know how to readily locate and present the necessary written material to the complainant. They should be available to assist the complainant in filling out the form and translating or arranging for a translation. Someone should give a written description of the process involved to the complainant and discuss the process involved with the complainant.

Law enforcement personnel should be knowledgeable about the information on the website and capable of instructing the complainant on how to complete and file the complaint form online or by telephone.

Law enforcement personnel must be capable of providing the complainant with communication that is clear, concise and readily understood regarding all aspects of the Citizen Complaint process. This includes completing and filing the complaint form, the investigative process, the possible findings, the disposition and the appeal process.

Complete transparency of the complaint process is essential to gain acceptance by citizens and the community at large.

***Dissuading Complainants***

The department's or agency's citizen complaint process should not discourage or seek to intimidate complainants. No threats, inferences, warning of prosecution or civil defamation lawsuits should be made. No suggestion of the need for a polygraph (lie detector test) "to find the truth" should be made orally or in writing to a potential complainant.

Retaliatory practices such as checking for warrants or immigration status checks on potential complainants should not occur.

***Admonitions (Warnings) on Citizen Complaints***

***False Reports – Criminal Liability***

California Penal Code Section 148.6(a)(1) makes it a misdemeanor to file a false allegation of misconduct against a police officer, knowing the allegation to be false. It also contains an extensive advisory in bold face type, which the complainant is required to read and sign. It states, the complainant could be prosecuted on a misdemeanor charged, if he/she knowingly files a false complaint against a public officer.

In 2001, a California Court of Appeals held that California Penal Code Section 148.6 was unconstitutional.[1] The case was appealed to the California Supreme Court and reversed on appeal in finding the code section to be lawful.[2]

In November 2005, the United States 9th Circuit Court of Appeals found the section to be unconstitutional, a violation of the First Amendment and equal protection clause.[3] The court found the statute was unlawful because it only criminalized a false allegation against a peace officer, but did not criminalize knowingly false assertions in support of a peace officer or made by a peace officer or witness during the course of a misconduct investigation. The case was appealed to the United States Supreme Court, which declined to review the decision in May 2006. This rendered California Penal Code Section 148.6(a)(1) federally unconstitutional.

1 People v. Stanistreet, (2001) 93 Cal. App. 4th. 469
2 People v. Stanistreet, (2002) 29 Cal. 4th. 497
3 Chaker v. Crogan, (2005) 428 F. 3d 1215 Court of Appeals 9th Circuit

The Jones & Mayer law firm, who had filed an amicus curiae brief on behalf of the California State Sheriffs' Association, the California Police Chiefs' Association and the California Police Officers' Association, sent out a case alert memorandum dated May 18, 2006.[4] The memorandum stated that the United States Supreme Court made a decision on May 15, 2006, not to review the case, which meant that the United States 9th Circuit Court of Appeals opinion was final. This made California Penal Code Section 148.6(a)(1) unconstitutional federally, but constitutional according to California State Courts. The law firm's memorandum stated that enforcement of Section 148.6(a)(1) could lead to civil rights lawsuits in federal court seeking substantial damages. They recommended that their clients cease using the language in Section 148.6(a)(1) in all complaint forms.

Therefore, in view of the above court decisions and the above legal memorandum, it is the CGJ's suggestion that the only application of this section of the California Penal Code would be that of intimidating a citizen from filing a legitimate complaint.

Another type of criminal admonition is contained on some citizen complaint forms. This states just above the complainant's signature line "I declare under penalty of perjury that the statements I have made are truthful and accurate to the best of my ability". Although one might think this simply worded admonition is less threating than California Penal Code Section 148.6 (a)(1), it is not. California Penal Code Section 148.6(a)(1) is a misdemeanor, while perjury can be charged as a misdemeanor or felony. This admonition should also be removed from all citizen complaint forms.

***False Reports – Civil Liability***

California Civil Code Section 47.5, Defamation Action by Peace Officer, is another admonition used to intimidate a citizen from filing a citizen complaint against police personnel. It allows a peace officer to bring an action for defamation against an individual who has filed a complaint with the officer's employing agency alleging misconduct, criminal conduct or incompetence, if that complaint is false, the complaint was made with knowledge that it was false and that it was made with spite, hatred, or ill will. The knowledge that the complaint was false, may be proved by a showing that the complainant has no reasonable ground to believe the statement was true and that the complainant exhibited a reckless disregard for ascertaining the truth. In contrast to the criminal advisory contained in Penal Code Section 148.6(a)(1), police agencies were not required to advise a potential complainant about California Civil Code Section 47.5.

The American Civil Liberties Union (ACLU) filed a lawsuit in the United States District Court of California challenging California Civil Code Section 47.5. In October 1999, US District Court Judge Gary Taylor ruled that the law was unconstitutional violating the First Amendment. Judge Taylor stated "Section 47.5 has…a chilling effect since it imposes greater risk upon citizens who report claimed police misconduct and thereby discourage the filing of complaints." An ACLU newsletter stated that California Civil Code Section 47.5 is the only law of its kind in the nation that gives police officers a special right to sue citizens who file complaints against them.[5]

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4 **https://www.scribd.com/document/15647492/California** -Peace-Officers-Association-Chaker v. Crogan
5 https://www.aclu.org/news/aclu-overturns-law-and-protects-ca-citizens...

A California Court of Appeals in November 2001 concluded that the California Civil Code Section 47.5 violates the First Amendment constitutional right of free speech.[6]

In June 2003, another California Court of Appeals revisited the unconstitutionality of California Civil Code Section 47.5 and ruled that the statute was constitutional.[7] A final decision on the constitutionality of California Civil Code Section 47.5 has not yet been made by the California Supreme Court.

California State Courts of Appeal have reached inconsistent conclusions about the constitutionality of the law, the status of which remains unsettled. As stated by Judge Taylor the presence of California Civil Code Section 47.5 on a citizen complaint form is severely intimidating to potential complainants. On July 9, 2003, the previously mentioned Jones and Mayer law firm published another newsletter that urged caution before an officer initiates a lawsuit pursuant to California Civil Code Section 47.5 based upon the Court of Appeal decisions.[8]

As California Civil Code Section 47.5 appears to be of questionable enforceability and as it is not mandated by law, it is strongly recommended that this admonition not to be placed on citizen complaint forms. It definitely poses a high risk that citizens will be intimidated from filing a legitimate complaint that could result in potentially serious problems not being recognized, investigated and corrected. It should not be used.

***Polygraph Examination***

A final admonition, found in surveying the citizen complaint forms of the involved municipal police departments, was the possibility of asking a complainant to undergo a polygraph examination (lie detector test), if the involved agency "couldn't find the truth any other way." This test is generally not admissible in court and should not play a role in the investigation of citizen complaints and it serves only to intimidate a potential complainant from filing a complaint, perhaps allowing a serious problem to go without correction.

6 Walker v Kiousis, (2001) 93 Cal. App. 4th 1432
7 Loshonkohl v Kinder, (2003) 109 Cal. App. 4th 510
8 http://www.jones-mayer.com/news/2003/07/09/civil-code-section-47-5-is-alive/

### *Understanding Aspects of Internal Affairs*

The police units that carry out investigations of citizen and departmental complaints against police officers are usually called Internal Affairs Units or The Office of Professional Standards. An Internal Affairs investigation serves an oversight function to insure that departmental policy and procedures are followed and that all department employees follow agency standards of professionalism and the law. Internal Affairs Units serve primarily as an investigative agency. Although some agencies may make disciplinary recommendations on sustained Internal Affairs investigations, final adjudication almost always rests with the Chief of Police.

All Internal Affairs officers should have completed an accredited Internal Affairs training program and have continuing Internal Affairs education. Standards of best practices, policies and training are set by several agencies. The Commission on Police Officers Standards and Training (POST) provides specific training in internal affairs for police officers. All of the Internal Affairs Officers of the agencies the CGJ investigated were trained by POST. Lexipol, a web based subscription service provides essentially all of the Los Angeles County municipal departments with risk management policies, policy training and guidance, but not internal affairs training.

### *Internal Affairs Personnel*

The CGJ is most pleased to state that the officers of almost all investigated municipal police agencies Internal Affairs Units were outstanding examples of police personnel. They were knowledgeable, cooperative and were extremely interested in how they could improve their agency's functions.

Officers selected for Internal Affairs positions must have a number of outstanding skills. Among the skills are the respect of their fellow officers, excellent interpersonal relations skills, significant experience in all areas of policing, including patrol and they must be especially skilled in conducting investigations. Above all, they must be extremely honest, fair and objective.

All of the Internal Affairs Officers the CGJ interviewed had performed at a level to earn supervisory positions of Sergeant and above. They had police experience of at least fifteen years. All but one officer (who had only been promoted to an Internal Affairs Unit three weeks previously) had certified POST training in Internal Affairs, as well as, ongoing training in Internal Affairs. It is not uncommon that after serving in Internal Affairs for two-five years, occasionally more, they will again be promoted. These are outstanding officers.

We observed that most Internal Affairs Units of smaller agencies consisted of several Sergeants. Larger agencies were led by Lieutenants with Sergeants under them. The number of Sergeants was dependent on the size of the agency.

### *Small Agencies - Internal Affairs Units*

In smaller agencies that have an Internal Affairs Unit, after the complaint is received, it will be passed to the immediate supervisor of the officer, who is the subject of the complaint. The supervisor reviews the complaint and determines the response required. If the complaint is about the delivery of a police service that, if true, would not violate departmental policy or rule nor local, state or federal law it should be a service or informal complaint. A service complaint should be noted on the citizen complaint form and the complaint may be handled informally by a supervisor.

When a complaint is about a police officer's conduct, that even if true, would not qualify as misconduct, it may sometimes be handled informally. However, this requires that the complainant consents to an explanation from the supervisor and is satisfied with the explanation. No further investigation is needed. A written explanation on the complaint form should follow and the complaint must be logged and tracked.

All other complaints should be forwarded to the Internal Affairs Unit.

### *Larger Agencies - Internal Affairs Units*

The immediate supervisor of the officer, if appropriate, forwards the complaint to the Internal Affairs Unit. It is most common for the complaint to be referred to the head of the Internal Affairs Unit or a specific intake officer: in all of the investigative agencies, this was an agency supervisor. The complaint is then assigned to the investigating officer. The investigating officer should always be of a higher rank than the officer, who is the subject of the complaint. The subject officer should be informed of the circumstances of a citizen complaint immediately after the complainant and witnesses have been interviewed. The subject officer should also be informed who will be in charge of the investigation and given a contact telephone number. If the officer to be investigated is a Lieutenant or of higher rank, the investigation most frequently will be done by another police agency or an experienced private investigator. The complainant and any witnesses should be interviewed within 24 hours of receipt of the complaint, if possible. The complainant should be told by the interviewer, that an acknowledgement letter will be sent indicating that the complaint is being investigated, the person who is in charge of the investigation and a contact telephone number. If not done previously, a copy of the complaint and a description of the investigating procedure should be provided.

The investigating officer should promptly, after being assigned the case, make a determination if there is any suggestion of a criminal element in the case. If so, completely separate administrative and criminal investigations must be opened, with separate investigators. There must be no sharing of information between the investigations. Criminal investigations are beyond the scope of this investigation.

Lesser departmental personnel rule violations may be handled with counseling, training, remedial agreement, or other measures and do not necessitate an investigation by the Internal Affairs Unit.

All complaints made by the public and all departmental complaints of a serious nature must be investigated. The extent of an investigation may vary, dependent upon the seriousness and complexity of the case. All investigations should be thorough, fair and carried out with the highest integrity. No investigation should be terminated or closed without the concurrence of the head of the Internal Affairs Unit.

Most investigations should be completed within 60 days. Complex investigations should be completed within 180 days. Any additional time should require the Chief of Police's approval.

These are the four accepted investigative findings as established by the Commission For Accreditation of Law Enforcement Agencies.[9]

**Unfounded:** Allegation is false or not factual.

**Exonerated:** Incident occurred, but the employee's actions were lawful, proper and consistent with rules, regulations, policy, or state laws.

**Not Sustained:** Insufficient facts either to prove or disprove the allegation.

**Sustained:** The allegation is found to be substantially true. Generally speaking, the incident occurred and the specifically cited rule(s), regulation(s), or other general or special order(s) were violated by the employee.

An officer should not be exonerated if the results of the investigation are inconclusive. Finding a complaint to be frivolous should require that at least two persons evaluate and categorize the complaint.

The subject officer should be notified immediately after a disposition has been made. The complainant must be notified within 30 days that a disposition has been made (Penal Code 832.7(e)(1). The general provisions of Penal Code Section 832.7 make it clear that the details of any discipline of the subject officer should not be disclosed to the complainant.

California allows an annual publication of an agency's complaints and their investigative findings, without reference to the names of persons involved. All agencies should make this information available to the public.

***Independent Appeal Process***

If the complainant is dissatisfied with the result of the investigation the CGJ recommends that there be an appeal process available. This should be part of the citizen complaint process, outlined on the complaint form or a complaint process brochure. The appeal process would best be done outside the police agency involved. This could be carried out by the City Manager, Human Resources Personnel or a Citizens Review Board. Their recommendations should be returned to the police agency for possible further investigation and/or final disposition. A disgruntled complainant would likely be more accepting of the disposition if it had been reviewed by an impartial evaluator.

[9] See appendix #4

## FINDINGS

The following sections provide an overview and findings regarding the twelve investigated municipal police departments availability of complaint forms, as well as, the receiving, investigating and adjudication of citizen and administrative complaints.

### A. Availability of Complaint Forms

A meaningful and effective citizen police complaint system requires easily understood and readily available forms for making complaints. Ideally, clear signage should inform persons wanting to make a complaint of the location of complaint forms, and the forms should be available in English, Spanish and possibly other languages depending on the demographics of the police service area.

The complaint form should also be in English and Spanish and provided in all languages spoken by a substantial portion of the population served by each police department. Complaint forms should be available at all police stations and available at any city facility ordinarily accessible to the public such as libraries, city hall, community centers and similar locations. Forms should also, ideally, be available on police department websites and from police officers and supervisors in the field.

***Finding 1: The availability of forms for making citizen complaints for some police departments could be improved.***

All twelve police departments met the basic requirement that they establish a procedure to investigate complaints by members of the public against their police personnel. As Exhibit 1 shows, only three of the police departments had clear signage showing the location of complaint forms in the police station. None of the police departments had signage in languages other than English.

All twelve of the police departments had complaint forms available in their police stations. However, the complaint form was only freely available at five of the police departments. For the other seven police departments, a person wanting to make a complaint would have to request the complaint form. This request may be made to the police personnel at the reception area or may require the person to obtain the form from a police supervisor or the watch commander. This practice may tend to discourage persons from making a complaint. However, the rationale provided by most police departments for this practice was to ensure there was not a simple misunderstanding rather than an actual complaint. Others stated that they encourage persons making complaints to talk with a supervisor or the watch commander, so they can get a complete and intelligible statement, including any evidence such as video or photos. Only four of the police departments had complaint forms available at other public facilities like city hall, libraries, and community centers. One police department stated that forms were also available through the local chapter of the National Association for the Advancement of Colored People (NAACP).

| Exhibit 1<br>Availability of Citizen Complaint Forms | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | Signage | | Access to Complaint Form | | | | Website | |
| Police Department | Clear Signage | Signage in Multiple Languages | Police Station | Freely Available | Other Public Facilities | Multiple Languages | English | Multiple Languages |
| Bell Gardens | No | No | Yes | No | No | Yes | No | No |
| Burbank | Yes | No | Yes | Yes | Yes | Yes | Yes | Yes |
| Culver City | No | No | Yes | No | No | Yes | No | No |
| El Monte | No | No | Yes | No | No | Yes | No | No |
| Glendale | No | No | Yes | No | Yes | Yes | Yes | Yes |
| Inglewood | Yes | No | Yes | Yes | No | Yes | Yes | Yes |
| Pasadena | Yes | No | Yes | Yes | Yes | Yes | Yes | Yes |
| Pomona | No | No | Yes | No | Yes | No | Yes | No |
| San Fernando | No | No | Yes | Yes | No | Yes | No | No |
| South Gate | No | No | Yes | No | No | Yes | Yes | No |
| Torrance | No | No | Yes | Yes | No | Yes | Yes | Yes |
| West Covina | No | No | Yes | No | No | No | No | No |

Two of the police departments provide the complaint form in English only. Ten of the police departments provided complaint forms in multiple languages that included English, Spanish, Armenian, Japanese, Korean, Chinese, French and Indonesian. Some departments stated that if a person wants to file a complaint and does not speak English they will provide an interpreter.

Five of the police departments did not provide the complaint form on their website. Of the seven that did provide the complaint form on their website, all but one provided the complaint form in multiple languages.

**B. Convenience of Making Citizen Complaints**

For a citizen police complaint system to be effective, it should be fairly convenient and straightforward for an individual to make a police complaint. This includes providing multiple ways for a complaint to be filed, including in person, through the mail, by telephone, or completing the complaint form online. It also includes allowing persons to make complaints anonymously.

***Finding 2: The convenience of making citizen complaints could be improved for some police departments.***

As Exhibit 2 shows, all the police departments accepted complaints in person. All but one police department (San Fernando) accepts complaints through either the mail or telephone. San Fernando accepts complaints by mail, but does not accept complaints over the telephone. Only two of the police departments (Burbank and Torrance) had a capability on their website to file a complaint.

Some people may want to remain anonymous when making a complaint. Anonymous complaints can provide valuable information. As Exhibit 2 shows, all of the police departments

allow persons making a complaint to remain anonymous, although all encourage them to identify themselves, so they can get statements and information from them and follow up with them.

| Exhibit 2<br>Convenience of Making Citizen Complaints | | | | | |
|---|---|---|---|---|---|
| | Ways of Making Complaints | | | | |
| Police Department | In Person | By Mail | By Telephone | Online | Anonymously |
| Bell Gardens | Yes | Yes | Yes | No | Yes |
| Burbank | Yes | Yes | Yes | Yes | Yes |
| Culver City | Yes | Yes | Yes | No | Yes |
| El Monte | Yes | Yes | Yes | No | Yes |
| Glendale | Yes | Yes | Yes | No | Yes |
| Inglewood | Yes | Yes | Yes | No | Yes |
| Pasadena | Yes | Yes | Yes | No | Yes |
| Pomona | Yes | Yes | Yes | No | Yes |
| San Fernando | Yes | Yes | No | No | Yes |
| South Gate | Yes | Yes | Yes | No | Yes |
| Torrance | Yes | Yes | Yes | Yes | Yes |
| West Covina | Yes | Yes | Yes | No | Yes |

### C. Admonitions/Warnings on Citizen Complaint Forms

Some individuals may be reluctant to file a complaint for fear of reprisal from the officer or officers they are complaining against or the police department itself. Ideally, the complaint form and process should not in any way intimidate or discourage persons from making complaints.

***Finding 3: Some police departments include admonitions/warnings that may intimidate or discourage persons from making complaints on complaint forms or related materials.***

As Exhibit 3 shows, two police departments (South Gate and Torrance) include the warning, Penal Code 148.6, that a complainant making a false claim against a police officer can be prosecuted for a misdemeanor.

As Exhibit 3 shows, only one police department (Torrance) includes the warning from California Civil Code 47.5, which indicates that a peace officer may bring a civil action for defamation against an individual who has filed a complaint with the officers employing agency alleging misconduct, criminal conduct, or incompetence, if the complaint is false, the complaint was made with the knowledge that it was false and that it was made with spite, hatred or ill will. The knowledge that the complaint was false may be proven by a showing that the complainant had no reasonable ground to believe the statement was true and that the complainant exhibited a reckless disregard for ascertaining the truth.

| Exhibit 3<br>Warnings When Making Citizen Complaints | | | | |
|---|---|---|---|---|
| **Police Department** | **False Claim Warning (PC146.8)** | **Defamation Warning (CC47.5)** | **Perjury Warning** | **Possible Polygraph Warning** |
| **Bell Gardens** | **No** | **No** | **No** | **No** |
| **Burbank** | **No** | **No** | **No** | **No** |
| **Culver City** | **No** | **No** | **No** | **No** |
| **El Monte** | **No** | **No** | **No** | **No** |
| **Glendale** | **No** | **No** | **Yes** | **No** |
| **Inglewood** | **No** | **No** | **No** | **No** |
| **Pasadena** | **No** | **No** | **Yes** | **No** |
| **Pomona** | **No** | **No** | **No** | **No** |
| **San Fernando** | **No** | **No** | **No** | **No** |
| **South Gate** | **Yes** | **No** | **No** | **No** |
| **Torrance** | **Yes** | **Yes** | **No** | **No** |
| **West Covina** | **No** | **No** | **No** | **Yes** |

Another warning against making a false claim is that requiring the complaint form be signed under "penalty of perjury." Two police departments (Glendale and Pasadena) include such statements on their complaint forms. The Glendale form states: "I declare under penalty of perjury that the statements I have made are truthful and accurate to the best of my ability." The Pasadena Police complaint form states: "I declare under penalty of perjury pursuant to the laws of the State of California that the foregoing information I have provided regarding this complaint is true and correct". Perjury can be charged as a misdemeanor or a felony.

A final warning that may intimidate or discourage persons from making complaints is the potential to be subjected to a polygraph examination. Only one police department (West Covina) includes this warning. The West Covina Police complaint brochure states: "In certain cases where we can't find the truth any other way, you may be asked to take a polygraph examination. The same is true for our officers."

**D. Communication with Complainants**

A meaningful and effective citizen police complaint system requires clear and thorough communication with those making complaints. A key element of this communication is information on the procedure for receiving and investigating complaints. The California Penal Code Penal Code 832.5(a)(1) requires that every police department establish a procedure to investigate complaints by members of the public against the personnel of these departments or agencies and shall make a written description of the procedure available to the public.

***Finding 4: The Bell Gardens and San Fernando police department were not in compliance with the requirement that they make a written description of the procedure for investigating complaints available to the public.***

As shown in Exhibit 4, ten of the police departments had written descriptions of the procedure available to the public as required by the penal code. Two police departments (Bell Gardens and San Fernando) had no written procedures available and are not in compliance with the Penal Code 832.5(a)(1) requirement.

Effective communication with complainants also requires that complainants have an opportunity to provide complete information on the incident that generated the complaint. This requires that the complaint form include all the pertinent information, including a description of what occurred to generate the complaint.

***Finding 5: The El Monte and South Gate police department complaint form do not provide an opportunity for the complaining party to provide a statement or description of what occurred to generate the complaint.***

As Exhibit 4 shows, ten of the police department's complaint forms included the appropriate content, including a description of what occurred to generate the complaint. The complaint form for two police departments (El Monte and South Gate) did not provide an opportunity for the complaining party to provide a statement or description of what occurred to generate the complaint.

Ideally, persons making a complaint would have the ability to make a complaint without attempts to resolve the complaint prior to it being accepted and logged. As Exhibit 4 shows, ten of the police departments attempt to resolve complaints prior to them being accepted and logged. When asked for the rationale for this practice one police department stated: "When people come into the lobby and say they want to make a complaint about an officer and a watch commander is available, we have face time with them. Often time complaints are about why did they get a ticket or why was my son arrested, and so forth. This face times allows for an explanation and many times the person is satisfied. We don't like to load our complaint log with items that have nothing to do with policy violations or criminal violations." Two police departments stated they do not make such attempts to resolve complaints prior to their acceptance and logging.

The California Penal Code 832.7(b) requires that each police department receiving a citizen complaint release to the complaining party a copy of their statement, in his or her own words, at the time the complaint is filed.

***Finding 6: The Culver City, El Monte, San Fernando and Torrance police departments were not in compliance with the requirement that each police department receiving a citizen complaint release to the complaining party a copy of their own statements at the time the complaint is filed.***

| Exhibit 4<br>Communication With Complainants | | | | | |
|---|---|---|---|---|---|
| Police Department | Written Complaint Procedure* | Appropriate Complaint Form Content | Attempt to Resolve Prior to Log | Complainant Receives Copy of Statement* | Percent Written Notification* |
| Bell Gardens | No | Yes | Yes | Yes | 57% |
| Burbank | Yes | Yes | Yes | Yes | 100% |
| Culver City | Yes | Yes | Yes | No | 59% |
| El Monte | Yes | No | Yes | No | 82% |
| Glendale | Yes | Yes | Yes | Yes | 100% |
| Inglewood | Yes | Yes | No | Yes | 95% |
| Pasadena | Yes | Yes | Yes | Yes | 78% |
| Pomona | Yes | Yes | Yes | Yes | 51% |
| San Fernando | No | Yes | Yes | No | 8% |
| South Gate | Yes | No | Yes | Yes | NA |
| Torrance | Yes | Yes | No | No | 95% |
| West Covina | Yes | Yes | Yes | Yes | 91% |
| | | | | Average % | 74% |
| * Required by the Penal Code (832.5, 832.7) | | | | | |
| Note: Percentage calculations of written notifications within 30 days excludes complaints with investigations pending, complaints generated from within the police department, and complaints with no mailing address, | | | | | |

As Exhibit 4 shows, eight of the police departments routinely provided complainants copies of their statement at the time of the complaint. Several of these police departments had complaint forms that were carbonless in triplicate, making it convenient to provide a copy of the completed form to the complainant. Others routinely made copies of the completed complaint form and provided the copy to the complainant. Four police departments did not routinely provide copies of the complainants' statement as required by the Penal Code. Some of these departments stated they would provide copies, if requested.

A standard practice among law enforcement agencies is to send an acknowledgement letter, including a copy of the complainant's statement, to each person making a complaint. For example, the Los Angeles Sheriff's Department requires an acknowledgement letter be sent to each complaining party with a copy of their statement within three days of the complaint being received. The policy states: "The letter shall be sent regardless of whether the comment was made in person, by telephone, by electronic means, or by mail."[10] This approach ensures that the Penal Code requirement is met regardless of the method used to make the complaint.

10 Los Angeles Sheriff's Department Service Comment Report Handbook: Handling Public Complaints

***Finding 7: Most police departments were not in compliance with the requirement to provide written notification to the complaining party of the disposition of the complaint within 30 days of the disposition.***

California Penal Code Penal Code 832.7(e)(1) requires that each department provide written notification to the complaining party of the disposition of the complaint within 30 days of the disposition.

As shown in Exhibit 4, only two police departments (Burbank and Glendale) were in full compliance with the requirement to provide written notification to the complaining party of the disposition of the complaint. Glendale Police Department uses a software program that includes generating a written letter to the complainant once a disposition is determined. The case cannot be closed until that letter is generated. Other police departments stated they provided verbal notifications, or that there was no written notification made. We found that police departments' compliance with this requirement averaged 74% for the twelve police departments and ranged from 8% to 100%.

South Gate Police Department stated that "a letter is sent to the complainant via United States Postal Service (USPS) and is sent certified mail. When the letter is delivered we keep the USPS copy of the signature tag in the file with the complaint." However, no other documentation was provided such as the date the letter was sent.

**E. Investigations of Citizen Complaints**

The California Penal Code (PC832.5) requires each department that employs peace officers shall establish a procedure to investigate complaints by members of the public against the personnel of these departments. As Exhibit 5 shows, all twelve police departments reviewed had policies in place for investigating such complaints. These policies assigned responsibility for conducting investigations to police personnel at appropriate levels.

| | **Exhibit 5**<br>**Investigation of Police Citizen Complaints** | | | |
|---|---|---|---|---|
| **Police Department** | **Policy for Investigations*** | **Investigated at Appropriate Level** | **Complaints Numbered and Logged** | **Complaint Tracking Program** |
| **Bell Gardens** | **Yes** | **Yes** | **Yes** | **Yes** |
| **Burbank** | **Yes** | **Yes** | **Yes** | **Yes** |
| **Culver City** | **Yes** | **Yes** | **Yes** | **No** |
| **El Monte** | **Yes** | **Yes** | **Yes** | **No** |
| **Glendale** | **Yes** | **Yes** | **Yes** | **Yes** |
| **Inglewood** | **Yes** | **Yes** | **Yes** | **Yes** |
| **Pasadena** | **Yes** | **Yes** | **Yes** | **Yes** |
| **Pomona** | **Yes** | **Yes** | **Yes** | **Yes** |
| **San Fernando** | **Yes** | **Yes** | **No** | **No** |
| **South Gate** | **Yes** | **Yes** | **Yes** | **Yes** |
| **Torrance** | **Yes** | **Yes** | **Yes** | **Yes** |
| **West Covina** | **Yes** | **Yes** | **Yes** | **No** |
| | *** Required by the Penal Code (832.5, 832.7)** | | | |

Effective management of citizen complaint investigations includes numbering and logging each complaint to ensure complaints do not get lost, and that appropriate timelines for completing the investigation are monitored.

***Finding 8: Some police departments could improve the management of complaint investigations, including numbering and logging, as well as tracking and monitoring of key requirements and milestones.***

As Exhibit 5 shows, eleven of the police departments numbered and logged each complaint. One police department (San Fernando) did not number and log complaints as they were received. A software program or application can be helpful in managing investigations of citizen complaints to ensure investigations do not get lost, and to provide automatic tracking and reminders of key requirements and milestones in investigations. As Exhibit 5 shows, eight of the police departments used a software program or application to assist in managing and tracking investigations.

**F. Review, Disposition and Follow Up of Citizen Complaints**

An effective complaint process includes a review of investigations of complaints at an appropriate level, and a review process in place with some assurance that investigations are thorough, and conclusions are valid and well supported. As Exhibit 6 shows, all twelve police departments had clearly defined responsibilities for the review and approval of investigations of complaints about police. In all cases, the ultimate responsibility was with the Chief of Police.

***Finding 9: Findings resulting from investigations of citizen complaints and the use of complaint information to identify potential problems could be improved for some police departments.***

Law enforcement standards and common practice among law enforcement agencies is that investigations of complaints and allegations against law enforcement personnel result in findings of fact. Law enforcement standards, as established by the Commission on Accreditation for law Enforcement Agencies (CALEA) dictate that these findings be used by the adjudicating officer to reach one of the following determinations:[11]

**Unfounded:** Allegation is false or not factual.

**Exonerated:** Incident occurred, but the employee's actions were lawful, proper and consistent with rules, regulations, policy, or state laws.

**Not Sustained:** Insufficient facts either to prove or disprove the allegation.

**Sustained:** The allegation is found to be substantially true. Generally speaking, the incident occurred and the specifically cited rule(s), regulation(s), or other general or special order(s) were violated by the employee.

11 See appendix #4

As Exhibit 6 shows, police departments' compliance with this standard averaged 75% for the twelve police departments and ranged from 22% to 97%. Other dispositions included frivolous, incomplete, none, and other. While some of these may have meaning, they do not preclude reaching one of the determinations outlined in the standards.

**Exhibit 6**
**Review, Disposition and Follow Up of Police Citizen Complaints**

| Police Department | Reviewed at Appropriate Level | Findings Consistent with Standards | Used to Identify Potential Problems | Maintain Records for Five Years* |
|---|---|---|---|---|
| Bell Gardens | Yes | 97% | Yes | Yes |
| Burbank | Yes | 97% | Yes | Yes |
| Culver City | Yes | 94% | No | Yes |
| El Monte | Yes | 36% | No | Yes |
| Glendale | Yes | 94% | No | Yes |
| Inglewood | Yes | 96% | Yes | Yes |
| Pasadena | Yes | 89% | Yes | Yes |
| Pomona | Yes | 22% | Yes | Yes |
| San Fernando | Yes | 45% | No | No |
| South Gate | Yes | 78% | Yes | Yes |
| Torrance | Yes | 65% | Yes | Yes |
| West Covina | Yes | 84% | No | Yes |
| | Average % | 75% | | |

* Required by the Penal Code (832.5, 832.7)

Note: Percentage calculations of complaints with findings consistent with standards excludes complaints with investigations pending, complaints referred to other law enforcement agencies, service complaints, and complaints with no allegations of wrongdoing.

Exhibit 7 shows the number and percentage of complaints by disposition for each of the twelve police departments over the past five years.

**Exhibit 7**
**Number and Percentage of Complaints by Disposition**
**Past Five Years (2013 to 2017)**

| Police Department | Unfounded | | Exonerated | | Not Sustained | | Sustained | | Other | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Bell Gardens | 31 | 86.1% | 1 | 2.8% | 2 | 5.6% | 1 | 2.8% | 1 | 2.8% |
| Burbank | 275 | 38.2% | 131 | 18.2% | 79 | 11.0% | 212 | 29.4% | 23 | 3.2% |
| Culver City | 48 | 31.4% | 33 | 21.6% | 22 | 14.4% | 41 | 26.8% | 9 | 5.9% |
| El Monte | 6 | 10.9% | 2 | 3.6% | 9 | 16.4% | 3 | 5.5% | 35 | 63.6% |
| Glendale | 238 | 63.5% | 73 | 19.5% | 10 | 2.7% | 32 | 8.5% | 22 | 5.9% |
| Inglewood | 34 | 21.1% | 21 | 13.0% | 76 | 47.2% | 24 | 14.9% | 6 | 3.7% |
| Pasadena | 41 | 19.3% | 16 | 7.5% | 10 | 4.7% | 121 | 57.1% | 24 | 11.3% |
| Pomona | 18 | 9.6% | 2 | 1.1% | 11 | 5.9% | 10 | 5.3% | 146 | 78.1% |
| San Fernando | 7 | 35.0% | 0 | 0% | 1 | 5.0% | 1 | 5.0% | 11 | 55.0% |
| South Gate | 11 | 23.9% | 15 | 32.6% | 3 | 6.5% | 7 | 15.2% | 10 | 21.7% |
| Torrance | 17 | 12.1% | 43 | 30.5% | 10 | 7.1% | 22 | 15.6% | 49 | 34.8% |
| West Covina | 12 | 37.5% | 1 | 3.1% | 10 | 31.3% | 4 | 12.5% | 5 | 15.6% |
| Averages | 738 | 34.5% | 338 | 15.8% | 243 | 11.4% | 478 | 22.4% | 341 | 15.9% |

**Note: Numbers and percentages excludes complaints with investigations pending, complaints referred to other law enforcement agencies, service complaints, and complaints with no allegations of wrongdoing.**

A key purpose for receiving and investigating complaints is to identify law enforcement personnel that frequently or habitually engage in inappropriate behavior. Even if the results of investigations are inconclusive, tracking complaints can provide an "early warning" system to identify and take corrective actions to improve employee conduct. Identifying and mitigating behaviors before they become career limiting or ending for the employee or creating liability for the agency is in the best interest of both the law enforcement agency and its personnel.

An "early warning" corrective action program should include two functions – monitoring and corrective action. Part of this program should be an early intervention program designed to enhance an employee's professional performance through guidance and supervision. Employees are identified as candidates and become part of the program when it is determined that a specific employee may benefit from such a structured intervention plan.

As Exhibit 6 shows, seven of the police departments had a formal program to use the complaint information to identify potential problems or as an "early warning" system. Most of these stated that this function was part of the program or software they used to track complaint investigations. Five of the police departments did not have such an "early warning" system. Several of them stated that their police departments were small, and supervisors and managers were able to maintain awareness of potential problems without a formal program or approach.

***Finding 10: The San Fernando Police Department was not in compliance with the requirement that records related to citizen complaints be maintained by the police department for a period of five years.***

The California Penal Code 832.5(b) requires that records related to citizen complaints regarding police be maintained by the police department for a period of five years.

As Exhibit 6 shows, eleven of the police departments had records covering the past five years and were able to provide information on complaints for that period. One police department (San Fernando) was only able to provide information on citizen complaints for the past three years.

**RECOMMENDATIONS**

1.1 Police departments should improve the availability of complaint forms to members of the public by having:

a. Clear signs indicating the location of complaint forms in multiple languages reflective of the community served by the police department (All twelve police departments).

b. Complaint forms freely available in the police station without the need to request the form from police personnel (Bell Gardens, Culver City, El Monte, Glendale, Pomona, South Gate, West Covina).

c. Complaint forms located in multiple public facilities including city hall, libraries and community centers (Bell Gardens, Culver City, El Monte, Inglewood, San Fernando, South Gate, Torrance, West Covina).

d. Complaint forms in multiple languages reflective of the community served by the police department (Pomona, West Covina).

e. Complaint forms on the police department website in multiple languages reflective of the community serviced by the police department (Bell Gardens, Culver City, El Monte, Pomona, San Fernando, South Gate, West Covina).

1.2 Police departments should improve their citizen complaint process by:

a. Allowing complaints to be made by telephone (San Fernando).

b. Developing the ability for complaints to be made online (Bell Gardens, Culver City, El Monte, Glendale, Inglewood, Pasadena, Pomona, San Fernando, South Gate, West Covina).

1.3 Police departments that include warnings that may intimidate or discourage persons from making a complaint on complaint forms or related materials should remove those warnings (Glendale, Pasadena, Torrance, South Gate, West Covina).

1.4 Police departments should make a written description of the procedure used to investigate complaints available to the public as required by the California Penal Code 832.5(a)(1) (Bell Gardens and San Fernando).

1.5 Police departments should revise their complaint forms to provide an opportunity for the complaining party to provide a statement or description of what occurred to generate the complaint (El Monte and South Gate).

1.6 Police departments should comply with the legal requirement that each police department receiving a citizen complaint, release to the complaining party a copy of their own statements at the time the complaint is filed as required by the Penal Code 832.7(b) (Culver City, El Monte, San Fernando, Torrance).

1.7 Police departments not in compliance with the legal requirement Penal Code 832.7(e)(1) to provide written notification to the complaining party of the disposition of the complaint within 30 days, should take appropriate steps to come into compliance with this requirement. (Bell Gardens, Culver City, El Monte, Inglewood, Pasadena, Pomona, San Fernando, South Gate, Torrance, West Covina).

1.8 Police departments that do not number, log and track complaints should develop a system for doing so (San Fernando).

1.9 Police departments should accept and log all citizen complaints regardless of their initial assessment of the seriousness of the allegations. (all twelve police departments)

1.10 Police departments that do not use a program or application for managing complaints and investigations should consider doing so (Culver City, El Monte, San Fernando, West Covina).

1.11 Police departments that do not use findings resulting from investigations of citizen complaints to identify potential problems should do so (Culver City, El Monte, Glendale, San Fernando, West Covina).

1.12 Police departments should establish procedures or a system to ensure it adequately maintains records related to citizen complaints regarding police for a period of five years as required by the California Penal Code 832.5(b) (San Fernando).

1.13 Police Departments should promote detailed and ongoing education and training in all aspects of their citizen complaint process. (all twelve police departments)

1.14 Police Departments should consider developing an appeal process to be initiated when a complainant is dissatisfied with the result of an investigation or disposition. (all twelve departments)

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Bell Gardens P.D. and Mayor of Bell Gardens | 1.1.a, 1.1.b, 1.10.c, 1.1.e, 1.2.b, 1.4, 1.7, 1.9, 1.13, 1.14 |
| Burbank P.D. and Mayor of Burbank | 1.1.a, 1.9, 1.13, 1.14 |
| Culver City P.D. and Mayor of Culver City | 1.1.a, 1.1.b, 1.1.c, 1.1.e, 1.2.b, 1.6, 1.7, 1.9, 1.10, 1.11, 1.13,1.14 |
| El Monte P.D. and Mayor of El Monte | 1.1.a, 1.1.b, 1.1.c, 1.1.e, 1.2.b, 1.5, 1.6, 1.7, 1.9, 1.10, 1.11, 1.13, 1.14 |
| Glendale P.D. and Mayor of Glendale | 1.1.a, 1.1.b, 1.2b, 1.3, 1.9, 1.11, 1.13, 1.14 |
| Inglewood P.D. and Mayor of Inglewood | 1.1.a, 1.1.c, 1.2.b, 1.7, 1.9, 1.13, 1.14 |
| Pasadena P.D. and Mayor of Pasadena | 1.1.a, 1.2.b, 1.3, 1.7, 1.9, 1.13, 1.14 |
| Pomona P.D. and Mayor of Pomona | 1.1.a, 1.1.b, 1.1.d, 1.1.e, 1.2.b, 1.7, 1.9, 1.13, 1.14 |
| San Fernando P.D. and Mayor of San Fernando | 1.1.a, 1.1.c, 1.1.e, 1.2.a, 1.2.b, 1.4, 1.6, 1.7, 1.8, 1.9, 1.10, 1.11, 1.12, 1.13, 1.14 |
| South Gate P.D. and Mayor of South Gate | 1.1.a, 1.1.b, 1.1.c, 1.1.e, 1.2.b, 1.3, 1.5, 1.7, 1.9, 1.13, 1.14 |
| Torrance P.D. and Mayor of Torrance | 1.1.a, 1.1.c, 1.3, 1.6, 1.7, 1.9, 1.13, 1.14 |
| West Covina P.D. and Mayor of West Covina | 1.1.a, 1.1.b, 1.1.c, 1.1.d, 1.1.e, 1.2.b, 1.3, 1.7, 1.9, 1.10, 1.11, 1.13, 1.14 |

## ACRONYMS

| | |
|---|---|
| **ACLU** | American Civil Liberties Union |
| **CALEA** | Commission on Accreditation for Law Enforcement Agencies |
| **CGJ** | Civil Grand Jury |
| **IA** | Internal Affairs |
| **IA PRO** | A computer software program that allows an agency to monitor complaints and investigations |
| **Lexipol** | A provider of public safety agencies policies and policy training |
| **NAACP** | National Association for the Advancement of Colored People |
| **POST** | Commission on Police Officers Standards and Training |
| **USPS** | United States Postal Service |

## COMMITTEE MEMBERS

J. Ronald Rich Chair

Linda Cantley

Valerie R. Castro

John Schilling

Gregory T. Shamlian

## APPENDIX

***Recommended Best Practice Standards for Citizen Complaints and Their Investigation***

Best Practices Standards can be found in the following publications:

1) BEST PRACTICES GUIDE:
   Internal Affairs: A Strategy for Smaller Departments
   International Association of Chiefs of Police
   Bureau of Justice Assistance
   Office of Justice Programs
   United States Department of Justice
   *http://www.theiacp.org/portals/0/pdfs/BP-InternalAffairs.pdf*
2) STANDARDS AND GUIDELINES FOR INTERNAL AFFAIRS:
   Recommendations from a Community of Practice
   Office of Community Oriented Policing Services (COPS)
   United States Department of Justice
   *https://ric-zai-inc.com/Publications/cops-p164-pub.pdf*
3) BUILDING TRUST BETWEEN THE POLICE AND THE CITIZENS THEY SERVE:
   An Internal Affairs Promising Practices Guide for Local Law Enforcement
   Building trust between the police and the citizens they serve
   International Association of Chiefs of Police
   The Office of Community Oriented Policing Services (COPS)
   United States Department of Justice
   *http://www.theiacp.org/portals/0/pdfs/buildingtrust.pdf*
4) COMMISSION FOR ACCREDIATION OF LAW ENFORCEMENTAGENCIES:
   A Management Improvement Model thru accreditation, 5th Edition,
   Chapter 52, Internal Affairs, July 2006.
   ***http://www.calea.org/***

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# UNDERUSED MUNICIPAL GOLF COURSES

## *Expanding their recreational uses in a park poor county*


**Roger Stephenson, Chair**

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# UNDERUSED MUNICIPAL GOLF COURSES

*Expanding their recreational uses in a park poor county*

## EXECUTIVE SUMMARY

The availability of parks and associated recreational programs can have important public health benefits, including increased physical activity reduced obesity and chronic disease as well as other positive health and environmental impacts. Unfortunately, Los Angeles County (the County) is relatively park poor, with large geographic disparities in park space per capita compared with many other urban jurisdictions in the United States.[1]

According to the National Golf Federation's Annual Golf Participation Report[2] the number of golfers has declined each year since its peak in 2005. The decline in the demand for golf presents opportunities for local agencies responsible for the ownership and operation of underperforming golf courses to address the need for additional park and recreation acreage. Because of the nature and logistics of golf course design, golf courses are well-suited for expanded use or repurposing to better serve cities and communities experiencing unmet needs for park and recreational facilities and amenities.

Over half (52.6%) of the people living in the County live in areas with too few parks and park-land. Of these, 20.4% live in areas determined to have a "high" need for park-land, and 32.2% live in areas determined to have a "very high" need for park-land. Overall, 51% of the County population lives more than a ½ mile from a public park. The County is also substantially below the national average for the number of recreational amenities per 100,000 residents.[3]

There are 55 golf courses owned and operated by the County of Los Angeles, the City of Los Angeles and other municipalities within the County totaling approximately 7,739 acres or 18% of government park-land is devoted to golf. This is in addition to the 5,486 acres of privately owned land that is used for private country clubs and golf courses open to the public.[4]

The purpose of this Civil Grand Jury (CGJ) investigation is to: (1) identify the courses located in high or very high park need areas as defined in the Countywide Parks Needs Assessment, (2) obtain and analyze information concerning trends in golf course activity levels (rounds played) and revenues produced by the courses, and (3) evaluate the potential for expanding use or repurposing courses located in the high park need areas.

Seven golf courses (Alhambra, Alondra, Chester Washington, Los Amigos, Penmar and Rancho Park 18 and Rancho Park 9) were determined to have a ***high potential*** for expanded use or repurposing into park and recreation facilities/amenities and by doing so could have a significant impact on meeting the park needs in high park need areas.

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1 Los Angeles County Department of Public Health, Parks and Public Health in Los Angeles County: A Cities and Communities Report; May 2016. Executive Summary, page 2. (Public Health Report)
2 National Golf Foundation Annual Golf Participation Report, 2013 and 2017 editions.
3 Los Angeles County Department of Parks and Recreation, Los Angeles Countywide Parks & Recreation Needs Assessment, May 9, 2016. Executive Summary, pages I-X. (Countywide Parks Needs Assessment)
4 City of Los Angeles, Department of Recreation and Parks 2009 Citywide Community Needs Assessment. Figure 1.9.3.c, page 67. (Citywide Needs Assessment)

Four golf courses (Maggie Hathaway, Don Knabe, Bell Gardens and Compton) have a ***moderate potential*** for expanded use or repurposing. Using this land to meet park and recreational needs would have an impact, but would only be moderate because they are smaller golf courses.

Two golf courses (Hansen Dam and South Gate) were found to have a ***low potential*** for expanded use or repurposing because they are part of park need areas with larger regional recreation parks or large local parks. Expanding the use or repurposing of these courses would have little impact on park need in their areas.

Elected officials responsible for park and recreation in jurisdictions that own golf courses located in high park need areas are encouraged to direct their park and recreation administrators to conduct detailed reviews, analyses, and formulate proposals for expanding use or repurposing their golf courses in order to provide improved park and recreation services to their communities.

## BACKGROUND

Parks are a key contributor to the quality of life in a community. Parks provide opportunities for a community's citizens to escape urban life to reflect, recreate, play, and reconnect with nature. Parks also provide a unique setting for individuals to interact, build relationships and develop the sense of commonality that is the foundation of community.

Parks are also necessary for individual health. Areas with few and overused parks and recreational amenities often experience higher levels of health issues, including obesity, diabetes, and heart disease. Evidence suggests that people who live close to park and recreation facilities have lower rates of obesity and engage in more physical activity than those who do not. For example, a ten-year study of over 3,000 children living in 12 Southern California communities found that those living near parks and recreational programs had lower rates of obesity at 18 years of age than comparable children who lived further away.[5]

Three locally produced in-depth assessments/reports of park resources, recreational needs, and the effects of parks on public health were the primary sources of background information used for this investigation. The following are brief descriptions of these documents:

- City of Los Angeles Department of Recreation and Parks, *2009 Citywide Community Needs Assessment* (Citywide Assessment). This report included a community outreach and input process that engaged community leaders, stakeholders and the public across the City of Los Angeles through a series of one-on-one interviews, focus groups and community forums followed by a citywide household survey, involving 2,925 residents to identify unmet needs and rank the importance of the unmet needs.
- County of Los Angeles Department of Parks and Recreation, *Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment* (Countywide Parks Needs Assessment) was guided by a steering committee including representatives from cities and unincorporated areas throughout the County, advocacy groups, community-based organizations, subject matter experts, and community members. The Countywide Parks Needs Assessment focused on engaging all communities to gather data and document

[5]Wolch J, et al. Childhood obesity and proximity to urban parks and recreational resources: A longitudinal cohort study. Health and Place 2010;16(3):137-57.

levels of park need in 188 approved Study Areas created specifically for the analytics in the Assessment.

- Los Angeles County Department of Public Health's, *Parks and Public Health in Los Angeles County, A Cities and Communities Report, May 2016* (Public Health Report). The objective of this report was to assess park space per capita in relation to the following: (1) premature mortality from cardiovascular disease and diabetes, childhood obesity prevalence, (2) community-level economic hardship, and (3) race/ethnicity across the County. This report was prepared as an addition to the Countywide Parks Needs Assessment to provide further information concerning the important relationships between parks and public health.

Parks are defined as tracts of land accessible to or benefiting the general public through preserving natural areas or promoting the mental and physical health of the community through recreational, cultural, or relaxation pursuits. Four types of parks and open space were identified as a means to categorize the open spaces inventoried during the Countywide Parks Needs Assessment.[6]

- LOCAL PARKS are under 100 acres and contain active amenities such as athletic courts and fields, playgrounds, and swimming pools. Local parks identified in the inventory are sometimes called community parks or regional parks by the agencies that operate them.
- REGIONAL RECREATION PARKS are over 100 acres and contain active amenities such as athletic courts and fields, playgrounds, and swimming pools.
- REGIONAL OPEN SPACE includes facilities that are more than 5 acres and generally contain only passive amenities such as visitor centers, trails, picnic shelters, or restrooms.
- NATURAL AREAS are generally larger than 100 acres and contain no reported amenities.

## METHODOLOGY

The following outlines the approach used to answer the CGJ questions regarding the need for parks in the County and information on golf courses, and trends in levels of activity and revenues.

- Obtained and reviewed background information concerning the need for parks in the County from the:
    - City of Los Angeles Department of Recreation and Parks, 2009 Citywide Community Needs Assessment – Final Report. (Citywide Assessment)
    - Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment May 9, 2016. (Countywide Parks Needs Assessment)
    - Parks and Public Health in Los Angeles County: A Cities and Communities Report; May 2016. (Public Health Report)
- Obtained and reviewed background information on golf courses in the County from the:
    - City of Los Angeles Golf Division, Strategic Plan, 2016 to 2020. (Golf Strategic Plan)

[6]Countywide Parks Needs Assessment, Executive Summary, page III

    - Los Angeles County Golf Course System presentation to the Los Angeles County Board of Supervisors (BOS), October 17, 2017.
- Reviewed the Countywide Parks Needs Assessment in detail to:
    - Understand the results of the analysis and approach for creating a framework for assessing park need from a Countywide perspective
    - Identify Study Areas determined to have high or very high park need
    - Identify the County, L.A. City and municipal-owned golf courses located within high and very high park need Study Areas (Identified: 5 County, 4 L.A. City, and 4 courses in other municipalities.)
    - Review corresponding Study Area Profiles in order to compare the ratio of park acres to golf course acres
- Requested, obtained and analyzed statistics/data to the extent available from each agency responsible for the 13 golf courses including:
    - Course usage in terms of number of golf rounds played, driving range activity, and cart rentals over the past 10 years
    - Total revenues, total expenditures and net revenues over the past 10 years
- Reviewed information from the National Golf Foundation including their Annual Golf Participation Report (2013 and 2017 editions)
- Met with golf management from the Los Angeles County Department of Parks and Recreation and the City of Los Angeles Department of Recreation and Parks to discuss:
    - Golfer activity statistics provided and trends in these activities for each golf course included in this review
    - Revenues, expenditures and net revenue information provided for each golf course included in this review
    - The potential for increasing the use of these golf courses to meet the need for additional park space and recreational amenities

## FINDINGS

### A. Need for Additional Parks and Recreational Amenities

The Citywide Assessment and Countywide Parks Needs Assessments point to unmet needs for additional park space, recreation facilities and fitness programs. The Public Health Report highlights socioeconomic and racial/ethnic inequities in park space availability in communities with less park space. This is especially true in high-density areas and those disadvantaged by economic hardship, high rates of childhood obesity, and premature mortality from cardiovascular disease and diabetes.

***Finding 1: Many areas of Los Angeles County have unmet needs for park space and recreational amenities.***

Over half (52.6%) of the people living in the County live in areas with too few parks and park-land. Of these, 20.4% live in areas determined to have a “high” need for park-land, and 32.2% live in areas determined to have a “very high” need for park-land.

Park acres per 1,000 people, is a common measurement of the number of park acres available in a given area. Because it accounts for population size, this measurement can be utilized across geographic areas to give an understanding of how much park-land residents have access to in any

given area. Park acres per 1,000 people were also used in the Countywide Parks Needs Assessment on a Study Area level, as well as on the level of individual parks. The County approved a standard of 4 acres per 1,000 people in the most recent County General Plan.

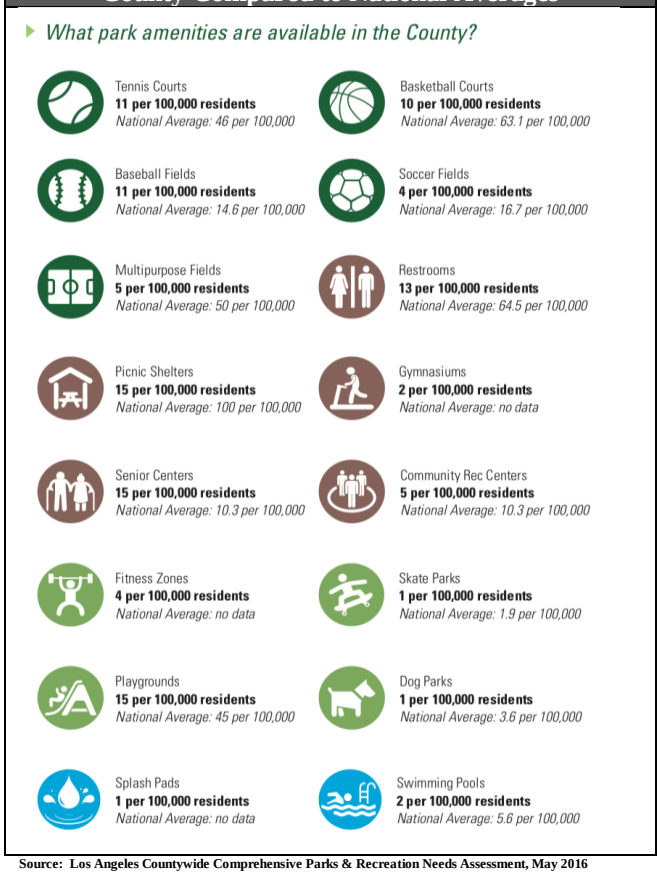
Overall, the County has 3.3 acres of local and regional recreation park-land per 1,000 persons. Study Areas defined as having a high need for parks average less than 1.6 park acres per 1,000 people, and Study Areas having very high need for parks average less than 0.7 park acres per 1,000 people. However, there are exceptions to these thresholds depending on the effect of other factors used to calculate park need. These additional factors include park condition, access, amenities and park pressure.

Recreational amenities at parks are also important to both individual and community health. Exhibit 1 shows the County is substantially below the national average for the number of recreational amenities per 100,000 residents.

Park accessibility is determined based on each household's distance from a park. The Trust for Public Land's Center for City Park Excellence identified a ½ mile (approximately 10 minutes) walk to a park as the distance that most pedestrians are willing to walk to reach a park. This distance has been widely adopted as a standard for providing nearby access to parks and open space. Overall, 51% of the County population lives more than a ½ mile of a park.

**Exhibit 1**

**Recreational Amenities per 100,000 Residents in L.A. County Compared to National Averages**




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

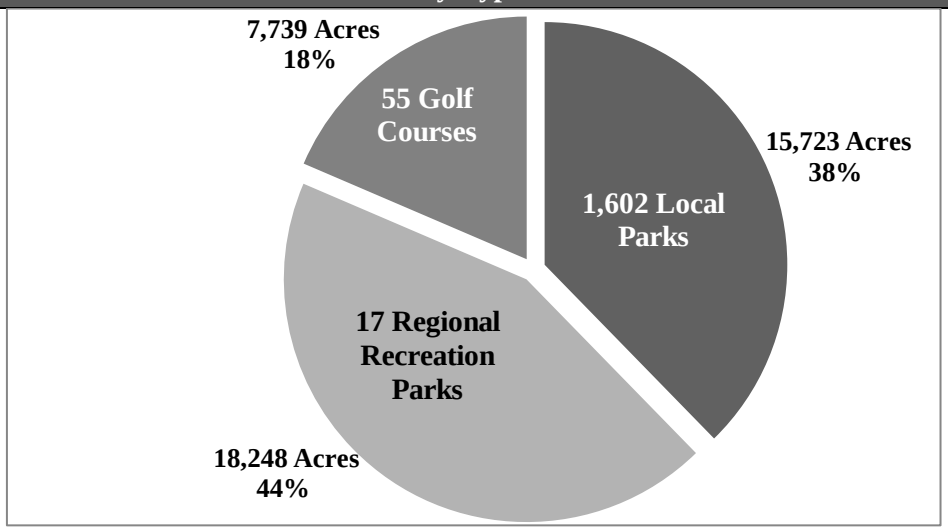
## B. Public Park-land Devoted to Golf

Within the County, 7,739 acres are devoted to County and municipally owned golf courses. It is also important to note that an additional 5,486 acres of privately-owned land and green space is devoted to golf.

***Finding 2: A significant percentage of local government park-land in Los Angeles County is devoted to golf.***

The Countywide Parks Needs Assessment's Parks & Open Space Inventory identifies 1,602 Local Parks totaling 15,723 acres. The Assessment also identifies 17 Regional Recreation Parks totaling 18,248 acres. The 55 County and municipal golf courses total approximately 7,739 acres. Exhibit 2 shows County and municipal golf course acreage representing a significant portion (18%) of the combined Local Park and Regional Recreation Park space in the County.

**Exhibit 2**
**County and Municipal Park-land in Los Angeles County**
**Acres by Type of Use**




**Sources: Local Park and Regional Recreation Park Acres: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016, Executive Summary, page III. Golf Course Acres: City of Los Angeles Department of Recreation and Parks, 2009 Citywide Community Needs Assessment, Figure 1.9.3.c, page 67.**

Although the 55 County and municipal golf courses were not included in the Countywide Parks Needs Assessment's Parks & Open Space Inventory or the Assessment's Study Areas, these golf courses fit well with the Assessment's definition of Local Parks. Note: If golf course acreage is combined only with Local Park acreage, the County and municipal golf courses would represent nearly one-third of the County's total Local Park acreage. Golf course acreage represents a significant investment in green and open space in the County.

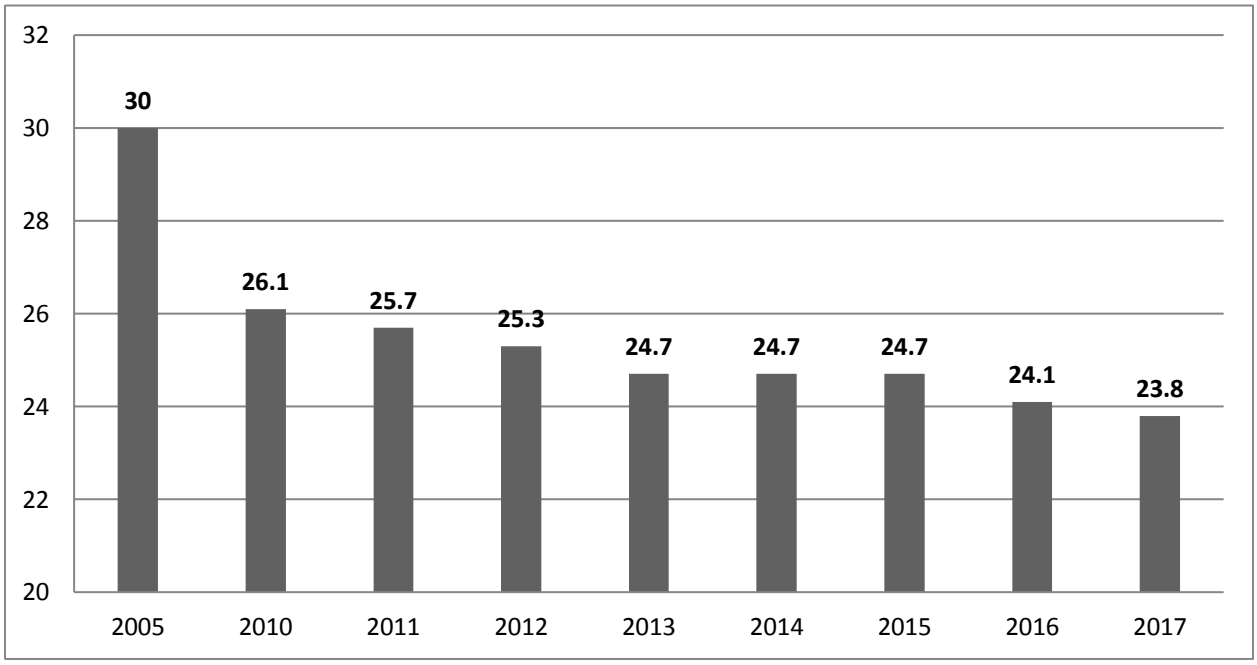
### C. Trends in the Demand for Golf

More than a decade ago, when the sport of golf was a playground for the professional set and a young Californian named Tiger Woods was the world's best player, golf looked like an unassailable national undertaking with strong corporate involvement and sponsorship. However, the number of golfers and the number of golf rounds played over the last 10+ years has been declining.

***Finding 3: Trends in golf participation show a declining demand for golf***

Nationally, a decline in the number of active players has been experienced by the entire public, private, and municipal golf industry. The National Golf Foundation (NGF.org) conducts research annually on the number of golfers and their level of participation. This information is published in their annual Golf Participation in the U.S. report. The following Exhibit shows the reported number of golfers from 2005 to 2017.

**Exhibit 3**
**Golf Participation / All U.S. Golfers**
**(People age 6+ who played golf on a golf course - in millions)**




**Source: National Golf Foundation Annual Golf Participation Report (2013 and 2017 editions)**

More than 800 golf courses have closed nationwide in the last decade, as operators grapple with declining interest in the sport and a glut of competition.[7]

This decline in the demand for golf presents opportunities for local public agencies responsible for ownership and operation of golf courses to address the need for additional park acreage. Because of the nature and logistics of golf course design, courses are well-suited for expanding their use or repurposing in areas of high need for parks and recreational amenities.

Among the 55 golf courses, there are 13 courses located in areas of high or very high park need as defined in the Countywide Parks Needs Assessment. Because of their location in high or very high park need areas; these 13 courses were made the focus of this CGJ investigation.

[7] America's Golf Courses are Burning, Patricia Clark, Bloomberg, August 15, 2016

## D. Los Angeles County Golf Courses in Study Areas with High or Very High Park Need

The County operates five golf courses located within Study Areas identified as having either a high or very high need for additional park-land. Victoria Golf Course has been omitted from this investigation due to a recent initiative by BOS to repurpose this course into a community recreational center. The County's golf courses included in this investigation are:

- Alondra Golf Course (18 and 9 Hole Courses)
- Chester Washington Golf Course (18 Hole Course)
- Los Amigos Golf Course (18 Hole Course)
- Maggie Hathaway Golf Course (9 Hole Course)
- Don Knabe Golf Center (9 Hole Course)

***Finding 4: The Los Angeles County has golf courses in areas determined to have high or very high need for additional park-land. The trends over the past ten years show a decline in demand for golf at most of these golf courses.***

The following Exhibit 4 shows three golf courses that have experienced declining volumes of rounds played along with declining or flat net revenues over the past 10 years.

**Exhibit 4**
**Overview of Los Angeles County Golf Courses**

| Golf Courses in Areas with High Park Need | Total Acreage | Park Need Category | Change Over 10 Year Period | | |
|---|---|---|---|---|---|
| | | | Rounds Played | Total Revenues | Net Revenues |
| Alondra (9 and 18 Hole) | 214 | Very High | (24%) | (3%) | (50%) |
| Chester Washington | 131 | Very High | (16%) | (4%) | 0% |
| Los Amigos | 127 | High | 3% | 39% | 187% |
| Maggie Hathaway | 12 | Very High | (40%) | (14%) | (64%) |
| Don Knabe | 11 | High | NA | NA | NA |

**Source: Los Angeles County Department of Parks and Recreation (PAR). Note: Don Knabe Golf Center was re-opened by PAR in July 2017**

The following sections provide overviews of park need in the Study Areas where these golf courses are located, as well as information on the trends in the number of golf rounds played and the revenues and expenditures for each course.

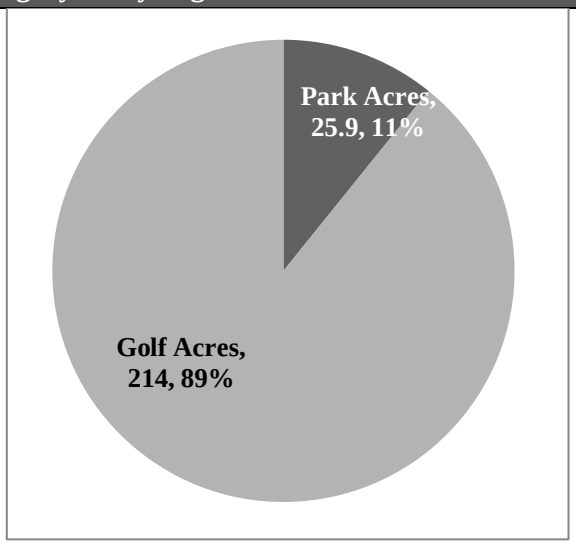
**Alondra Golf Course**

Exhibit 5 shows the Study Area has 2.3 acres of park-land per 1,000 people, somewhat below the County average of 3.3 acres. The Study Area is defined as having a very high need for additional park-land. The percentage of residents living within ½ mile of a park is 62%, which compares favorably with the County average of 49%.

The Alondra Golf Course occupies 214 acres, including 155 acres for the 18-hole course, and 59 acres for the 9-hole course. The percentage of land devoted to golf in the Study Area is high at 89%, compared to just 11% devoted to park-land.

**Exhibit 5**
**Alondra Golf Course**
**Park Need Study Area 34 - Unincorporated Hawthorne - Alondra Park**
**Park Need Category: Very High**

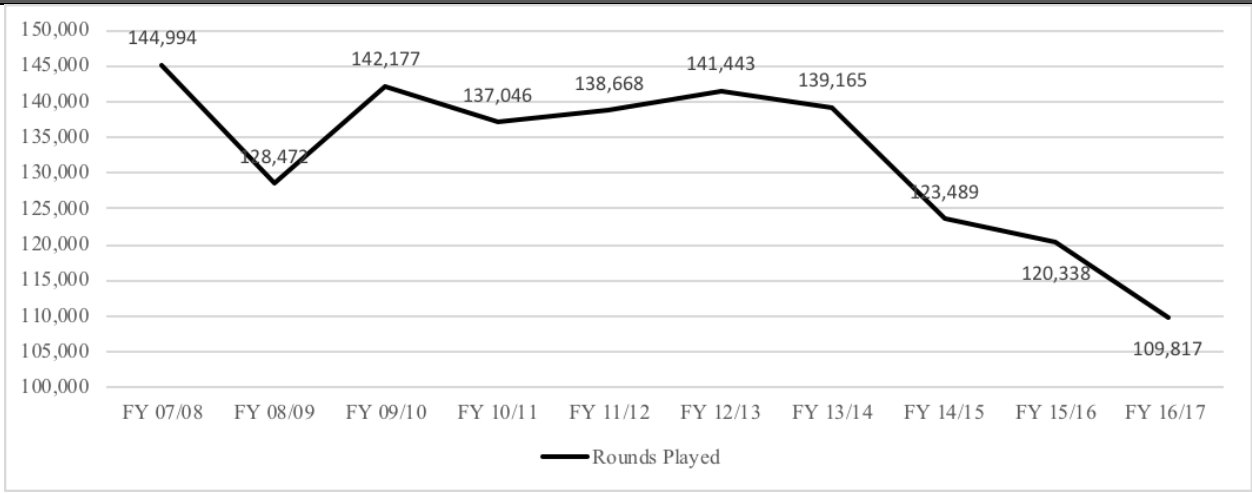
| | |
|---|---|
| **Study Area Population** | **11,361** |
| **Within ½ Mile of a Park** | **62%** |
| **Park Acres / 1,000** | **2.3** |
| **Local Park Acres** | **25.9** |
| **Total Golf Acres**<br>**Alondra 18 Hole: 155**<br>**Alondra 9 Hole: 59** | **214** |




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

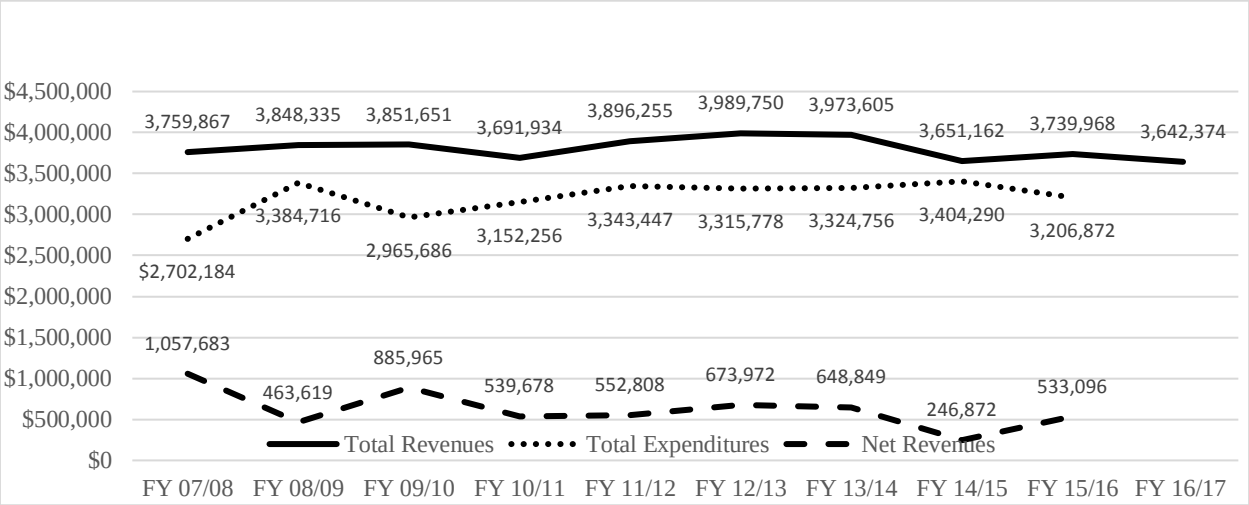
Exhibit 6 shows the number of rounds of golf played has declined approximately 24% over the past 10 years. The exhibit also shows that total revenues have only declined by 3% over the ten-year time period. However, net revenues declined by 50% over the same period.

## Exhibit 6
## Alondra Golf Rounds Played
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| Rounds Played | 144,994 | 128,472 | 142,177 | 137,046 | 138,668 | 141,443 | 139,165 | 123,489 | 120,338 | 109,817 | -24% |

## Alondra Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| Total Revenues | $3,759,867 | $3,848,335 | $3,851,651 | $3,691,934 | $3,896,255 | $3,989,750 | $3,973,605 | $3,651,162 | $3,739,968 | $3,642,374 | -3% |
| Total Expenditures | $2,702,184 | $3,384,716 | $2,965,686 | $3,152,256 | $3,343,447 | $3,315,778 | $3,324,756 | $3,404,290 | $3,206,872 | NA | 19% |
| Net Revenues | $1,057,683 | $463,619 | $885,965 | $539,678 | $552,808 | $673,972 | $648,849 | $246,872 | $533,096 | NA | -50% |

**Source: Los Angeles County Department of Parks and Recreation**

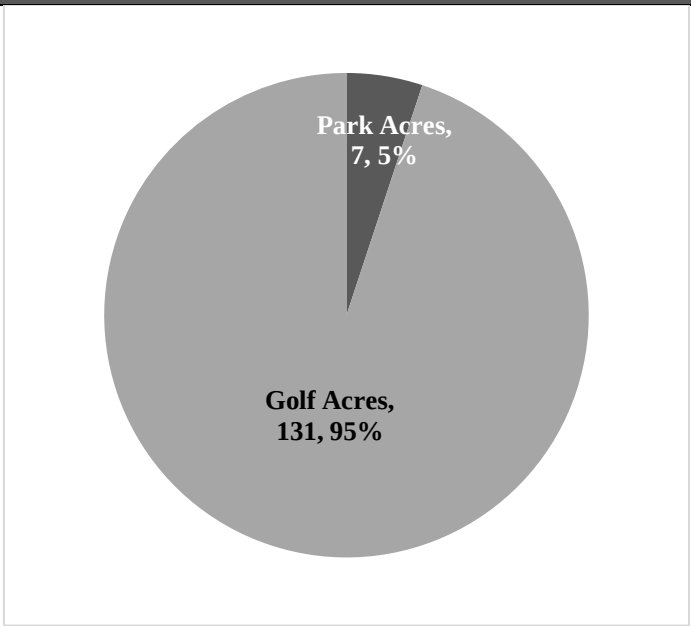
**Chester Washington Golf Course**

Exhibit 7 shows the Study Area has just 0.2 acres of park-land per 1,000 people, substantially below the County average of 3.3 acres. Given this, the Study Area is defined as having a very high need for additional park-land. The percentage of residents living within ½ mile of a park is 26%, which is also substantially below the County average of 49%.

The Chester Washington Golf Course occupies a total of 131 acres for the 18-hole golf course. The percentage of land devoted to golf in the Study Area is high at 95%, compared to just 5% devoted to park-land.

**Exhibit 7**
**Chester Washington Golf Course**
**Park Need Study Area 22 - Unincorporated West Athens-Westmont**
**Park Need Category: Very High**

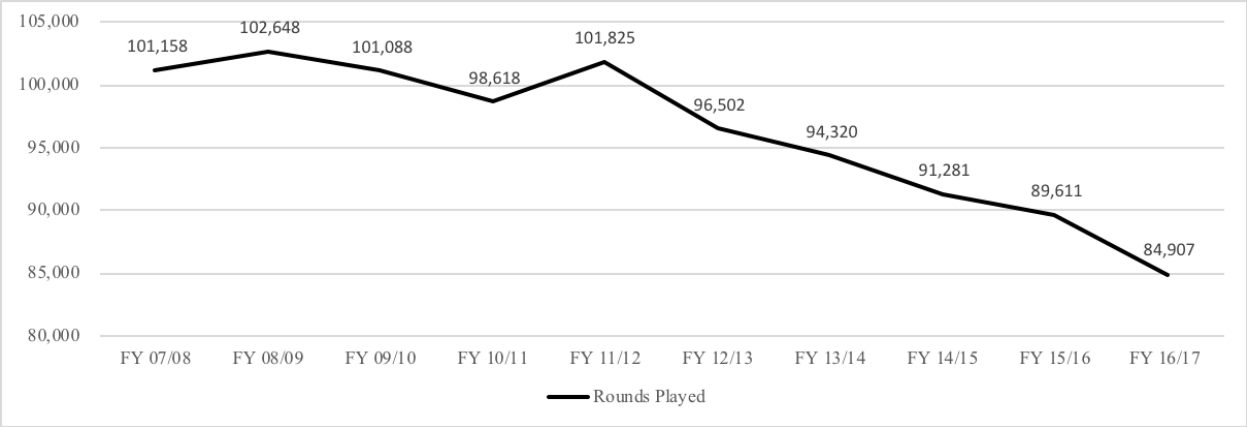
| | |
|---|---|
| **Study Area Population** | **41,288** |
| **Within ½ Mile of a Park** | **26%** |
| **Park Acres / 1,000** | **0.2** |
| **Local Park Acres** | **7** |
| **Golf Acres** | **131** |




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

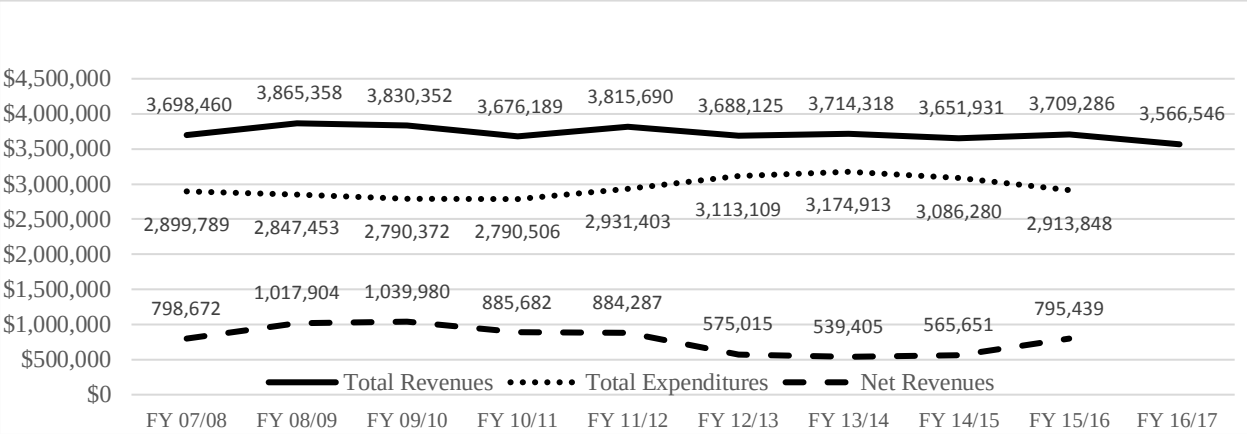
Exhibit 8 shows the number of rounds of golf played has declined approximately 16% over the past 10 years. The exhibit also shows total revenues have declined by 4% over the same period and net revenues remained fairly stable.

## Exhibit 8
## Chester Washington Golf Rounds Played
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| Rounds Played | 101,158 | 102,648 | 101,088 | 98,618 | 101,825 | 96,502 | 94,320 | 91,281 | 89,611 | 84,907 | -16% |

## Chester Washington Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| Total Revenues | $ 3,698,460 | $ 3,865,358 | $ 3,830,352 | $ 3,676,189 | $ 3,815,690 | $ 3,688,125 | $ 3,714,318 | $ 3,651,931 | $ 3,709,286 | $ 3,566,546 | -4% |
| Total Expenditures | $2,899,789 | $2,847,453 | $2,790,372 | $2,790,506 | $2,931,403 | $3,113,109 | $3,174,913 | $3,086,280 | $2,913,848 | NA | 0% |
| Net Revenues | $798,672 | $1,017,904 | $1,039,980 | $885,682 | $884,287 | $575,015 | $539,405 | $565,651 | $795,439 | NA | 0% |

**Source: Los Angeles County Department of Parks and Recreation**

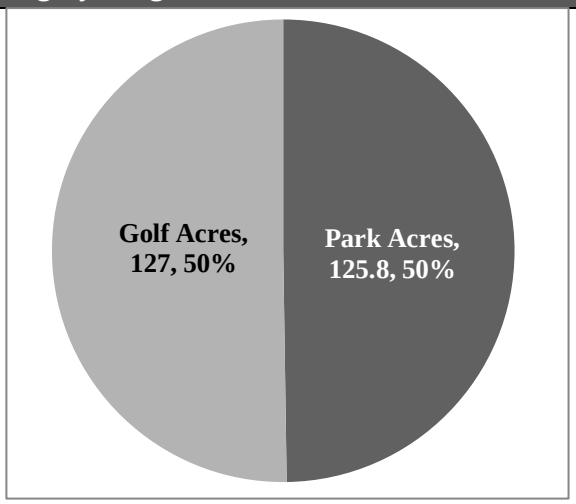
**Los Amigos Golf Course**

Exhibit 9 shows the Study Area has 1.1 acres of park-land per 1,000 people, substantially below the County average of 3.3 acres. Given this, the Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 26%, which is also substantially below the County average of 49%.

The Los Amigos Golf Course occupies a total of 127 acres for the golf course. The percentage of land devoted to golf in the Study Area is 50%, with the other 50% devoted to park-land.

**Exhibit 9**
**Los Amigos Golf Course**
**Park Need Study Area 162 - City of Downey**
**Park Need Category: High**

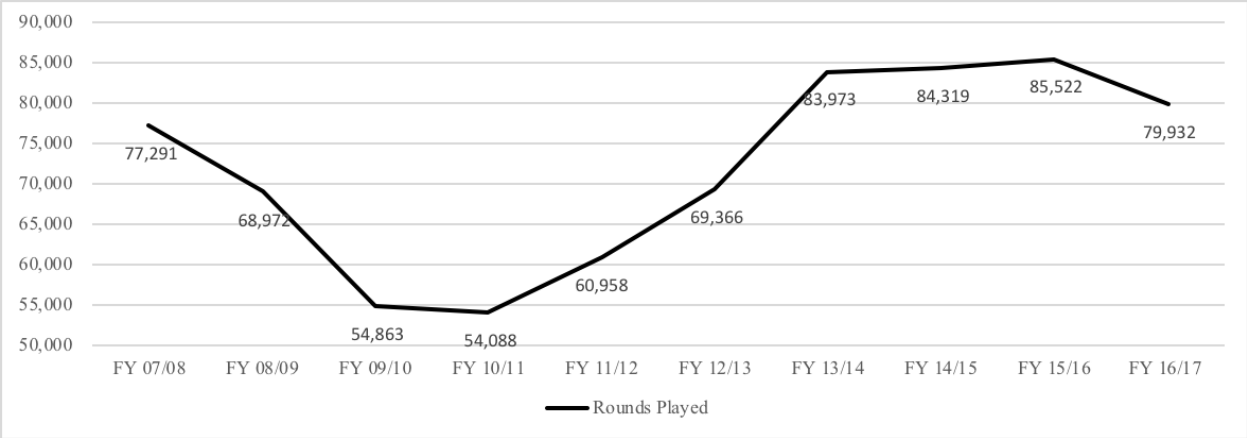
| | |
|---|---|
| **Study Area Population** | **113,741** |
| **Within ½ Mile of a Park** | **26%** |
| **Park Acres / 1,000 people** | **1.1** |
| **Local Park Acres** | **125.8** |
| **Golf Acres** | **127** |




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

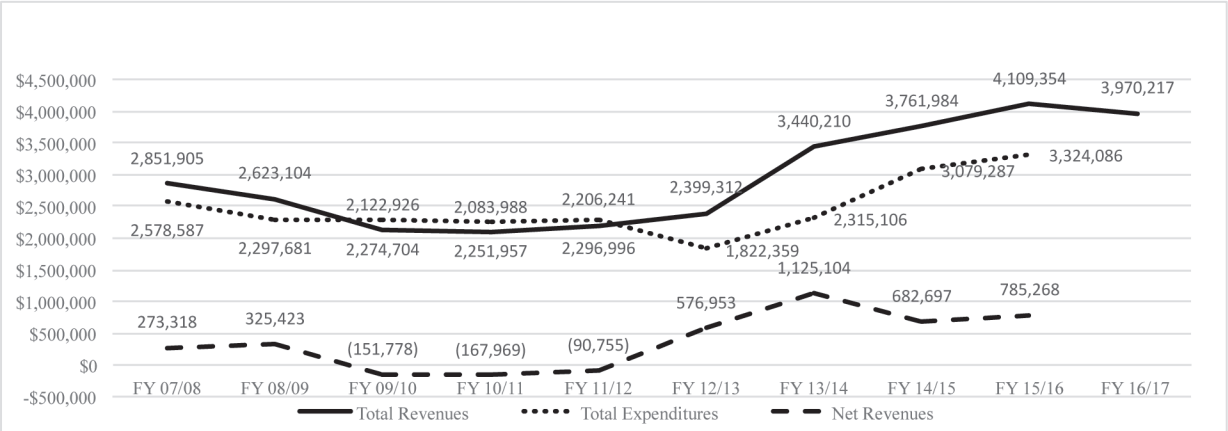
Exhibit 10 shows the number of rounds of golf played has increased by 3% over the past 10 years. The exhibit also shows total revenues increased by 39% over a ten-year time period and net revenues have increased substantially at 187% over a nine-year period.

## Exhibit 10
## Los Amigos Golf Rounds Played
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| Rounds Played | 77,291 | 68,972 | 54,863 | 54,088 | 60,958 | 69,366 | 83,973 | 84,319 | 85,522 | 79,932 | 3% |

## Los Amigos Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| Total Revenues | $ 2,851,905 | $ 2,623,104 | $ 2,122,926 | $ 2,083,988 | $ 2,206,241 | $ 2,399,312 | $ 3,440,210 | $ 3,761,984 | $ 4,109,354 | $ 3,970,217 | 39% |
| Total Expenditures | $2,578,587 | $2,297,681 | $2,274,704 | $2,251,957 | $2,296,996 | $1,822,359 | $2,315,106 | $3,079,287 | $3,324,086 | NA | 29% |
| Net Revenues | $273,318 | $325,423 | ($151,778) | ($167,969) | ($90,755) | $576,953 | $1,125,104 | $682,697 | $785,268 | NA | 187% |

**Source: Los Angeles County Department of Parks and Recreation**

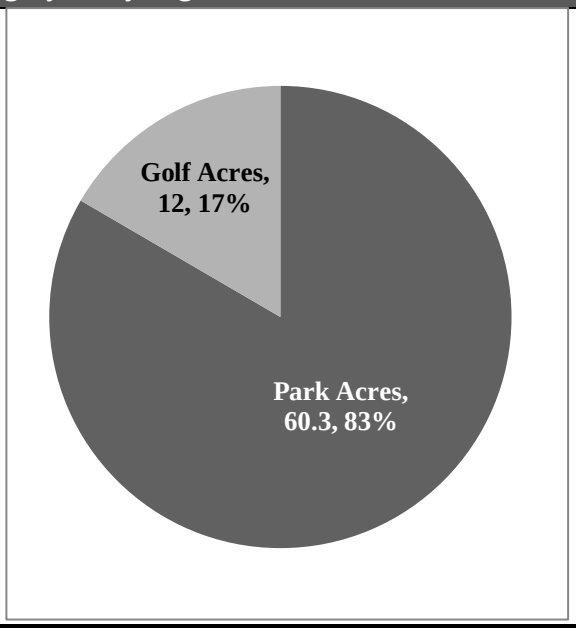
**Maggie Hathaway Golf Course**

Exhibit 11 shows the Study Area has just 0.5 acres of park-land per 1,000 people, substantially below the County average of 3.3 acres. Given this, the Study Area is defined as having a very high need for additional park-land. The percentage of residents living within ½ mile of a park is 59%, which compares favorably with the County average of 49%.

The Maggie Hathaway Golf Course is a small facility occupying only 12 acres. The percentage of land devoted to golf in the Study Area is 17%, with the other 83% devoted to park-land.

**Exhibit 11**
**Maggie Hathaway Golf Course**
**Park Need Study Area 119 - City of LA South Los Angeles**
**Park Need Category: Very High**

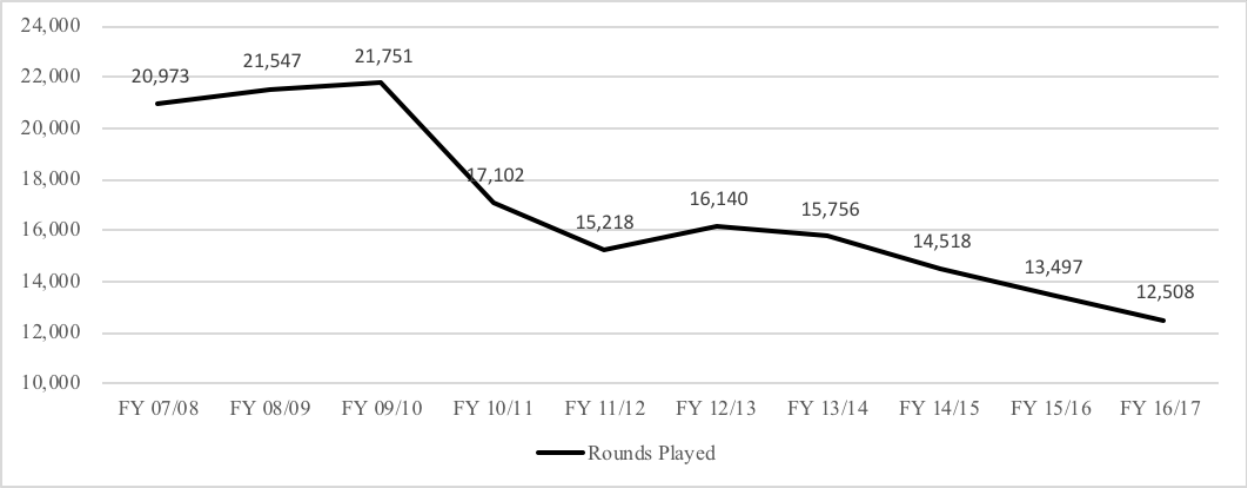
| | |
|---|---|
| **Study Area Population** | **109,993** |
| **Within ½ Mile of a Park** | **59%** |
| **Park Acres / 1,000** | **0.5** |
| **Local Park Acres** | **60.3** |
| **Golf Acres** | **12** |




Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016

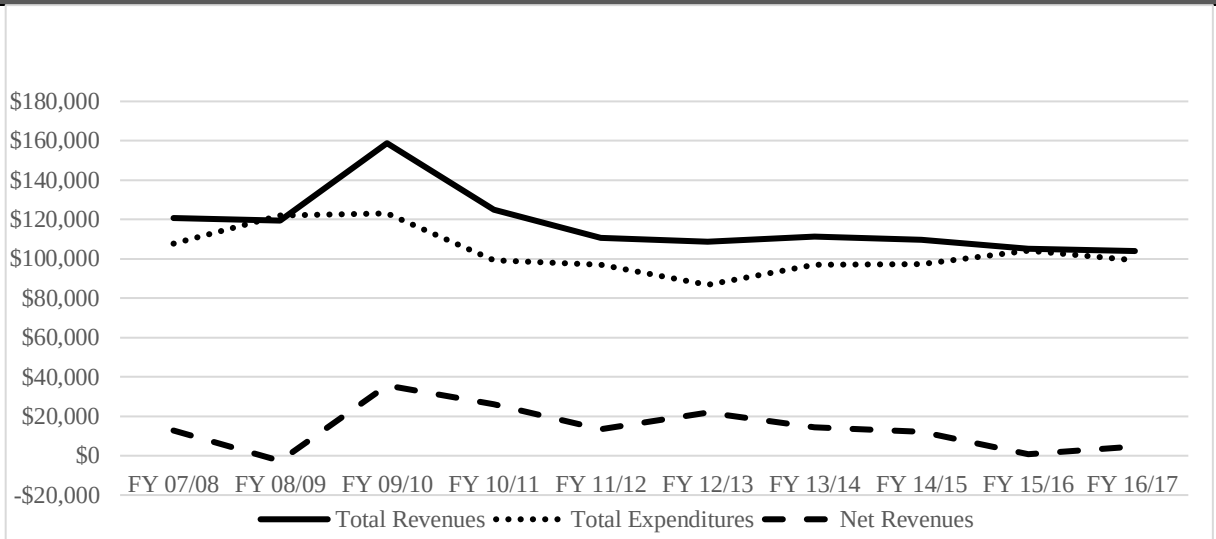
Exhibit 12 shows the number of rounds of golf played decreased by 40% over the past 10 years. The exhibit also shows total revenues decreased by 14% over a ten-year time period and net revenues have decreased substantially at 64%.

## Exhibit 12
## Maggie Hathaway Golf Rounds Played
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| Rounds Played | 20,973 | 21,547 | 21,751 | 17,102 | 15,218 | 16,140 | 15,756 | 14,518 | 13,497 | 12,508 | -40% |

## Maggie Hathaway Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| Total Revenues | 120,724.98 | 119,304.11 | 158,771.86 | 125,133.99 | 110,542.73 | 108,745.80 | 111,241.65 | 109,631.71 | 105,079.00 | 103,979.10 | -14% |
| Total Expenditures | 107,767.56 | 121,914.19 | 123,106.08 | 99,151.01 | 97,045.04 | 86,821.57 | 96,863.34 | 97,387.75 | 104,238.23 | 99,364.63 | -8% |
| Net Revenues | 12,957.42 | (2,610.08) | 35,665.78 | 25,982.98 | 13,497.69 | 21,924.23 | 14,378.31 | 12,243.96 | 840.77 | 4,614.47 | -64% |

**Source: Los Angeles County Department of Parks and Recreation**

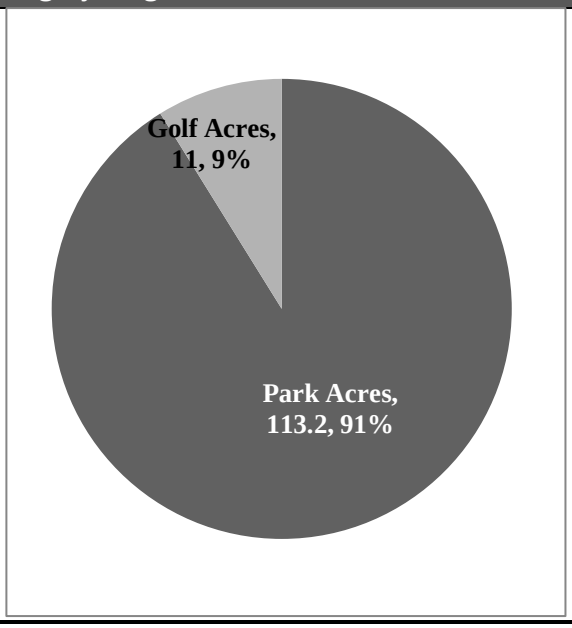
**Don Knabe Golf Center**

Exhibit 13 shows the Study Area has just 1.1 acres of park-land per 1,000 people, substantially below the County average of 3.3 acres. Given this, the Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 47%, just below the County average of 49%.

The Don Knabe Golf Center is a small facility occupying only 11 acres. The percentage of land devoted to golf in the Study Area is 9%, with the other 91% devoted to park-land.

**Exhibit 13**
**Don Knabe Golf Center**
**Park Need Study Area 149 - City of Norwalk**
**Park Need Category: High**

| | |
|---|---|
| **Study Area Population** | **106,629** |
| **Within ½ Mile of a Park** | **47%** |
| **Park Acres / 1,000** | **1.1** |
| **Local Park Acres** | **113.2** |
| **Golf Acres** | **11** |




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

The County assumed control of the Norwalk Golf Center in 2016, renaming the facility Don Knabe Golf Center after a $13 million makeover completed in July 2017. No activity (rounds played) or financial information was provided by the County for the ten-year review.[8]

[8] The Norwalk Patriot, July 18, 2017.

## E. Los Angeles City Golf Courses in Study Areas with High or Very High Park Need

The City of Los Angeles operates four golf courses located within Study Areas identified as having either a high or very high need for additional park-land. These golf courses are:

- Hansen Dam Golf Course (18 Hole Course)
- Penmar Golf Course (18 Hole Course)
- Rancho Park 18 Hole Golf Course
- Rancho Park 9 Hole Golf Course

***Finding 5: The City of Los Angeles has golf courses in areas determined to have high or very high need for additional park-land. The trends over the past ten years show a decline in demand for golf at these golf courses.***

As the following Exhibit 14 shows, the number of golf rounds played at all four of these courses has declined over the past ten years. Total and net revenues have declined for two of these golf courses.

**Exhibit 14**
**Overview of City of Los Angeles Golf Courses**

| Golf Course in Areas with High Park Need | Total Acreage | Park Need Category | Change Over 10 Year Period | | |
|---|---|---|---|---|---|
| | | | Rounds Played | Total Revenues | Net Revenues |
| Hansen Dam | 169 | High | (23%) | 4% | (74%) |
| Penmar | 47 | Very High | (10%) | (8%) | (98%) |
| Rancho Park (9 Hole) | 10 | High | (21%) | (8%) | 455% |
| Rancho Park (18 Hole) | 115 | High | (12%) | 14% | 6% |

**Source: Los Angeles City Department of Recreation and Parks**

The following sections provide an overview of park need in the Study Areas these golf courses are located in, as well as information on the trends in the level of activity, revenues, and expenditures at each golf course.

**Hansen Dam Golf Course**

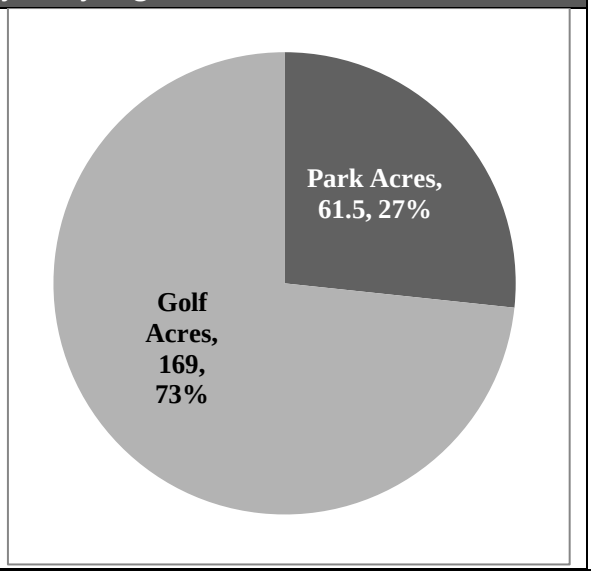
Exhibit 15 shows, the Study Area has just 0.6 acres of park-land per 1,000 people, significantly below the County average of 3.3 acres. The Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 37%, which is below the County average of 49%.

The Hansen Dam Golf Course occupies a total of 169 acres. The percentage of land devoted to golf in the Study Area is high at 73%, with the remaining 27% devoted to park-land. It is important to note that this Study Area also includes 419.6 acres of Regional Park land.

**Exhibit 15**
**Hansen Dam Golf Course**
**Park Need Study Area 117 - City of LA Arleta-Pacoima**
**Park Need Category: Very High**

| | |
|---|---|
| **Study Area Population** | **105,696** |
| **Within ½ Mile of a Park** | **37%** |
| **Park Acres / 1,000** | **0.6** |
| **Local Park Acres** | **61.5** |
| **Golf Acres** | **169** |

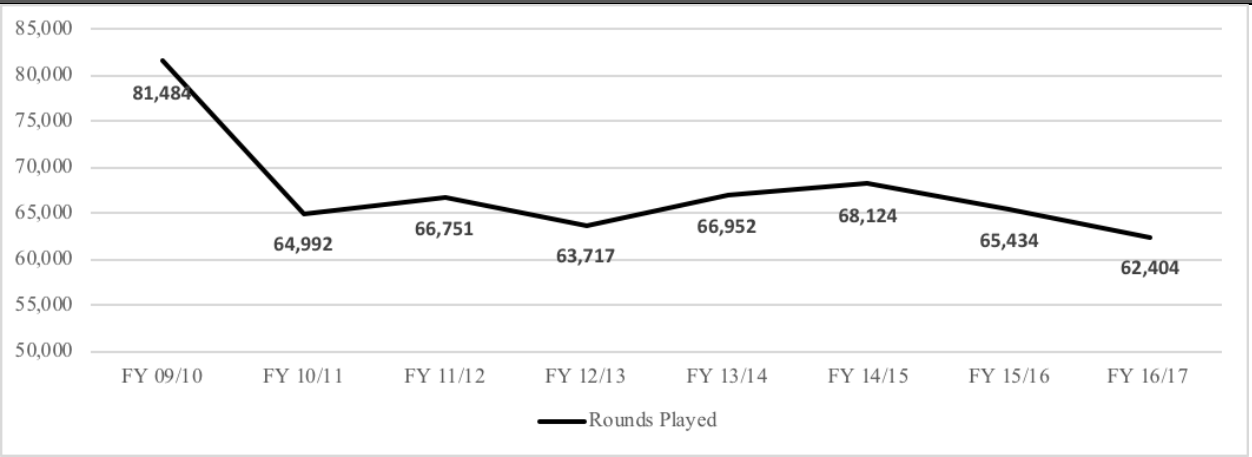
**Note: This Study Area includes 419.6 acres of Regional Park land.**




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

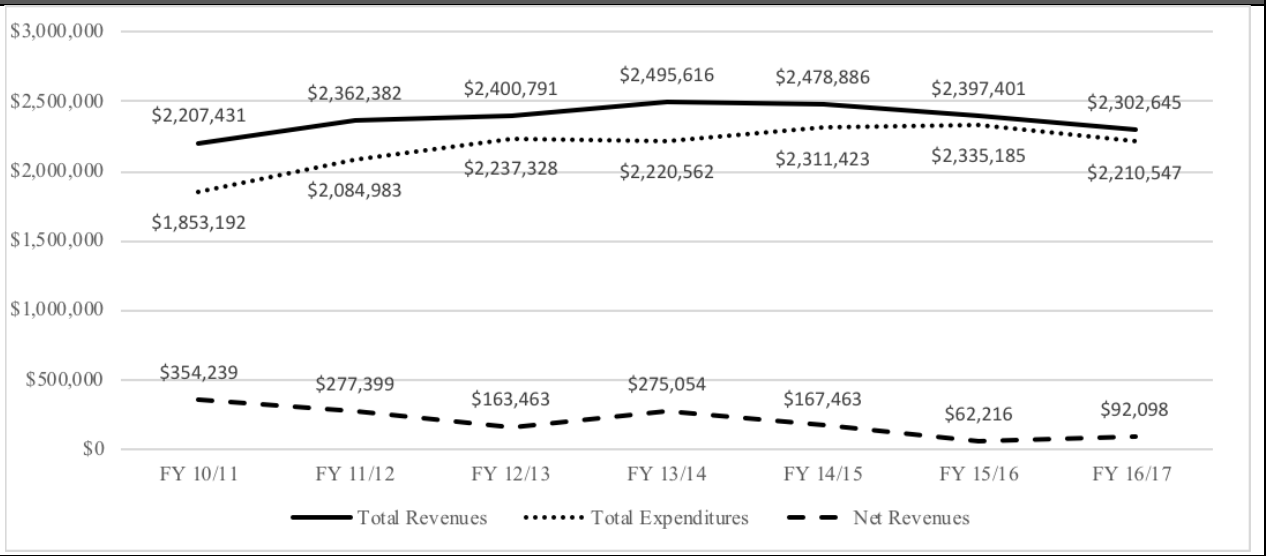
Exhibit 16 shows the number of rounds of golf played has decreased by 23% over the past 8 years. The exhibit also shows total revenues increased by 4% over a seven-year time period, while net revenues decreased substantially by 74%.

## Exhibit 16
## Hansen Dam Golf Rounds Played
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | | Percentage |
|---|---|---|---|---|---|---|---|---|---|
| | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| **Rounds Played** | 81,484 | 64,992 | 66,751 | 63,717 | 66,952 | 68,124 | 65,434 | 62,404 | -23% |

## Hansen Dam Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2009-10 to Fiscal Year 2016-17




| | Fiscal Year | | | | | | | Percent |
|---|---|---|---|---|---|---|---|---|
| | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | Change |
| **Total Revenues** | $2,207,431 | $2,362,382 | $2,400,791 | $2,495,616 | $2,478,886 | $2,397,401 | $2,302,645 | 4% |
| **Total Expenditures** | $1,853,192 | $2,084,983 | $2,237,328 | $2,220,562 | $2,311,423 | $2,335,185 | $2,210,547 | 19% |
| **Net Revenues** | $354,239 | $277,399 | $163,463 | $275,054 | $167,463 | $62,216 | $92,098 | -74% |

**Source: Los Angeles Department of Recreation and Parks**

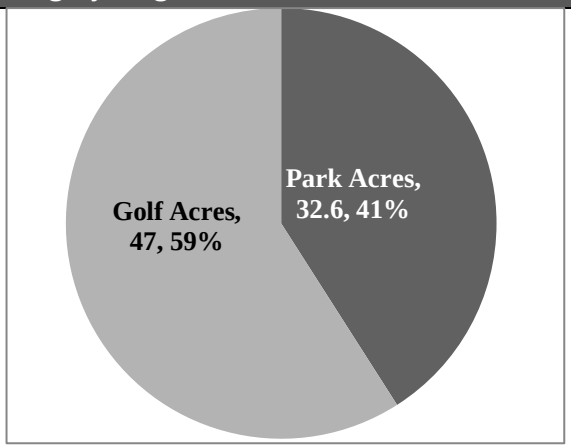
**Penmar Golf Course**

Exhibit 17 shows the Study Area has just 0.9 acres of park-land per 1,000 people, significantly below the County average of 3.3 acres. Given this, the Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 78%, which compares favorably to the County average of 49%.

The Penmar Golf Course occupies a total of 47 acres. The percentage of land devoted to golf in the Study Area is 59%, with the remaining 41% devoted to park-land.

**Exhibit 17**
**Penmar Golf Course**
**Park Need Study Area 106 - City of LA Venice**
**Park Need Category: High**

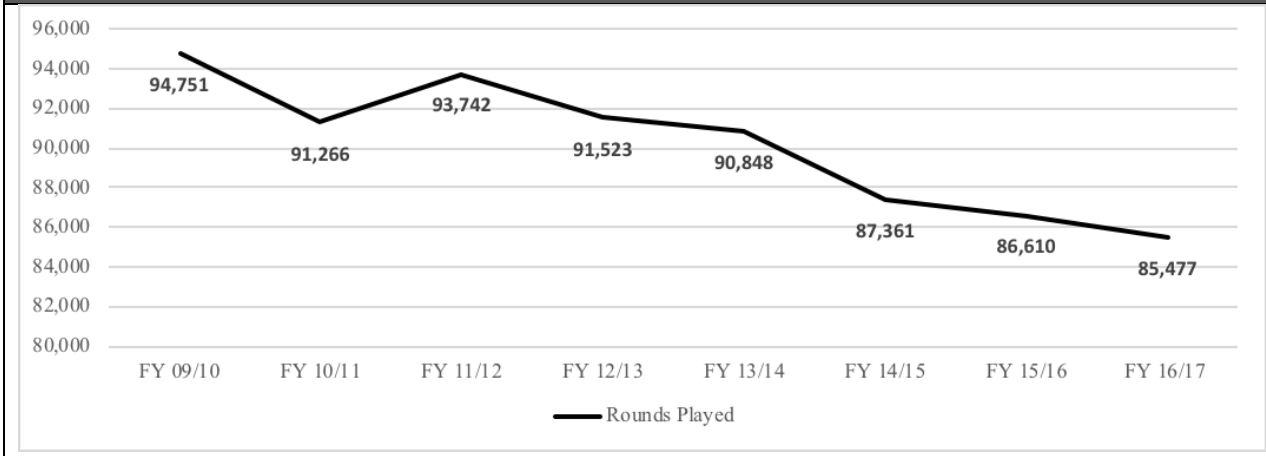
| | |
|---|---|
| **Study Area Population** | 37,309 |
| **Within ½ Mile of a Park** | 78% |
| **Park Acres / 1,000** | 0.9 |
| **Park Acres** | 32.6 |
| **Golf Acres** | 47 |




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

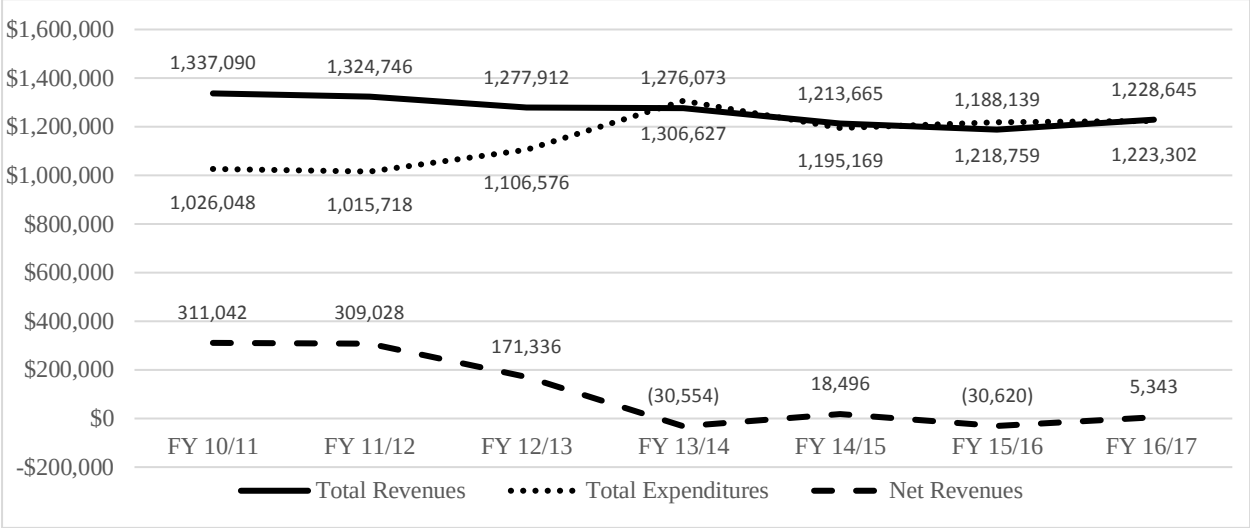
Exhibit 18 shows the number of rounds of golf played decreased by 10% over the past 8 years. The exhibit also shows total revenues decreased by 8% over a seven-year time period, while net revenues decreased substantially by 98%.

## Exhibit 18
## Penmar Golf Rounds Played
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|
| | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| **Rounds Played** | 94,751 | 91,266 | 93,742 | 91,523 | 90,848 | 87,361 | 86,610 | 85,477 | -10% |

## Penmar Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|
| | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| **Total Revenues** | $1,337,090 | $1,324,746 | $1,277,912 | $1,276,073 | $1,213,665 | $1,188,139 | $1,228,645 | -8% |
| **Total Expenditures** | $1,026,048 | $1,015,718 | $1,106,576 | $1,306,627 | $1,195,169 | $1,218,759 | $1,223,302 | 19% |
| **Net Revenues** | $311,042 | $309,028 | $171,336 | ($30,554) | $18,496 | ($30,620) | $5,343 | -98% |

**Source: Los Angeles Department of Recreation and Parks**

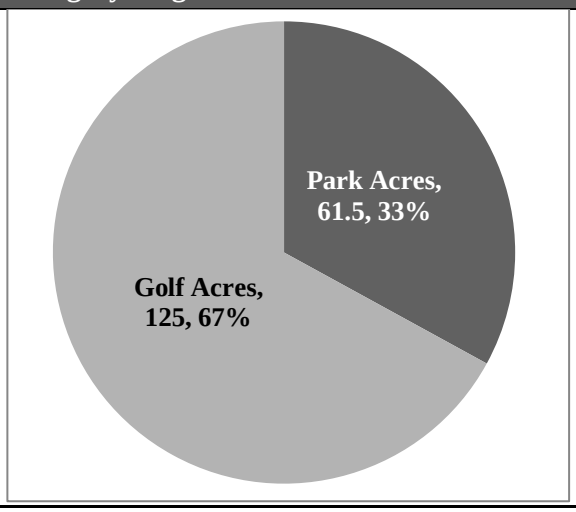
**Rancho Park Golf Courses (9 Hole and 18 Hole)**

Exhibit 19 shows the Study Area has just 1 acre of park-land per 1,000 people, significantly below the County average of 3.3 acres. Given this, the Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 37%, which is below the County average of 49%.

The two Rancho Park Golf Courses occupy a total of 125 acres, 115 for the 18-hole course and 10 for the 9-hole course. The percentage of total land devoted to golf in the Study Area is 67%, with the remaining 33% devoted to park-land.

**Exhibit 19**
**Rancho Park Golf Courses (9 Hole and 18 Hole)**
**Park Need Study Area 85 - City of L.A. West Los Angeles**
**Park Need Category: High**

| | |
|---|---|
| **Study Area Population** | **80,023** |
| **Within ½ Mile of a Park** | **37%** |
| **Park Acres / 1,000** | **1** |
| **Local Park Acres** | **78.6** |
| **Total Golf Acres**<br>**Rancho Park 18 (115)**<br>**Rancho Park 9 (10)** | **125** |

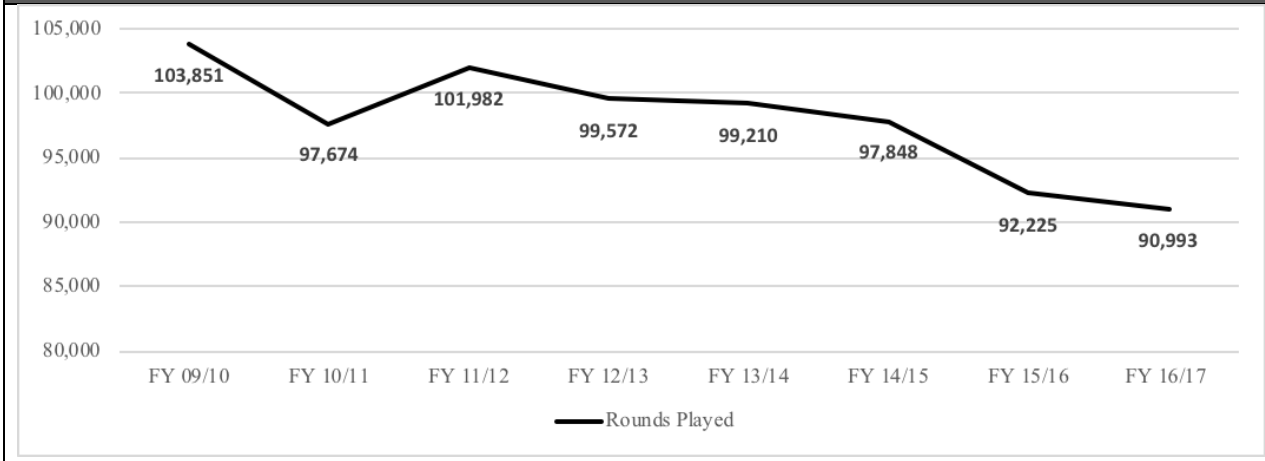



**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

Exhibits 20 shows the number of rounds of golf played at the 18-hole course decreased by 12% over the past eight years, and total revenues decreased by 8% over a seven-year time period, while net revenues increased by 6%.

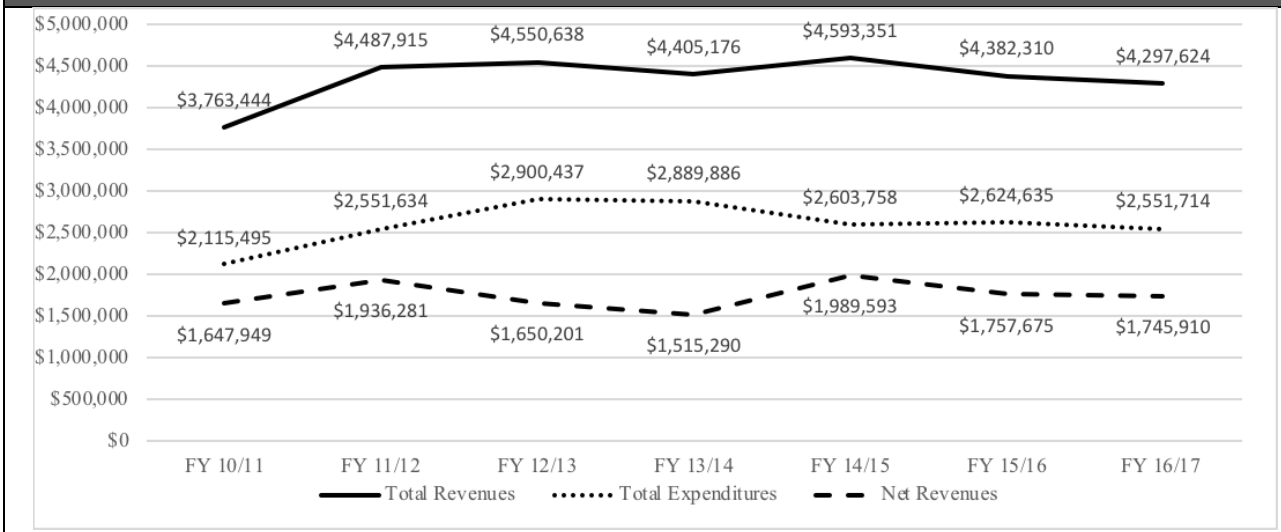
Exhibit 21 shows the number of rounds of golf played at the 9-hole course decreased by 21% over the past eight years, and total revenues decreased by 35% over a seven-year time period, while net revenues increased substantially by 455%. Note: At this facility, net revenues vary greatly from year to year. The net revenue percentage change shown here is a comparison of FY 10/11 and FY 16/17 only.

## Exhibit 20
## Rancho Park 18 Hole Golf Rounds Played
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|
| | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| **Rounds Played** | 103,851 | 97,674 | 101,982 | 99,572 | 99,210 | 97,848 | 92,225 | 90,993 | -12% |

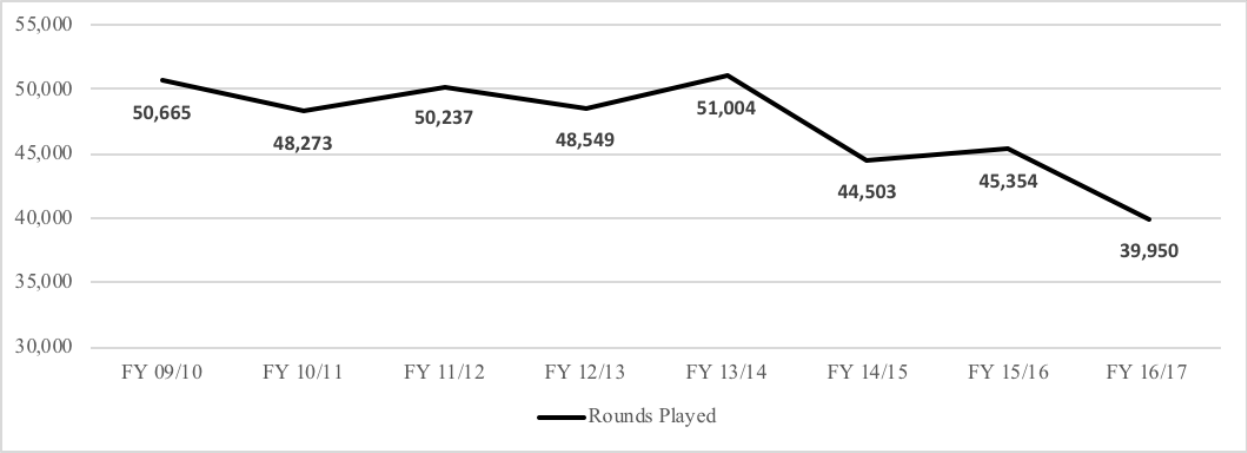
## Rancho Park 18 Hole Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|
| | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| **Total Revenues** | $3,763,444 | $4,487,915 | $4,550,638 | $4,405,176 | $4,593,351 | $4,382,310 | $4,297,624 | 14% |
| **Total Expenditures** | $2,115,495 | $2,551,634 | $2,900,437 | $2,889,886 | $2,603,758 | $2,624,635 | $2,551,714 | 21% |
| **Net Revenues** | $1,647,949 | $1,936,281 | $1,650,201 | $1,515,290 | $1,989,593 | $1,757,675 | $1,745,910 | 6% |

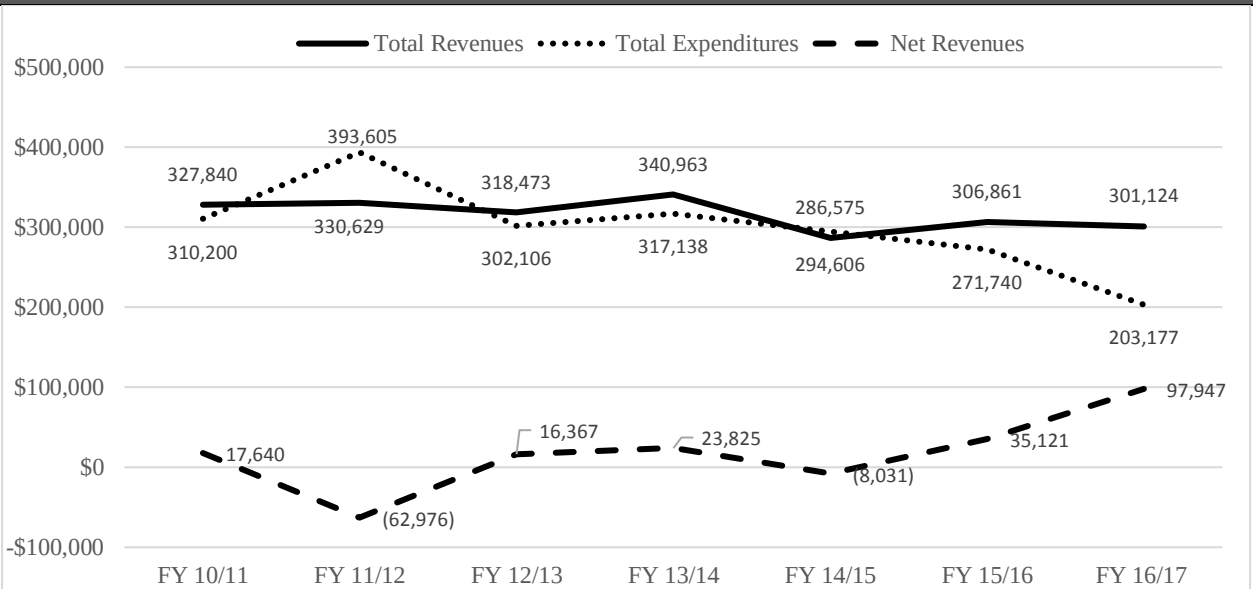
**Source: Los Angeles City Department of Recreation and Parks**

## Exhibit 21
## Rancho Park 9 Hole Golf Rounds Played
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|
| | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| **Rounds Played** | 50,665 | 48,273 | 50,237 | 48,549 | 51,004 | 44,503 | 45,354 | 39,950 | -21% |

## Rancho Park 9 Hole Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2009-10 to 2016-17




| | Fiscal Year | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|
| | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| **Total Revenues** | $327,840 | $330,629 | $318,473 | $340,963 | $286,575 | $306,861 | $301,124 | -8% |
| **Total Expenditures** | $310,200 | $393,605 | $302,106 | $317,138 | $294,606 | $271,740 | $203,177 | -35% |
| **Net Revenues** | $17,640 | ($62,976) | $16,367 | $23,825 | ($8,031) | $35,121 | $97,947 | 455% |

**Source: Los Angeles City Department of Recreation and Parks**

## F. Other Municipal Golf Courses in Study Areas with High or Very High Park Need

Four golf courses owned by smaller municipalities were identified as located within Study Areas having either high or very high need for additional park-land. These golf courses are:

- Alhambra Golf Course (18 Hole Course)
- Bell Gardens Golf Course (9 Hole Course)
- Compton Golf Course (9 Hole Course)
- South Gate Golf Course (9 Hole Course)

***Finding 6: Four municipalities within the County have golf courses in areas determined to have high or very high need for additional park-land. Only limited or no usage and financial information was made available from three of the municipalities. What information that was made available generally shows declining golf rounds, total revenues, and net revenues.***

Exhibit 22 shows the number of golf rounds played, total revenues and net revenues at the Alhambra Golf Course have declined over the past ten years. Only rounds played for Bell Gardens Golf Course was provided. Activity and financial information for the 10-year review period were not available for the Compton and South Gate golf courses.

**Exhibit 22**
**Overview of Other Municipal Golf Courses**

| Golf Course in Areas with High Park Need | Total Acreage | Park Need Category | Change Over 10 Year Period | | |
|---|---|---|---|---|---|
| | | | Rounds Played | Total Revenues | Net Revenues |
| Alhambra | 98 | High | (33%) | (19%) | (40%) |
| Bell Gardens | 24 | Very High | (41%) | NA | NA |
| Compton | 12 | High | NA | NA | NA |
| South Gate | 7 | High | NA | NA | NA |

**Sources: Alhambra Community Services Department, Bell Gardens Department of Recreation & Community Services, Compton Department of Parks and Recreation, South Gate Department of Parks and Recreation. Note: Information on rounds played, revenues and expenditures over 10-year time period were not available for Compton and South Gate golf courses.**

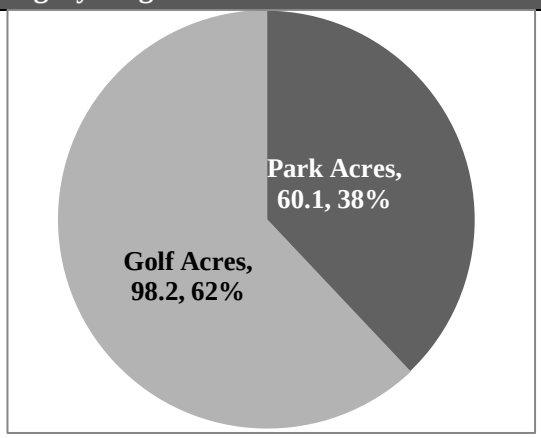
**Alhambra Golf Course**

Exhibit 23 shows the Study Area has just 0.9 acres of park-land per 1,000 people, significantly below the County average of 3.3 acres. Given this, the Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 44%, which is below the County average of 49%.

The Alhambra Golf Course occupies a total of 98.2 acres. The percentage of land devoted to golf in the Study Area is 62%, with the remaining 38% devoted to park-land. Note: The park acreage calculated for this CGJ investigation does not include Moor Field (17.70 acres). Moor Field is an Alhambra Unified School District facility, not open as a local park to the public.[9] In the Countywide Parks Needs Assessment, Study Area 82 – City of Alhambra, Moor Field is incorrectly reported as park-land.[10]

**Exhibit 23**
**Alhambra Golf Course**
**Park Need Study Area 82 - City of Alhambra**
**Park Need Category: High**

| | |
|---|---|
| **Study Area Population** | **84,903** |
| **Within ½ Mile of a Park** | **44%** |
| **Park Acres / 1,000** | **0.9** |
| **Park Acres** | **60.1*** |
| **Golf Acres** | **98.2** |

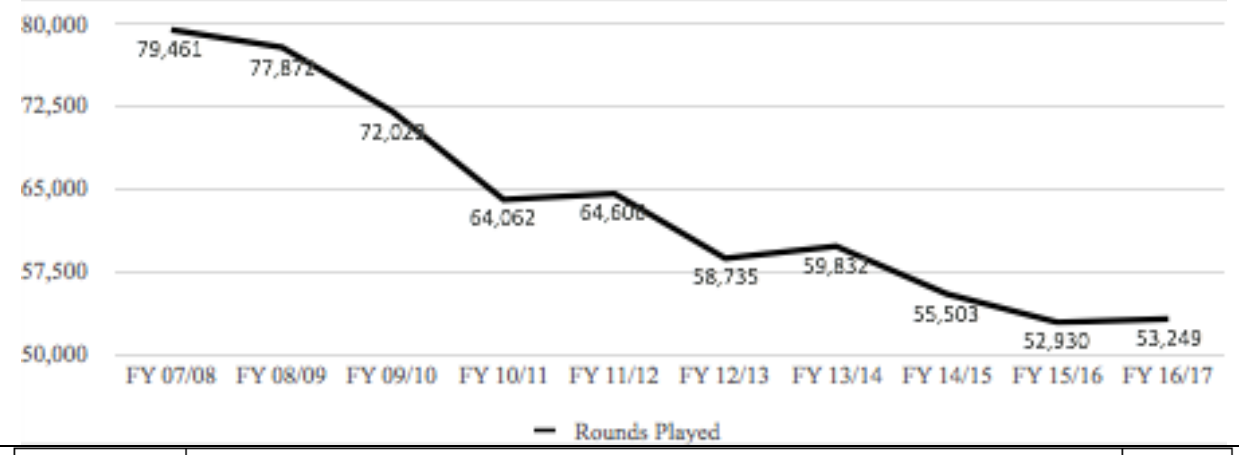



**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**
***Note: The Park Acres calculated for this table excludes Moor Field (17.79 acres). Moor Field is an Alhambra Unified School District facility not open as a local park to the public. In the Countywide Parks Needs Assessment, Study Area 82 – City of Alhambra, Moor Field is incorrectly reported as park-land. See: www.moorfield.org**

Exhibit 24 shows the number of rounds of golf played has decreased by 33% over the past 10 years. The exhibit also shows total revenues have decreased by 19% over the ten-year time period, while net revenues have decreased 40%.

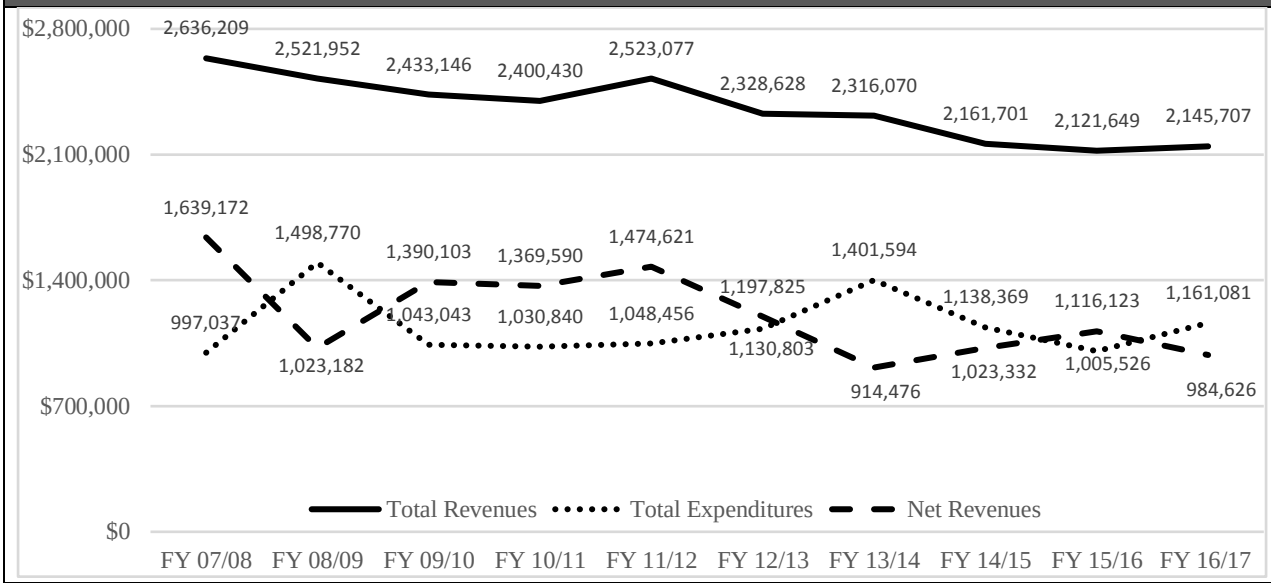
[9] www.moorfield.org
[10] lacountyparksneeds.org/final-report appendix a

## Exhibit 24
## Alhambra Golf Rounds Played
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| Rounds Played | 79,461 | 77,872 | 72,029 | 64,062 | 64,606 | 58,735 | 59,832 | 55,503 | 52,930 | 53,249 | -33% |

## Golf Revenue, Expenditure and Net Revenue Trends
## Fiscal Year 2007-08 to 2016-17




| | Fiscal Year | | | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | FY 07/08 | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| Total Revenues | $2,636,209 | $2,521,952 | $2,433,146 | $2,400,430 | $2,523,077 | $2,328,628 | $2,316,070 | $2,161,701 | $2,121,649 | $2,145,707 | -19% |
| Total Expenditures | $997,037 | $1,498,770 | $1,043,043 | $1,030,840 | $1,048,456 | $1,130,803 | $1,401,594 | $1,138,369 | $1,005,526 | $1,161,081 | 16% |
| Net Revenues | $1,639,172 | $1,023,182 | $1,390,103 | $1,369,590 | $1,474,621 | $1,197,825 | $914,476 | $1,023,332 | $1,116,123 | $984,626 | -40% |

**Source: Alhambra Community Services Department**

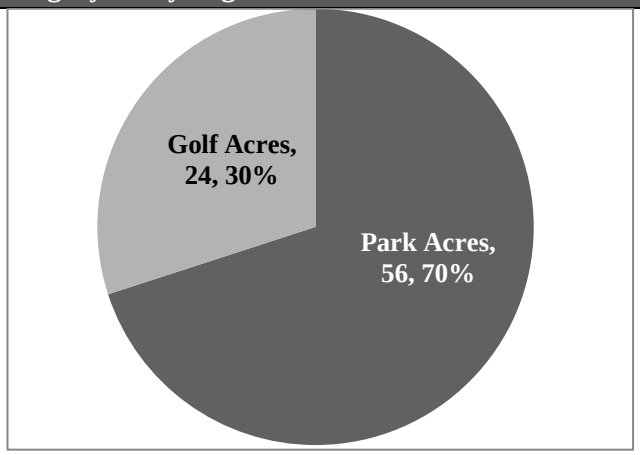
**Bell Gardens Golf Course**

Exhibit 25 shows the Study Area has just 1.3 acres of park-land per 1,000 people, significantly below the County average of 3.3 acres. The Study Area is defined as having a very high need for additional park-land. The percentage of residents living within ½ mile of a park is 82%, which is above the County average of 49%.

The Bell Gardens Golf Course occupies a total of only 24 acres. The percentage of land devoted to golf in the Study area is 30%, with 70% devoted to local park-land.

**Exhibit 25**
**Bell Gardens Golf Course**
**Park Need Study Area 114 - City of Bell Gardens**
**Park Need Category: Very High**

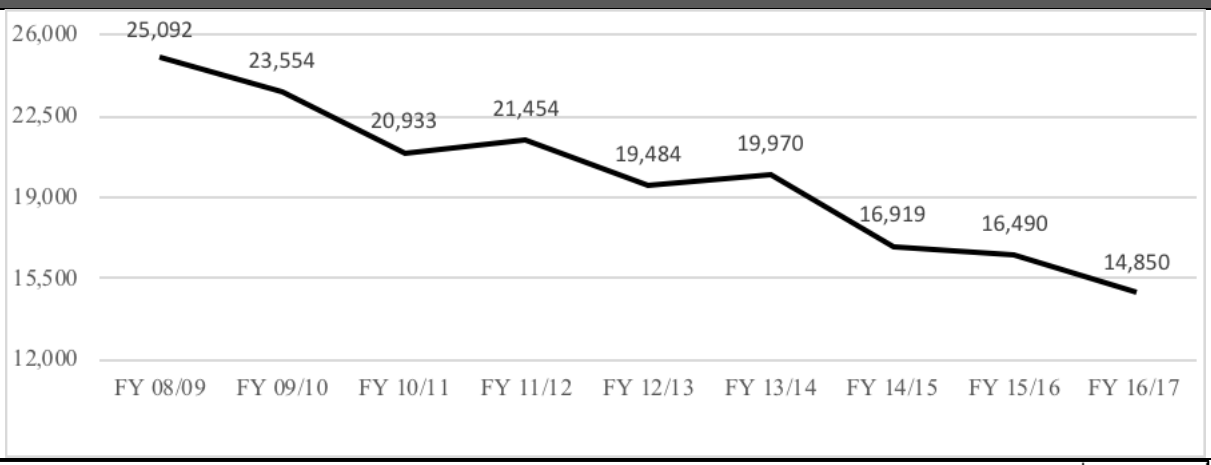
| | |
|---|---|
| **Population** | **42,276** |
| **Within ½ Mile of a Park** | **82%** |
| **Park Acres / 1,000** | **1.3** |
| **Park Acres** | **56** |
| **Golf Acres** | **24** |




**Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016**

Exhibit 26 shows the number of rounds of golf played has decreased by 41% over the past 9 years. No other data was available.

**Exhibit 26**
**Bell Gardens Golf Rounds Played**
**Fiscal Year 2009-09 to 2016-17**




| | Fiscal Year | | | | | | | | | Percentage Change |
|---|---|---|---|---|---|---|---|---|---|---|
| | FY 08/09 | FY 09/10 | FY 10/11 | FY 11/12 | FY 12/13 | FY 13/14 | FY 14/15 | FY 15/16 | FY 16/17 | |
| Rounds Played | 25,092 | 23,554 | 20,933 | 21,454 | 19,484 | 19,970 | 16,919 | 16,490 | 14,850 | -41% |

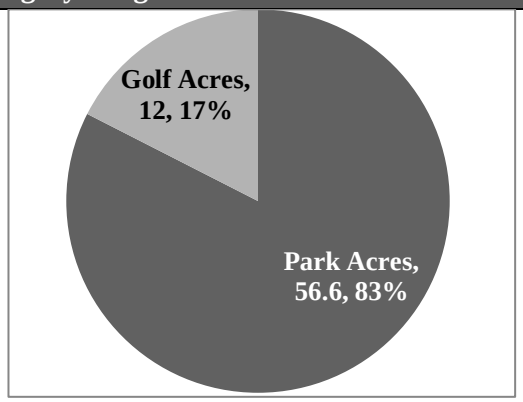
**Source: Bell Gardens Recreation & Community Services Department**

## Compton Golf Course

Exhibit 27 shows the Study Area has just 0.6 acres of park-land per 1,000 people, significantly below the County average of 3.3 acres. The Study Area is defined as having a high need for additional park-land. The percentage of residents living within ½ mile of a park is 58%, which is above the County average of 49%.

The Compton Golf Course is a small facility occupying only 12 acres. The percentage of land devoted to golf in the Study Area is 17%, with 83% devoted to park-land.

| Exhibit 27<br>Compton Golf Course<br>Park Need Study Area 142 - City of Compton<br>Park Need Category: High | |
|---|---|
| **Study Area Population** | **97,801** |
| **Within ½ Mile of a Park** | **58%** |
| **Park Acres / 1,000** | **0.6** |
| **Park Acres** | **56.6** |
| **Golf Acres** | **12** |



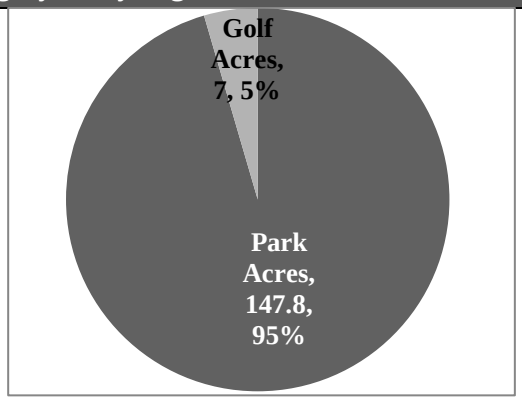

Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016

## South Gate Golf Course

Exhibit 28 shows the Study Area has just 1.5 acres of park-land per 1,000 people, significantly below the County average of 3.3 acres. The Study Area is defined as having a very high need for additional park-land. The percentage of residents living within ½ mile of a park is 45%, which is just below the County average of 49%.

The South Gate Golf Course is a very small facility occupying only 7 acres. The percentage of land devoted to golf in the Study Area is 5%, with the remaining 95% devoted to park-land.

| Exhibit 28<br>South Gate Golf Course<br>Park Need Study Area 88 - City of South Gate<br>Park Need Category: Very High | |
|---|---|
| **Study Area Population** | **96,297** |
| **Within ½ Mile of a Park** | **45%** |
| **Park Acres / 1,000** | **1.5** |
| **Park Acres** | **147.8** |
| **Golf Acres** | **7** |




Source: Los Angeles Countywide Comprehensive Parks & Recreation Needs Assessment, May 2016

## G. Potential to Expand Use or Repurpose Golf Courses in High or Very High Park Need Areas

The potential to expand the use or repurpose golf courses was evaluated based on the need for additional park-land, the amount and percentage of public land devoted to golf in each area, the trends in the number of rounds of golf played at each golf course, and the potential impact of expanded use or repurposing each golf course.

***Finding 7: There is high potential to expand the use or repurpose of seven golf courses, and moderate potential to expand the use or repurpose four of the 13 golf courses reviewed.***

The following Exhibit 29 lists the golf courses reviewed, and the potential to expand the use or repurpose these golf courses.

**Exhibit 29**
**Potential to Expand Use or Repurpose Golf Courses for Park and Recreation Use**

| Golf Course | Park Need | Golf Acre Percentage | Rounds Played Trend | Expand Use or Repurpose Potential |
|---|---|---|---|---|
| Alhambra | High | 62% | (33%) | High |
| Alondra | Very High | 89% | (24%) | High |
| Chester Washington | Very High | 95% | (16%) | High |
| Los Amigos | Very High | 50% | 3% | High |
| Penmar | High | 59% | (10%) | High |
| Rancho Park 18 | High | 67% | (12%) | High |
| Rancho Park 9 | High | 67% | (21%) | High |
| Maggie Hathaway | Very High | 17% | (40%) | Moderate |
| Don Knabe | High | 9% | NA | Moderate |
| Bell Gardens | Very High | 30% | (41%) | Moderate |
| Compton | Very High | 17% | NA | Moderate |
| Hansen Dam | Very High | 73% | (23%) | Low |
| South Gate | High | 5% | NA | Low |

As this exhibit shows, seven golf courses (Alhambra, Alondra, Chester Washington, Los Amigos, Penmar and Rancho Park 18 and Rancho Park 9) have a high potential for expanded use or repurposing to park and recreational uses. This is based on the fact that the golf acreage percentage in the Study Areas where these seven courses are located ranges from 50% to 95% of the combined park and golf acreage. Also, with the exception of Los Amigos golf course, the trend in rounds of golf play shows a decreasing demand for golf. Because of the low park acres relative to the high number of acres devoted to golf courses, partial or full conversion to park and recreational use could have a significant impact on meeting park need in these areas.

The Alhambra Golf Course acreage amount and percentage of public land devoted to golf is relatively high. Partial repurposing of the Alhambra Golf Course by reducing the course from 18 to 9 holes would have a significant positive impact on park need in the Southeastern quadrant of

the City while continuing to allow for golf in the Study Area. Moor Field, while counted as a local park is, in fact, a School District property not open to the public. The 22-acre Almansor Park located adjacent to the golf course is overcrowded and appears to not meet the park and recreational needs of the City.

Four golf courses (Maggie Hathaway, Don Knabe, Bell Gardens and Compton) have a moderate potential for expanded use or repurposing to park and recreational uses because the amount and percentage of public land devoted to golf in the Study Areas where these courses are located is relatively low. These courses are small 9-hole facilities ranging from 10 to 24 acres. Using this land to meet park and recreational need would have an impact, but not as substantial as the larger golf courses.

Two golf courses (Hansen Dam and South Gate) have a low potential for expanded use or repurposing to park and recreational uses. Hansen Dam Golf Course is adjacent to the 420-acre Hansen Dam Regional Recreation Park, so expanding the use or repurposing the golf course would have little impact on park need. South Gate Golf course is a small 7 acre, 9-hole golf course which is part of the 96 acre South Gate City Park. Only 5% of the public park-land in this area is devoted to golf, so expanding its use or repurposing would have little impact on improving park need.

## RECOMMENDATIONS

2.1 The County Board of Supervisors should direct the Los Angeles County Department of Parks and Recreation to conduct a detailed review and analysis of the potential for expanding the park and recreation use or repurposing County golf courses located in high or very high park need Study Areas (Alondra, Chester Washington, Los Amigos, Maggie Hathaway and Don Knabe) to park and recreational uses.

2.2 The Mayor and City Council of Los Angeles should direct the Los Angeles Department of Recreation and Parks to conduct a detailed review and analysis of the potential for expanding the park and recreation use or repurposing City golf courses located in their high or very high park need Study Areas to park and recreational uses.

2.3 The Mayors and City Councils of the cities of Alhambra, Bell Gardens and Compton should direct their respective City Managers and Community Services or Parks and Recreation Departments to conduct detailed reviews and analyses of the potential for expanding the park and recreation use or repurposing of their City golf courses to park and recreational uses.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Los Angeles County Board of Supervisors | 2.1 |
| Los Angeles County Department of Parks and Recreation | 2.1 |
| Los Angeles City, Office of the Mayor | 2.2 |
| Los Angeles City Council | 2.2 |
| Los Angeles City Department of Recreation and Parks | 2.2 |
| Alhambra City Mayor | 2.3 |
| Alhambra City Manager | 2.3 |
| Alhambra Community Services (Parks & Recreation Department) | 2.3 |
| Bell Gardens Mayor | 2.3 |
| Bell Gardens City Manager | 2.3 |
| Bell Gardens Recreation & Community Services Department | 2.3 |
| Compton City Mayor | 2.3 |
| Compton City Manager | 2.3 |
| Compton Parks & Recreation Department | 2.3 |

## ACRONYMS

| | |
|---|---|
| **BOS** | County of Los Angeles Board of Supervisors |
| **CGJ** | Civil Grand Jury |
| **RAP** | City of Los Angeles Department of Recreation and Parks |
| **PAR** | Los Angeles County Department of Parks & Recreation |
| **DPH** | Los Angeles County Department of Public Health |

## COMMITTEE MEMBERS

Roger Stephenson Chair

Charles Dolcey

John S. London

Joan L. Pylman

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# FUNDING FORMULA FAILS FOSTERS

## *The Impact of the Local Control Funding Formula (LCFF) on Foster Youth*


**Joan L. Pylman, Chair**

**Linda Cantley**
**Valerie R. Castro**
**Patricia Kennedy**
**Teresa Montijo**
**Roger Stephenson**

# FUNDING FORMULA FAILS FOSTERS

*The Impact of the Local Control*

*Funding Formula (LCFF) on Foster Youth*

## EXECUTIVE SUMMARY

The Local Control Funding Formula (LCFF) enacted in June 2013 established uniform per-student base grants and provides additional State funding to school districts based on the number of students assigned to one of the following classifications: low socio-economic status (SES), English language learners, and foster youth often referred to as the "unduplicated count". Supplemental grants of twenty percent (20%) of the base grant are provided for each student in the three (3) targeted student population low SES, English language learners, or foster youth and provides concentration grants of fifty percent (50%) of the base funding to school districts with over fifty-five percent (55%) of their student population that are in the targeted student population. School districts are also required to develop Local Control and Accountability Plans (LCAPs) including specific goals for improving services and outcomes for the targeted student populations.

Substantial funding was allocated over a four-year period to each of the ten school districts subject to this Civil Grand Jury (CGJ) investigation. Funding to address the needs of the target student populations in the school districts ranged from a low of about $23.4 million for Inglewood School District to a high of $1.2 billion for the Los Angeles Unified School District (LAUSD). By any measure, these are substantial amounts of funds to be used to better meet the needs of the targeted student populations, including foster youth.

While each of the student populations targeted by the LCFF face educational challenges, it is important to understand the unique and substantial challenges especially faced by the foster youth student population. Students in foster care:

- Were about five times more likely to be classified with an emotional disturbance than other students
- Experienced much higher rates of school mobility than other students
- Were also more likely than other students to be enrolled in non-traditional public schools
- Were more likely than all comparison groups to drop out of school, and
- Had graduation rates that were the lowest among the at-risk student groups

Given the substantial and unique challenges foster youth face in achieving school and educational success, it would be reasonable to expect that each school district would use funding received under LCFF to focus on addressing these challenges. When we reviewed the LCAP's for each of the ten school districts for the past four years (FY2013-14 to FY2016-17) the CGJ found only five of the ten districts (Compton, Hacienda-La Puente, Inglewood, Los Angeles and Pasadena) had substantial programs and funding specifically to meet the unique needs of their students in foster care.

State funding provided under the LCFF is currently based on an unduplicated count of students that meet one of the criteria for targeted students. These identified student populations consist of low-socio-economic status (SES), English learners, or foster youth. Although some individual

students may meet the criteria for more than one group, they may only be counted once, no overlapping. Specific funding is not provided to school districts based solely on their foster youth students. This method for distributing LCFF funds statewide underrepresents the needs of foster youth students and does not directly fund programs and services required to meet the unique needs of students in foster care.

To evaluate foster youth student achievement, the CGJ compared the chronic absenteeism rate, suspension rate, percentage prepared for college and career and graduation rate with the general student population and other targeted student groups. The CGJ found the chronic absenteeism rate for foster youth is much higher than for the general student population, or for other targeted student populations in each of the ten school districts reviewed. The chronic absentee rate for foster youth is more than twice that for the other groups. The CGJ also found the suspension rate for foster youth is more than three times that for the other groups.

The percentage of foster youth prepared for college or career is much lower than for the general student population or for other targeted student populations in each of the ten school districts reviewed, with the percentage of foster youth prepared for college or career less than half that for the other groups. The percentage of foster youth graduating is also much lower than for the general student population, or for other targeted student populations. The average percentage of foster students that graduated was 64.5% for the ten school districts. This compares to 86.6% for the general student population, 71.7% for English Learner students, and 86.6% for socio-economically disadvantaged students.

The reported graduation rate for foster youth students at some school districts shows some short-term positive trends. Reported graduation rates for foster youth at Antelope Valley and Paramount increased by about seventeen percent (17%) between FY2014-15 and FY2016-17, and by about fourteen percent (14%) for Compton and Pomona school districts.

While these short-term reported trends appear positive, the quality and reliability of data and information reported by school districts to track and monitor success in meeting the needs of foster youth is inconsistent and of questionable quality. There are at least five local and state databases of foster student education data, and the reliability of the data in any one of the databases is questionable. There is substantial variance in the number of reported foster youth students enrolled. Enrollment is the key basic data element required in order to develop and focus educational efforts targeting the needs of foster youth. The Los Angeles County Office of Education (LACOE) is developing a common and consistent data repository called the LACOE's Educational Passport System for all school district information concerning foster youth that will also provide a consistent base for monitoring, tracking and reporting on foster youth performance to better meet their specific needs.

The CGJ recommends school districts that have allocated relatively small amounts of funding to programs or actions specifically targeted to meet the substantial unique needs of their foster youth students, or have not identified specific amounts of funding allocated, should consider allocating additional funding for such programs. (Antelope Valley, Downey, Long Beach, Paramount, and Pomona).

The CGJ also recommends the LACO, Los Angeles County Department of Children and Family Services (DCFS), and Los Angeles County school districts should lobby the California Legislature to consider revising the method for distributing LCFF funds Statewide that provides

specific funding to each school district to fund programs that meet the specific substantial and unique needs of students in foster care.

The CGJ also recommends school districts continue to track and monitor the significant achievement gap of foster youth compared with other targeted student groups and the general student population and develop and implement programs to address that achievement gap. The LACO should continue to enhance and expand its Educational Passport System to provide a common and consistent data repository for all school district information on foster youth, and encourage use of a consistent database for monitoring, tracking and reporting on foster youth performance to better meet their specific needs.

## BACKGROUND

Although foster care is designed as a temporary service, many foster youth spend years of their lives in the foster care system. Housing instability and the resulting school mobility is a common experience for foster youth. The lack of a stable home life causes many foster youth to struggle in academic settings. Nationwide, youth raised in foster care typically achieve at lower levels academically and are at a higher risk of dropping out of school, slipping into homelessness or become pregnant.

According to a 2011 study of foster youth in California, the graduation rate for foster youth was fifty-eight percent (58%), compared to a statewide average of eighty-four percent (84%). The study also found that foster youth were nearly three times as likely to drop out of high school as the general student population.

Breaking the cycle of poverty requires that students graduate high school, earn at least one Career Technical Education (CTE) certificate, and attend at least one year of college. California's experiences are not unique. Nationwide only fifty percent (50%) of the foster youth earn a high school diploma and only ten percent (10%) attend college.

In 2014, to address these disparate outcomes, California became the first state to include foster youth in its school accountability and funding system through the LCFF. LCFF seeks to identify opportunities and implement strategies to better serve students in foster care through the public school system. LCFF provides a supplemental grant to school districts equal to twenty percent (20%) of the adjusted base grant multiplied by the Average Daily Attendance (ADA) and the unduplicated percentage of targeted disadvantaged pupils, including, among other groups, foster youth.

Foster youth experience higher rates of school mobility and absenteeism. Schools by law, CA Ed Code §§48204, 48853, 48853.5, must allow foster youth to remain in their "School of Origin" in order to promote school stability. The "School of Origin" maybe (1) the school attended when first removed from the parents; (2) the last school attended; or (3) any school attended in the last 15 months where the student felt a connection. In addition, foster youth have a right to equal participation in extracurricular activities regardless of try-out requirements or sign-up deadlines (e.g., after school activities, sports, tutoring).

Many resource families, legal guardians and/or caregivers of foster youth including relatives are eligible for funding from their local child welfare agency if they transport a youth to their "school of origin" after a placement change.

Credit recovery: Due the high mobility and instability of educational placements of foster youth, this student population often loses credits needed for high school graduation. Under AB 167/216 foster youth may receive a high school diploma by completing the state graduation requirement of 130 credits, if the youth:

- has been transferred after the second year of high school
- is behind in credits and off track for high school completion
- remains in high school for four years.

The CGJ also found that Sacramento had addressed the issue of aging out of the foster care system by passing AB 12 to transition 18-year-old foster youth into college or career paths. A safety net of sorts has been established until age 21. It is called Extended Foster Care and began in 2012 with the passage of AB 12. Foster youth can elect to stay in foster care as long as they go to school, work, attend a job readiness program or have a medical condition that prevents them from meeting those requirements. In Los Angeles County over eighty percent (80%) of the eligible foster youth chose to remain in foster care.[1] They can opt to be in a supervised independent living placement, receive an $889 monthly stipend and visits from a social worker once a month. Or they can stay in transitional housing, which supplies the apartment, as well as, additional case management support. A foster youth who leaves the system at age 18 may return and stay in the system until age 21 under the above stated requirements.

## METHODOLOGY

The objectives of this investigation included identifying funding and programs or efforts focused on enhancing the education of foster youth during FY's 2014-15 through 2017-18 and trends in foster youth graduation rates or other objective performance indicators of educational success for the ten selected school districts.

The following outlines the approach used to accomplish these objectives:

- Identified ten school districts within Los Angeles County that had an enrollment of one hundred or more foster youths in the FY2016-2017.
- Obtained information from the California Department of Education on the funding allocations to each of the ten school districts for FY2013-14 through FY2016-17
- Obtained and reviewed the LCAP for the years FY2013-14 through FY2016-17 for each of the ten (10) school districts to identify programs and actions specifically targeted to foster youth
- Identified the number of foster youth graduates for the years 2013 through 2017 for each of the ten (10) school districts
- Obtained information from the California Department of Education on key performance indicators for foster youth students, as well as, for the general student population and other targeted student populations

1 Los Angeles Times. August 12, 2017. "An Extended Safety Net". Agrawal, Nina

- Compiled and analyzed information on key performance indicators for foster youth students, as well as for the general student population and other targeted student populations and identified trends in foster youth graduation rates and other objective success performance indicators to the extent possible
- Met with representatives of the LAUSD to discuss programs and efforts to address the needs of foster youth at LAUSD schools
- Met with representatives of the Los Angeles County Department of Children and Family Services to discuss the needs of foster youth and programs to meet those needs
- Met with representatives of the LACOE to discuss programs and efforts to address the needs of foster youth at Los Angeles County school districts and
- Met with representatives of the DCFS and LACOE to obtain information on foster youth data quality issues and strategies underway to address those issues

## FINDINGS

The following sections provide an overview of the LCFF, information on LCFF funding provided to the ten school districts for the targeted student population, including foster youth, and the results reported by each of the ten school districts regarding foster youth education performance.

### A. Overview of the Local Control Funding Formula (LCFF)

Legislation enacted in June 2013 simplified the formula for providing State funding to school districts and considers the higher costs of educating low SES, English language learners, and foster youth. The legislation established uniform per-student base grants with different rates for different grades.

In addition to base grants, the legislation provided for supplemental grants of twenty percent (20%) of the base grant for each student classified as either low SES, English language learners, or foster youth referred to as the unduplicated count. It provides for concentration grants of fifty percent (50%) of the base to school districts with over fifty-five percent (55%) of low SES, English language learners, or foster youth for each student above the fifty-five percent (55%) level.

The legislation also requires school districts to develop LCAPs as part of the budgeting process. These LCAPs must include specific goals for improving services and outcomes, define specific actions to reach those goals, and identify funding sources for these programs and strategies. In developing the LCAP's, school districts are required to engage students, parents, teachers and other stakeholders in developing goals, services and outcomes as part of the LCAP development process.

## B. Funding Provided to School Districts Under LCFF

As part of this investigation we identified the amount of funding allocated to each of the ten school districts under LCFF for the past four years (FY2013-14 to FY2016-17). This includes the base funding, as well as the supplemental and concentration grant funding received that is based on each school districts' targeted student populations.

***Finding 1: Each of the ten school districts reviewed received substantial funds through the supplemental and concentration grant funding to meet the needs of their target student populations.***

As Exhibit 1 shows, the actual Supplemental and Concentration Grant funding received by each of the ten school districts over the four-year period was substantial. The annual amount allocated ranged from a low of about $23.4 million for Inglewood School District (FY2016-17) to a high of $1.2 billion for the LAUSD (FY2013-14). By any measure, these are substantial amounts of funds to be used to better meet the needs of the targeted student populations, including foster youth.

**Exhibit 1**
**Summary of Supplemental Grant and Concentration Grant Allocation of Funds for FY 2013-14 thru FY 2016-17**

| Fiscal Year | UPP % | Base Grant | Supplemental Grant (SG) | Concentration Grant (CG) | Total SG and CG |
|---|---|---|---|---|---|
| | (a) | (b) | (c=b*20%*a) | (d=b*50%*(a-55%)) | (c+d) |
| **Antelope Valley Union High School District** | | | | | |
| 2013-14 | 65.26% | $ 182,459,178 | $ 23,814,572 | $ 9,360,156 | $ 33,174,728 |
| 2014-15 | 65.02% | $ 178,721,279 | $ 23,240,915 | $ 8,953,936 | $ 32,194,851 |
| 2015-16 | 66.26% | $ 179,677,432 | $ 23,810,853 | $ 10,115,839 | $ 33,926,693 |
| **Fiscal Year** | **UPP %** | **Base Grant** | **Supplemental Grant (SG)** | **Concentration Grant (CG)** | **Total SG and CG** |
| | (a) | (b) | (c=b*20%*a) | (d=b*50%*(a-55%)) | (c+d) |
| 2016-17 | 67.72% | $ 177,173,371 | $ 23,996,361 | $ 11,268,226 | $ 35,264,588 |
| **Compton Unified School District** | | | | | |
| 2013-14 | 95.49% | $ 180,747,374 | $ 34,519,133 | $ 36,592,306 | $ 71,111,439 |
| 2014-15 | 88.18% | $ 179,803,661 | $ 31,710,174 | $ 29,829,427 | $ 61,539,601 |
| 2015-16 | 88.76% | $ 177,202,654 | $ 31,457,015 | $ 29,911,808 | $ 61,368,823 |
| 2016-17 | 87.51% | $ 169,143,619 | $ 29,603,516 | $ 27,494,296 | $ 57,097,812 |
| **Downey Unified School District** | | | | | |
| 2013-14 | 74.73% | $ 173,934,222 | $ 25,996,208 | $ 17,158,612 | $ 43,154,820 |
| 2014-15 | 71.93% | $ 175,415,409 | $ 25,235,261 | $ 14,848,914 | $ 40,084,175 |
| 2015-16 | 71.45% | $ 175,458,784 | $ 25,073,060 | $ 14,431,485 | $ 39,504,545 |
| 2016-17 | 70.45% | $ 174,188,924 | $ 24,543,220 | $ 13,456,094 | $ 37,999,315 |
| **Hacienda La Puente Unified School District** | | | | | |
| 2013-14 | 78.13% | $ 152,762,102 | $ 23,870,607 | $ 17,666,937 | $ 41,537,544 |
| 2014-15 | 78.41% | $ 151,850,672 | $ 23,813,223 | $ 17,774,120 | $ 41,587,344 |
| 2015-16 | 78.11% | $ 150,355,347 | $ 23,488,512 | $ 17,373,561 | $ 40,862,074 |
| 2016-17 | 77.20% | $ 147,861,242 | $ 22,829,775 | $ 16,412,598 | $ 39,242,373 |
| **Inglewood Unified School District** | | | | | |
| 2013-14 | 93.62% | $ 83,455,397 | $ 15,626,189 | $ 16,115,237 | $ 31,741,426 |
| 2014-15 | 89.00% | $ 81,468,574 | $ 14,501,407 | $ 13,849,657 | $ 28,351,064 |
| 2015-16 | 86.92% | $ 79,696,612 | $ 13,854,458 | $ 12,719,579 | $ 26,574,037 |
| 2016-17 | 84.48% | $ 74,089,712 | $ 12,518,198 | $ 10,920,824 | $ 23,439,021 |
| **Long Beach Unified School District** | | | | | |

| Exhibit 1<br>Summary of Supplemental Grant and Concentration Grant<br>Allocation of Funds for FY 2013-14 thru FY 2016-17 | | | | | |
|---|---|---|---|---|---|
| 2013-14 | 70.02% | $ 606,930,539 | $ 84,994,553 | $ 45,580,483 | $ 130,575,036 |
| 2014-15 | 69.54% | $ 607,253,905 | $ 84,456,874 | $ 44,147,359 | $ 128,604,233 |
| 2015-16 | 69.29% | $ 603,332,504 | $ 83,609,819 | $ 43,108,107 | $ 126,717,927 |
| 2016-17 | 69.62% | $ 588,064,858 | $ 81,882,151 | $ 42,987,541 | $ 124,869,692 |
| **Los Angeles Unified School District** | | | | | |
| 2013-14 | 84.61% | $ 3,820,544,414 | $ 646,512,525 | $ 565,631,601 | $ 1,212,144,126 |
| 2014-15 | 83.49% | $ 3,780,560,195 | $ 631,277,941 | $ 538,540,801 | $ 1,169,818,742 |
| 2015-16 | 83.82% | $ 3,739,293,588 | $ 626,855,177 | $ 538,832,206 | $ 1,165,687,383 |
| 2016-17 | 84.06% | $ 3,617,599,499 | $ 608,190,827 | $ 525,637,207 | $ 1,133,828,034 |
| **Paramount Unified School District** | | | | | |
| 2013-14 | 91.06% | $ 119,484,031 | $ 21,760,433 | $ 21,542,971 | $ 43,303,404 |
| 2014-15 | 94.35% | $ 120,537,150 | $ 22,745,361 | $ 23,715,685 | $ 46,461,046 |
| 2015-16 | 94.16% | $ 120,007,582 | $ 22,599,828 | $ 23,497,484 | $ 46,097,311 |
| 2016-17 | 94.30% | $ 118,444,121 | $ 22,338,561 | $ 23,274,270 | $ 45,612,831 |
| **Pasadena Unified School District** | | | | | |
| 2013-14 | 71.08% | $ 133,058,776 | $ 18,915,635 | $ 10,697,926 | $ 29,613,560 |
| 2014-15 | 70.39% | $ 131,735,509 | $ 18,545,726 | $ 10,137,048 | $ 28,682,774 |
| 2015-16 | 69.44% | $ 130,716,720 | $ 18,153,938 | $ 9,437,747 | $ 27,591,685 |
| 2016-17 | 67.27% | $ 129,054,579 | $ 17,363,004 | $ 7,917,499 | $ 25,280,503 |
| **Pomona Unified School District** | | | | | |
| 2013-14 | 84.04% | $ 200,860,688 | $ 33,760,664 | $ 29,164,971 | $ 62,925,635 |
| 2014-15 | 84.89% | $ 195,026,703 | $ 33,111,633 | $ 29,146,740 | $ 62,258,372 |
| 2015-16 | 85.19% | $ 190,082,489 | $ 32,386,255 | $ 28,692,952 | $ 61,079,207 |
| 2016-17 | 85.44% | $ 185,846,914 | $ 31,757,521 | $ 28,285,900 | $ 60,043,421 |
| Source: LCFF Funding Snapshot reports for fiscal year 2013-14 to 2016-17 obtained from California Department of Education website. | | | | | |

## C. Educational Challenges Faced by Foster Youth

While each of the student populations targeted by the LCFF face educational challenges, it is important to understand the unique and substantial challenges faced by the foster youth student population.

***Finding 2: Foster youth face substantial unique challenges to achieving school success.***

A study of the challenges faced by foster youth in California identified significant challenges faced by foster youth.[2] Some of the key findings from this study include:

- Students in foster care were classified with a disability at twice the rate of the comparison groups, and among students with disabilities, students in foster care were about five times more likely to be classified with an emotional disturbance than other students.
- Students in foster care experienced much higher rates of school mobility than other students. Only about two thirds of students in foster care attended the same school for the full school year. In contrast, over ninety percent (90%) of the low SES and the statewide student populations attended the same school all year. Furthermore, about 1 in 10 students in foster care attended three or more schools during the school year, a level of

2 Barrat, V. X., & Berliner, B. (2013). *The Invisible Achievement Gap, Part 1: Education Outcomes of Students in Foster Care in California's Public Schools.* San Francisco: WestEd

school mobility experienced by only about one percent (1%) of the low-SES and general student populations.

- Students in foster care were also more likely than other students to be enrolled in nontraditional public schools (i.e. continuation high school, alternative school, charters, distant learning, or dependent studies). Enrollment in these schools suggests that students were unsuccessful at traditional schools and, thus, were transferred to other school types that were expected to better meet their needs.
- Students in foster care were more likely than all comparison groups to drop out. During FY2009/10, across the high school grades, the single-year dropout rate for students in foster care was eight percent (8%), compared to the statewide dropout rate of three percent (3%) and dropout rates for the other at-risk groups between three and five percent (3%-5%).
- The graduation rate for all grade-12 students statewide was eighty-four percent (84%), but for students in foster care, it was just fifty-eight percent (58%)—the lowest rate among the at-risk student groups.

### D. Services for Foster Youth Funded with LCFF Supplemental and Concentration Funds

Given the substantial and unique challenges foster youth face in achieving school and educational success, it would be reasonable to expect that each school district would use funding received under LCFF to focus on addressing these challenges.

***Finding 3: Some school districts reviewed had developed and implemented minimal programs or actions specifically targeted to meet the substantial and unique needs of their foster students.***

Exhibit 2 provides a description of the programs and services funded specifically targeted to the needs of foster youth using LCFF Supplemental and Concentration Funds. As this exhibit shows, four of the school districts (Downey, Long Beach, Paramount, Pomona) have developed programs specifically for foster youth, but have allocated relatively small amounts of funding to those programs (approximately $500,000 or less). One school district (Antelope Valley) has implemented a program that includes a Foster Youth Counselor, but has not identified the amount of funding devoted to the program in their LCAP.

| Exhibit 2<br>Programs Specifically Targeted to the Needs of Foster Youth<br>Funded with LCFF Supplemental and Concentration Funds | | |
|---|---|---|
| **Fiscal Year** | **Program Title** | **Funding** |
| **Antelope Valley Union High School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Foster Youth Counselor | $0* |
| 2015-16 | Foster Youth Counselor | $0* |
| 2016-17 | Foster Youth Counselor | $0* |
| **Compton Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | No LCAP | N/A |
| 2015-16 | Foster Youth/McKinney Vento | $1,283,538 |
| 2016-17 | Foster Youth/McKinney Vento | $1,209,784 |
| **Downey Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Foster Youth Program Specialists | $120,000 |
| 2015-16 | Foster Youth Program Specialists | $325,477 |
| 2016-17 | Foster Youth Program Specialists | $395,078 |
| **Hacienda La Puente Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Foster Youth Liaison and Support Services | Funded with various funding sources (e.g. LCFF Base, Title I, LCFF S&C, etc.). No specific amount for LCFF S&C funds. |
| 2015-16 | Foster Youth Liaison and Support Services | Funded with various funding sources (e.g. LCFF Base, Title I, LCFF S&C, etc.). No specific amount for LCFF S&C funds. |
| 2016-17 | Foster Youth Liaison and Support Services | $5,102,371 |
| **Inglewood Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Additional Counselors/Psychologists and Transportation for Foster Youth/Low Income Pupils | $1,300,000 |
| 2015-16 | Additional Counselors/Psychologists and Transportation for Foster Youth/Low Income Pupils | $1,300,000 |
| 2016-17 | Additional Counselors/Psychologists and Transportation for Foster Youth/Low Income Pupils (Budgeted Expenditure) | $1,926,000 |
| Long Beach Unified School District | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Path to high school graduation and beyond for Foster Youth (Budgeted Expenditure) | $50,000 |
| 2015-16 | Path to high school graduation and beyond for Foster Youth | $194,762 |
| 2016-17 | Path to high school graduation and beyond for Foster Youth | $223,062 |
| **Los Angeles Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Foster Youth Support Plan and Family Source Centers | $8,500,000 |
| 2015-16 | Foster Youth Support Plan and Family Source Centers | $11,762,578 |
| 2016-17 | Foster Youth Support Plan and Family Source Centers | $14,354,666 |

| Paramount Unified School District | | |
|---|---|---|
| 2013-14 | No LCAP | N/A |
| 2014-15 | No LCAP | N/A |
| 2015-16 | Support for Foster Youth Students | $95,012 |
| 2016-17 | Support for Foster Youth Students | $151,267 |
| **Pasadena Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Foster Youth Liaison and Support Services | $20,000 |
| 2015-16 | Foster Youth Liaison and Support Services | $3,843,536 |
| 2016-17 | Foster Youth Liaison and Support Services | $3,443,498 |
| **Pomona Unified School District** | | |
| 2013-14 | No LCAP | N/A |
| 2014-15 | Foster Youth Liaison | $500,000 |
| 2015-16 | Foster Youth Liaison | $505,700 |
| 2016-17 | Foster Youth Liaison | $500,000 |

Source: Review of Local Control and Accountability Plans for each School District for each Fiscal Year
Note: Antelope Valley reports: "No additional expenditure required. Work performed within the school day."

Five of the school districts (Compton, Hacienda-La Puente, Inglewood, Los Angeles and Pasadena) have developed significant programs to meet the specific needs of their foster youth student populations and allocated substantial amounts of funding to them.

### E. Distribution of LCFF Funds Statewide

State funding provided under the LCFF is currently based on the unduplicated count of students that meet one or more of the criteria for targeted students which consists of low SES, foster youth, or English learners. Specific funding is not provided to school districts based solely on their foster youth students.

***Finding 4: The method for distributing LCFF funds Statewide underrepresents the needs of foster youth students and does not directly fund programs and services required to meet the needs of students in foster care.***

There are a significant number of students that are foster youth and low SES and may be English learners as well. The unduplicated count does not take this overlap in needs, and qualifications, into account.

For example, a student may be a low-income foster youth that also needs to learn English. This student would only be counted once when LCFF supplemental and concentration funds are being calculated. However, these students' needs are much more substantial that a student that is low SES only or an English learner only. The cost for a school district to meet the additional needs of the student with multiple qualifications is also substantially higher.

## F. Foster Youth Achievement Gap

In evaluating if it is necessary to target programs and funds specifically to meet the needs of foster youth it is important to understand whether foster youth students are achieving school success consistent with the general student population and targeted student groups.

***Finding 5: Foster Youth have a significant achievement gap when compared with other targeted student groups and the general student population.***

To evaluate the foster youth student achievement, we compared the chronic absenteeism rate, suspension rate, percentage prepared for college and career and graduation rate with the general student population and other targeted student groups. These comparisons are discussed in the following sections.

### Chronic Absenteeism Rate

A "chronic absentee" has been defined in California *Education Code* (*EC*) Section 60901(c)(1) as "a pupil who is absent on 10 percent or more of the school days in the school year when the total number of days a pupil is absent is divided by the total number of days the pupil is enrolled and school was actually taught in the regular day schools of the district, exclusive of Saturdays and Sundays."

The California Department of Education has focused on reducing the state's chronic absenteeism rates, especially the rates for racial/ethnic groups and program populations (such as foster youth) which are significantly above the state average. The State Attendance Review Board (SARB), recommends how to identify and respond to patterns of chronic absenteeism or truancy.

In its Model School Attendance Review Board Recognition Program, the SARB recognizes districts which implement a three-tiered approach to reducing chronic absenteeism rates for student populations which are above the district average:

- First tier: Focus on preventing attendance problems by promoting a positive school climate.
- Second tier: Ensure early interventions for minor attendance problems.
- Third tier: Address intensive barriers to school attendance, such as mental health conditions.

Data on chronic absenteeism is newly available, with this information being released by the California Department of Education in December 2017. According to the State Superintendent of Public Instruction "This data helps us determine which schools, districts, and student groups have the largest concentration of chronic absences, allowing educators and community members to focus attention and resources and take actions needed to keep those students in class and back on the path to academic success."

As shown in Exhibit 3, the chronic absenteeism rate for foster youth is much higher than for the general student population, or for other targeted student populations in each of the ten school districts reviewed. The average percentage of foster students that are chronically absent is twenty-six percent (26%) for the ten school districts. This compares to 11.9% for the general student population, 11.9% for English Learner students, and 12.9% for socio-economically disadvantaged students. The chronically absent rate for foster youth is more than twice that for the other groups.

| Exhibit 3<br>Comparison of Chronic Absenteeism Rates<br>by School District and Student Populations | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| School District | All Students | | | English Learners | | | Socio-Economic Disadvantaged | | | Foster Youth | | |
| | Total | Chronic Absent | | Total | Chronic Absent | | Total | Chronic Absent | | Total | Chronic Absent | |
| | | No. | % | | No. | % | | No. | % | | No. | % |
| Antelope Valley | 26,965 | 6,146 | 22.8% | 3,076 | 786 | 25.6% | 20,514 | 5,070 | 24.7% | 918 | 364 | 39.7% |
| Compton | 25,408 | 4,493 | 17.7% | 8,989 | 1,342 | 14.9% | 22,442 | 3,981 | 17.7% | 693 | 190 | 27.4% |
| Downey | 23,234 | 2,496 | 10.7% | 3,729 | 437 | 11.7% | 17,225 | 2,070 | 12.0% | 271 | 50 | 18.5% |
| Hacienda La Puente | 19,800 | 1,572 | 7.9% | 4,129 | 264 | 6.4% | 14,832 | 1,322 | 8.9% | 361 | 65 | 18.0% |
| Inglewood | 13,453 | 1,609 | 12.0% | 3,821 | 401 | 10.5% | 11,433 | 1,416 | 12.4% | 230 | 43 | 18.7% |
| Long Beach | 80,163 | 8,951 | 11.2% | 17,701 | 1,945 | 11.0% | 56,713 | 7,396 | 13.0% | 1,101 | 253 | 23.0% |
| Los Angeles | 661,653 | 77,312 | 11.7% | 169,544 | 20,244 | 11.9% | 533,307 | 67,087 | 12.6% | 9,241 | 2,363 | 25.6% |
| Paramount | 16,254 | 1,357 | 8.3% | 5,637 | 409 | 7.3% | 15,625 | 1,326 | 8.5% | 242 | 54 | 22.3% |
| Pasadena | 19,638 | 2,236 | 11.4% | 3,666 | 508 | 13.9% | 12,895 | 1,806 | 14.0% | 583 | 204 | 35.0% |
| Pomona | 26,209 | 2,630 | 10.0% | 8,132 | 741 | 9.1% | 22,836 | 2,352 | 10.3% | 545 | 97 | 17.8% |
| Totals and Averages | 912,777 | 108,802 | 11.9% | 228,424 | 27,077 | 11.9% | 727,822 | 93,826 | 12.9% | 14,185 | 3,683 | 26.0% |

Source: 2016-17 Chronic Absenteeism Rate Report, California Department of Education

Attendance Works (attendanceworks.org), a foundation with a mission to "advance student success and reduce equity gaps by reducing chronic absence" has developed a series of policies, tools, resources, and strategies for addressing chronic absenteeism that could be implemented by school districts to address the chronic absenteeism rates of foster youth students.

### Student Suspension Rates

In schools, suspension is a mandatory leave assigned to a student as a form of punishment that can last anywhere from one day to several weeks, during which time the student is not allowed to attend regular school lessons. As with other forms of absence, students cannot be taught or learn when they are not at school, whether voluntarily or due to suspension.

As shown in Exhibit 4, the suspension rate for foster youth is much higher than for the general student population, or for other targeted student populations in each of the ten school districts reviewed. The average percentage of foster students that were suspended is 6.5% for the ten school districts. This compares to 1.9% for the general student population, 1.2% for English Learner students, and 1.9% for socio-economically disadvantaged students. The suspension rate for foster youth is more than three times that for the other groups.

| Exhibit 4<br>Comparison of Suspension Rates<br>by School District and Student Populations | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| School District | All Students | | | English Learners | | | Socio-Economic Disadvantaged | | | Foster Youth | | |
| | Total | Suspended | | Total | Suspended | | Total | Suspended | | Total | Suspended | |
| | | No. | % | | No. | % | | No. | % | | No. | % |
| Antelope Valley | 21,977 | 2,077 | 9.5% | 2,379 | 228 | 9.6% | 16,252 | 1,772 | 10.9% | 693 | 175 | 25.3% |
| Compton | 23,547 | 996 | 4.2% | 8,361 | 207 | 2.5% | 20,486 | 889 | 4.3% | 644 | 48 | 7.5% |
| Downey | 22,932 | 680 | 3.0% | 3,660 | 105 | 2.9% | 16,934 | 548 | 3.2% | 254 | 21 | 8.3% |
| Hacienda La Puente | 19,706 | 625 | 3.2% | 4,110 | 79 | 1.9% | 14,710 | 552 | 3.8% | 353 | 47 | 13.3% |
| Inglewood | 9,786 | 614 | 6.3% | 3,268 | 121 | 3.7% | 8,477 | 534 | 6.3% | 184 | 17 | 9.2% |
| Long Beach | 79,268 | 2,724 | 3.4% | 17,488 | 520 | 3.0% | 55,805 | 2,276 | 4.1% | 1,056 | 109 | 10.3% |
| Los Angeles | 494,709 | 2,585 | 0.5% | 137,943 | 544 | 0.4% | 414,232 | 2,328 | 0.6% | 7,332 | 172 | 2.3% |
| Paramount | 15,934 | 548 | 3.4% | 5,527 | 141 | 2.6% | 15,325 | 526 | 3.4% | 224 | 18 | 8.0% |
| Pasadena | 17,816 | 844 | 4.7% | 3,493 | 156 | 4.5% | 11,952 | 723 | 6.0% | 455 | 92 | 20.2% |
| Pomona | 25,134 | 949 | 3.8% | 7,818 | 261 | 3.3% | 21,859 | 894 | 4.1% | 481 | 58 | 12.1% |
| Totals and Averages | 730,809 | 12,642 | 1.7% | 194,047 | 2,362 | 1.2% | 596,032 | 11,042 | 1.9% | 11,676 | 757 | 6.5% |
| Source: Suspension Rate Indicator, California Department of Education | | | | | | | | | | | | |

## Students Prepared for College or Career

The College/Career Indicator (CCI) is based on the four-year graduation cohort and uses both college and career measures to evaluate how well districts and schools are preparing students for success after high school. Student preparedness can be evaluated using several measures or indicators of preparedness, including career technical education indicators, academic performance indicators, and exam scores.

As shown in Exhibit 5, the percentage of foster youth prepared for college or career is much lower than for the general student population, or for other targeted student populations in each of the ten school districts reviewed. The average percentage of foster youth students that were determined to be prepared for college or career was 17.2% for the ten school districts. This compares to 38.6% for the general student population, 16% for English Learner students, and 36.4% for socio-economically disadvantaged students. The percentage of foster youth prepared for college or career is less than half that for the other groups.

| Exhibit 5<br>Comparison of College and Career Preparedness<br>by School District and Student Populations | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| School District | All Students | | | English Learners | | | Socio-Economic Disadvantaged | | | Foster Youth | | |
| | Total | Prepared | | Total | Prepared | | Total | Prepared | | Total | Prepared | |
| | | No. | % | | No. | % | | No. | % | | No. | % |
| Antelope Valley | 4,399 | 1,366 | 31.1% | 546 | 44 | 8.1% | 3,480 | 967 | 27.8% | 111 | 11 | 9.9% |
| Compton | 1,060 | 231 | 21.8% | 476 | 68 | 14.3% | 1,028 | 227 | 22.1% | 21 | 1 | 4.8% |
| Downey | 1,818 | 747 | 41.1% | 244 | 24 | 9.8% | 1,444 | 326 | 22.6% | 16 | 1 | 6.3% |
| Hacienda La Puente | 1,544 | 717 | 46.4% | 372 | 105 | 28.2% | 1,257 | 426 | 33.9% | 29 | 5 | 17.2% |
| Inglewood | 657 | 50 | 7.6% | 188 | 8 | 4.3% | 611 | 87 | 14.2% | 10 | * | |
| Long Beach | 5,487 | 2,285 | 41.6% | 1,090 | 179 | 16.4% | 4,011 | 1,394 | 34.8% | 53 | 7 | 13.2% |
| Los Angeles | 28,404 | 11,511 | 40.5% | 6,005 | 999 | 16.6% | 26,323 | 10,616 | 40.3% | 399 | 82 | 20.6% |
| Paramount | 1,124 | 436 | 38.8% | 294 | 52 | 17.7% | 1,110 | 433 | 39.0% | 21 | 7 | 33.3% |
| Pasadena | 1,141 | 407 | 35.7% | 203 | 21 | 10.3% | 927 | 283 | 30.5% | 23 | 4 | 17.4% |
| Pomona | 1,580 | 484 | 30.6% | 573 | 98 | 17.1% | 1,375 | 387 | 28.1% | 21 | 3 | 14.3% |
| Totals and Averages | 47,214 | 18,234 | 38.6% | 9,991 | 1,598 | 16.0% | 41,566 | 15,146 | 36.4% | 704 | 121 | 17.2% |

Source: College and Career Preparedness Indicator, California Department of Education

## Graduation Rates

A student graduates from high school when they successfully meet their school district's graduation requirements. The state sets minimum requirements. Local school districts have the authority and responsibility for establishing any requirements for awarding a California high school diploma from their secondary schools. These must include the set of 13 minimum courses/130 credits required under California Education Code. Most school districts in California require between 22 and 26 one-year courses (or the equivalent) for graduation.

A graduation cohort is a group of high school students who could potentially graduate with a regular high school diploma within four years of entering grade nine. Exhibit 6 shows the number in the cohort of students who started high school in 2012–13 for each of the ten school districts reviewed. It also shows the number and percentage of cohort students who graduated by both total students and each targeted student population.

As shown in Exhibit 6, the percentage of foster youth graduating is much lower than for the general student population, or for other targeted student populations in each of the ten school districts reviewed. The average percentage of foster students that graduated was 64.5% for the ten school districts. This compares to 86.6% for the general student population, 71.7% for English Learner students, and 86.6% for socio-economically disadvantaged students. The percentage of foster youth is substantially below the graduation rate for the other groups.

| Exhibit 6<br>Comparison of Graduation Rates<br>by School District and Student Populations | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| School District | All Students | | | English Learners | | | Socio-Economic Disadvantaged | | | Foster Youth | | |
| | Total | Graduated | | Total | Graduated | | Total | Graduated | | Total | Graduated | |
| | | No. | % | | No. | % | | No. | % | | No. | % |
| Antelope Valley | 4,472 | 3,944 | 88.2% | 564 | 425 | 75.4% | 3,543 | 3,064 | 86.5% | 113 | 83 | 73.5% |
| Compton | 1,071 | 922 | 86.1% | 484 | 402 | 83.1% | 1,039 | 899 | 86.5% | 21 | 14 | 66.7% |
| Downey | 1,843 | 1,785 | 96.9% | 258 | 233 | 90.3% | 1,464 | 1,416 | 96.7% | 17 | 15 | 88.2% |
| Hacienda La Puente | 1,556 | 1,476 | 94.9% | 377 | 341 | 90.5% | 1,268 | 1,197 | 94.4% | 30 | 24 | 80.0% |
| Inglewood | 666 | 570 | 85.6% | 192 | 149 | 77.6% | 619 | 539 | 87.1% | 10 | NA | NA |
| Long Beach | 5,547 | 4,987 | 89.9% | 1,116 | 910 | 81.5% | 4,060 | 3,600 | 88.7% | 56 | 37 | 66.1% |
| Los Angeles | 28,782 | 24,244 | 84.2% | 6,216 | 4,008 | 64.5% | 26,647 | 22,675 | 85.1% | 413 | 251 | 60.8% |
| Paramount | 1,134 | 1,040 | 91.7% | 298 | 260 | 87.2% | 1,119 | 1,031 | 92.1% | 21 | 18 | 85.7% |
| Pasadena | 1,149 | 997 | 86.8% | 204 | 152 | 74.5% | 933 | 799 | 85.6% | 24 | 10 | 41.7% |
| Pomona | 1,601 | 1,432 | 89.4% | 585 | 503 | 86.0% | 1,394 | 1,242 | 89.1% | 21 | 16 | 76.2% |
| Totals and Averages | 47,821 | 41,397 | 86.6% | 10,294 | 7,383 | 71.7% | 42,086 | 36,462 | 86.6% | 726 | 468 | 64.5% |

Source: Graduation Rate Indicator, California Department of Education

## G. Foster Youth Graduation Rate Trends

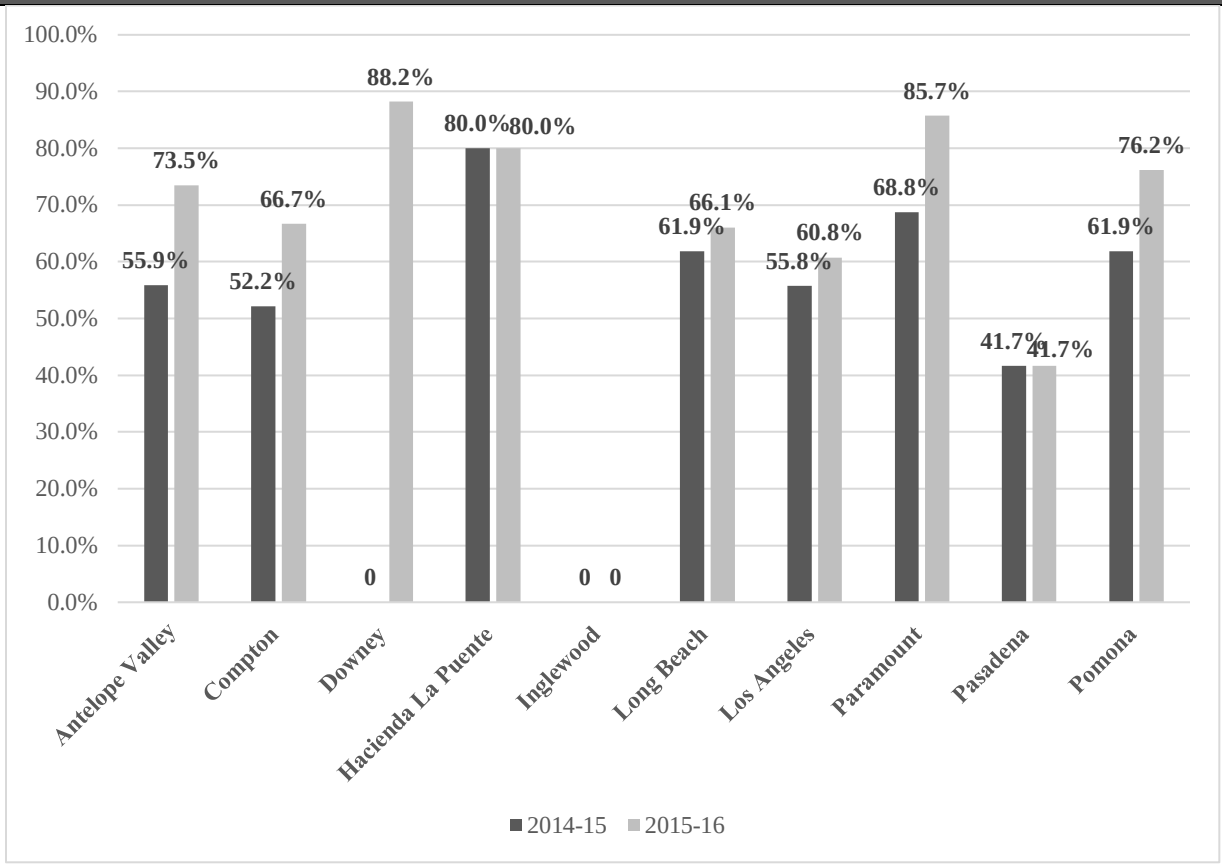
The rate at which students graduate from high school is the most meaningful and common measure of school success for school districts. Programs and strategies are developed and implemented to improve the success of students in completing the requirements and graduating from high school.

***Finding 6: The reported graduation rate for foster youth students at some school districts shows some short-term positive trends.***

As Exhibit 7 shows, some of the ten school districts have reported increased graduation rates for the 2015-16 school year compared to the 2014-15 school year. For example, Antelope Valley shows an increase of just over sixteen percent (16%), Compton an increase of just over fourteen percent (14%), Paramount an increase of about seventeen percent (17%), and Pomona an increase of just over fourteen percent (14%).

While these reported gains appear very positive, the timeline for this trend is only two years, and the data underlying these reported gains is questionable, as discussed in the next section of this report.

**Exhibit 7**
**Short-Term Trends in Foster Youth**
**Graduation Rates by School District**




Source: Fall 2017 Graduation Indicator reports obtained from California Department of Education.

Exhibit 8 shows the reported graduation rate for each of the ten school districts reviewed. No data was available for the 2013-14 or 2016-17 school year.

| Exhibit 8<br>Foster Youth Graduation Rates<br>FY 2013-14 thru FY 2017-18 | | | |
|---|---|---|---|
| **School Year** | **Students** | **Graduates** | **Graduation Rate** |
| **Antelope Valley Union High School District** | | | |
| 2014-15 | 102 | 57 | 55.9% |
| 2015-16 | 113 | 83 | 73.5% |
| **Compton Unified School District** | | | |
| 2014-15 | 23 | 12 | 52.2% |
| 2015-16 | 21 | 14 | 66.7% |
| **Downey Unified School District** | | | |
| 2014-15 | 10 | * | * |
| 2015-16 | 17 | 15 | 88.2% |
| **Hacienda La Puente Unified School District** | | | |
| 2014-15 | 20 | 16 | 80.0% |
| 2015-16 | 30 | 24 | 80.0% |
| **Inglewood Unified School District** | | | |
| 2014-15 | 9 | * | * |
| 2015-16 | 10 | * | * |
| **Long Beach Unified School District** | | | |
| 2014-15 | 63 | 39 | 61.9% |
| 2015-16 | 56 | 37 | 66.1% |
| **Los Angeles Unified School District** | | | |
| 2014-15 | 301 | 168 | 55.8% |
| 2015-16 | 413 | 251 | 60.8% |
| **Paramount Unified School District** | | | |
| 2014-15 | 16 | 11 | 68.8% |
| 2015-16 | 21 | 18 | 85.7% |
| **Pasadena Unified School District** | | | |
| 2014-15 | 24 | 10 | 41.7% |
| 2015-16 | 24 | 10 | 41.7% |
| **Pomona Unified School District** | | | |
| 2014-15 | 21 | 13 | 61.9% |
| 2015-16 | 21 | 16 | 76.2% |
| Source: Fall 2017 Graduation Indicator reports obtained from California Department of Education. | | | |

## F. Foster Youth Data Quality and Reliability

Valid and reliable data is essential in order to evaluate the relative needs of foster youth, and to effectively assess whether programs and strategies implemented to meet those needs are having an impact.

***Finding 7: The quality and reliability of data and information reported by school districts to track and monitor foster youth enrollments, as well as success in meeting the needs of foster youth is inconsistent and of questionable quality.***

There are at least five local and state databases of foster student education data. The reliability of the data in any one of the databases is questionable, based on the following limitations:[3]

- The **California Department of Education Student and School Data files** report the largest number of foster students in each school district, which suggests an aggregate student reporting methodology throughout the school year.
- **California Longitudinal Pupil Achievement Data System (CalPADS)** captures a moment-in time census. For 2017, the snapshot was taken on October 4, 2017. While CalPADS encourages additional data submissions throughout the school year, it isn't mandatory. As of mid-December, only fifty percent (50%) of school districts had updated their CalPADS information.
- The **California School Dashboard**, intended to report school district performance and success measures, is based upon the latest state data available. The Dashboard will be updated each fall with the most recent available data, including enrollment numbers and demographic information.
- The DCFS **Student Information Tracking System (SITS),** developed in 2011, started first with LAUSD and then progressively added more school districts. SITS was LA County's first automated foster student academic data sharing system. To date, SITS includes data on only fifty percent (50%) of LA County's school districts.
- LACOE's **Education Passport System (EPS)** is Los Angeles County's second generation academic data sharing system between LACOE, DCFS and 76 of our 80 school districts. LACOE developed EPS in collaboration with DCFS. While SITS is in the process of transitioning to EPS, right now, both systems are limited to data on children and youth under open court cases[4] only.

3 Overview provided by the Bureau of Clinical Services and Resources, LA Department of Children and Family Services
4 "Open court case" means a court has taken jurisdiction over a child and declared the child to be a dependent or ward of the court (California Education Code Section 42238.01(b))

Exhibit 9 shows the number of foster youth enrolled in each school district as reported by the various data sources listed above. As this exhibit shows, there is substantial variance in the number of reported foster youth students enrolled.

| Exhibit 9<br>Foster Youth Reported Total Enrollment by Data Source | | | | | |
|---|---|---|---|---|---|
| **School District** | **California Department of Education** | **CalPads** | **California School Dashboard** | **DCFS Student Information Tracking System** | **LACOE Education Passport System** |
| Antelope Valley | 1107 | 366 | 430 | 330 | 420 |
| Compton | 827 | 332 | 358 | 610 | 471 |
| Downey | 336 | 125 | 156 | NA | NA |
| Hacienda La Puente | 425 | 174 | 207 | 428 | 216 |
| Inglewood | 284 | 90 | 91 | 168 | 135 |
| Long Beach | 1498 | 387 | 534 | 611 | 457 |
| Los Angeles | 11,586 | 3,346 | 4,303 | 5,641 | 12,214 |
| Paramount | 291 | 126 | 124 | NA | NA |
| Pasadena | 686 | 274 | 274 | 612 | 637 |
| Pomona | 676 | 234 | 262 | 180 | 413 |
| Source: Bureau of Clinical Services and Resources, LA Department of Children and Family Services | | | | | |

The number of foster youth enrolled in a school district is the key basic data element required in order to develop and focus educational efforts targeted at the needs of foster youth. It is also the basic data element required to effectively monitor and report on progress in improving services and outcomes for foster youth.

Los Angeles County is moving towards coordinating educational services, sharing information, responding to the needs of the juvenile court system and automating the transfer of education records, at no cost to participating school districts, through LACOE's Educational Passport System. A Memorandum of Understanding with 81 entities has been signed (76 school districts and 5 charter schools). Over 1,000 users from 59 school districts are sharing data. [5]

This initiative should provide a common and consistent data repository for all school district information on foster youth. It will also provide a consistent base for monitoring, tracking, and reporting on foster youth and performance in meeting their specific needs.

5 Overview provided by the Bureau of Clinical Services and Resources, LA Department of Children and Family Services

## RECOMMENDATIONS

3.1 School districts that have allocated relatively small amounts of funding to programs or actions specifically targeted to meet the substantial and unique needs of their foster youth students, or have not identified specific amounts of funding allocated in the LCAP, should allocate additional funding for such programs. (Antelope Valley, Downey, Long Beach, Paramount, Pomona)

3.2 LACO, DCSF, and Los Angeles County school districts should lobby the California Legislature to revise the method for distributing LCFF funds statewide to provide specific funding to each school district to fund programs that meet the specific substantial and unique needs of students in foster care.

3.3 School districts should continue to track and monitor the significant achievement gap of foster youth compared with other targeted student groups and the general student population. Programs should be developed and implemented to address that achievement gap.

3.4 LACOE should continue to enhance and expand its Educational Passport System to provide a common and consistent data repository for all school district information on foster youth and encourage use of as a consistent base for monitoring, tracking and reporting on foster youth and performance in meeting their specific needs.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Los Angeles County Office of Education | 3.3, 3.5 |
| L.A. County Department of Children and Family Services | 3.3 |
| Antelope Valley Unified School District | 3.1, 3.3, 3.4 |
| Compton Unified School District | 3.1, 3.3, 3.4 |
| Downey Unified School District | 3.2, 3.3, 3.4 |
| Hacienda-La Puente Unified School District | 3.3, 3.4 |
| Inglewood Unified School District | 3.1, 3.3, 3.4 |
| Long Beach Unified School District | 3.2, 3.3, 3.4 |
| Los Angeles Unified School District | 3.3, 3.4 |
| Paramount Unified School District | 3.2, 3.3, 3.4 |
| Pasadena Unified School District | 3.3, 3.4 |
| Pomona Unified School District | 2,3,4 |

**ACRONYMS**

**AB** Assembly Bill

**BOE** Board of Education

**CCI** College/Career Indicators

**CGJ** Civil Grand Jury

**CalPads** California Longitudinal Pupil Achievement Data System

**DCFS** Department of Children and Family Services

**EPS** Education Passport System

**LACOE** Los Angeles County Office of Education

**LAUSD** Los Angeles Unified School District

**LCAP** Local Control and Accountability Plan

**LCFF** Local Control Funding Formula

**SARB** State Attendance Review Board

**SES** Socio-Economic Status

**SITS** Student Information Tracking System

**TSP** Target Student Population

**UPP** Unduplicated Pupil Percentage

**COMMITTEE MEMBERS**

Joan L. Pylman Chair

Linda Cantley

Valerie R. Castro

Patricia Kennedy

Teresa Montijo

Roger Stephenson

## APPENDIX

**Foster Youth Support Organization Websites**

ILP- Comprehensive services and resources such as scholarships, housing, employment opportunities, and ILP benefits for ILP eligible Transition Age Youth (TAY). **http://ilponline.org/**

California Youth Connections (CYC)- CYC is a foster youth empowering organization that teaches youth leadership and advocacy skills. Youth take part of the policy making process for laws involving foster youth **https://calyouthconn.org/**

California College Pathways- Resources for higher education campuses and community organizations to help foster youth success in higher education. **http://www.cacollegepathways.org**

iFoster- An organization that provides life changing resources for foster youth including laptops, cell phones, and employment opportunities. **https://www.ifoster.org**

John Burton Foundation-A non-profit organization that provides resources to foster youth such as textbook funds, laptop essay contest and critical needs funds. JBF also provides grants to programs supporting foster youth and provides leadership and advocates on behalf of foster youth. **http://www.jbaforyouth.org/**

Alliance for Children's Rights-The Alliance for Children's Rights provides free legal services and advocates for current and former foster youth. Alliance also assists with housing, healthcare, employment and education opportunities to ensure a healthy transition to foster youth. **http://kids-alliance.org/**

**Attendance Works** - a foundation with a mission to "advance student success and reduce equity gaps by reducing chronic absence". **http://www.attendanceworks.org/**

Children's Law Center- Provides legal services and representation for children who have been abused or neglected. CLCLA also has a peer advocate program where former foster youth assist youth with transitional services such as extended foster care re-entry, housing, employment, emotional support, and provides resources for medical and mental health services. **http://www.clccal.org/**

United Friends of the Children- empowers and assists current and former foster youth by providing services such as education and housing programs, advocacy, and lasting supportive relationships. UFC offers scholarship opportunities. **https://www.unitedfriends.org/**

Chafee Grant-If you were in care after the age of **16**, you qualify for an extra **$5,000** a year to help with your education! Chafee is available up until your **23rd birthday. https://www.chafee.csac.ca.gov/**

First Place for Youth- First Place for Youth support foster youth with finding a safe place to live and more. **http://www.firstplaceforyouth.org/**

**APPENDIX (continued)**

Journey House- A non-profit organization that connects youth to various resources to become self-sufficient. **http://journeyhouseyouth.org/**

Attributed to Cerritos College website. **https://cms.cerritos.edu/linc/foster-youth-support-organizations.htm** 2/27/2018

*For housing, shelters, and food bank locations or for jobs and education opportunities contact the Foster Youth Liaison at your school district or a community college.*

# FEMALE FIREFIGHTERS IN LOS ANGELES COUNTY

**Diane Miles, Chair**

**Octavio "Toby" Chavez**
**Charles Dolcey**
**Patricia Kennedy**
**John S. London**
**Oscar Warren**

# FEMALE FIREFIGHTERS IN LOS ANGELES COUNTY

## EXECUTIVE SUMMARY

The occupation of a firefighter is usually a lifetime career, often in the same department. The profession is unique with low turnover, and there are few opportunities for those who have the desire to become a firefighter. Waiting lists can be two years, and then only a few positions become available. Firefighting is one of the last professions to encourage women to participate, even as the workplace has become more available to women. The most obvious impediment for women has been the physical requirements associated with the job.

Nationwide from 2011 to 2015, women on average represented 4.6% of all firefighters.[1] A nationwide study of women in firefighting concluded that the proportion of women working in one of 184 occupations requiring strength and fitness was 17%. The study also concluded that women now approach, equal, or even exceed 17% of uniformed fire officers in a number of jurisdictions nationally, and that having female firefighters representing 17% of fire departments' firefighting workforce is a reasonable target.[2]

### *Female Firefighters in Los Angeles County Area Fire Departments*

The percentage of female firefighters in the workforce of each of Los Angeles County's three largest fire departments is below national averages and substantially below suggested target levels. Of the current 2,947 firefighter staff of the Los Angeles County Fire Department (LACFD), only 50, or 1.7% are female. Of the current 3,308 firefighter staff of the City of Los Angeles Fire Department (LAFD), only 100, or 3% are female. Of the current 370 firefighter staff of the Long Beach Fire Department (LBFD), only 14, or 3.8% are female. These percentages are below the national average of 4.6%, and substantially below the potential target of 17%.

### *Recruiting and Testing Female Firefighter Candidates*

The percentage of females seeking employment with LACFD as firefighters is very low. Less than four percent (3.79%) of the applications received for firefighter candidate positions with the LACFD were female. After the written test only 3.54% of all firefighter candidates were female in 2015.

Information on applications received for firefighter candidate positions with the LAFD was not available. After the firefighter candidate assessment only 7.6% of all firefighter candidates were female in 2016.

For the LBFD, only 4.99% percent of the applications received for firefighter candidate positions were female. After the written tests only 3.94% of all firefighter candidates were female from 2013 to the present.

1 U.S. Bureau of Labor Statistics, *Household Data Survey*. As reported by the National Fire Protection Agency (NFPA.org)
2 Hulett, Denise M., et al, A National Report Card on Women in Firefighting. April 2008

### *Training Female Firefighter Recruits*

Firefighter candidates that are selected to become firefighter recruits must complete a substantial training program before becoming full firefighters. This includes successful completion of both the fire academy or drill school and a probationary period. The percentage of female firefighters entering and completing the fire academies or drill schools at each of Los Angeles County's three largest fire departments is very low. The percentage completing the probationary period is also very low.

Only 2.3% of the firefighter recruits entering the LACFD Fire Academy were female and only 2.2% of the Fire Academy graduates were female from 2012 to the present. This indicates female candidates have a low separation rate.

For the LAFD only 6.52% of the firefighter recruits entering the department's Fire Academy were female and only 4.58% of the Fire Academy graduates were female. All female firefighter recruits successfully completed the probationary period. During the 2014 to 2017 recruiting cycles, 4.65% of firefighter recruits who completed probation were female.

For the LBFD 8.8% of the firefighter recruits entering the department's Drill School were female and only 5.24% of the Fire Drill School graduates were female. Only about two-thirds of the 5.24% of female firefighter recruits successfully completed the probationary period. This amounts to only 3.1% of female firefighter recruits completing probation from 2004 to 2017.

### *Accommodations for Female Firefighters*

One reason there are so few female applicants for firefighter positions may be both the perception and reality that they will be required to live, sleep, and shower in fire stations that do not provide adequate accommodations for female firefighters. Only about one-third (39%) of LACFD fire stations are compliant with building code requirements in providing adequate accommodations for both female and male firefighters. Conversely, all LAFD and LBFD fire stations are compliant with building code requirements and provide accommodations for both female and male firefighters.

### *Efforts to Improve Recruitment and Success of Female Firefighters*

The number of women firefighters remains far below expected levels after the first women were hired into fire departments about forty years ago. Changing the demographics of fire departments requires proactive strategies to ensure inclusion of females in the firefighting workforce. These strategies include commitment by top leadership to recruit women; monitoring and accountability; human resource management procedures embodying transparency, objectivity, and performance-relatedness; activities changing individuals' behavior to control hostile acts.[3] The Los Angeles County Civil Grand Jury (CGJ) investigation found that each of Los Angeles County's three largest fire departments have developed and have begun implementing strategies to improve the recruitment and success of female firefighters within their departments.

3 Hulett, Denise M., et al, A National Report Card on Women in Firefighting. April 2008

### *College Fire Science Programs*

A number of colleges in Los Angeles County have programs and instruction in Fire Science that helps to prepare students for a career as firefighters. However, the percentage of female students enrolled in Fire Science programs at Los Angeles County colleges that offer such programs is very low at only 4%. This confirms that the most significant challenge to increasing the percentage of firefighters that are female is changing the perception that the profession is limited to males.

### *Recommendations*

The Civil Grand Jury (CGJ) recommends that LACFD, LAFD, and LBFD continue and expand their efforts to increase the number and percentage of female firefighters within their departments; focus and expand efforts to change the perception that firefighting is a male only profession targeted to very young boys ***and girls*** to best impact these perceptions; focus and expand efforts to assist women interested in firefighting as a career to prepare for and succeed in meeting the physical and academic requirements. The CGJ also recommends the LACFD establish specific targets and timelines for bringing their fire stations that are not compliant with building codes equaling the appropriate standards for accommodating female firefighters.

## BACKGROUND

Older fire stations were designed for male employees only. In order to accommodate women, who would be hired much later, fire stations had to be reconfigured to add separate showers, changing areas, as well as toilets and sinks. The dormitories or sleeping areas are not required to be single sex. The first women hired as firefighters had to share toilets, sinks, changing and shower facilities and dormitories; they often complained of lack of privacy. Newer fire stations often have separate facilities or facilities with sliding door signs that will accommodate the privacy requirement of a female firefighter assigned to that station during a 24 hour shift.

Women were hired as paramedics in Los Angeles County fire departments approximately 40 years ago. Women have been employed as firefighters in departments that provide fire protection and emergency medical services in Los Angeles County for about thirty-five years, however, the number of women employed as firefighters in local departments has not increased significantly during this time. Firefighting is a career that retains many traditions, and it is not uncommon to find current firefighters are the sons and grandsons of prior firefighters. The sons and grandsons of senior firefighters have a greater understanding of the responsibilities and culture of employment in the fire service. Women and other candidates, who are not relatives or friends of senior firefighters, may be greatly disadvantaged when they do not have a mentor inside the department.

## METHODOLOGY

The following outlines the approach used to identify recruitment, hiring, and career experience of female firefighters in the three largest fire departments in Los Angeles County – LACFD, LAFD, and LBFD.

- Obtained information on women in the work force from the U.S. Bureau of Labor Statistics

- Obtained information on women firefighters in the work force from the U.S. Bureau of Labor Statistics, the National Fire Protection Agency (NFPA), and the International Association of Women in Firefighting
- Obtained and reviewed information on challenges and barriers to recruiting and hiring female firefighters from the International Association of Women in Firefighting(IAWF)
- Obtained and reviewed information from (LACFD) the (LAFD), and (LBFD) from the last 10 years (or as available), including:
    - The demographics of the firefighter applicants including age, ethnic background, gender, education and preparation.
    - Pass/fail rates of the male and female candidates who take written and physical ability tests and male and female performance in the academy.
    - Accommodations for female firefighters at fire stations. Ideally, a listing of stations and a description of how female firefighters are accommodated.
    - Information on current staffing by rank and gender.
    - Any available information concerning reasons why female firefighters leave the fire department (from exit interviews or other available sources).
    - Any approaches or practices for encouraging successful recruitment, hiring and career success for female firefighters.
- Requested, received and compiled information from colleges in Los Angeles County that offer fire science programs including student enrollment by gender, program success and graduation rates, and suggestions for increasing the number of women who become firefighters.
- Conducted interviews in person or via telephone with LACFD, LAFD and LBFD to discuss and review the information provided regarding female firefighter data.

## FINDINGS

The following sections provide an overview of female firefighters nationally, as well as information on the percentage of current firefighters that are female, recruiting and testing female firefighters, training female firefighters, accommodations for female firefighters, and efforts to improve the recruitment and success of female firefighters at Los Angeles County, City of Los Angeles and Long Beach fire departments.

### Female Firefighters in the Workforce Nationally

Over the past 70 years, women's participation in labor force activities has greatly expanded. Immediately following World War II, less than one-third of women were in the labor force. However, women soon began to participate in greater numbers, and their labor force participation rose rapidly from the 1960s through the 1980s before slowing in the 1990s. Women reached the peak of their labor force participation in 1999, with a rate of 60.0 percent. Since then, labor force participation among women has declined, to 57.0 percent in 2014. Women were substantially underrepresented (relative to their share of total employment) in agriculture (25 percent), mining (13 percent), construction (9 percent), manufacturing (29 percent), and transportation and utilities (23 percent).[4]

4 U.S. Bureau of Labor Statistics Women in the labor force: a databook, December 2015

According to the Bureau of Labor Statistics, women, on average, represented just 4.6% of all firefighters nationwide from 2011 to 2015. This percentage has been increasing slowly, from 3% in 2000, 3.3% in 2005 and 3.6% in 2010.[5]

***Finding 1: Nationally, women remain a very small percentage of the firefighter workforce.***

A nationwide study of women in firefighting resulted in the report A National Report Card on Women in Firefighting.[6] This effort, supported by the Ford Foundation and the International Association of Women in the Fire and Emergency Services, reached several key conclusions, including:

- The proportion of women working in occupations resembling firefighting in requiring strength, stamina, and dexterity, or involving outdoor, dirty or dangerous work is 17%.
- Women now approach, equal, or even exceed 17% of uniformed police officers in a number of jurisdictions nationally.
- Having female firefighters as 17% of fire departments' firefighting workforce is a reasonable target.

**Female Firefighters in Los Angeles County Area Fire Departments' Workforce**

As part of this investigation the CGJ identified the number of female firefighters at the three largest fire departments within Los Angeles County – LACFD, LAFD Department, and LBFD.

The following sections show the number of total firefighters in the three largest fire departments in Los Angeles County, and the percentage that are female.

Los Angeles County Fire Station (LACFD) 158 in Gardena

5 U.S. Bureau of Labor Statistics, *Household Data Survey*. As reported by the National Fire Protection Agency (NFPA.org)
6 Hulett, Denise M., et al, A National Report Card on Women in Firefighting. April 2008

**Los Angeles County Fire Department**

Exhibit 1 shows, of the current 2,947 firefighter staff of the LACFD only 50, or 1.7% are female. This is substantially below the national average of 4.6%, and the potential target of 17%. However, there are female firefighters within the command ranks of the Department, including one Chief Deputy, three Battalion Chiefs, and eight Captains.

**Exhibit 1**
**Los Angeles County Fire Department**
**Current Firefighter Staffing by Gender**

| Position | Male | | Female | | |
|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Totals |
| Chief | 1 | 100.0% | - | 0.0% | 1 |
| Chief Deputy | 1 | 50.0% | 1 | 50.0% | 2 |
| Deputy Chief | 11 | 100.0% | - | 0.0% | 11 |
| Assistant Chief | 15 | 100.0% | - | 0.0% | 15 |
| Battalion Chief | 98 | 97.0% | 3 | 3.0% | 101 |
| Captain | 697 | 98.9% | 8 | 1.1% | 705 |
| Firefighter Specialist | 753 | 98.6% | 11 | 1.4% | 764 |
| Firefighter | 1,267 | 98.1% | 25 | 1.9% | 1,292 |
| Firefighter Trainee | 54 | 96.4% | 2 | 3.6% | 56 |
| Total | 2,897 | 98.3% | 50 | 1.7% | 2,947 |

Source: Los Angeles County Fire Department

## City of Los Angeles Fire Department

Exhibit 2 shows, of the current 3,308 firefighter staff of the LAFD, only 100, or 3% are female. While this percentage is higher than the percentage for the LA County Fire Department, it is still below the national average of 4.6%, and substantially below the potential target of 17%. However, there are female firefighters within the command ranks of the Department, including one Deputy Chief, five Battalion Chiefs, and twelve Captains.

**Exhibit 2**
**City of Los Angeles Fire Department**
**Current Staffing by Gender**

| Position | Male | | Female | | |
|---|---|---|---|---|---|
| | No. | % | No. | % | Totals |
| Chief | 1 | 100.0% | 0 | 0.0% | 1 |
| Deputy Chief | 8 | 88.9% | 1 | 11.1% | 9 |
| Assistant Chief | 17 | 100.0% | 0 | 0.0% | 17 |
| Battalion Chief | 58 | 92.1% | 5 | 7.9% | 63 |
| Captain | 527 | 97.8% | 12 | 2.2% | 539 |
| Engineer | 429 | 98.4% | 7 | 1.6% | 436 |
| Apparatus Operator | 132 | 98.5% | 2 | 1.5% | 134 |
| Inspector | 116 | 89.9% | 13 | 10.1% | 129 |
| Fire Helicopter Pilot | 16 | 100.0% | 0 | 0.0% | 16 |
| Fire Boat Pilot/Mate | 21 | 100.0% | 0 | 0.0% | 21 |
| Firefighter | 1883 | 96.9% | 60 | 3.1% | 1,943 |
| Total | 3,208 | 97.0% | 100 | 3.0% | 3,308 |

Source: City of Los Angeles Fire Department

**Long Beach Fire Department**

Exhibit 3 shows, of the current 370 firefighter staff of the LBFD, only 14, or 3.8% are female. This is below the national average of 4.6%, and substantially below the potential target of 17%. There is one female firefighter with the rank of Captain in the command ranks of the Department.

| Exhibit 3<br>Long Beach Fire Department<br>Current Staffing by Gender | | | | | |
|---|---|---|---|---|---|
| **Position** | **Male** | | **Female** | | |
| | **No.** | **%** | **No.** | **%** | **Totals** |
| Chief | 1 | 100.0% | 0 | 0.0% | 1 |
| Deputy Chief | 3 | 100.0% | 0 | 0.0% | 3 |
| Assistant Chief | 3 | 100.0% | 0 | 0.0% | 3 |
| Battalion Chief | 13 | 100.0% | 0 | 0.0% | 13 |
| Captain | 82 | 98.8% | 1 | 1.2% | 83 |
| Engineer | 80 | 100.0% | 0 | 0.0% | 80 |
| Fire Boat Pilot | 5 | 100.0% | 0 | 0.0% | 5 |
| Firefighter | 169 | 92.9% | 13 | 7.1% | 182 |
| Total | 356 | 96.2% | 14 | 3.8% | 370 |
| Source: Long Beach Fire Department | | | | | |

**Recruiting and Testing Female Firefighter Candidates**

As part of this investigation, the CGJ identified the number of total applicants for firefighter recruit positions as well as the number and percent of female applicants for the three largest fire departments within Los Angeles County – the LACFD, the LAFD, and the LBFD.

***Finding 2: The percentage of female firefighters in the workforce of each of Los Angeles County's three largest fire departments is below national averages and substantially below suggested target levels.***

The following sections show the number of firefighter applications received and test results for each of the three fire departments, and the percentage that are female and male.

**Los Angeles County Fire Department**

Exhibit 4 shows, less than four percent (3.79%) of the applications received for firefighter candidate positions with the LACFD were female and only 3.32% of the candidates taking the written exam were female.

Female candidates did do somewhat better on the written exam with 69.4% of female candidates passing the written exam. This compares to 64.9% for male firefighter candidates. After the application review and written test only 102 female candidates, or 3.54% of all firefighter candidates, were available to select for the fire academy.

| Exhibit 4 | | | | | | |
|---|---|---|---|---|---|---|
| Los Angeles County Fire Department | | | | | | |
| Fire Fighter Candidate Applications and Test Results | | | | | | |
| Applications Received | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Total | 6,352 | 96.21% | 250 | 3.79% | 6,602 | 100.00% |
| Candidates Taking Written Test | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Total | 4,283 | 96.68% | 147 | 3.32% | 4,430 | 100.00% |
| Written Test Results | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Passed | 2,778 | 64.90% | 102 | 69.40% | 2,880 | 100.00% |
| Failed | 1,505 | 35.10% | 45 | 30.60% | 1,550 | 100.00% |
| | | Male | | Female | | |
| Percent of Passing Candidates | | 96.46% | | 3.54% | | |
| Source: Los Angeles County Fire Department Demographic Breakdown of Fire Fighter Trainee Candidates, 2015<br>Note: Excludes firefighter applicants and candidates with unidentified gender. | | | | | | |

**City of Los Angeles Fire Department**

The LAFD requires individuals interested in becoming firefighters to complete an application and meet minimum requirements. These requirements include being at least 18 years of age at the time of the application and graduation from a U.S. high school or equivalent.

Qualification also includes providing proof of a current passing score on the Candidate Physical Abilities Test (CPAT). Applicants are required to possess a valid California Drivers' License and Emergency Medical Technician (EMT) certificate prior to appointment. Applicants must also achieve a passing score on the Firefighter Candidate Assessment in order to be considered in the next phase of the selection process.

Information on the number of firefighter candidate applications received, as well as the number and percent that were female and male, was not available from the LAFD. Exhibit 5 shows only 8.13% of the firefighter candidates taking the firefighter candidate assessment were female. Female firefighter candidates, on the firefighter candidate assessment, had 76.76% of candidates passing the assessment. This compares to 82.55% for male firefighter candidates. After the firefighter candidate assessment only 370 female candidates, or 7.6% of all firefighter candidates, were available to be selected for the fire academy

| Exhibit 5 | | | | | | |
|---|---|---|---|---|---|---|
| City of Los Angeles Fire Department | | | | | | |
| Fire Fighter Candidate Applications and Assessment Results | | | | | | |
| Applications Received | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Total | NA | NA | NA | NA | 0 | 0 |
| Candidates Taking Firefighter Candidate Assessment | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Total | 5,450 | 91.87% | 482 | 8.13% | 5,932 | 100.00% |
| Firefighter Candidate Assessment Results | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Passed | 4,499 | 82.55% | 370 | 76.76% | 4,869 | 82.08% |
| Failed | 951 | 17.45% | 112 | 23.24% | 1,063 | 17.92% |
| | Male | | Female | | | |
| Percent of Passing Candidates | | 92.40% | | 7.60% | | |
| Sources: City of Los Angeles Fire Department Recruitment Annual Report and Firefighter Candidate Assessment Passing Rates 2016<br>Note: Excludes firefighter applicants and candidates with unidentified gender. | | | | | | |

**Long Beach Fire Department**

To become a Long Beach firefighter involves participating in an open-competitive selection process. In general, candidates are required to submit an application and engage in a testing process through the Long Beach Civil Service Department, followed by an in-depth selection process through the LBFD. The LBFD requires the successful completion of a physical ability test as part of the application and only accepts the Biddle Physical Ability Test (BPAT).

Applicants who successfully pass the Civil Service testing process are placed in bands, which are groups of qualified applicants, and may then be contacted by the Fire Department for further consideration. Typically, the Fire Recruit open-competitive selection process opens every two to three years.

Exhibit 6 shows, only about 5% percent of the applications received for firefighter candidate positions with the LBPD were female. A slightly higher percentage, (5.07%) of the candidates taking the written test, were female.

Female firefighter candidates did do somewhat worse on the firefighter written test, with 43.65% of female candidates passing the test. This compares to 56.83% for male firefighter candidates. After the firefighter written test only 213 female candidates, or 3.94% of all firefighter candidates taking the written test, were available for selection to attend the fire drill school.

(LBFD), Station 1. Station 1 is in the Civic Center.

| Exhibit 6 | | | | | | |
|---|---|---|---|---|---|---|
| Long Beach Fire Department | | | | | | |
| Fire Fighter Candidate Applications and Test Results | | | | | | |
| Applications Received | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Total | 9,578 | 95.01% | 503 | 4.99% | 10,081 | 100.00% |
| Candidates Taking Written Test | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Total | 9,134 | 94.93% | 488 | 5.07% | 9,622 | 100.00% |
| Written Test Results | | | | | | |
| | Male | | Female | | Total | |
| | Number | Percent | Number | Percent | Number | Percent |
| Passed | 5,191 | 56.83% | 213 | 43.65% | 5,404 | 56.16% |
| Failed | 3,943 | 43.17% | 275 | 56.35% | 4,218 | 43.84% |
| | Male | | Female | | | |
| Percent of Passing Candidates | | 96.06% | | 3.94% | | |
| Source: Long Beach Fire Department Fire Recruit Application and Written Test Results – 2013 to 2018<br>Note: Excludes firefighter applicants and candidates with unidentified gender. | | | | | | |

***Finding 3: The percentage of firefighter applicants and individuals taking firefighter exams and assessments that are female is very low. Female firefighter candidates taking written exams or assessments pass them at rates comparable or better than male firefighter applicants.***

**Training Female Firefighter Recruits**

Candidates selected to become firefighter recruits must complete a substantial training program before becoming full firefighters. This includes successful completion of both a fire academy (or drill school) and the recruit probationary period.

The fire academy is about five months of full time training. This training covers academic and manipulative tasks. Basic instruction teaches fire recruits the skills of use of personal protective equipment, handling ladders, hose lays, tools, equipment and emergency medical skills. The advanced training mirrors field activities in scope and intensity to challenge recruits using simulated fire ground conditions. The advanced training also requires a significant demonstration of the strength and stamina necessary to perform at a basic firefighter level in the field.

After completion of the fire academy or drill school a fire recruit must continue to demonstrate the skills necessary to be a firefighter during the probationary period. The probationary period is for one full year, or 365 days.

**Los Angeles County Fire Department**

Exhibit 7 shows, only 17 or 2.3% of the firefighter recruits entering the LACFD Fire Academy were female. Of these, only 15, or 2.2%, of the Fire Academy graduates were female. The Fire Academy graduation rate for females was 88.2%, slightly lower than the graduation rate of 92.2% for males. Information on completion of the probationary period was not available from the LACFD.

| Exhibit 7<br>Los Angeles County Fire Department<br>Fire Academy Entrees and Graduates | | | | | |
|---|---|---|---|---|---|
| | Male | | Female | | Total |
| | Number | Percent | Number | Percent | |
| Entered Academy | 715 | 97.7% | 17 | 2.3% | 732 |
| Graduated Academy | 659 | 97.8% | 15 | 2.2% | 674 |
| Percent Graduated | 92.2% | | 88.2% | | |
| Source: Los Angeles County Fire Department, Fire Fighter Trainee Breakdown by Gender, 2012 to Present | | | | | |

**City of Los Angeles Fire Department**

Exhibit 8 shows, only 21 or 6.52% of the firefighter recruits entering the LAFD Fire Academy were female. Of these, only 12 or 4.58%, of the Fire Academy graduates were female. The Fire Academy graduation rate for females was 57.14%, substantially lower than the graduation rate of 83.06% for males.

Exhibit 8 also shows the information on completion of the probationary period by both female and male fire recruits. As this exhibit shows, all 12 or 100%, of the female recruits that completed the fire academy also successfully completed the probationary period. This is slightly higher than the percentage of male recruits successfully completing the probationary period at 98.4%.

| Exhibit 8<br>City of Los Angeles Fire Department | | | | | |
|---|---|---|---|---|---|
| **Fire Academy Entrees and Graduates** | | | | | |
| | **Male** | | **Female** | | **Total** |
| | **Number** | **Percent** | **Number** | **Percent** | |
| Entered Academy | 301 | 93.48% | 21 | 6.52% | 322 |
| Graduated Academy | 250 | 95.42% | 12 | 4.58% | 262 |
| Percent Graduated | 83.06% | | 57.14% | | |
| **Fire Recruit Probationary Period Results** | | | | | |
| | **Male** | | **Female** | | **Total** |
| | **Number** | **Percent** | **Number** | **Percent** | |
| Began Probation | 250 | 95.42% | 12 | 4.58% | 262 |
| Completed Probation | 246 | 95.35% | 12 | 4.65% | 258 |
| Percent Completing Probation | 98.4% | | 100.0% | | |
| Source: City of Los Angeles Fire Department, Recruit Training Academy Overview, August 2017, Includes six Academies between 2014 and 2017. | | | | | |

**Long Beach Fire Department**

Exhibit 9 shows, only 22 or 8.8% of the firefighter recruits entering the LBFD Drill School were female. Of these, only 10 or 5.24%, of the Fire Drill School graduates were female. The Fire Drill School graduation rate for females was 45.45%, substantially lower than the graduation rate of 79.39% for males.

Exhibit 9 also shows the information on completion of the probationary period by both female and male fire recruits. As this exhibit shows, six or 3.87% of the firefighter recruits beginning probation were female. Of these, only four females successfully completed the probationary period. As a result, only 3.1% of firefighter recruits that completed the fire drill school and also successfully completed the probationary period were female. Approximately two-thirds (66.7%) of female firefighter recruits successfully completed the probationary period. This is much lower than the percentage of male firefighter recruits successfully completing the probationary period at 83.9%.

| Exhibit 9<br>Long Beach Fire Department | | | | | |
|---|---|---|---|---|---|
| **Fire Drill School Entrees and Graduates** | | | | | |
| | **Male** | | **Female** | | **Total** |
| | **Number** | **Percent** | **Number** | **Percent** | |
| Entered Academy | 228 | 91.20% | 22 | 8.80% | 250 |
| Graduated Academy | 181 | 94.76% | 10 | 5.24% | 191 |
| Percent Graduated | 79.39% | | 45.45% | | |
| **Fire Recruit Probationary Period Results** | | | | | |
| | **Male** | | **Female** | | **Total** |
| | **Number** | **Percent** | **Number** | **Percent** | |
| Began Probation | 149 | 96.13% | 6 | 3.87% | 155 |
| Completed Probation | 125 | 96.90% | 4 | 3.10% | 129 |
| Percent Completing Probation | 83.9% | | 66.7% | | |
| Source: Long Beach Fire Department, Drill School Evaluation, Includes nine Academies between 2004 and 2017. | | | | | |

***Finding 4: The percentage of female firefighters entering and completing the fire academies or drill schools at each of Los Angeles County's three largest fire departments is very low. The percentage completing the probationary period is also very low.***

**Accommodations for Female Firefighters**

Firefighters generally work long shifts (e.g. 24 hours) that require them to essentially live and sleep in the fire station during their shift. Most fire stations in use today were originally planned and built with a single-sex workforce in mind. Many of these buildings are now being used by a workforce that includes both women and men. Not surprisingly, the design of older stations can result in inadequacies that are a source of inconvenience, discomfort, embarrassment, and friction for all concerned.[7]

One reason there are so few female applicants for firefighter positions may be both the perception and reality that they will be required to live, sleep, and shower in fire stations that do not provide adequate accommodations for female firefighters. California State law requires employers to provide adequate bathroom facilities[8] and separate shower rooms be provided for each sex where showering is required by the employer.[9] In addition, most fire departments are working to ensure that firefighters have gender specific or individual toilet facilities, showers, clothes changing areas, personal storage lockers, and sleeping accommodations.[10]

7 Many Women Strong: A Handbook for Women Firefighters, *Prepared by:* Women in the Fire Service
8 California Code, Labor Code - LAB § 2350
9 California Administrative Code, Title 8 Section 3366(f}
10 Position Statement – Facilities, International Association of Women in Fire & Emergency Services, 2012

As part of this investigation the CGJ reviewed the status of accommodations at fire stations including modifications that have been completed and those that are either underway or planned. The following sections describe the status of fire stations and accommodations for female firefighters for each of the three fire departments.

**Los Angeles County Fire Department**

The LACFD has a total of one hundred seventy-six (176) fire stations. Of these, 68 or 39% are compliant with building code requirements in providing adequate accommodations for both females and males. Four fire stations, or 2%, are code compliant and have separate facilities, but lack personal storage lockers for dorm rooms.

A total of 35 fire stations are currently under construction and will meet building code requirements and/or provide adequate accommodations. Twenty-six fire stations (15%) require the addition of dorm room partitions to provide separate sleeping accommodations. Nine fire stations (5%) are undergoing remodeling projects to meet building code requirements.

A total of 69 fire stations are not active construction projects. Of these, 16 fire stations (9%) require the addition of bathroom facilities specifically for females and more complex dorm remodeling to provide separate sleeping quarters for females. The remaining 53 fire stations (30%) require major construction projects to provide additional bathrooms and dorm rooms and may have inadequate space within the fire station for these additions.

Dormitory from LACFD Station 158

Toilet for use by females at LACFD Station 158

Showers, sinks for use by females in LACFD Station 158

**City of Los Angeles Fire Department**

In 1996 the LAFD conducted a survey of its fire stations and determined that only 22 fire stations provide separate gender toilet and shower facilities. The remaining 80 fire stations were in need of modifications to varying degrees to meet mandated California Administrative and Labor Codes.

To meet these mandates, the Department adopted a "Minimum Privacy Standard.". The goal is that every Fire-Department work location provides separate gender facilities that shall be labeled accordingly and shall include toilets, sinks, showers and lockers (changing facilities). All 106 current fire stations are in compliance and have accommodations except the fire boat house that does not provide separate accommodations because it is only a two-person boat house station and legally exempt from requiring separate facilities.

Los Angeles Fire Department (LAFD), Station 15

Female Locker Room, LAFD Station 15

Female Captain's Bathroom, LAFD Station 15

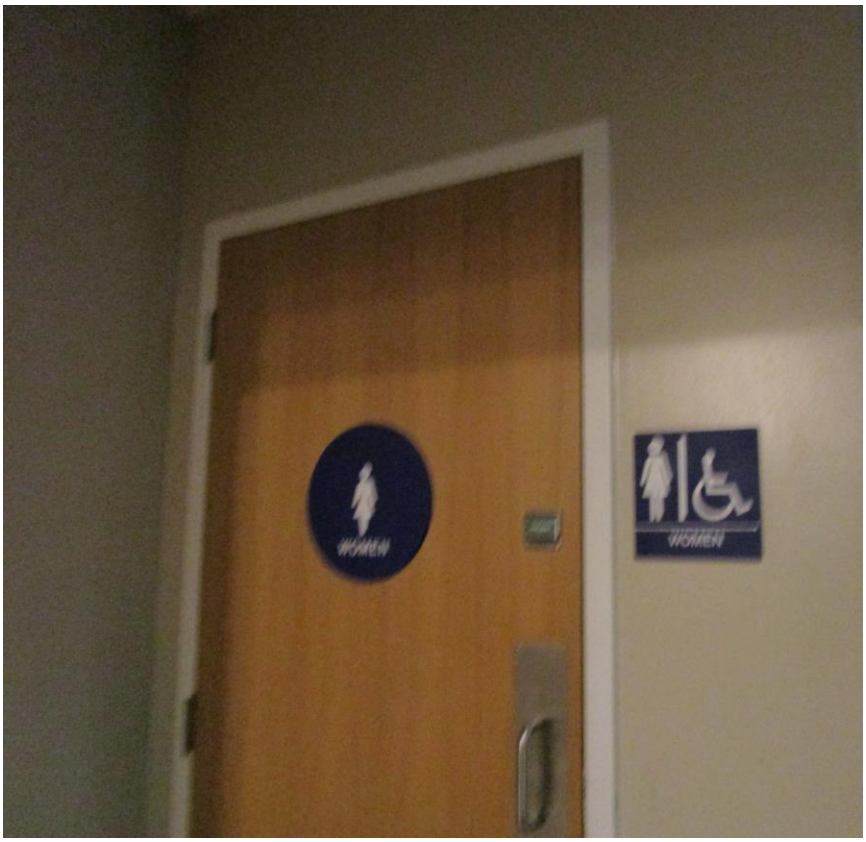
Crew Dormitory (co-ed), LAFD Station 15

**Long Beach Fire Department**

The LBFD has 23 fire stations located throughout the City of Long Beach. Twenty-two of these stations provide for sleeping quarters through separate dormitory rooms for males and females. The remaining fire station (Station 14) houses seven firefighters. Five of these firefighters have private dorm rooms, and two share a large dorm room that is separated by lockers to provide privacy.

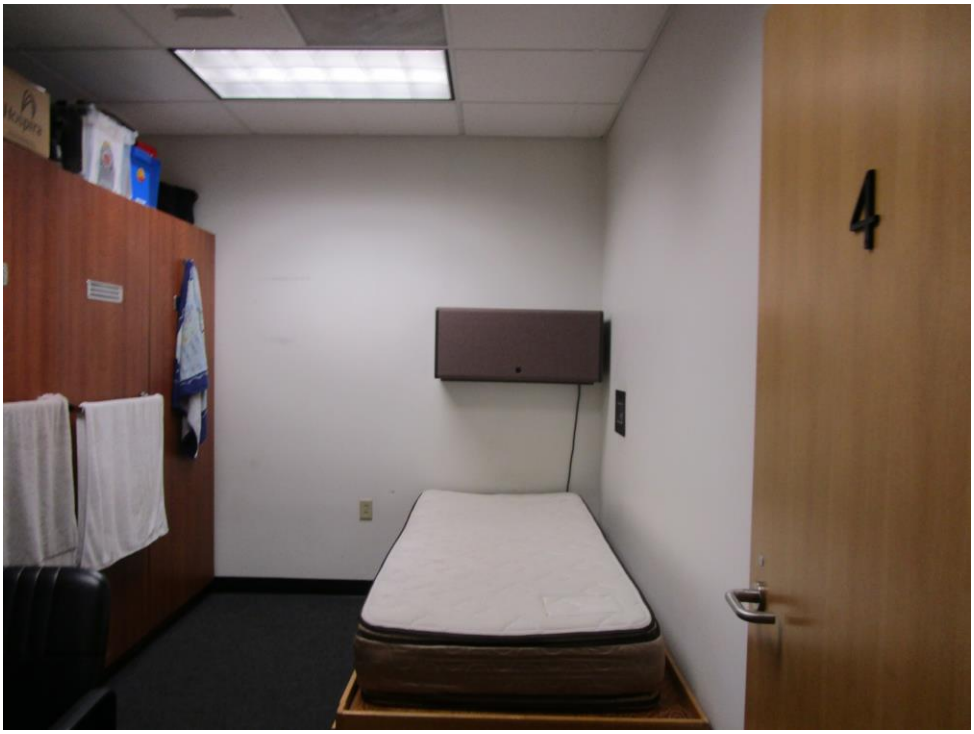
Twenty-one of the twenty-three fire stations have private lockers for each firefighter in the separate dorm rooms. Two fire stations (Stations 14 and 18) have shared lockers. Each of the twenty-three fire stations have separate male and female bathrooms.

Female bathroom, LBFD Station 1




Female bathroom, LBFD, Station 1

Female Showers, LBFD Station 1 (Downtown)




Dormitory, LBFD Station 1

**Efforts to Improve Recruitment and Success of Female Firefighters**

The number of women firefighters remains far below expected levels. Changing this requires proactive strategies to ensure inclusion of females in the workforce, including:[11]

- Commitment by top leadership - mayors, chiefs and other senior appointed or elected officials. These leaders must be visible in announcing the goal of expanded female employment, the reasons for it, and their expectation that those reporting to them will join the effort. They must send this message persistently and insistently, in actions as well as words.
- Monitoring and accountability translating the broad goal into immediate personal consequences for violations by mid-level managers, first-level supervisors, and others. Contributions toward the goal need to be rewarded in performance appraisals, raises, and promotions. Behavior inconsistent with the goal needs to be addressed promptly, visibly, and consistently.
- Human resource management procedures embodying transparency, objectivity, and performance-relatedness. These procedures need to replace more traditional procedures which often allow gender stereotypes, individual favoritism, and in-group bias to affect hiring, promotions, assignments, and other decisions.
- Activities that help change individuals' behavior to control hostile acts. Several approaches are often required. One is establishment of a zero-tolerance policy for symbolic words or actions which open the door to more serious biased or aggressive behavior. Another is training to increase employees' aware of pervasive tendencies toward conscious and unconscious bias, and the cumulative significance of even small slights. The most effective training uses real-life examples drawn from the specific workplace and provides tools for dealing with practical situations, such as "scripts" for alternative behavior. This training needs to be provided to staff at all levels in the department, since culture is a "360 degree" process which all employees help to shape. In addition, special training is usually needed for first-level supervisors, who are the daily face of the department for individual employees.
- Sustained effort. Significant culture change in a complex, long-established workplace may require deliberate effort indefinitely.

As part of this investigation each fire department was asked to provide information on their efforts to improve the recruitment and success of female firefighters within their departments.

[11] Hulett, Denise M., et al, A National Report Card on Women in Firefighting. April 2008

***Finding 5: Only about one-third (39%) of Los Angeles County Fire Department fire stations are compliant with building code requirements that provide adequate accommodations for both female and male firefighters. All City of Los Angeles and Long Beach Fire Department fire stations are compliant and provide accommodations for both female and male firefighters.***

The following sections outline the information provided by each of the three fire departments.

**Los Angeles County Fire Department**

The following are the actions outlined by the LACFD their efforts to improve the recruitment and success of female firefighters within the Department.

***Recent Efforts in the Fire Series***

- Creation, Community Outreach, Recruitment, Diversity and Inclusion (CORDI) Section to prioritize recruiting and hiring practices throughout the department.
- Conducting the 3rd Annual Women's Fire Prep Academy which almost doubles the number of women this year (2018).
- Conducting New Firefighter Trainee Exam in Late Summer 2018.
- Reviewing and reassessing the Exam process to increase access and remove obstacles.
- Inaugural LACFD Arise Summit, focused on partnering with other fire agencies in the region to gather feedback, identify focused areas of needed improvement and work throughout the year to develop strategic solutions that will support the needs of women in the fire service.

***Thoughts Moving Forward***

- The goal of the LACFD is to strive to grow a workforce that represents the communities the LACFD serves.
- The LACFD made a substantial financial and staffing investment to ensure it is successful and takes advantage of every opportunity it has to improve our ability to reach underrepresented groups.
- The LACFD is wholeheartedly committed to this mission throughout the entire Department. The LACFD has created a structure that will develop pathways with various groups including LGBTQ, women, military, foster youth, socioeconomic challenged communities, ethnicity and geographic diversity.
- Through CORDI, the LACFD will work hand in hand with stakeholders, board offices, cities, schools, colleges, county departments, community and faith based groups to assess and identify key target methods for recruiting specific to their areas.

***Strategic Approach and Implementation***

- Over the last year, the LACFD worked together with our members and subject matter experts (SME's) to assess the needs and areas of improvement in relation to our hiring practices, recruiting and community outreach efforts; and identified key areas of improvement and growth to focus on in 2018.
- As part of the process, the LACFD is collecting and analyzing data of all recruiting and exam activities to see where their gaps are and what is successful.

- The LACFD is creating an entirely new recruiting website which will be an informational resource for all employment opportunities within the department.
- In regard to recruiting women for the Lifeguard and Fire Divisions, the LACFD is implementing a two-fold approach of ensuring our process and procedures and facilities are updated and able to accommodate our current and future members (i.e., privacy and access, maternity policy).
- As this is a multi-faceted issue, and not just about increasing our recruiting numbers to take the exam, the department is addressing both internal and external opportunities to increase our diversity and truly represent the communities we serve.
- In addition to what the LACFD has accomplished so far, the department realizes there is much more work to do and has a great team in place to accomplish these goals.

**City of Los Angeles Fire Department**

In 2016 the LAFD developed a "Gender Equity Action Plan" as required by Executive Order No. 11 issued by Mayor Garcetti. This plan states:

> The ultimate goal of the Gender Equity Action Plan is to create a diverse workforce that is more reflective of the citizens we serve, embrace diversity and recognize individual worth within the team environment and create greater job satisfaction and retention of female firefighters while continuing to encourage and support diversity within the leadership ranks. The Department, with the support of the Mayor's Office and Executive Directive No. 11, will continue to strive towards creating greater gender parity.

Some of the key strategies outlined in the Gender Equity Action Plan as well as the Department's Recruitment Plan for 2015-16 include:

***Recruitment and Mentoring of Females***

- In the short term, each Captain, Firefighter, and Battalion Chief assigned to the Firefighter Recruitment Section (FRS) will be focused on developing programs, scheduling events, and hosting orientation sessions that welcome and encourage, in every way, female applicants.
- A Captain II position has been requested in the 2016/2017 budget process as a Women's Recruitment Officer. Some areas the Women's Recruitment Officer will be responsible for are:
    - Recruitment and marketing campaign development
    - Analyzing, tracking, and assessing female applicant progress
    - Developing a Girls Camp
    - Liaison with stakeholder groups (Mayor, Council, Board of Fire Commissioners, Empower LA, Los Angeles Women in the Fire Service, etc.)
    - Oversee the Applicant Orientation Program at Drill Tower 21

***Youth Programs***

- The FRS is also dedicated to offering a variety of youth programs to increase the number of girls and boys motivated to become LAFD firefighters. As an update to the prior plan, all youth programs have been or are undergoing re-design with standardized curriculum development.

- Increased efforts have been made to get more girls involved in the various youth programs. The Department now has the tools to collect the data necessary to track the involvement by ethnicity and gender.
- There have also been 3 Girls Camps (ages 14-18 years old) with a total of 194 female participants. The Department is committed to continuously providing 2 girls camps per fiscal year at various locations rotating throughout each Geographic Bureau.
- Although the youth programs will not create immediate results in increasing the number of female firefighters on the job, the long-term goal is to create a group of diverse, enthusiastic, and knowledgeable candidates for the FRS to follow and mentor throughout the hiring process, training academy, and probationary period.

***Work Environment***

- The Department has taken many steps to ensure that the work environment is free from discrimination and/or harassment, including Equal Employment Opportunity (EEO) training. This training includes:
    - Mandatory reading of the Discrimination Prevention Policy Handbook (DPPH) by all members
    - Mandatory completion of the "EEO Challenge" training course by all members
    - Mandatory completion of "EEO for Supervisors", a required course for all supervisors to be completed every two years
    - Required enforcement of the City's zero tolerance policies, as defined in the DPPH
    - Maintenance of a Complaint Tracking System in which members can submit complaints either from their workplace or from home.
- A women's strategic planning workgroup was also formed to develop goals aimed at improving the work environment for women.

**Long Beach Fire Department**

The following are the actions outlined by the Long Beach Fire Department as their efforts to improve the recruitment and success of female firefighters within the Department.

- The LBFD works cooperatively with the City's Civil Service Department with the objective of recruiting a qualified and diverse candidate pool. When additional funding has been available, the LBFD has assembled a diverse team of firefighters to actively recruit members of underrepresented groups. Female firefighters are included in this group.
- Additionally, the LBFD has implemented opportunities for all candidates to better prepare for success in the testing process and the academy. These include offering advance practice sessions to better prepare all candidates for the physical agility test. Additionally, in advance of the academy, Fire Training staff offers an orientation at which candidates are given an overview of the Training Center, information on physical training requirements, and familiarity with tools of the trade. Also, during a firefighter's probationary period, the Department encourages mentorship relationships in which the probationary firefighter can learn from, and ask questions of, more experienced firefighters.

- Looking forward, the LBFD continues to work with local schools to implement fire service programs. This includes working with the Long Beach Unified School District to incorporate the fire service into the District's Regional Occupational Program (ROP) curriculum, and ongoing discussions with Long Beach City College to implement a fire service program. These programs will prepare interested female and male students from all backgrounds for careers in the fire service and educate them, at an early age, with regard to the requirements and demands of being a firefighter.

***Finding 6: Each of Los Angeles County's three largest fire departments have developed and implemented strategies to improve the recruitment and success of female firefighters within their departments.***

**Fire Science Programs**

A number of colleges in Los Angeles County have programs and instruction in Fire Science that helps to prepare students for careers as firefighters. As part of this investigation the CGJ requested information from these colleges, including the number of female and male students enrolled in these programs.

***Finding 7: The percentage of female students enrolled in Fire Science programs at Los Angeles County colleges that offer such programs is very low.***

Exhibit 10 shows, of the 4,575 total students enrolled in Fire Science programs at Los Angeles County colleges that provided information, only 205, or 4% are females. The remaining 4,370 students in these programs are male.

**Exhibit 10**
**Colleges with Fire Science Programs in Los Angeles County**
**Student Enrollment by Gender**

| College | Students Enrolled | | | | |
|---|---|---|---|---|---|
| | Male | Percent | Female | Percent | Total |
| Cal State Los Angeles | 140 | 93% | 10 | 7% | 150 |
| College of the Canyons | 278 | 93% | 20 | 7% | 298 |
| East L.A. College | 3,092 | 97% | 96 | 3% | 3,188 |
| El Camino College | 450 | 90% | 51 | 10% | 501 |
| Mt. San Antonio | 410 | 94% | 28 | 6% | 438 |
| Totals / Averages | 4,370 | 96% | 205 | 4% | 4,575 |

Source: Responses to Civil Grand Jury request for information on fire science programs and student enrollment. 2017-2018

This information confirms that the most significant challenge to increasing the percentage of firefighters that are female is changing the perception that the profession is limited to males.

## REPRESENTATION BY ENTERTAINMENT INDUSTRY

During the 2017-2018 television season, citizens are able to view a new television program, "Station 19", on the ABC network. This program is not reality; however, it does show women in responsible, leadership roles as a Captain and a Battalion Chief. It should be noted that, certain aspects are not appropriate in real life fire stations: the promotion of the female firefighter to the position of "Captain" by her father, being directly supervised by his or her parent, or that a firefighter would be dating a superior in the fire station where they are both supervised by her father is not likely to occur. These are just a few examples of "artistic license", however, showing a positive representation of female firefighters should be helpful in changing the perception of women in the fire service.

## RECOMMENDATIONS

4.1 LACFD, LAFD and LBFD should continue and expand their commitment to increasing the number and percentage of female firefighters within their departments including commitment by top leadership, monitoring and accountability, human resource management procedures embodying transparency, objectivity and performance-relatedness, activities changing individuals' behavior to control hostile acts and a sustained effort.

4.2 LACFD, LAFD and LBFD should focus and expand efforts to change the perception that firefighting is a male only profession. These efforts should be targeted to very young boys and girls to best impact these perceptions. Women employed as firefighters should be involved in recruiting activities and present when the media is contacted to inform the public that their department is hiring firefighters.

4.3 LACFD should establish specific targets and timelines for bringing their fire stations that are not compliant with building code requirements and provide adequate accommodations for both female and male firefighters up to appropriate standards.

4.4 All fire stations in the LAFD are compliant with California State laws that require separate restrooms and showers, however, current laws do not require dormitories to be occupied by single sex occupants. The Civil Grand Jury recommends single sex dormitories or separate dormitories for all firefighters.

4.5 The Los Angeles City Council and Los Angeles County Board of Supervisors should consider acquiring adequate funding by including bond measures during the next election cycles to acquire the funding necessary to improve fire stations. Receipt of additional funds would allow departments to provide separate bathrooms, showers and same-sex multiple bed dormitories or individual dormitories to ensure privacy for all of their firefighters.

4.6 Encourage/provide physical training venues for applicants at training academies, community colleges and parks to assist them in maintaining their physical fitness during the long recruitment period.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Long Beach Fire Department | 4.1, 4.2, and 4.6 |
| Los Angeles County Fire Department | 4.1, 4.2, 4.3, 4.5 and 4.6 |
| Los Angeles Fire Department | 4.1, 4.2, 4.4, 4.5 and 4.6 |
| Los Angeles County Board of Supervisors | 4.5 and 4.6 |
| Mayor, City of Los Angeles | 4.5 and 4.6 |

## ACRONYMS

| | |
|---|---|
| **ABC** | American Broadcasting Company |
| **BPAT** | Biddle Physical Ability Test |
| **CGJ** | Civil Grand Jury |
| **CORDI** | Community Outreach, Recruitment. Diversity and Inclusion |
| **CPAT** | Candidate Physical Abilities Test |
| **DPPH** | Discrimination Prevention Policy Handbook |
| **EEO** | Equal Employment Opportunity |
| **EMT** | Emergency Medical Technician |
| **FRS** | Firefighter Recruitment Section |
| **IAWF** | International Association of Women in Firefighting |
| **LAFD** | Los Angeles Fire Department |
| **LACFD** | Los Angeles County Fire Department |
| **LGBTQ** | Lesbian, Gay, Bisexual, Transgender& Questioning |
| **LBFD** | Long Beach Fire Department |
| **NFPA** | National Fire Protection Agency |
| **SME** | Subject Matter Expert |

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# 19 DOGS, 57 CATS

## *Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters*


**Tina Witek, Chair**

**Robert Kawashima, Co-Chair**
**John S. London, Co-Chair**
**Charles Dolcey**
**Carolyn L. Monroe**
**Teresa Montijo**
**Thomas C. Rasmussen**

# 19 DOGS, 57 CATS

*Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters*

## EXECUTIVE SUMMARY

*Animals make people more human.-Anonymous*

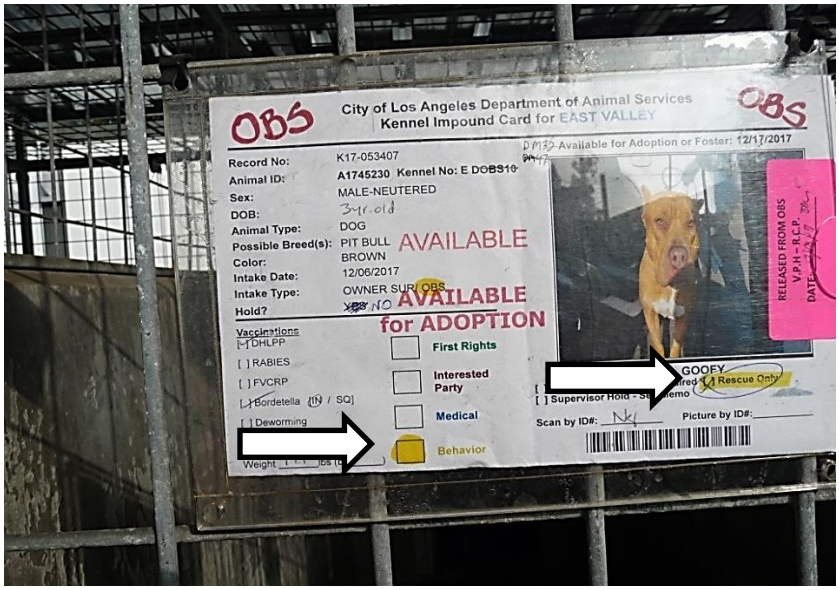
Nineteen dogs and fifty-seven cats was the daily average of companion animals euthanized in Los Angeles City and County shelters last year.[1] The 2017-2018 Los Angeles County Civil Grand Jury (CGJ) looked at this statistic with an eye to examine many of the aspects of what goes into the humane animal care in a county of over 10 million people, thousands of sheltered animals, as well as thousands more roaming free. We attempted to discern, fairly and non-judgmentally, what can be done to improve an already challenging situation and we discovered the solutions are far from black and white.

First of all, "no kill" is a misnomer and a confusing term in its application.[2] There are zealous animal rights advocates who demand zero kills, sometimes going so far as to threaten shelter staff. Though the sobering statistic of 27,203 cats and dogs[3] being euthanized at city and county animal shelters last year is disconcerting, advocates' negative attacks are so counter-productive that they may, ironically, cost more animals' lives. Shelters become so over-crowded and personnel so overtaxed that the euthanasia rates may actually increase due to the increased costs of operations and possibility of disease.[4]

Kennels are full with dogs waiting for adoption. Unfortunately, sometimes the solution to overcrowding is euthanasia.

1 Daily average calculated from total number derived from LA Animal Services Woof Stat Report (Nov."17), FY'16-'17, www.laaninmalservices.com/about-us-2/statistics and County of Los Angeles Animal Care and Control Animal Live Release and Euthanasia Rates, FY to date 2016-2017, http://animalcare.lacounty.gov
2 DACC "*No Kill Animal Sheltering Policy Brief*", December 2015, pg. 1
3 Supra, note 1.
4 Interview with Los Angeles County Animal Shelter Manager

On the other hand, many people neglect, ignore, or abandon their animals when their breeding usefulness is over or when their capacity to amuse the owner wanes. The City and County shelters, being "open admission" government facilities, are the ones left to deal with the "discards."




When animals are a high risk, there are few options except euthanasia. If adoption does not take place, the individual manager of the shelter must decide. (arrows above note behavior problem and adoption restricted to "rescue only")

The CGJ investigation focused upon the Los Angeles County and Los Angeles City agencies. Staff and administration at both agencies were found to be individuals concerned with the *care* as well as the *control* of animals as befits the name of the Los Angeles Department of Animal *Care* and *Control* (DACC), and with *service* to both the animals and to the community as in the name of the City's agency, the Los Angeles Department of Animal *Services* (DAS). The CGJ attempted to address the shortcomings found with the realization that the problem is as big as Los Angeles County and as complex.

The CGJ met with the Director of DACC and two members of the Board of Supervisors (BOS) who had animal care as one of their departmental assignments or who had proposed programs relating to animal care. Members of this CGJ visited shelters and administrative offices and made calls to veterinarians. This CGJ looked at research both pro and con on some of the "hot button" issues: euthanasia, Trap/Neuter/Return (TNR) of feral cats, breed designations being put on the kennel cage cards and problems with understaffing and under-utilization of what staff there is, e.g. sworn field officers being assigned for road-kill pick up. CGJ observed shortcomings in licensing, rabies vaccination reporting, revenue and collections operations and the problems both DAS and DACC had using their aging animal management computer system (Chameleon). There were scenes in both City and County shelters that were both heartwarming and heartbreaking.

The CGJ found, again and again, two impediments to a smoother operation of the animal services systems: lack of funding and understaffing. Fulfilling these "wish list" requirements may seem a long-range accomplishment, dependent on budget allocations and/or future proposals to the BOS. The CGJ found disconnects in operational systems which should be addressed now:

- Requiring private veterinarians to comply with the law by reporting their rabies vaccinations to the appropriate jurisdictional Director and tie that into canvassing for licensing.
- Fully utilizing the Chameleon (animal management software) modules available in the present computer system to optimize revenue collections for both City and County.
- Making sure the contract cities are paying their fair share into the county for services rendered.
- Resolving delays to the TNR injunction and the resulting increase of euthanasia rates for stray cats.
- Examining structural and operational changes to increase adoptability in shelters.
- Increasing the utilization of non-profit coalitions to provide additional services.
- Improving the onerous phone tree system so the public can make appointments for low cost spay and neuter service, e.g. 1-888-SPAY4LA.

Non-profit partners, seek out adoptable animals to foster or relocate to their volunteers and community. Some areas have greater success in adoption than others. These are residents of the County's Carson Shelter.

## BACKGROUND/HISTORY

In 1863, the population of Los Angeles was less than 5,000 and the primary source of drinking water was the Los Angeles River. In order to prevent wandering livestock from fouling its environs, the Mayor appointed a "Pound Keeper" and directed that a public pound be created to contain any animals. It was from this very practical solution to a public health problem, that the present animal control agencies of Los Angeles County had their beginnings.[5]

Today, the City of Los Angeles' human population is over 4 million with the surrounding County at over 10 million, all residing within an area covering over 4,000 square miles of cities, deserts, beaches, and mountains. This tremendous increase in population comes with a correlative increase in the animal population. Both City and County animal services find themselves dealing with all manner of animals: parrots, ducks, rabbits, chickens, roosters, pigs, reptiles, and in a few of the outlying areas, like Lancaster, horses and the occasional donkey. The CGJ's study focused on companion animals: dogs and cats.

Los Angeles City East Valley Animal Shelter Los Angeles County Palmdale Animal Shelter

Newer shelters benefit animals, public, and staff.

DACC serves unincorporated Los Angeles County along with 47 contracted cities and had an animal intake (dogs and cats) for FY 2016-2017 of 61,801[6]. DAS serves the City of Los Angeles proper whose animal intake for the same period was 46,234[7]. While these figures are daunting, they reflect only those animals that are actually counted as being taken into a City or County facility. According to the DAS, there is estimated to be between 26,000 and 44,000 stray dogs roaming the streets of the City of Los Angeles and even more cats, who will never see the inside of a shelter.

5 Feldman, Steven, DVM, "Department of Animal Services: 153 Years of Animal Care", article.
6 http:www.animalcare.lacounty.gov
7 Asilomar Accords, a standardized data reporting system used by some shelters.

### *A Contradiction of Terms*

The term "no kill" has become a misnomer as "no kill" is interpreted by most shelters to mean one that does not euthanize 90% or more of its healthy animals,[8] 90% or more being the "live release rate" (LRR) – meaning the 9 of every 10 animals admitted leave alive.[9] While Los Angeles is still on track to become a "no kill" city, that 2016 goal hasn't been met and Los Angeles still lags behind the efforts made in San Francisco, New York City, and Chicago. [10] With this reasoning, various authors found it more appropriate to use the term "*low* kill".

### *Interpreting the Law*

State laws generally govern the health and welfare of animals and the public. Compared to other states, California law seems to be more supportive of adopting shelter animals, thereby decreasing their euthanasia. California Penal Code Statute 599(d) states:

"*It is the policy of the state that no adoptable animal should be euthanized if it can be adopted into a suitable home. Adoptable animals include … those animals that…have manifested no sign of a behavioral or temperamental defect that could pose a health or safety risk or otherwise make the animal unsuitable for placement as a pet, and have manifested no sign of disease, injury, or congenital or hereditary condition that adversely affects the health of the animal or that is likely to adversely affect the animal's health in the future*."

The statute goes on to state:

"*It is the policy of the state that no treatable animal should be euthanized. A treatable animal shall include any animal that is not adoptable but that could become adoptable with reasonable efforts.*"

The City and County of Los Angeles have separate animal control departments with differing policies and ordinances. Furthermore, individual jurisdictions may pass ordinances with stricter requirements. The best practices of individual departments (and shelters) to comply with these codes and ordinances are complex and sometimes may appear to be at cross purposes. In examining the above statute, the keywords are "*behavioral or temperamental defect", "treatable" and "reasonable*". Would a frightened animal in a shelter or a confined animal that hasn't been walked for weeks because a shelter lacks volunteers be considered "*behaviorally or temperamentally defective"* and not suitable for adoption? Would an animal's skin infection, contagious or not, be considered "*treatable*"? Would fixing a broken leg be deemed a *"reasonable effort",* in order to make that animal more adoptable?

It would seem that the answer is dependent on the individual shelter's capacity, the availability of skilled personnel, budget allocation and any number of other factors. What may be a legally mandated requirement for one locality may not be enforceable in another neighboring locality which may account for the differing percentages in the Live Release Rate (LRR) among the various shelters, e.g., West Los Angeles' shelter at a high of 96.9% and North Central at a low of 77%.[11]

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8 Peleg, Oren, "Los Angeles' Animal Shelters are On Track to Become No Kill by Year's End", 5/4/2017 http://laist.com/com2017/05/04/n_kill_la_2017.php
9 Greenwood, Arin, "What's a "no kill" Animal Shelter?", The Washington Post, 1/23/2017, https://washingtonpost.com/news/animalia/wp/2017/01/23/whats-a-no-kill-animal-shelter?
10 Supra, see note 7.
11 Woof Stat Report.pdf (FY'16-'17)

## METHODOLOGY

The CGJ looked at the Los Angeles City and Los Angeles County animal services with an eye to determine if some of the practices and policies could be more fully implemented to reduce the staggering number of sheltered animals and consequently, lower euthanasia rates.

1) CGJ met with members of higher management of the County Department of Animal Care and Control and a Department of Los Angeles Animal Services Systems Analyst.
2) Identified Los Angeles City and Los Angeles County Animal Control programs to compare and contrast for best practices and recommendations.
3) Inspected conditions and talked to employees of the two departments at shelter locations.
4) Met with DACC and DAS administration to confirm consistent approaches and prepare a final report.
5) Received input from non-profit partners who form a coalition of care for animals, noting their successful, as well as their unsuccessful activities, their contributions and cost savings to the City and County.
6) Investigated problems related to the 2010 Injunction which is delaying implementation of the Trap Neuter Release (TNR) program for community and feral cats and subsequent delays in completing the required Environmental Impact Report (EIR) and alternative solutions.
7) Investigated the differing euthanasia rates by area to determine causal relationships and solutions.
8) Evaluated the relationship between the County and its Contract Cities, including funding shortfalls and differing demands, as well as other jurisdictional entities, i.e., South East Area Animal Control Authority (SEAACA) for comparison.
9) Identified lack of interactive relationships between both the City and County with private veterinarians with a recommendation to improve communication and cooperation.
10) Took a random telephone survey of private veterinarians to determine compliance with existing laws regarding rabies vaccination reporting to the relevant City and County Director.
11) Attempted to verify procedure for obtaining appointments for low-cost spay and neuter services within Los Angeles County using the contracted services of SPAY4LA (1-888-772-9452).
12) Explored ways to educate and motivate the public and veterinary community to participate in creating a healthy environment for the benefit of the animal population in Los Angeles County by increasing accountability through vaccination, micro-chipping, spaying and neutering, and licensing.
13) Reviewed DACC's Three Year Strategic Plan.

### *A Look at Los Angeles County's 3 Year Strategic Plan*

The CGJ reviewed the DACC's Strategic Plan (2017-2020) which has the apt title: *"Unleashing the Future".* The County states the plan was created with feedback from the public, community partners, and Department staff and the CGJ used the Plan as a sort of touchstone. The four goals were indicative of issues we encountered in our visits to a number of City and County shelters and in our meetings with senior officials from both City and County agencies. Constraints against their full implementation are matters which the CGJ encountered time and again in our study: lack of funding and understaffing and we found some areas where the present systems could be more effective.

The Plan's Goals could just as easily be applied to the City's Animal Services as well:

1. Strengthening and standardizing animal care center practices.
2. Enhancing service to the community.
3. Developing our workforce.
4. Increasing operational effectiveness.

## FINDINGS

### Public Health

> *"Mission: To take advantage of the relationships between human and animal health in order to promote a healthy community environment for residents of Los Angeles County."*[12]
>
> - *LA Dept. of Public Health Mission Statement*

In early Los Angeles, public concern over free-roaming animals prompted the control and containment of animals to protect the public from rabies and other diseases, but as the human population grew, so did the companion animal population. While the initial intent of the establishment of animal control programs was to protect the public, now a large part of animal services is the care of animals.

***Finding 1*: There are many in the community who possess only a casual attitude toward responsible pet ownership. The results have led to greater euthanasia and increased risks to public health due to various animal diseases including rabies, typhus, scabies, distemper, hookworm, toxo, histoplasmosis, crypto and others.**

12 http://publichealth.lacounty.gov/vet/AboutUs/htm

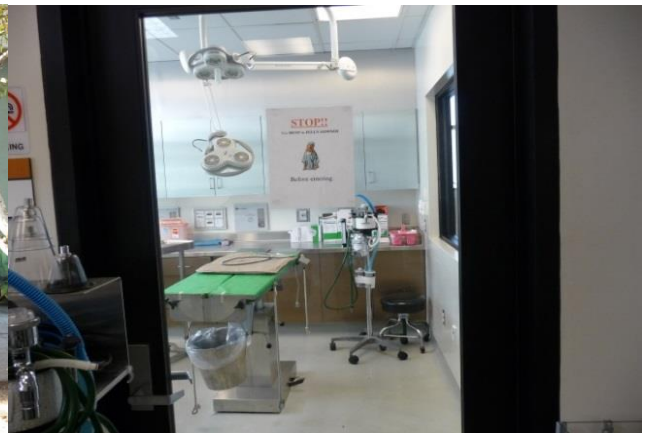
## Adoption

Best Friends, a non-profit organization, operates a pet adoption and spay and neuter clinic in their shelter located in Mission Hills. They draw companion animals from City shelters and have saved Los Angeles City Department of Animal Services $1,000,000 a year.

***Finding 2: Adoption and fostering by a non-profit coalition has increased for the feline and canine population, which has helped to reduce their euthanasia rate.***

## Population Control, Not Animal Cruelty

ASPCA Spay/Neuter Clinic at City's Chesterfield Square Animal Shelter



Veterinary Clinic at the County's Carson Animal Shelter

The addition of low cost veterinary and spay and neuter clinics, in conjunction with shelters, have helped support the public and control the animal population.

National figures indicate pet overpopulation is an overwhelming problem throughout America and the only way to solve it is by tackling it proactively through effective and expansive programs of spaying and neutering. Failing this forces a grim solution to this problem by the killing of the 2.4 million adoptable cats and dogs every year; an animal every 13 seconds.[13] According to the American Society for the Prevention of Cruelty to Animals (ASPCA), the numbers are even higher at 2.7 million and these animals are being euthanized because, in many cases, there are few alternatives to help address the sheer numbers being brought into shelters or the length of time animals are being held.

Since the government facilities are considered "open admission" shelters, as opposed to many rescue and "boutique" shelters that can "pick and choose" their intake, they are required to take in all animals crossing their doorstep. Concentrating on the euthanasia statistics per se may be depressing; a more appropriate focus should be on the adoption and live release rates which would include those animals adopted, fostered and Returned to Owner (RTO).

***Finding 3: The key to reducing the euthanasia rate and protecting public health is responsible pet ownership. This includes licensing, immunization, micro chipping, spaying and neutering.***

**From Shelter to Pet Store**

A new code in California states, "pet store operators shall obtain dogs, cats, and rabbits from a public or private shelter or approved organization."[14] Beginning January 2019, pet stores must offer only shelter animals for sale and adoption. Since the City and County require that immunization, spay and neutering, and micro-chipping be done for any animals over 4 months old that leave their shelters, this should help to reduce many problems related to compliance with these requirements. It is assumed that compliance to this law, sourcing animals from shelters for sale from pet stores will likely be done by non-profits "buying" animals from the shelters at a reduced rate and selling them to pet stores. There is hope that the law, as implemented, would not treat these animals as being fostered by the pet stores, in that they would not be able to be returned if they are not sold, [15] although there is a concern that as more adoptable pets are removed from shelters, the remaining animals will be less likely to be adopted.

***Finding 4: Further policy and implementation of Health & Safety Code 122354.5 procedures need to be addressed and initiated by both City and County to prevent problems with this expected benefit.***

**Benefits of Ongoing Public Education**

Expenditures on education and promotions can result in better public and pet owner awareness. When agencies are effective in educating the public and there is an increase in immunizations, spaying and neutering, micro chipping and licensing of animals, shelter populations should decrease[16] because of the reduced numbers of unwanted pets surrendered at animal care centers. When shelter space improves, due to increased licensing, spay and neutering, and microchipping, there will be fewer animals available in the shelters. Any concern that there will be decreased

13 Humane Society of the United States, www.humanesociety.org
14 California Health and Safety Code 122354.5
15 Meeting with a senior official at LA Animal Services
16 Supra.see note 3, page 15

funding is only temporary. As everyone in animal control wishes to clear the shelters, with less animal intake and sheltering, these fluctuations will enable more opportunity for outreach to the public. Shelter activities will change as the shelter pet population changes so there should not be a direct relationship between numbers and funding. Animal Services personnel will be able to address projects and goals which are currently limited as a result of routine responsibilities. This can include involvement in schools along with other outreach programs to protect both the public and animal population.

***Finding 5: Education and outreach can help keep the pet population under control and protect public health, regardless of any fluctuations from year to year.***

## Sheltering

*"What saves animals' lives is not bricks and mortar but people and programs". -Rich Avanzino, animal activist*

Los Angeles may have come a long way from the first animal pounds of 1871 where the Pound Keeper "was required to provide and maintain a corral for impounded animals at his own expense."[17] Today, the County's seven and City's six animal shelters vary in condition, design, capacity, and atmosphere. They range from the County's aging Downey shelter, built in 1946 to the two year old "showplace" facility in Palmdale. The City's West Valley shelter opened in 1970 and was state of the art at that time with air-conditioned kennels and offices and a pasture for horses. The newest structure in the City's system is the South Los Angeles shelter (Chesterfield Square), with its colorful graphics, an aviary, a misting/cooling system for the kennels and meandering walking paths through drought resistant plants, showcasing well-placed cages of animals available for adoption.

The CGJ would encourage the continued building, rehab, and upkeep of these shelters. One City shelter manager noted that functional and attractive shelters are beneficial in three important ways: 1) they better serve the animals; 2) they encourage the public to visit rather than, as in the past, being put-off in adopting from shelters because they seemed too "depressing"; 3) they provide a more agreeable work environment for staff, thereby aiding employee hiring and retention.

An emphasis on the physical and structural aspects of City and County shelters cannot be discounted; "it's important", as one Director noted, "…but without a doubt, the policies and practices are more important." [18] For example, in 2005 the city of San Jose spent $20 million on a new state-of-the-art building and over the next five years, the euthanasia rate remained at around 50% with no appreciable decrease *until* the shelter partnered with rescue groups to transport animals to homes outside of California and instituted an aggressive program to Trap-Neuter-Release (TNR) feral cats. Only then did the euthanasia rate decrease to 26%.[19]

17 Supra, see note 3
18 John Cicirelli, Director, City Animal Services, San Jose, promotional brochure
19 "County Grapples with Overhaul of Animal Shelters", LA Times, 2/7/15

***The Importance of "Animal-centric" Shelter Design***

Los Angeles County's newest animal shelter at Palmdale. An animal-centric design of shelters helps increase adoptability and reduce euthanasia by creating a friendlier more inviting environment.

The animals benefit from designs which reduce congestion especially when cages are so arranged that they create a more relaxed environment, reducing the animals' stress. The staff working in a more positive situation can focus on animal needs, and spend added time where it will generate the best results. The public is more likely to visit a shelter and adopt, where animals are relaxed and comfortable. This "caged yet controlled" environment will hopefully result in more adoptions and less euthanasia. A "boutique" type of operation which separates the animals, plays music, has appealing photos, well-groomed animals, etc. appears to create greater success in adopting out shelter animals.

Los Angeles County is undergoing a plan to modify its procedures, improve existing conditions, and build new, more appealing shelter facilities. These so-called "boutique" shelters are being used as models. One of these agencies is Southeast Area Animal Control Authority (SEAACA) which represents 8 member cities and 6 Contract Cities. This shelter operates in partnership with the communities they serve, concentrating their efforts on a menu of services selected by the individual City. They fund their program and assess these Cities based upon their populations, allocating staff and shelter costs through contract agreements. They are heavily involved with their communities, especially in the schools, providing pet advocacy and education. They also use commercial partners and engage in various adoption promotions and have been successful in expanding their licensing and enforcement through comprehensive door to door canvassing.

***Finding 6: The physical environment of an animal shelter is a key ingredient in the effect on the animals, the public looking to adopt, and the staff that cares for the animals. Design is important in helping to reduce the animal population in shelters.***

The Cat Adoption Area at Palmdale

**Why Can't a Dog Be Just a Dog?**

A study done by researchers in Florida found that "self-identified experts (shelter staff, trainers, veterinarians and others) correctly identified a prominent breed only 27 percent of the time.[20] Random breeding results in a population of mixed breed dogs, creating a wide range of behavioral predispositions. For that reason, the ASPCA believes it is important to evaluate and treat each dog, no matter its breed, as an individual. The only apparent conflict with the breed-neutral approach could be a liability issue with certain breeds such as Doberman pinschers, pit bulls, mastiffs, etc. Pet liability insurance is available to protect pet owners, if necessary. If a dog is designated as one of these "insurance restricted" breeds, a DNA test by a veterinarian may be able to counter that designation.[21]

***Finding 7: Attempts at breed identification on shelter cage cards have resulted in lower adoption rates for all dogs,[22] not just for the controversial issue regarding pit bulls. Less than 3% of shelter dogs are purebred[23]therefore the majority of dogs in shelters are mixed breed. Studies indicate that guessing the parentage of these dogs has consistently been incorrect.[24]***

20 Finch, Liz, "A Rose by Any Other Name", Best Friends magazine, March/April, 2018, pp. 28-32. Study by Maddie's Shelter Medicine Program, University of Florida, Gainesville .
21 Ibid.
22 Wynne, Dr. Clive, PhD, animal behaviorist, "Do Dogs Think?", lecture at Amnnenberg PetSpace, Los Angeles, 1/20/2018
23 Ibid.
24 Ibid.

Mixed Breed Kennel Identification Card - The breed designation is often a guess by shelter personnel. Most dogs are mixed breed and studies have shown that not identifying a specific breed increases adoption rates.[25]

### Meet and Greet at the Shelters

The confining nature of the shelter fails to provide the opportunity for animals to become more relaxed and able to exhibit calm friendly behavior, which affects their adoptability. In each case, the simple use of treats by staff and volunteers can train a shelter dog to behave in a more welcoming manner to those approaching the cages. It is also important to help socialize them. For volunteers and shelter staff to spend time in a more pleasant and less threatening environment improves the chances of an adoption.[26]

***Finding 8*: *Behaviorists have identified three areas to increase adoptability in dogs: 1) The concept of play and selection of a toy which demonstrates a dog's willingness to interact with potential adoptees. 2) Exhibiting a closeness or bond with the potential adopter, where the dog chooses to remain next to the adopter when in outdoor areas. 3) The interest a dog will show when a potential adopter approaches the animal.***

25 Ibid.
26 Ibid.

Play Yard where potential adopters get acquainted - Setting aside an area for potential adoptees to interact with a shelter animal improves their chances for adoption. Behaviorists have been able to better socialize these animals when they are not kept in the cages all day and night.

**Shelter Staff**

It is unfair to demonize a shelter or employee because of the unrealistic goal of "No Kill", which is actually considered to be a kill ratio of 10% or less. Many individuals and groups seeking to protect all animals go as far as death threats and harassment on social media; actions which are inappropriate and counterproductive.

Shelters play a critical role in helping residents kennel their animals during a disaster. As an example, when members of this CGJ inspected the DAS East Valley shelter, it was a week after the Creek fire. These city workers helped shelter dogs, cats, horses and livestock during the emergency.

***Finding 9: People who operate these shelters have proven to be caring individuals and seek alternatives to euthanasia whenever possible***.

## Examining the Animal Management Software

DAS and DACC still use the same aging computer system, Chameleon Beach Software. It was one of the first software products in the marketplace designed for animal-related operations, and according to their website[27] it has been on the market for three decades. Both DAS and DACC maintain their own separate databases and the systems are therefore isolated from each other. DAS and DACC have similar complaints concerning the state of their technology, which may negatively impact the overall effectiveness of their "no kill" efforts.

This CGJ has been told that there is a "Wish List" to update the software: to make it more agile, responsive and provide better information sooner, to improve collections, shelter operations, and to help management decisions. Though each user's individual change request for a new updated module may not survive the cost/benefit analysis that normally must justify the expenditure, the 15-20 year old system is inadequate and needs to be upgraded or replaced. A robust, well designed, modern implementation of information systems for both the city and the county for their animal services is an infrastructure investment that is warranted to reduce the number of animals euthanized. Not only could it provide managers with the information to manage shelters and more effectively allocate resources but also provide professionals in the field with good data to find new techniques and policies for animal control.

In 2016, the County Auditor- Controller completed a review of DACC's revenue and collections operations.[28] Findings included careless entering of revenue collections by field officers, manual receipts not reconciled to Chameleon, control logs not maintained, receipts not accounted for, lax supervisory reviews of daily manual receipts, etc. Other instances occurred in the billing/cashier department, e.g. unlocked cash drawers, mailboxes that receive payments were not secured and these payments were not noted and not reconciled into Chameleon, cashier's personal items being kept in cash drawers and signed credit card receipts not secured but left out in the open on the employee's desk. Recommendations at the time were to address all of these issues. In a discussion with a County senior official, we were told that the Department continues to deal with issues of improper and erroneous collections received and that some areas in the Department were not utilizing the available "modules" in Chameleon to alleviate the problem.

***Finding 10: Lost licensing revenue is, in part, the result of both an inadequate computerized management system, weak controls, and uneven compliance to procedures.[29]***

## Licensing

The first dog licenses were sold in Los Angeles City in 1872 and cost $1.50 for males and $3.00 for females. By the turn of the century, inspectors were going door to door collecting the now hefty sum of a $2.00 license fee and levying fines on any unlicensed animals. Much revenue was brought into the city, though drastic action was taken to eliminate the strays. It is estimated that over those several years, about 5,000 dogs were collected and approximately 4,000 were destroyed.[30]

27 https://chameleonbeach.com/products/chameleon
28 County of Los Angeles Department of Auditor-Controller, Revenue and Collections Review, 2/1/2016
29 Meeting with senior official at LA City Animal Services
30 Supra, see note 5

In 2003, the Los Angeles County Department of Auditor-Controller reviewed the Department's procedures and practices for collecting animal license fees and penalties.[31] At that time, the County used a contractor to mail approximately 300,000 renewal notices and collected $7.9 million annually. That review addressed some shortcomings with the management reporting systems and made recommendations. The addressed shortcomings were especially related to license billing and collections. The report made recommendations, but the CGJ found some areas of implementation still lacking e.g., the Chameleon system was to be replaced because it failed to provide adequate reports to management.

Most billing and collection monitoring was only being used to address renewals due annually, but there was no feasible way to identify and monitor *new* pet owners whose pets were not yet licensed. Unfortunately, the Downey shelter still used a paper monitoring system. We also were told compliance varies by locale as well, e.g., North Los Angeles County is less compliant with licensing, spaying and neutering requirements, etc. than the South County.[32]

In 2014, DAS was directed to expand its licensing through veterinarian notifications.[33] The results of their routine follow ups on non-responses have not been effective in generating revenue or creating a comprehensive database for collections and records on the animal population.

***Finding 11: The City believes that less than 30% of dogs and significantly fewer cats are currently licensed.***

### Rabies Vaccination Reporting

The Los Angeles County code, specifically Title 10.20.250[34], mandates veterinarians to report rabies vaccinations to the proper jurisdictional agency's Director. The City of Los Angeles has a similar statute in Los Angeles Municipal Code 53.53.[35]

***Finding 12: The Los Angeles City and Los Angeles County veterinary industry is required to forward notice of all rabies vaccinations to the Director of local Animal Control Services and the Director of DACC respectively; this is not being done.***

### *A Disconnect*

The initially stated reason for non-compliance by vets and their staff was ignorance of the law. We were told by the veterinary offices we surveyed that they were required to report only instances of dog bites or communicable diseases and that rabies vaccination information and certificates were given only to the pet owner, who would then be responsible for obtaining the pet's license. One veterinarian told us that many owners would protest any reporting of rabies vaccination information to the appropriate agency, mainly to avoid "being on the books" and thus being responsible for the cost of a license and yearly renewals. If a veterinarian insisted on

31 Los Angeles County Auditor- Controller, Animal License Fee Collection Review, 2003
32 Meeting with senior official at DACC
33 Memo from Brenda Barnette to City Council, c/o Office of the City Clerk, dated 8/13/14. Council File: 14-0600-S7
34 Los Angeles County Code §10.20.250 covering the unincorporated territory, plus 47 contracted cities minus those cities that may have their own regulations.
35 Los Angeles Municipal Code, Chapter 5, Article 3, Section 53.53

reporting, the client might move on to a veterinarian who would be less willing to comply with the law and therefore, a customer would be lost.

***Finding 13: A random sampling of 5 private veterinarians in downtown Los Angeles, 2 in the Los Angeles County Area, and a phone conversation with a California veterinary advocacy organization found that the percentage of veterinarians complying with this mandate was zero.*** [36]

**Benefits of Compliance with Rabies Vaccination Reporting**

The CGJ found both DAS and DACC services such as licensing, rabies vaccination reporting, revenue collection, policy implementation and compliance with regulations need improvement. This would address two constraints against better animal service operations: lack of funding and understaffing.

Compliance would allow for easy follow up of services: licensing, micro-chipping, spay and neutering of animals four months or older, and even allowing veterinarians to complete license applications. In fact, a city ordinance authorizes veterinarians to sell licenses.[37] The issue of jurisdictions between City and County animal services can easily be resolved by contacting the enforcement agency.

If the DACC and DAS identified unlicensed dogs and their owners by cross-checking the data on the canine vaccination reports, this would be an opportunity for increased revenue. The County would now have a record of these owners. The statistics being reported now appear to be coming mostly from veterinarians employed by or contracted to shelters.

***Finding 14: If the existing Chameleon data system, which the County launched 15 years ago and the City 20 years ago, was able to process the data from private Los Angeles veterinarians, the licensing and oversight of animal care and control would be considerably improved. It would also enable necessary follow-up for issues of population control with spay and neuter programs and increase the Return to Owner (RTO) statistics of pets because more pets would be micro-chipped***.

**Cat Euthanasia**

*"From our perspective, the cat has everything figured out. Our role really is managing their ability to reproduce."*
*- John Cicirelli, Director of San Jose Animal Care and Services*

The life of the feral cat is full of risks that impact their lives and their euthanasia rate has remained high. In Los Angeles County, it approaches 60%.[38] These numbers are on the rise and require active participation from all community partners; government, non-profit coalitions, and the public. A program for licensing cats may present an opportunity to help control the

36Phone survey taken by CGJ, March, 2018
37 Los Angeles Municipal Code 53.15.4 (Title and Section Amended by Ord. No. 18.882, Eff. 10/31/11)
38 "End of Year Message", Los Angeles Department of Animal Control, informational booklet

increasing number of cats being euthanized. The City of Los Angeles licenses cats only on a voluntary basis. An overwhelming animal control burden has fallen on local governments to implement measures to control free roaming cat populations. This has a significant impact on public and animal health, due to the various diseases which are transmittable between animals and from animals to people.

***Finding 15: There is a higher euthanasia rate among cats compared with dogs. Only Los Angeles County has begun the mandatory process of licensing cats.***[39]

**TNR is Halted in the City of Los Angeles**

Trap Neuter Release (TNR) is a program advocated by those seeking to reduce cat populations through the neutering and spaying of feral or community cats. "In 2008 … a lawsuit was filed against the City of Los Angeles demanding that it refrain from implementing TNR until a review of environmental implications could be completed."[40] This was followed in 2010 by an injunction filed against the City over its TNR program. This injunction has tied the hands of DAS and many other organizations from the practice to release spayed and neutered cats back to their prior environment. Our interviews with shelter personnel seem to indicate that all other shelters are waiting for the resolution of the injunction.

Feral and Community Cats Area - Shelters have few options other than euthanasia in dealing with feral, stray or unsocialized cats.

The TNR conflict arises over the issues of animal welfare, public health and the impact on the indigenous species (birds, reptiles, other mammals, etc.). This injunctive climate has limited all

39 Los Angeles County Code §10.20.030
40 The Urban Wildlands Group, Inc. v. City of Los Angeles, et al

animal control agencies from efforts to reduce the feral and community cat population for fear of legal action. City and County shelters are given no effective option other than to euthanize the increasing "stray" cat population in the community. It is essential to resolve this issue and allow for the gradual reduction of this portion of the feline population thru the Trap Neuter "Return" Program and help eliminate the need to kill otherwise healthy cats.

Although a controversial issue, veterinarian Dr. Julie Levy was optimistic of its success in a city like Los Angeles. Her 2003 study "found that a long-term TNR program, coupled with aggressive adoption, can help reduce stray and feral cat populations. However, TNR can fail as people begin abandoning unsterilized cats in the colonies."[41] Though her study took place at the University of Florida, she noted, "Southern California is a lot like Florida in that both share a mild climate that facilitates successful cat reproduction, sensitive wildlife areas, rapid human population growth and development and a growing public commitment to environmental protection and animal welfare."[42]

Community cats may be cared for by an individual who licenses and accepts responsibility for the cats and acts as a caretaker for the colony. People for the Ethical Treatment of Animals (PETA), has suggested establishing a Return program that would require a cat habitat which would contain the cat population and provide for routine immunization, care and feeding. Los Angeles County Department of Public Health (LACDPH) needs to be more involved in addressing this and other public health issues.

***Finding 16: An existing injunction against DAS' Trap, Neuter, and Release program would require an expensive ($1,300,000) Environmental Impact Report be completed by the City of Los Angeles, $400,000 of which still remains to be funded before the injunction can be lifted.[43]***

41 Fox, Hayley, "Cat Fight", LA Weekly, April 3-9, 2015, page 17
42 Ibid. p.14
43 Interview with City senior manager

The Euthanasia Room with disposal barrel for cats at a County shelter - In every shelter there is a euthanasia room, the final stop for animals that are not claimed, adopted, or fostered.

**Hiring and Staffing**

> *"We are committed to the belief that no one organization…can achieve the goal of saving the lives of healthy and treatable animals alone, that we need one another, and that the only solution is to work together."*
>
> *-"Guiding Principles", The Asilomar Accords*

County shelters are understaffed and the problem seems to be exacerbated by the long hiring process, sometimes as long as six months. Sworn field officers are vetted almost as comprehensively as police officers and there appears to be no consistent process of certification. This hiring delay is consistent with most County Departments and there does not appear to be any plan to initiate a fast-track system to fill vacancies when they occur. This CGJ were told a training module is in development in the County.[44] City shelters fare no better as they are losing 2-3 employees each month due to termination, transfers or retirement. They would need 20-30 new hires per year just to maintain current levels of operation with more hires needed for optimum operation.[45]

***Finding 17: The County's hiring process needs to be addressed. It is typically slow in filling vacancies and seems unable to streamline the process, to maintain a continuous flow of needed trained employees.***

44 Interview with senior County manager
45 Interview with City Animal Services middle manager

**Shelter Animals and Juvenile Probation Camps**

A popular and effective program at the Challenger Probation Camp allowed the youth there to "intern" at the adjacent County animal shelter in Lancaster. Juveniles worked with animals which helped to improve the behavior of both. The probationers learned the responsibilities of caring for a dependent animal and the animals became socialized and better prepared for adoption. Unfortunately, the program was abruptly canceled for reasons unclear. However, the CGJ found that management at the Camp Scott facility for girls indicated they might be open to a similar program.[46]

***Finding 18: It is important that there be opportunities for initial and ongoing training and the development of internships.***

**Contract Cities – "The Past"**

> *"DACC's operating Budget is not fully offset by contract city revenue and general fund allocation."*[47]

DACC provides various animal control services for its 47 contract cities. The contracts with each city note the specific types of services that DACC will provide, the rates to be charged, and at the end of each month, DACC sends an invoice. The Auditor-Controller Review of 2014 noted that in the majority of cases (84%), services to the cities were rendered *before* contracts were signed and in 16% of contracts, signatures were not dated causing an inability to determine "if the contracts were fully executed timely" (sic). The review also noted problems with billing errors, no documentation of supervisory review, and "insufficient supporting documentation in calculating the quantities of services provided to the contract cities based on Chameleon reports."

***Finding 19: The County has indicated that there is a deficit in the amount collected from contract cities and the cost for providing services.***

46 Phone interview with camp manager
47 Interview with Senior DACC official

**Contract Cities – "The Future"**

Although now apparently corrected, there were no initial charges for medical services (including intake evaluations) and DACC anticipated an average holding period of five days, later determined to be ten days, thereby doubling that cost. A reevaluation by DACC of Los Angeles County's current contracts with contract cities identified the problem and they are now more realistically allocating costs for services. DACC's expected result will be an additional $10 million/per year, after a gradual yearly increase during the next six years. Although this benefits the contract cities, it prolongs a significant deficit for the County.

CGJ's investigation noted that there are still problems in the County receiving the optimum amount of revenue from some of these contract cities for services rendered. This matter is to be addressed by the County in the near future. These contracts are pending renewal for 2018.

***Finding 20: As a result of prior miscalculation of costs, there will be an increase to the Contract over the next 6 years***.

**Communication Breakdown**

The CGJ tried unsuccessfully to access low cost spaying and neutering services for the public, specifically the County contracted service, SPAY4LA. This is a fully equipped mobile spay and neuter clinic that serves certain areas of LA County, e.g., Bell, Cudahy, Inglewood and 44 other contracted cities. In March, the CGJ attempted to call their listed phone number (1-888-772-9452), and a recording led us to another number (1-800-772-9452) which was called and which led back to the first number. We reported this problem to County senior management and the phone tree system has since been changed. Unfortunately, the system now leads residents to City animal services or to County animal services in Long Beach. The latter number may be a costly call for the low-income residents for whom this service was intended. A message was left at the Long Beach number but so far, there has been no response.

The concern is that even when the public is prepared to do the right thing, like spaying and neutering their pets to help decrease the euthanasia rate, they cannot rely on a system which goes "round and round" in an endless loop. Furthermore, even when the matter is supposedly corrected, there is no timely response to a resident's message. This may be a single instance of a "glitch", however, we fear the inefficiency of communications between governments, non-profit coalitions, and the public may be more symptomatic. We asked City and County if they share information and meet regularly to compare best practices. They do not seem to communicate enough for the benefit of both agencies and the public.

***Finding 21***: ***The public wants to talk with a person, or be able to leave a message and have timely follow up. If a telephone number fails to connect with the services desired, people will hang up and not take needed action.***

**RECOMMENDATIONS**

5.1 LACDPH, DACC, and DAS should send letters to all veterinarians to confirm the mandate reporting of all rabies vaccinations with ownership information to the Animal Services jurisdiction to allow licensing and necessary follow-ups.

5.2 Director of DACC and LACDPH should recommend to all contract cities within the County who do not have mandatory rabies immunization notifications by veterinarians to pass ordinances requiring veterinarians to notify City or County of rabies immunizations and establish penalties for any non-compliance.

5.3 DACC and DAS should ensure an effective and comprehensive computerized case management system is in place. Enable online payments for all jurisdictions. Provide handheld devices to retrieve data for staff in the field.

5.4 DACC and DAS should consider launching more aggressive media campaigns to notify pet owners of licensing programs, the requirements of responsible pet ownership, and penalties for delinquency. Mail notices to all animal owners requiring licensing be completed within 30 days. Implement a 100% penalty if license fees are not received after 30 days, requiring a field investigation. Offer refunds to pet owners who spay/neuter animals within 30 days of paying fees.

5.5 DACC should pass an ordinance to authorize veterinarians in the County's jurisdictions to issue licenses and forward to Animal Care and Control. DAS to follow up on the authorization of City ordinance allowing veterinarians to issue licenses.

5.6 DACC should ensure cost allocations for Contract Cities be fully reimbursed.

5.7 DAS should resolve the TNR Injunction over feral and community cats; address this impact on public and animal health, and the environment. LACDPH assist in addressing public health issues. Find a way to return community cats to a supervised caretaker. Consider licensing of cats throughout Los Angeles County to help reduce feral populations and cat euthanasia.

5.8 DACC and DAS needs to fill all budgeted positions. Expedite the hiring process to fill vacancies after 30 days.

5.9 DACC and DAS should address providing a more welcoming environment and animal-friendly shelter environment through the use of music, better photos, less confining spaces, etc...

5.10 DACC and DAS staff and volunteers should increase the adoptability of animals by creating better play, proximity, and welcoming cage behaviors.

5.11 DACC and DAS should consider eliminating breed identification from shelters and replace with "mixed breed" to increase adoptions for *all* animals. Shelter personnel cannot be expected to accurately "guess" breeds without DNA evidence.

5.12 DACC and DAS should consider eliminating the term "No Kill" when describing shelters and replace with statistics of euthanasia and live release.

5.13 LACDPH, DACC, and DAS should expand media efforts from current "adoption only" focus, to include elements of overall responsible pet ownership. Prepare and distribute

public health and animal care modules to schools and follow up by presentations of animal services staff.

5.14 DAS and DACC should implement internship programs for volunteers. Provide community service credit for schools or as ordered by the Court.

5.15 DACC and DAS should increase partnerships to provide more low-cost spay and neuter clinics. Establish a procedure to utilize coalition partners for distribution of shelter animals to pet stores in 2019.

5.16 DACC and DAS should include notification of the need for updating micro-chip information with licensing renewals.

5.17 DACC and DAS must ensure all contact information provided for public use is current and correct, e.g. 1-888-SPAY4LA (1-800-SPAY4LA)

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Los Angeles County Department of Animal Care and Control | 5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 5.8, 5.9, 5.10, 5.11, 5.12, 5.13, 5.14, 5.15, 5.16, 5.17 |
| Los Angeles City Department of Animal Services | 5.1, 5.3 5.4, 5.5, 5.7, 5.8, 5.9, 5.10, 5.11, 5.12, 5.13, 5.14, 5.15, 5.16, 5.17 |
| Los Angeles County Department of Public Health | 5.1, 5.2, 5.7, & 5.13 |
| Los Angeles County Board of Supervisors | 5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 5.7, 5.8, 5.9, 5.10, 5.11, 5.12, 5.13, 5.14, 5.15, 5.16, 5.17 |
| Mayor, City of Los Angeles | 5.1, 5.3, 5.4, 5.5, 5.7, 5.8, 5.9, 5.10, 5.11, 5.12, 5.13, 5.14, 5.15, 5.16, 5.17 |
| City of Los Angeles, Board of Animal Services Commissioners | 5.1, 5.3, 5.4, 5.5, 5.6, 5.8, 5.10, 5.11, 5.12, 5.13, 5.14, 5.15, 5.16, 5.17 |

## ACRONYMS

| | |
|---|---|
| **BOS** | Los Angeles Board of Supervisors |
| **CGJ** | Civil Grand Jury |
| **DACC** | Los Angeles County Department of Animal Care and Control |
| **DAS** | Los Angeles City Animal Services |
| **LACDPH** | Los Angeles County Department of Public Health |
| **ASPCA** | American Society for the Protection of Cruelty to Animals |
| **SEAACA** | Southeast Area Animal Control Authority |
| **TNR** | Trap Neuter Release |
| **LRR** | Live Release Rate |
| **PETA** | People for the Ethical Treatment of Animals |
| **EIR** | Environmental Impact Report |
| **DNA** | Deoxyribonucleic Acid |
| **RTO** | Return to Owner |

## COMMITTEE MEMBERS

| | |
|---|---|
| Tina Witek | Chair |
| Robert Kawashima | Co-Chair |
| John S. London | Co-Chair |
| Charles Dolcey | |
| Carolyn L. Monroe | |
| Teresa Montijo | |
| Thomas C. Rasmussen | |

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# OPPORTUNITY TO RESOLVE HOMELESS ISSUES

**Bill Thomas, Chair**

**Patricia Kennedy**
**Teresa Montijo**
**Oscar Warren**

# OPPORTUNITY TO RESOLVE HOMELESS ISSUES

## EXECUTIVE SUMMARY

Homelessness is an increasing problem within Los Angeles County (County). According to recent statistics, the number of homeless in the County has risen a staggering 71% over the last six years. In an effort to address this problem, the County of Los Angeles developed the Los Angeles County Homeless Initiative (Homeless Initiative) to come up with strategies to combat homelessness in the County. In 2017, County voters overwhelmingly approved Measure H resulting in a 1/4% of 1 percent sales tax increase over 10-years, dedicated to fund the Homeless Initiative. By 2019, Measure H is estimated to provide $431 Million annually for homeless services and prevention.

The Los Angeles Homeless Service Joint Authority (LAHSA) is the lead organization in the Los Angeles Continuum of Care (CoC), the regional planning body who coordinates housing and services for the homeless in the County. The County, through its Homeless Initiative, has estimated three years of Measure H funding. LAHSA and other agencies use these funds to implement homeless programs each fiscal year for a 10-year program. The Los Angeles County Board of Supervisors (BOS), and the Los Angeles Mayor with approval of City Council, created LAHSA in 1993 to be an independent joint powers authority. The County Measure H Initiative Authority, (MHIA) was established by BOS in 2015 to develop strategy and recommend initiatives for Measure H. Funding became available in October 2017.

The primary objectives of the 2017-2018 Los Angeles County Civil Grand Jury (CGJ) investigation are to:

- Evaluate the effectiveness of LAHSA's efforts to implement Measure H
- Evaluate LAHSA's grant making process regarding Measure H Program
- Assess LAHSA's performance monitoring and support of service providers that have received Measure H funding
- Evaluate the experiences of various stakeholders who are providing homeless services funded by Measure H to determine how the funding increases will affect future services
- Assess the performance of cities not operating under LAHSA who are performing homeless services, to compare against service providers operating with LAHSA support and guidance

While the implementation of Measure H is in its beginning stages the CGJ investigation did find LAHSA to be effectively implementing the following:

- A streamlined process to enable more timely contracting with and support of smaller service providers
- Redesigned fiscal and programmatic oversight role. LAHSA now uses risk assessment tools for fiscal compliance and provides monthly performance management reviews
- LAHSA implemented capacity building efforts to help support grantees in their mission

In the six years taken to plan for an aggressive solution to homelessness in the County, the homeless count increased by 71%. Field interviews of service providers indicated the following causes of increased homelessness in the past six years:

- Recession and poor economic recovery since 2009
- Lack of low cost permanent housing
- Lack of job training for new skills to match jobs available
- Lack of trade skills as curriculum option in schools
- Mental disabilities caused by excessive use of drugs and alcohol
- Rapid shift in the economy to digital business processes caused a shift in labor needs

The MHIA mission was to develop and monitor a strategic plan for funding needs of increased homeless services. MHIA developed a list of 51 initiatives needed for homeless support services. MHIA then selected 21 Initiatives to provide increased funding in the FY2017-18. Since two thirds of funds were directed to LAHSA for eight initiatives, the CGJ investigation focus is on these initiatives:

1. (A1) New initiative for homeless prevention for families -LAHSA new budget $3 million
2. (A5) New initiative for homeless prevention for individuals-LAHSA new budget $5.5 million
3. (B3) Expansion of rapid re-housing program - LAHSA budget increase $57 million
4. (B7) Expand "Interim Bridge/Bridge Housing"- LAHSA budget increase $13 million
5. (E6) Expansion of LA Countywide Outreach Program - LAHSA budget increase $19 million
6. (E7) Improve Coordinated Entry system for Homeless - LAHSA budget increase $26 million
7. (E8) Enhance Emergency/Winter Shelter Program - LAHSA budget increase $56 million
8. (E14) Improve Transition Age Youth (TAY) services, age 18 through 24 - LAHSA budget increase $5 million

The CGJ investigation identified potential improvements that can be made to LAHSA's implementation of Measure H. The public needs to be informed of the causes and workable solutions for homelessness. The community's "quality of life" must be taken into consideration and is the primary responsibility of each community's key elected and appointed officials throughout the County. Addressing the needs of the homeless in a humane way is also the responsibility of City leadership and residents in every community. This investigation will provide a more detailed explanation for residents, neighborhood organizations and elected and appointed officials so they can better understand why they should participate in a viable solution which includes a quality of life for all.

## BACKGROUND

### *Los Angeles County Homeless Initiatives*

According to statistics from the US Department of Housing and Urban Development (HUD), in the last six years ending in 2017, the number of homeless in the County has risen from 32,233 to 55,188. During this time, there has been a growing accumulation of newly formed "tent cities" which has made a dramatic impact on the public's perception. In October of 2017 public health officials identified as many as 222 encampments, 50 of which contained 30 homeless individuals or more.

During this period the County Executive Office (CEO) developed Measure H Authority (MHIA). The initial step was to develop and present to the BOS a set of recommended strategies and funding recommendations which resulted in 51 initiatives needed to improve quality of life for the homelessness within the County. This process took 18 policy summits bringing together 25 representatives from County departments, 30 cities and other public agencies as well as over 100 other community stakeholders. The result of the summits was a February 9, 2016 report titled "Action Plan"[1] which identified six strategic groups, containing 51 Measure H initiatives. The six groups are:

- Prevent Homelessness
- Subsidize Housing
- Increase Income
- Provide Case Management and Services
- Create a Coordinated System
- Increase Affordable/Homeless Housing

**Exhibit 1** shows the 51 initiatives categorized in the above 6 groups. Please note the bottom right of Exhibit 1 indicating the 8 initiatives with additional funding for LAHSA. Listed below these 8 are the balance of the 21 initiatives with funding made available to other agencies for first 3 years of the 10 year program

1See www.homeless.lacounty.gov/the action plan

**Exhibit 1: Measure H Initiatives/Strategic Groups**

## APPROVED COUNTY STRATEGY TO COMBAT HOMELESSNESS

### A-PREVENT HOMELESSNESS

A1-Homeless Prevention Program for Families
A2-Discharge Planning Guidelines
A3-Housing Authority Family Reunification Program
A4-Discharges from Foster Care and Juvenile Probation
A5-Homeless Prevention Program for Individuals

### B-SUBSIDIZED HOUSING

B1-Subsidized Housing by SSI for Homeless Disabled Individual
B2-Reimbursement to LAHSA & other
Depts. for interim Assistance
B3-Partner with Cities to Expand Rapid Re-Housing
B4- Facilitate Housing Subsidy Use
B5-Expand Relief Housing Subsidies
B6-Family Reunification Housing Subsidy

### C-INCREASE INCOME

C1-CalWORKs Subsidized Employment
C2-Support Social Enterprise for Employment for Homeless Adult
C3-Targeted Recruitment for Homeless Hiring access to County Jobs
C4-SSI advocacy program for people at risk of or in homelessness
C5-Veterans Benefit Advocacy for at risk or Veterans in Homeless-

### D-PROVIDE CASE MANAGEMENT AND SERVICES

D1-Model Employment Retention Support Program
D2-Expand Jail Inreach
D3-Supportive Services Standards for Subsidized Housing
D4– Regional Integrated Re-entry Networks—Homeless Focus
D5-Support for Homeless Case Managers
D6-Criminal Record Clearing
D7-Preserve current affordable and promote the development of af-

### E-CREATE A COORDINATED SYSTEM

E1-Advocate with relevant Federal and State Agencies to Streamline Applicable Administrative Processes for SSI and Veterans Benefits.
E2-Drug Medical-Cal Organized Delivery Systems for Substance Use Disorder Treatment Services.
E3-Create Partnerships for Effective Access & Utilization of ACA Service By Persons Experiencing Homelessness.
E4-First Responder Training
E5-Decriminalization Policy
E6-Expand County wide OUTREACH System
E7-Streghten the Coordinated Entry System
E8-Enhance the emergency Shelter System
E9-Discharge Data Tracking System
E10-Regional Coordination of Los Angeles Housing Authority
E11-County Specialist Support Teams
E12-Enhance Datat Sharing and Tracking
E13-Coordination of Support for Supportive Housing
E14-Enhance Services for Transition Age Youth
E15-Homeless Voter Registration and Access to Vital Records

### F– INCREASE AFFORDABLE HOMELESS HOUSING

F1-Promote SB2 Implementation
F2-Linkage Fee Nexus Study
F3-Support Inclusionary Zoning for Affordable Housing Rental Units
F4-Develop Second Dwelling Units Pilot Program
F5-Increase Zoning/Value Capture
F6-Homeless Housing in Public Land
F7-Preserve Current Affordable Housing and Promote Development of affordable Housing for homeless Families and Individuals.

### 21 INITIATIVES FUNDED INITIAL 3 YEARS

LAHSA WAS ASSIGNED A1, A5, B3, B7, E6, E7, E8, E14
CGJ investigated these 8 assigned to LAHSA as primary focus

Initiatives assigned to other agencies
B1, B4, B6, C2, C4, C5, C6, C7, D2, D4, D6, D7, F7

### *The Los Angeles Homeless Services Authority (LAHSA)*

LAHSA is the lead organization in the Los Angeles Continuum of Care program, (LACoC). LACoC includes nearly 44,000 homeless people in the County. LACoC includes the designated agencies that coordinate services through nonprofit organizations to promote community commitment to the goal of ending homelessness. LAHSA was established in 1993 by the City and County of Los Angeles as a Joint Powers Authority to coordinate County homeless services. LAHSA plays four key roles within the homeless system:

- *Coordinated Entry System* – acting as the lead agency in implementing the Coordinated Entry System (CES), a system designed to (1) reduce the length of time a family is homeless and identify permanent housing for them using Rapid Re-housing and linkages to supportive services, and (2) build upon existing community-based infrastructure to serve homeless families by leveraging resources and providing more individually targeted interventions;
- *Grant Funding to Community-Based Organizations* – administering federal, state and local funding to nonprofit, community-based organizations that provide services to the homeless;
- *Implementation of the Homeless Management Information System (HMIS)* – co-implementing a two-county collaborative homeless management system – the mission of which is to provide quality services for homeless persons, improve data collection and promote more responsive policies to prevent homelessness in Los Angeles and Orange Counties; and,
- *Homeless Count* – coordinating the Greater Los Angeles Homeless Count that gathers data to determine how many homeless individuals and families there are in the region, identify their demographic characteristics and the locations where they reside.

### *Measure H*

The Measure H initiative is expected to provide $431 Million in the third year, which is fiscal year 2019-2020, to the County to fund homelessness services.[2] The MHIA has stated its initial goal in the first five years is to help 45,000 families and individuals escape homelessness and enable 30,000 others to stay housed.

In June of 2017 the BOS approved a three-year allocation of Measure H dollars to provide funding for 21 of the 51 initiatives listed in the Approved County Strategies Report. LAHSA was selected to help administer the following eight initiatives:

**A1 Homeless Prevention Program for Families** – programs to identify, assess, and prevent families from becoming homeless.

**A5 Homeless Prevention Program for Individuals** – programs to identify, assess and prevent individuals from becoming homeless.

**B3 Expand Rapid Re-housing –** strategies to help homeless persons with low-to-moderate housing barriers to be quickly re-housed and stabilized in permanent housing.

2 LA City made the decision to raise funds to subsidize construction within the city with a bond issue supported by property tax increases in LA City. The program is termed HHH, approved by LA City voters in Nov 2017. The Civil Grand Jury investigation is only on the Measure H County proposal and the expansion of LAHSA support throughout the entire County.

**B7 Interim/Bridge Housing for those Existing Institutions** – strategies to develop and implement an increase in interim/bridge housing available within the County.

**E6 Expand County Outreach System** – programs to locate and identify homeless persons who can be connected with available services and housing resources.

**E7 Strengthen the Coordinated Entry System** – strategies to strengthen the process through which people experiencing homelessness or at risk, can access crisis services through multiple entry points and be effectively connected to services.

**E8 Enhance the Emergency Shelter System** – programs to enhance the number of emergency shelters within the County.

**E14Enhance Services for Transition Age Youth (TAY)** –provide homeless youth up to age 24, with additional services to prevent and reduce homelessness through collaboration between County agencies and community-based organizations.

In the six years necessary for MHIA & LAHSA to develop a comprehensive plan and seek voter approval, there were three cities, Glendale, Pasadena and Long Beach that had established homeless support service within their city jurisdictions. Before LAHSA was formed these three cities, were able to implement new procedures suggested by HUD in 2012. These cities have already shown reductions in homeless counts. LAHSA needed time with all stakeholders to implement its programs.

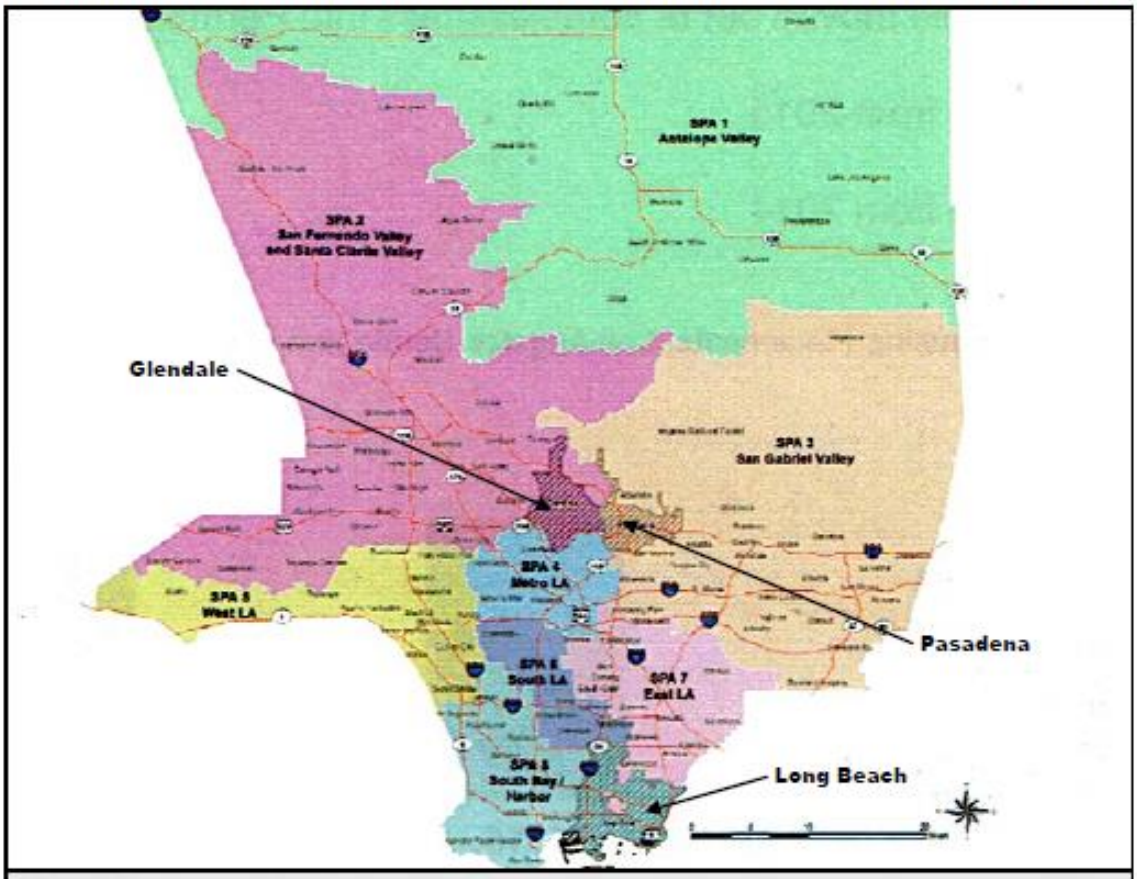
During this 6-year transition to the Measure H Program, LAHSA put a focus on their outreach process to more areas of the County since many homeless were migrating from the "Skid Row" services area to new locations. In 2005 LAHSA counted only 510 census tracts and extrapolated the estimated homeless count. In 2013 the count was expanded to 1375 census tracts. In 2015 most census tracts surveyed needing only a minor extrapolation which showed 43,350 homeless. Even with over 8000 volunteers, the count of homeless was 57,794 in 2017. Those not appearing to be homeless such as youth and new families or individuals were difficult to count. The count of chronic homeless, (defined as homeless for more than a year) seems correct but some service providers believe the hard to count group is larger than the data shows.

BOS has divided the County into eight separate Service Planning Areas, (SPA), for Department of Public Health purposes. LAHSA is using these SPA's for better local coordination and a more accurate picture of homeless situation in in each SPA. LAHSA has now assigned lead agencies in each SPA to facilitate the Coordinated Entry System, (CES), which is a primary first step to providing proper assistance.

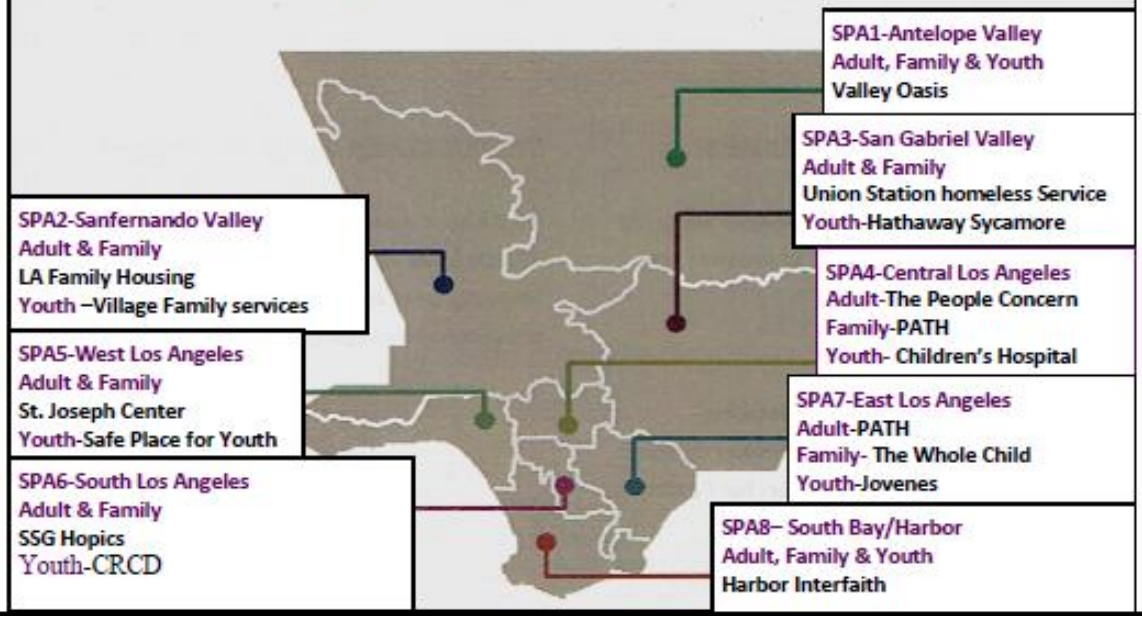
On the following page, Exhibit 2 shows the eight SPA'S in the County with the CES Lead Agencies in each SPA. Also a map shows three cities that are coordinating as a separate CoC, with grants directly from US Housing and Urban Development (HUD). Other fund grants come directly from Los Angeles County as well as California State agencies. These cities contract and coordinate with local homeless service providers within their city.

**Exhibit 2**

**Map showing 8 service Planning Areas in County with CES Lead Agencies in each SPA. Note the three Cities which HUD provides separate CoC Funding.**




## CES Lead Agencies In Each of 8 SPA



There are 13 specific steps defined in the homeless support process. There are also categories by age, gender, and limitation of both physical and mental capacity. Not all steps are needed for a pathway back from homelessness. In order to better understand the reason why and how the various service providers specialize on specific groups and services. Exhibit 3 explains the steps provided and the funding that MHIA has provided to LAHSA during the fiscal year 2017-18. Success of this program depends on having qualified personnel on staff operating in an efficient manner with coordinated monitoring programs that can be made available with new digital technology.

**Exhibit 3: 13 Steps for Homeless Assistance on The Pathway Out of Homelessness**

| STEPS | NEW FUNDS 2017-18 | DESCRIPTION OF SERVICES |
|---|---|---|
| 1-OUTREACH | E6-$19MM | Make contact with homeless & explain services available |
| 2-AVOID HOMELESS | A1-$3MM<br>A5-$5MM | Prevent families from homelessness – new<br>Prevent individuals from homelessness-new<br>Includes diversion/prevention temporary housing |
| 3-RAPID RE-HOUSING, (RRH) | B3-$57MM | Assist to permanent housing ,subsidy- no restrictions |
| 4-COORDINATED ENTRY | E7-$26MM<br>E-12-$26MM | Put clients in touch with services needed immediately<br>To strengthen and provide more efficiency at CES enhance the MHIS data sharing & tracking system |
| 5-EMERGENCY SHELTERS, (ES) | E8-$56MM | Winter shelters or temporary housing up to 3 months. Female abuse bridge housing, short term stabilization |
| 6-HYGIENE SAFE FACILITIES | E8-(Included in above) | Mobile shower/safe parking overnight security & hygiene |
| 7-ACCESS CENTERS | | Safe day centers with info of local support & services |
| 8-CRISIS/BRIDGE | B7-$13MM | Temporary full housing support 90 to 180 day waiting for permanent housing |
| 9-DISABILITY SUPPORT | | Budget in Health Dept. |
| 10-MEDICAL SUPPORT | | Budget in Health Dept. |
| 11-TRANSITION HOUSING, (TH) | E14-$14MM | Client pays 30% of income balance subsidized 6 to 24 months |
| 12-JOB TRAINING | | HUD shifted funding to First Housing, consequently training program now needs funding |
| 13-PERMANENT SUPPORTIVE HOUSING (PSH) | B4-fund by HUD | Client pays 30% of their monthly income, balance is subsidized 6 to 24 months |

The homeless person must be willing to accept the needed support. For many of the chronic homeless, (those living in homeless condition over 12 months), there is a fear of taking on necessary self-responsibilities as well as fear of trusting organizations or people not familiar to them. It takes many visits from outreach personnel to convince a chronically homeless person to take the first step on a new pathway to permanent housing.

This new funding level with Measure H is now assured for the next ten years. The focus of LAHSA in expanding staff plus funding and management are now separated into the eight Service Planning Areas (SPA),as listed on the following page in Exhibit 4.

**Exhibit 4: Homeless Count**

| Service Planning Area | 2016 Total | 2017 Total | % Change |
|---|---|---|---|
| 1 – Antelope Valley | 3,038 | 4,559 | +50% |
| 2 – San Fernando Valley (includes Glendale) | 7,334 | 7,627 | +4% |
| 3 – San Gabriel Valley (includes Pasadena) | 3,142 | 4,127 | +31% |
| 4 – Metro LA | 11,860 | 15,393 | +30% |
| 5 – West LA | 4,659 | 5,511 | +18% |
| 6 – South LA | 7,459 | 9,243 | +24% |
| 7 – East LA County | 3,469 | 5,189 | +50% |
| 8 – South Bay (includes Long Beach) | 5,913 | 6,145 | +4% |
| **Totals** | **46,874** | **57,794** | **+23%** |

A new data entry system Homeless Measure Information System, (HMIS), was devised that is people oriented rather than service oriented. It is now expected to provide improved data for LA CoC and the Coordinated Entry System, (CES), and to better monitor the progress of specific homeless clients as they progress through the steps of the pathway towards permanent supportive housing. Case workers can more effectively manage the support services of a homeless client to whom they are assigned, as the client logs into various locations of the service providers.

## METHODOLOGY

The CGJ with assistance from a consultant reviewed the LAHSA processes and procedures. This review involved CGJ conducting research on the homeless situation, developments and government actions nationally. The CGJ interviewed various organizations involved in areas of the County concerning various attempts to deal with homelessness situations up to and including the initial process of establishing the Measure H program in fiscal year 2017-2018.

The following are the tasks assigned to the consultant selected to assist in the CGJ study:

- Obtained and reviewed background information and conducted interviews to gain an understanding of the operations of LAHSA and the intent of Measure H funding:
    - Interviewed the County of Los Angeles Chief Executive Office, Director of the LA County Homelessness Initiative
    - Interviewed LAHSA staff including the Executive Director and representatives from Program, Operations and Finance
    - Reviewed "Approved Strategies to Combat Homelessness", Los Angeles County Homeless Initiative, Los Angeles County Chief Executive Office (2016)

- Obtained and reviewed background information and conducted interviews to evaluate the effectiveness of LAHSA's efforts to implement Measure H:
    - Interviewed LAHSA staff including the Executive Director, and representatives from Programs, Operations and Finance
    - Reviewed the following documents:
        - LAHSA policy and procedures manuals
        - LAHSA operations Agreement with the County of Los Angeles

        - LAHSA agreements with nonprofit providers
        - LAHSA 3 Year Staffing Analysis
        - LAHSA Job Grade Salary Table
        - LAHSA budgets for prior three fiscal years

- Obtained and reviewed background information and conducted interviews concerning the LAHSA grant making process, specifically as it relates to Measure H funding:
    - Interviewed LAHSA Finance and Administrative staff, including Procurement and Performance Management staff
    - Interviewed sampling of nonprofit service providers
    - Reviewed the following documents:
        - List of LAHSA approved Provider Agencies as of 12-13-17
        - Request for Statement of Qualifications for Certification as a Qualified Bidder for LAHSA Funding Opportunities application, fact sheet and documentation
        - Request for Proposal application

- Obtained and reviewed background information and conducted interviews of a sampling of service providers to determine the process for conducting fiscal performance evaluations of service providers:
    - Interviewed LAHSA finance staff which included performance monitoring and compliance staff
    - Reviewed LAHSA Sub Recipient Monitoring and Risk Assessment Policy

- Obtained and reviewed background information and conducted interviews of providers to learn of LAHSA's efforts to provide support and coordination for service providers:
    - Interviewed LAHSA Program and Operations staff including Access & Engagement staff
    - Reviewed the following documents:
        - LAHSA's centralized Training Academy curriculum
        - LAHSA's training materials
        - List of job training available via the LAHSA website
        - HMIS policies and procedures
        - Request for Bid for capacity building services and related documentation

On the following page, Exhibit 5 identifies the details of the 2017 Greater Los Angeles County Homeless Count.

**Exhibit 5: LAHSA Homeless Count-January 2017**

## 2017 Greater Los Angeles Homeless Count - Data Summary
## Los Angeles County[1]

| Population[2] | Sheltered | Unsheltered | Total | Prevalence of Homeless Pop. (%) |
|---|---|---|---|---|
| **All Persons** | | | | |
| All Persons | 14,966 | 42,828 | 57,794 | 100% |
| **Household Composition** | | | | |
| Individuals *(Those not in family units)* | 7,960 | 41,052 | 49,012 | 85% |
| *Chronically Homeless* | 916 | 16,000 | 16,916 | 29% |
| *Veterans* | 1,266 | 3,512 | 4,778 | 8% |
| *Unaccompanied Minors (Under 18)* | 64 | 189 | 253 | 0.4% |
| Family Members *(Those in family units)* | 6,942 | 1,587 | 8,529 | 15% |
| *Children in Families (Under 18)* | 4,226 | 891 | 5,117 | 9% |
| *Chronically Homeless* | 294 | 321 | 615 | 1% |
| *Veterans* | 23 | 27 | 50 | 0.1% |
| **Veterans** | | | | |
| All Veterans | 1,289 | 3,539 | 4,828 | 8% |
| Chronically Homeless Veterans | 91 | 2,011 | 2,102 | 4% |
| **Gender** | | | | |
| Male | 8,330 | 30,938 | 39,268 | 68% |
| Female | 6,542 | 11,340 | 17,882 | 31% |
| Transgender | 91 | 393 | 484 | 1% |
| Does not identify as male, female, or transgender | 3 | 157 | 160 | 0.3% |
| **Age** | | | | |
| Under 18 | 4,290 | 1,080 | 5,370 | 9% |
| 18 - 24 | 1,568 | 4,204 | 5,772 | 10% |
| 25 and Over | 9,108 | 37,544 | 46,652 | 81% |
| **Chronically Homeless** | | | | |
| Individuals (Those not in family units) | 916 | 16,000 | 16,916 | 29% |
| Family Members (Those in family units) | 294 | 321 | 615 | 1% |
| Total Chronically Homeless Persons | 1,210 | 16,321 | 17,531 | 30% |

**Health and Disability**

| Health/Disability Indicator[2] | Sheltered | Unsheltered | Total | Prevalence in Over 18 Homeless Pop. (%) |
|---|---|---|---|---|
| Substance Use Disorder | 905 | 8,380 | 9,285 | 18% |
| HIV/AIDS | 294 | 866 | 1,160 | 2% |
| Serious Mental Illness | 1,459 | 14,269 | 15,728 | 30% |

**Domestic/Intimate Partner Violence**

| Domestic/Intimate Partner Violence | Sheltered | Unsheltered | Total | Prevalence in Over 18 Homeless Pop. (%) |
|---|---|---|---|---|
| Domestic/Intimate Partner Violence Experience | 2,210 | 15,735 | 17,945 | 34% |

**Notes:**
1. The Los Angeles County Data Summary includes Long Beach, Pasadena, and Glendale.
2. Health/Disability indicators are not mutually exclusive (a person may report more than one). Numbers will not add up to 100%.

Prepared by Los Angeles Homeless Services Authority (May 2017)
Data from 2017 Greater Los Angeles Point-In-Time Count conducted in January, 2017. Visit http://www.lahsa.org/homeless-count/ to view and download data.

Preliminary information was gathered by CGJ at meetings with BOS, LAHSA, MHIA to learn basic details of the new Measure H homeless support funding program which was approved by County voters in March 2017. Review was conducted of a 2015-2016 CGJ report titled "Alternative to Squalor: The Need to House the Homeless", in addition another CGJ study by the 2012-2013 Jury entitled LAPD'S " Skid Row Station". Both of these reports covered the City of Los Angeles area referred to as "Skid Row".

The CGJ observed that in 2012 key elected officials and administrators in both County and City of Los Angeles, began discussions to commit resources to dramatically reduce homeless conditions since the homeless had increased throughout all areas of the County. This led to a new source of funding. Measure H was approved by voters in March 2017. Interviews with the LAHSA and MHIA and service providers were conducted to learn how and why changes were being made to allocate and properly administer the expanded funding.

There are other City and County agencies responsible for other homeless services but two thirds of Measure H funding is being directed to LAHSA. For that reason, the CGJ investigation was focused on analyzing the LAHSA process of ramping up staff and interviewing homeless service agencies to learn how Measure H funds are being managed.

The remaining initiatives not funded through LAHSA are assigned to the other agencies as will be noted in Findings, Exhibit 6. Many private nonprofit groups and religious organizations also receive private donations and grants from other agencies. The size of homeless support service providers varied based on each provider's own goals.

Assistance along the pathway from homelessness to permanent supported housing varies based on the cause and duration of homelessness. A wide range of interviews was needed to verify proper utilization of funds. The CGJ selected provider interviews to learn process and coordination.

There is a wide range of causes that create a homeless condition for a family or individual. The CGJ recognizes some causes are extremely difficult to resolve. However, the CGJ attempted to learn how the problem and planned solution were being addressed by conducting a sampling of the service providers in the field. Included in the CGJ study is observation of certain cities that had addressed the local homeless problem. The CGJ investigation also included reviewing the communication methods of LAHSA and other County leadership in communicating the methods used to reach and inform the associations and residents living and doing business in the County.

## FINDINGS

Findings are listed in three groups: (A) Efforts to Implement Measure H, (B) LAHSA Grant Making Process and (C) Performance Monitoring.

### A. The Efforts to Implement Measure H

With increased funding and programmatic responsibilities under Measure H, LAHSA is undergoing a significant transformation. Measure H funding has required the organization to address increased staffing needs, and also to rethink the organizational structure to insure it is able to carry out its roll and responsibilities effectively. This section includes a review of the major steps taken by LAHSA to insure the successful implementation of Measure H. LAHSA is a pass through funding agency, responsible for contracting for homeless services and monitoring compliance on service provider contracts.

***Finding 1: The Creation and growth of LAHSA and MHIA in Implementation of Measure H Program toward intended goals has progressed in a logical and efficient manner.***

In 2012 County and city leaders realized significant increases in funds and personnel would be needed to find a solution to the increasing needs caused by the rapid increase in the homeless count. LAHSA was formed as a joint authority by the County and City Los Angeles in 1993 as a result of a lawsuit settlement to coordinate the homeless needs within the County. At that time, there were three cities, Glendale, Pasadena and Long Beach that had previously established organized homeless support services within their jurisdictions. These cities were given the option of continuing to receive funding directly from HUD. Because these cities operate independently, they were able to rapidly implement HUD suggestions in 2012. The result was a continuous reduction in the homeless counts. These three cities, Glendale, Pasadena and Long Beach, have independent HUD coordination and not through LAHSA administration. They have independent Continuum of Care, (LACoC), providing and monitoring homeless service contracts with local nonprofit firms. Because LAHSA was required to coordinate with all other stakeholders and obtain voter approval within the County, homelessness in 84 smaller cities and the City of Los Angles did not receive the level of support needed to address the increasing homeless count.

One of HUD's revised recommendations in 2012 was to establish a new data entry system that would focus more on the progress of individuals, not the service providers. The prior data entry system used a data system control based on services performed by each participating service provider. Another recommendation by HUD was to revise the Coordinated Entry System (CES) to be more community centered in order to enable each homeless caseworker to have access to the services provided in the areas served from a CES location.

In 2014 a new Executive Director was hired for LAHSA to begin the necessary restructuring for a massive increase in funding to improve homeless support responsibilities. Also in 2015, Los Angeles County established a new Strategic Authority to plan for what would become the Measure H program. The BOS asked a county employee with 10 years serving the County homeless support needs, to act as Director of the new authority.

Exhibit 6 on the following page lists 21 initiatives approved for funding availability projected by MHIA for the FY2017-18, 2018-19, and 2019-20. Eight initiatives designated for LAHSA administrative responsibility are noted with asterisks in the Agency/Department column.

**Exhibit 6**

| APPROVED MEASURE H FUNDING ALLOCATIONS FY 2017-18 through FY 2019-20 | | | | | | |
|---|---|---|---|---|---|---|
| # | STRATEGY | FY 2017-18 Final (In Millions) | FY 2018-19 Tentative (In Millions) | FY 2019-20 Tentative (In Millions) | Agency/Department Administering Funding | |
| A | PREVENT HOMELESSNESS | | | | | |
| A1 | Homeless Prevention Program for Families | $3.000 | $6.000 | $6.000 | LAHSA | * |
| A5 | Homeless Prevention Program for Individuals | $5.500 | $11.000 | $11.000 | LAHSA | * |
| B | SUBSIDIZE HOUSING | | | | | |
| B1 | Provide Subsidized Housing to Homeless Disabled Individuals Pursuing Supplemental Security Income | $5.138 | $5.138 | $5.138 | DPSS | |
| B3 | Expand Rapid Rehousing | $57.000 | $73.000 | $86.000 | LAHSA, DHS | * |
| B4 | Facilitate Utilization of Federal Housing Subsidies | $6.280 | $7.190 | $7.120 | HACoLA | |
| B6 | Family Reunification Housing Subsidies | $0.116 | $4.500 | $4.500 | DCFS | |
| B7 | Interim/Bridge Housing for those Exiting Institutions | $13.000 | $25.342 | $29.458 | LAHSA, DHS, DPH | * |
| C | INCREASE INCOME | | | | | |
| C2 | Increase Employment for Homeless Adults by Supporting Social Enterprise | $0.000 | $2.000 | $2.000 | WDACS | |
| C4 C5 C6 | Countywide Supplemental Security/Social Security Disability Income and Veterans Benefits Advocacy | $15.680 | $15.680 | $12.000 | DHS | |
| C7 | Subsidized Employment for Homeless Adults | $5.000 | $5.150 | $5.300 | WDACS | |
| D | PROVIDE CASE MANAGEMENT AND SERVICES | | | | | |
| D2 | Jail In-Reach | $0.000 | $1.120 | $2.230 | DHS, LASD | |
| D4 | Regional Integrated Re-entry Network | $0.000 | $0.000 | $1.360 | DHS | |
| D6 | Criminal Record Clearing Project | $0.623 | $1.130 | $1.490 | Public Defender | |
| D7 | Provide Services for Permanent Supportive Housing | $25.100 | $49.300 | $72.100 | DHS, DMH, DPH | |
| E | CREATE A COORDINATED SYSTEM | | | | | |
| E6 | Expand Countywide Outreach System | $19.000 | $27.000 | $27.000 | LAHSA, DHS, LASD | * |
| E7 | Strengthen the Coordinated Entry System | $26.000 | $35.500 | $35.500 | LAHSA | * |
| E8 | Enhance the Emergency Shelter System | $56.000 | $69.885 | $82.693 | LAHSA, DHS | * |
| E14 | Enhance Services for Transition Age Youth | $5.000 | $19.000 | $19.200 | LAHSA | * |
| F | INCREASE AFFORDABLE/HOMELESS HOUSING | | | | | |
| F7 | Preserve and Promote the Development of Affordable Housing for Homeless Families and Individuals | $10.000 | $15.000 | $20.000 | CDC | |
| F7 | Housing Innovation Fund (One-time) | $5.000 | $0.000 | $0.000 | CEO | |
| MISC. CENTRAL MEASURE H ADMINISTRATION | | $1.500 | $1.500 | $1.500 | | |
| TOTAL FUNDING ALLOCATION | | $258.937 | $374.435 | $431.589 | | |

***Finding 2: Increasing LAHSA staff with qualified personnel has been and continues to be a challenge.***

Over a three-year period beginning in FY2014-15, LAHSA's staffing budget increased over 280%, requiring staff to increase from 94 full time equivalent positions (FTE) to 360 FTE positions in FY2017-18.

Exhibit 7 shows where additional positions have been added:

**Exhibit 7: LAHSA Staffing by Department**

| DEPARTMENT | FY14/15 | FY15/16 | FY16/17 | FY17/18 |
|---|---|---|---|---|
| Executive | | 4 | 4 | 6 |
| HR/Administrative | | 2 | 5 | 7 |
| Finance | | 27 | 47 | 58 |
| Communications | | 1 | 3 | 3 |
| IT/HMIS | | 16.5 | 10 | 12 |
| Policy & Systems | | 15.5 | 30 | 62 |
| Procurment and performance | | 32 | 74 | 54 |
| Data Management | | | | 39 |
| Access & Engagement | | 35 | 72 | 117 |
| Total Full Time Equivalent Staff | 94 | 133 | 245 | 358 |

As part of implementing these staffing increases, LAHSA retained a consultant to assist the agency in examining its organizational structure. LAHSA restructured it's organization to include the creation of a Policy and System Department and a Procurement and Performance Management Department. The Policy and Systems Department focuses on developing County-wide policies applicable to its service providers related to delivering homeless services. This department is responsible for increasing LAHSA's role as a systems change agent. The restructuring also resulted in the creation of the Procurement and Performance Management Department section which consolidated multiple functions to create one organizational unit focused solely on developing and managing service provider contracts.

As of the time of the CGJ interviews, there were approximately 83 employee vacancies yet to be filled ranging from executive staff positions down to line staff. This hiring challenge is exemplified by the fact that two critical executive staff positions for Chief Program Officer and Chief Financial Officer remain unfilled.

LAHSA's struggle to fill its vacant positions was attributed to two different reasons. First, low unemployment within the region has made hiring quality staff more difficult, especially at the lower levels within the organization. Second, the demand for staff with homeless service sector experience is very high in the region in light of the fact that many County agencies and community-based organizations are also attempting to find qualified staff in response to Measure H funding. Competing for staff in this environment was reported as especially challenging as LAHSA's salaries do not seem to be as competitive as some of the large County agencies seeking the same talent.

LAHSA's hiring process has adopted a two-phased approach. Phase I is focused on filling its most critical positions such as executive staff and managers. To help in this area, LAHSA retained a recruiting firm to assist the agency in filling the CPO and CFO positions. Phase II is focused on supervisorial positions, administrative positions and line staff. LAHSA has been conducting job fairs and continues to post for jobs on its job board. Staffing will likely continue to be an issue in the short-term, but LAHSA officials indicated they believe its efforts will result in the agency being reasonably staffed by the end of this fiscal year, June 30, 2018.

***Finding 3: Ensuring programs success within different Service Planning Areas may warrant more flexibility in allocating funding through CES Lead Agencies in Each SPA to maximize effectiveness.***

LAHSA has separated the County homeless coordination into eight SPA. The 2017 homeless count showed dramatic variations in SPA homeless count. Monitoring activities and contracts by SPA's is expected to give advanced indications of what increased service and support efforts are needed. LAHSA is now structured to better coordinate the three-fold funding increase.

Exhibit 8 shows the homeless counts by cities and the County in total and as percentage of population:

The important comparison is the percentage of total residents compared to the homeless count in each of these areas. Future reports should publish data by SPA's so LAHSA can better adjust service as needs change.

**Exhibit 8: 2017 Homeless Count**

| | **2015 Jan** | **2017 Jan** | | | |
|---|---|---|---|---|---|
| **Long Beach** | 2345 | 1863 | 490,000 | .3 of 1% | -21% |
| **Glendale** | 208 | 168 | 201,000 | .1 of 1% | -20% |
| **Pasadena** | 632 | 575 | 145,000 | .4 of 1% | -11% |
| **LA City** | 25,686 | 34,189 | 3,900,000 | .9 of 1% | plus 25% |
| **LA County** | 41,174 | 57,794 | 9,800,000 | .6 of 1% | plus 29% |
| | | | | | |

Funding strategies for homeless services is complex as the causes for homelessness are varied. An added layer of complexity increases when attempting to create strategies for a region as ethnically, economically and geographically diverse as the County.

The funding strategies for Measure H were approved by BOS and included specific dollar amounts for each strategy area. Some initiatives are subcontracted through other agencies. The eight funded initiatives assigned to LAHSA, are then allocated for each of the eight SPA, defined by the County based on the number of homeless within each SPA determined by the most recent homeless count carried out by LAHSA. The twenty-one Initiatives are budgeted for the first three years. Initiatives funded through LAHSA are more flexible than HUD grants. Field interviews indicate that SPA Lead CES agencies should have more flexibility in the subcontracting process.

There was recognition that the initial allocation of funds in a consistent and universal manner allowed dollars to flow out to the communities more quickly. However, some service providers noted that the issues facing the homeless are different depending on the community. Needs can

differ based upon the type of services that have previously been funded in that community, the existing infrastructure, and the unique nature of the population being served. For instance, while some communities may have a greater need for an expansion of Rapid Re-housing, other communities may have a greater need for Subsidized Housing. As the funding process begins to stabilize, it may be appropriate to allow SPAs to request a tailored funding of strategies that more accurately match the needs of their local population.

***Finding 4: LAHSA and MHIA coordination for distribution of the increased funding available from Measure H tax income has gone smoothly in the initial startup period.***

LAHSA was able to effectively accelerate the implementation process. LAHSA accelerated the activity for processing all necessary RFP's to firms that were qualified or had applied to qualify for specific services. Also LAHSA prepared a new staff organization structure to meet the increased level of service that was required. LAHSA prioritized training programs needed to train all new personnel in each department. Efficient support coordination is being provided to all the service providers that also had to ramp up staff for increased homeless services. Planning of funds also covers funds available to other agencies from Measure H to meet the needs of other initiatives needed in the pathway out of homelessness supplied by other agencies. LAHSA receives about two-thirds of the Measure H funds on an annual basis.

The CGJ learned that MHIA had done a broad outreach to all service providers as they developed the initiatives. That process included a revised adjustment to determine which initiative had priority for increase in funding in the initial years. MHIA has also reached out to all city organizations in the County in an attempt to have all city administrations participate in the program goals development. While all cities have not yet responded, it is expected that based on the responses to date, MHIA and LAHSA will be able to better coordinate the support programs that are now focused in the local needs of the eight SPA's.

LAHSA and MHIA have constant communication on the various initiatives so that variations of funding needs can be identified and made during the ten year program period. The long term results of this new coordination system and increased funding are expected to show positive results once all the planned activities have been implemented. The training programs established by LAHSA are well structured for a smooth operating process with the ability to adjust as new techniques and technology become available. Issuing service contracts over a three-year period allows service providers to properly provide the increased service levels needed to reach a solution to the expanding homelessness problem.

***Finding 5: All steps for which the MHIA and LAHSA plan for coordination must be understood to properly evaluate the effectiveness of the increased funding Measure H provides.***

Measure H funding is expected to reduce the homeless count in all SPAs. MHIA and LAHSA are attempting to encourage all 88 incorporated cities in the County to be involved in coordinating their city staff with County and local nonprofit groups to better serve and possibly prevent local homelessness rather than just push the problem to others.

Each homeless situation has a different cause with different solutions needed to rejoin the local community properly. There are specific paths and services that can be provided to help each individual or family re-join society. The CGJ has listed and described the objective of 13 steps below. Funding for some steps was not provided through LAHSA but is listed to provide a full

picture of the homeless services available. Those that are funded through LAHSA have the funding amount for the first two years in bold print to indicate the areas needing the most increase in service support.

**1 Outreach: E6 initiative allocation is $19 million in 2017-18 and $27 million for 2018-19**. This service is targeted at homeless groups to inform them of local services available for their specific needs. LAHSA maintains some homeless services staff to perform outreach needs as well as funding CES and LACoC for activities of outreach in all SPA's. Many service providers with private funding perform this function. In addition to increased support to all the CES and LACoC agencies in each SPA, LAHSA now has staff with specific outreach duties. Many of these employees have experienced homelessness so they can more easily relate to various homeless conditions

There are ten outreach teams, (two individuals per team), operating countywide. There is an outreach team assigned specifically to each of the eight SPA. There are also nine teams operating with County law enforcement. Another team is focused on Skid Row. LAHSA now hires ex-homeless to work in their outreach program. LAHSA conducted a job fair to increase their outreach staff which was open to homeless personnel. There were 80 homeless job candidates who attended and 20 candidates were hired. The experience of outreach like this in the past has shown it takes multiple contacts, as many as fifteen or twenty and up to a year in some cases, to motivate the chronically homeless, (persons homeless for a year or more), to demonstrate a willingness to enter the support system. Indications are that this new updated outreach process will encourage the chronically homeless to begin their pathway back to community life. The most recent homeless affected by economic condition are more willing and prepared to accept help from the various programs, once they learn that assistance is available.

**2 Avoid Homelessness: A5, pertaining to individuals, has $5.5 million budgeted in FY2017-18 and $11 million in FY2018-19.** This new program is available to individuals who are about to be evicted because of their inability to pay rent or because of building demolition. Another initiative added to LAHSA budget is **A1, pertaining to families, which provides $3 million in FY2017-18 and $6 million in FY2018-19** for preventing families from becoming homeless.

LAHSA contracts out to those service providers qualified to negotiate with landlords, property owners of apartments or motels with vacancies, to accept rent support payments from government agencies. A similar program has been available through HUD to assist a family in paying for housing while they re-establish their ability to be self-supporting. Most individuals and families experiencing difficulty meeting rental obligations are not aware of the support available. Word must reach those in areas where developers are demolishing old housing so individuals and families can receive financial support to find temporary or permanent housing near their job or receive training for jobs available near where they live if they are required to move.

**3 Rapid Re-Housing (RRH): B3 of $57 million in FY2017-18 and $73 million in FY2018-19**. This initiative is being expanded in LAHSA and has a budget increase. HUD has also put more financial support in their program initiative called "Housing First" to encourage a faster path to permanent housing. Rapid Re-Housing is a model to more quickly place families experiencing homelessness into permanent housing. Now rent and housing assistance, with case

management services is provided concurrently with moving into temporary or permanent housing depending on what is available.

**4 Coordinated Entry System (CES): LAHSA's budget is $26 million in FY2017-18 expanding further to $35.5 million in FY2018-19.** CES is sometimes called the "match.com" of homeless services. The (CES) now streamlines the process of finding housing for those who are homeless. The process is to house the most vulnerable people first. CES has a process for categorizing various populations:

1- Adult-headed households (non-veteran). This is further defined as individuals age 25 and older or non-veteran families with children under 18 with head of household age 25 and older. This also includes non-veteran youth-headed households defined as Transition Age Youth (TAY), that are individuals aged 18-25; unaccompanied minor age 18 or younger

2- non-veteran or families with children when adult head of household is age 18-25

3- Households with Veterans. This is further defined as individuals age 18 or older, or families with children under 18 and adult head of household age 18 or older. The handling of services provided varies if homelessness is chronic, (over 1 year), or recent, under 1 year.

All categories defined above are assigned a case worker to assist in the pathway steps needed to reach permanent housing. If there is a mental or physical disability that is determined permanent there are specialized services and perhaps specific housing support needs that can be provided. If the category is determined to have a pathway to independent housing, either self-supporting or continued financial support needed, the pathway to permanent housing is coordinated by the assigned case worker who provides follow-up support services. LAHSA now has a Lead CES Agency in each of the 8 County SPA regions.

**5 Emergency Shelters**: **Measure H initiative E8 has provided LAHSA an increase in funding of $56 million in FY2017-18, plus $69.9 million in FY2018-19**. There are various shelter systems and emergency shelters provided to meet specific needs. The HEARTH Act of 2009, (Homeless Emergency Assistance and Rapid Transition to Housing) revised the McKinney-Vento Homeless Act put into effect in 1987. The HUD Emergency Grant System was revised to Emergency Solutions Base Grants. The changes were to improve the number of all shelter categories, by increasing funding needed for assistance in shelters, temporary assistance to prevent becoming homeless. FEMA funds emergency shelters to provide:

A Temporary Winter shelters open only during expected periods of inclement weather

B Permanent emergency shelter open year round providing temporary stays up to 3 months

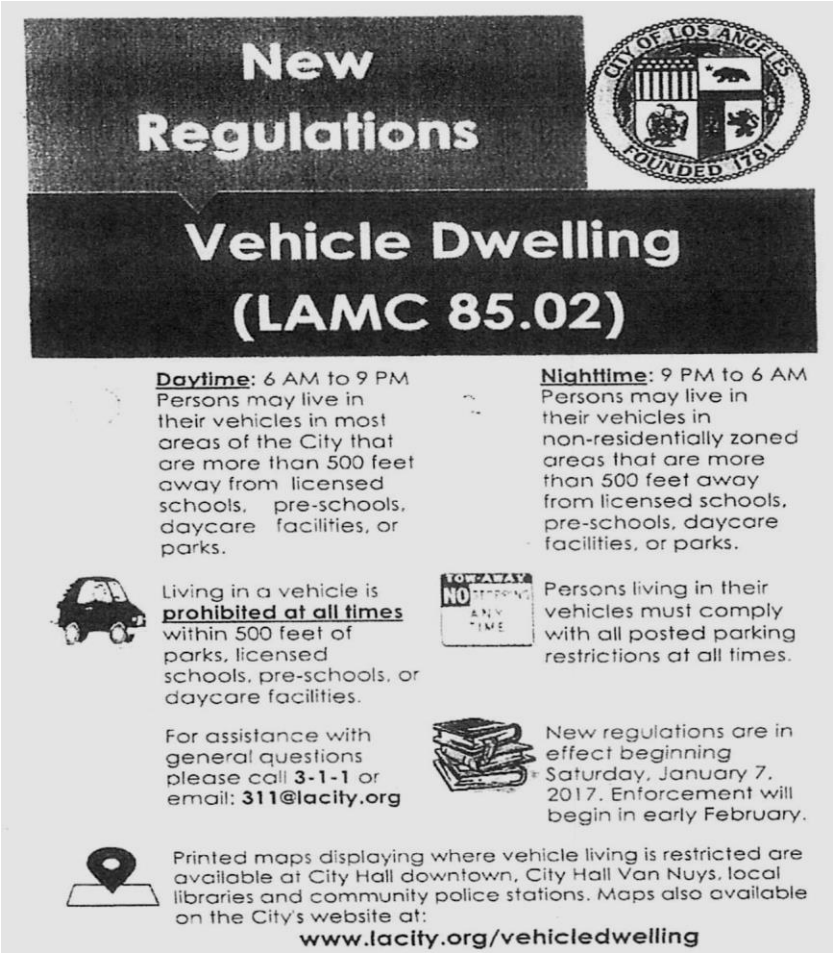
C Adult shelter for specific emergencies such as female abuse with specific stay limits

D Short term stabilization shelter while seeking permanent supportive housing

There are many small temporary shelters operating throughout the County. Fifteen are operating in Long Beach alone. The County has prepared a complete winter shelter list for all 8 SPA with instructions where to check in for transportation and leave personal belongings. They are transported back to pick up belongings.

**6 Mobile Hygiene and Safe Parking.** As a result of successful pilot programs on hygiene and safe parking programs the following support services are now being established. LAHSA has issued an RFP for safe overnight parking with security and hygiene facilities for those experiencing homelessness that own a properly registered car and have a current driver's license. These locations have outreach personnel to assist the individual or family to begin the necessary steps on the pathway back to normal community life. There is a pilot program in the City of Los Angeles skid row area which has three trailers to house up to sixty people in a parking lot on Alameda and Arcadia Streets. The site serves only as a crisis way station. Other trailers serve as a shower and laundry station with restrooms. Another trailer serves as a location for caseworkers to offer assistance to homeless individuals and to give them encouragement.

The following notice provides details for the Safe Parking process.




**7 Access Centers: E14 has $5 million budget for FY 2017-18 and $19 million for FY 2018-19**. Drop-in centers have the potential to facilitate engagement of homeless into treatment and back into the mainstream. Access Centers in local communities can offer specific services or recreational activities to families and individuals with their own specific mission. These centers are funded by local nonprofit support groups and can make proposals to LAHSA for specific requirements LAHSA has identified in their area of service. LAHSA is now having

outreach personnel staff and operate an information center in SPA 4 to guide those looking for shelter, food and hygiene services. Drop in day centers are provided where adults and youth can get off the street for a safe haven. In some areas homeless have sought the public libraries to read the local papers or other items of interest in a safe environment. Any area available should be used to inform both the city residents as well as homeless where the locations are where they can obtain assistance. Exhibit 9 is a sample of handouts explaining SPA4's new programs staffed by volunteers.

**Exhibit 9**
**HOMELESS HELP DESK**
**We are here to assist you in locating Emergency Housing with Food & Hygiene Services**

**Homeless Access Location Notice SPA4**

SERVICE PLANNING AREA 4
FOOD RESOURCES

HOT MEALS SERVED
Downtown Region

| Organization | Population | Contact information | Times |
|---|---|---|---|
| Downtown Women's Center | Women only | 442 S. San Pedro Street Los Angeles, CA 90013 (213)680-0680 downtownwomenscenter.org | Breakfast: 8:00am-9:00am (Daily) Lunch: 12:00pm-1:00pm (Daily) |
| La Placita | Anyone | 535 N. Main Los Angeles, CA | Monday - Thursday 7pm, Friday 5pm |
| L.A. Catholic Worker (Hippie Kitchen) | Any one | 821 E. 6th Street Los Angeles, CA (213)614-9615 Lacatholicworker.org | Lunch: 9:30am - 12:00pm Tuesday, Thursday, & Saturday |
| Midnight Mission | Any one | 601 S. San Pedro Street Los Angeles, CA (213)624-9258 midnightmission.org | served daily Breakfast: 6:30am-7:15am Lunch: 12:15pm-1:00pm Dinner: 4:30pm-5:15pm |
| St. Francis Center | Any one | 1835 S. Hope St. Los Angeles, CA (213)747-5347 sfcla.org | Breakfast: 7:30am-9:00am (Mon - Fri) 8:30 - 10:00am (Saturday) |
| Union Rescue Mission | Any one | 545 S. San Pedro Street Los Angeles, CA (213)347-6380 urm.org | Lunch Daily: 12:30pm-1:00pm (Women) 2:00pm (Men) |

SERVICE PLANNING AREA 4
HYGIENE SERVICES

**ST. FRANCIS CENTER**
1835 S. Hope St. Los Angeles, CA
(213)747-5347

During our shower program, the Center distributes clothing and hygiene kits, which include basic toiletries, clean underwear, socks, and towels.

Each guest must sign up for a time slot. Spaces are limited and are given on a first come-first serve basis.

**Hours:** (Closed on Thursday)

| MONDAY | TUESDAY | WEDNESDAY | FRIDAY | SATURDAY |
|---|---|---|---|---|
| 8:30am - 1:30pm | 9:00am - 1:00pm | 9:00am - 1:00pm | 9:00am - 10:00am | 6:00am - 8:00am |

**ST. MARK TAPER HEALTH CENTER (SABAN COMMUNITY CLINIC)**
6043 Hollywood Blvd.
(323) 653-1990

**Showers:**

| TUESDAY | THURSDAY | FRIDAY |
|---|---|---|
| 7:30am - Noon | 7:30am - Noon | 7:30am - Noon |

EMERGENCY SHELTERS
SERVICE PLANNING AREA 4

| Organization | Population | Contact information | Notes |
|---|---|---|---|
| Covenant House of California | Youth | 1325 N. Western Ave, Los Angeles, 90027 (323) 461-3131 covenanthouse california.org | Covenant House California (CHC) is a non-profit youth homeless shelter that provides sanctuary and support for homeless and trafficked youth, ages 18-24. |
| Dolores Mission (GHP) | Men Senior aged Women | **Men's Shelter** 171 S. Glass St. Los Angeles, CA 90033 (323)881-0032 **Women's Shelter** 135 N. Mission Rd. Los Angeles, CA 90033 (323)604-9985 www.proyectopastoral.org | Located in Boyle Heights Guadalupe Homeless Project (GHP) provides breakfast, dinner and nightly shelter to 45 men and 15 senior-aged women. |
| Good Shepherd Center | Domestic Violence Shelter | Women with children Single women | Please go to DV section in this book |
| Los Angeles Mission Anne Douglas Center for Women | Single Men and women | 303 E 5th St. Los Angeles, CA 90013 (213) 629-1227 losangelesmission.org | Emergency Shelter serves men only. Men & Women substance abuse recovery programs (Please go to "Substance abuse resources" page for Contact information for Anne Douglas Center) |
| Midnight Mission | Any one | 601 S. San Pedro Street Los Angeles, CA (213)624-9258 midnightmission.org | |
| New Image Emergency Shelter | Single adults and Families | (562) 983-7289 newimage-shelter.com/ | |
| People Assisting the Homeless (PATH) | Any one | DTLA street outreach team: Downtown Business Improvement District (excluding Skid Row): (213) 446-9834 www.epath.org/site/IfYouArelHomeless/how-do-i-get-started.html | PATH outreach teams are typically out providing services between 7:30am and 4:00 pm Monday to Friday. Because our teams are community based, listed numbers are for voicemails only. To help us reach you as quick as possible, **please be sure to include the following information in your message:** - Your name - Reliable contact information (cell phone, email, location where you will be, etc.) - A brief message describing the situation |
| Volunteers of America (VOA) | Youth Families Veterans Single Adults | (213) 389-1500 (323)231-8154 534 Crocker St. voala.org | |

**8 Crisis Bridge: B7 Budget of $13 million for FY 2017-18 and $25.3 million for FY 2018-19**. This is a shelter support system providing temporary full housing support for 90 to 180 days while clients are waiting for permanent housing. This was part of the HUD Support Program to provide partial or full rent support to individuals and families to re-enter community life. LAHSA has additional funding under the Measure H Initiative, B7, to provide a safe supportive 24-hour residence to individuals or families while they are assisted as quickly as possible into permanent housing. Sometimes the program is referred to as reserved crisis housing. The client must be referred by a CES Housing Matcher or CES Housing Navigation. Clients must have a priority score which is coordinated by the local CoC.

**9 Disability support**. This necessary assistance has been provided through various Federal Government programs. The VA has expanded the technology in assisting wounded veterans in entering normal life in their community. Other agencies and hospitals have large private funding to address this need. LAHSA Measure H initiative program does not participate in this service but has awareness of the available service so those needing support can be properly directed.

**10 Medical Support.** This necessary assistance like disability support is not part of the increased funding of the Measure H initiative program but is a very necessary part of assisting homeless individuals to get the necessary psychiatric and medical support needed. Those operating with Outreach Programs must be familiar with the local services available to guide a homeless person needing medical help. There is a large percent of those in homeless situations because of psychiatric or other medical needs. Drug and Alcohol Rehab program may qualify for Measure H funding if tied to one of the various shelter programs that are funded through LAHSA support services. There are residential rehab programs. There are various programs listed on both the County Department of Health Services (DHS) and the County Department of Mental Health (DMH).

**11 Transition Housing.** Programs are now structured to reach permanent supportive housing as quickly as possible. Halfway House is also another term used. The normal length varies from 6 months to 2 years. In some cases, residents are required to pay up to 30% of their monthly income toward the monthly rent cost. Any emergency shelter housing that allows their clients to stay beyond 6 months is also classified in this category. The funding is supported by HUD Housing First program. Measure H funds are also provided through DPSS and DCFS plus HACoLA.

**12 Job Training.** This is one of the final steps to develop the ability for homeless individuals to support themselves in permanent housing. The importance of this step is critical for a person to move off the welfare rolls into full independent support and self-esteem in the community. Unfortunately, HUD has withdrawn funding support for this step in their focus on housing first to rapidly move a person or family into permanent housing with financial support from the federal government. Without proper job training the person will continue to need government subsidies. There are various Job Training programs with nonprofit firms that are quite effective.

An example of job seeking assistance in Long Beach is a nonprofit firm that coordinates a program in Long Beach. An office is maintained in the Long Beach Multi Service facility to

coordinate closely with case workers to learn when a client may be ready for job training. The job trainer provides a 2-week continuous training and motivation program to assist individuals to try entering the job market. Once the trainer believes they are ready, another person on the job support team, teaches resume writing and trains in computer use for writing of resume. Then they arrange for interviews for positions which the person may be qualified. The normal step is to begin with part time employment so that person can take specific training courses for the job and get accustomed to the requirements of being a proper employee. Housing subsidy is provided until the person becomes self-sufficient.

**13 Permanent self-supportive housing**. This is the final goal; however, medical or physical disabilities may require continued government support. Under specific programs of continuous support, the financial support program varies from three to five years with residents required to pay 30% of their income and subsidized housing is provided by federal programs. In some cases, supportive housing is needed because of age, disability, substance abuse, mental illness. Separate programs serve all these needs and require continued case worker support. Some may have a short path and may immediately move into permanent housing with temporary financial support with the Housing First HUD program. The longer a person is homeless the longer the path needed to bring them into participation in local community life.

***Finding 6: LAHSA's contracts with service providers were found to be consistent with the eight homeless initiatives receiving increased funding through Measure H.***

As part of this study, various nonprofit contracts were reviewed and selective service providers were interviewed to determine whether the objectives and performance indicators set forth in the scope of work section of the contract were consistent with the eight homelessness initiatives funded through Measure H. Based on review of the contracts and the multiple interviews it was determined the scope of work set forth in each contract was consistent with the homeless initiatives identified and funded through Measure H. The following is a summary of findings on a sampling of Service Providers.

***Home at Last Community Development Corporation***
***Contract Number: 2017CESSAY47***
***Procurement Title: 2017 Coordinated Entry System (CES) Expansion for Individuals, TAY Individuals and TAY Families***

The primary focus of Homelessness Initiative E8 is on enhancing the emergency shelter system. According to the strategy, an adequate crisis housing system ensures that individuals, families, and youth have a safe place to stay in the short-term, with access to resources and services that will help them exit homelessness quickly – optimally within 30 days. The emergency shelter system should be enhanced to be an effective point-of-access to and an integrated component in the pathway out of homelessness.

Initiative E8 includes potential performance metrics that pertain to the percentage of individuals, families, and youth who exit from emergency shelters to permanent housing, time period from housing referral to placement, housing retention, shelter system disengagements and returns to shelter. The LAHSA contract with Home at Last Community Development Corporation includes program performance indicators that pertain to program participants who exit non-

permanent housing to bridge housing or permanent housing, referrals to rapid re-housing or other housing, and utilization of beds.

Review of LAHSA's contract with Home at Last Community Development Corporation for crisis housing services indicate that the contract objectives and performance indicators are consistent with the purpose, objectives and performance metrics of Homelessness Initiative E8.

***Homeless Health Care Los Angeles***
***Contract Number: 2017CESSAY22 – Amendment One***
***Program Name: 2016 Coordinated Entry System (CES) for Individuals and Youth***

The primary purpose of Homeless Strategy E6 is to create a county-wide network of multidisciplinary, integrated street-based teams to identify, engage and connect, or re-connect, homeless individuals to interim and/or permanent housing and supportive services. For this strategy to be successful, it is imperative that all street teams operate with the same understanding of what it means to conduct outreach and what it means to engage homeless on the streets or in encampments.

Outreach is a means of educating the community about available services. Outreach is also a process for building a personal connection that may play a role in helping a person improve his or her housing, health status, or social support network.

Engagement, when conducted properly, is a process that establishes a trusting relationship that can lead to a homeless person's participation in services and housing. The process begins after the initial street outreach contact. The engagement process can take weeks to months. There is no standard timeline for successful engagement and an outreach worker/team should never be discouraged by initial rejections of their offers to assist a homeless individual.

Initiative E6 includes potential performance metrics that pertain to the number of contacts made, the number of people connected to health services, interim and permanent housing, housing retention, and sources of income. The LAHSA contract with Homeless Health Care Los Angeles includes program performance indicators that pertain to initiating contacts and program enrollment, services provided, referrals to crisis and permanent housing, and exiting to permanent housing.

Based on review of LAHSA's contract with Homeless Health Care Los Angeles for outreach and engagement activities, it was found that the contract objectives and performance indicators are consistent with the purpose, objectives and performance metrics of Homelessness Strategy E6 regarding the Countywide Outreach System.

Input from field interviews indicate that the contract objectives and performance indicators are consistent with the purpose, objectives and performance metrics of Homelessness Initiative E6 regarding the Countywide Outreach System.

***Special Services for Groups, Inc. (CES Lead Agency for SPA6 for Families, Adult individuals and Youth)***
***Contract Number: 2017CESSAY55***
***Project: SSG/HOPICS Crisis Housing Network Expansions – SPA 6***

The primary focus of Homelessness Strategy E8 is on enhancing the emergency shelter system. According to the strategy, an adequate crisis housing system ensures that individuals, families, and youth have a safe place to stay in the short-term, with access to resources and services that will help them exit homelessness quickly – optimally within 30 days. The emergency shelter system should be enhanced to be an effective point-of-access to and component of an integrated homeless services system.

Strategy E8 includes potential performance metrics that pertain to the number/percentage of individuals, families, and youth who exit from emergency shelters to permanent housing, time period from housing referral to placement, housing retention, shelter system disengagements and returns to shelter. The LAHSA contract with Special Services for Groups, Inc. includes program performance indicators that pertain to program participants who exit non-permanent housing to bridge housing or permanent housing, referrals to rapid re-housing or other housing, and utilization of beds.

Based on our review of LAHSA's contract with Special Services for Groups, Inc. for crisis housing services, we found that the contract objectives and performance indicators are consistent with the purpose, objectives and performance metrics of Homelessness Strategy E8.

***St. Joseph Center (CES Lead Agency for SPA6 for Families, Adult individuals and Youth)***
***Contract Number: 2017CESSAY23 (Amendment One)***
***Procurement Title: 2016 Coordinated Entry System (CES) for Individuals and Youth***

The primary focus of Homelessness Strategy B3 is the expanding the availability of rapid re-housing. According to the strategy, rapid re-housing is the most effective and efficient intervention for more than 50 percent of homeless individuals and families based on available data. Rapid re-housing is generally categorized as a short-term housing resource lasting 6-12 months, but in some cases up to 24 months, if steady, but slow improvements are made by recipients in making the transition to self-sufficiency.

The purpose of rapid re-housing is to help homeless families/individuals/youth with low-to-moderate housing barriers to be quickly re-housed and stabilized in permanent housing. Rapid re-housing connects homeless individuals and families, as well as vulnerable sub-populations such as older adults, to permanent housing.

Strategy B3 includes potential performance metrics that pertain to permanent housing placement, sustaining unsubsidized housing upon program exit, returning to homelessness, and increasing income during program participation. The LAHSA contract with St. Joseph Center includes program performance indicators that pertain to the number of participants who move into permanent housing within 120 days of program enrollment, number of participants who exit the program to permanent destinations, participant income increases during enrollment and participants who do not return to homelessness after exiting to a permanent destination.

Based on our review of LAHSA's contract with St. Joseph Center for rapid re-housing services, we found that the contract objectives and performance indicators are consistent with the purpose, objectives and performance metrics of Homelessness Strategy B3 regarding rapid re-housing.

***Upward Bound House***
***Contract Number: 2017CESF09 - Amendment One***
***Program Name: 2016 Coordinated Entry System (CES) for Families***

The primary focus of Homelessness Strategy E8 is enhancing the emergency shelter system. According to the strategy, an adequate crisis housing system ensures that individuals, families, and youth have a safe place to stay in the short-term, with access to resources and services that will help them exit homelessness quickly – optimally within 30 days. The emergency shelter system should be enhanced to be an effective point-of-access to and component of an integrated homeless services system.

Strategy E8 includes potential performance metrics that pertain to the number/percentage of individuals, families, and youth who exit from emergency shelters to permanent housing, time period from housing referral to placement, housing retention, shelter system disengagements and returns to shelter. The LAHSA contract with Upward Bound House includes program performance indicators that pertain to the full and efficient use of bed/unit resources. It does not, however, include metrics pertaining to exiting emergency shelters for housing placement and housing retention after placement.

Based on our review of LAHSA's contract with Upward Bound House for crisis housing services, we found that the contract objectives are consistent with the purpose and objectives of Homelessness Strategy E8 regarding enhancing the Emergency Shelter System (Crisis Housing). However, as noted above, the contract did not include a complete list of performance measures.

***Safe Place for Youth (SPY)***
***Various contracts and grants were reviewed in interview***
***SPY was included since the nonprofit is the CES Lead Agency for Youth in SPA5***

SPY was established 6 years ago as a result of local Venice CA women preparing and distribution lunches for homeless youth on the beaches. SPY was initially funded 100% by private business and residents with 1 full time staff and volunteers. In fiscal 2015-2016 after a private donor provided reduced rent use of a needed building. The full time staff grew to 8 plus volunteers. In Fiscal 2016-2017 public grants were received and the operating budget was $900,000 with 80% funding still from private donations.

Fiscal year 2017-2018 budget was $1.4 million, with the following contracts/grants awarded.

- Youth Regional Coordination ($304,000)
- Family Reconnection ($420,000)
- Supervisor Kuehl Homeliness Prevention grant ($100,000)
- Supervisor Kuehl Food for the Soul Garden grant ($420,000)

Currently SPY serves an average of 75 youth each day, but can see upwards of 100 daily. Arrangements are made with local shelters for a safe overnight. Currently in house schooling is supported by a local charter school. A medical clinic is in house including dental service. Lunch is provided by volunteers and cots for day naps for those unable to find evening shelter. Also safe storage facilities are provided so while their clients are on the street, they do not look homeless.

SPY's focus is support of youth from ages 12 to 25, with 90% in the TAY, which is the 18-25 age range. Statistics, according to a SPY manager indicate the average time before a homeless youth is subjected to solicitation into the sex trade is 48 hours. This means time is critical to reach new homeless youth quickly the current clients of SPY are doing their own outreach in the Venice Beach area. SPY is supporting a permanent supportive housing effort that has had land approved and funds available but resident resistance is delaying the project.

SPY is currently in negotiation for a 4-year grant of $8 million with the County Mental Health Department

***Finding 7: Many cities within the County have not participated in finding a solution for homelessness within their own city limits.***

There are other factors that will always lead to new homeless families and individuals needing assistance within their own community. The chronic homeless situation that is affecting the quality of life of local resident communities in all cities within the County also must be addressed in every city. The residents should be informed of the different conditions which result in both initial homelessness and why it leads to chronic homelessness. All Mayors should have city departments participate in an informed discussion with residents of homeless conditions in their city. Then city staff should be directed to propose a solution for the city administration to participate in the new "Everyone In" proposition proposed by LAHSA and United Way of Greater Los Angeles.

The success of the three cities where staff are participating in HUD CoC supported homeless services are mentioned as examples that may be helpful to other cities in their homeless support planning efforts. Long Beach, Pasadena and Glendale have city supported programs that were in place when LAHSA was formed in 1993. These cities put new HUD recommendations in place in 2012, and have already experienced a positive trend in reducing local homelessness.

On the following page, Exhibit 10 is an example used by Long Beach Fire Department called the HEART Program. The Long Beach Fire Department HEART unit has two qualified EMS individuals in city vehicles equipped with necessary first aid equipment. The units drive to homeless spots in the city. If it appears assistance is needed the HEART units can provide assistance and transport the person to a hospital or a homeless assistance shelter depending on the situation. Residents are informed at local community meetings about the activity of the police and fire teams. Residents are advised to call 911 to report a homeless situation that concerns them about their own "quality of life". The HEART team had 650 contacts with homeless in a six month period. Of those responses 300 were 911 calls. The result was forty three individuals were assisted on contact, 8 of which were veterans. Also 8 were driven to drug rehab and 4 taken to a local shelter.

**Exhibit 10**
**Long Beach Fire Department Homelessness Education And Response Team (HEART)**

**Mission Statement**

The mission of the Long Beach Fire HEART Unit is to reduce the number of Fire Department responses to individuals experiencing homelessness through:

- Rapid response to 911 calls for service
- Collaboration with Continuum of Care Partners
- Educating fire service and community members about local resources and issues surrounding homelessness

**HEART Unit Vision Statement**

**Reducing Homelessness One Call At A Time**

By using information and referrals from Fire Department responses to locate and assist individuals experiencing homelessness.

By providing guidance to Continuum of Care partners to assist individuals experiencing homelessness when those members are unsure if the individual requires treatment at an emergency room.

By developing relationships with individuals experiencing homelessness to assist them into permanent housing.

By decreasing the number of primary and repeat Emergency Room transports for individuals experiencing homelessness by connecting them to the most appropriate resource for their individual needs.

**HEART Unit Values**

Treat all people with dignity and respect, always understanding that we are part of one community.

Ensure individuals experiencing homelessness that interact with the fire department have a positive and caring experience.

Embrace the mission of the Continuum of Care partners and work collaboratively with them.

Long Beach Police offers a program termed "Quality of Life Assistance". The local residents are advised at business and homeowner community meetings to contact police if they see anything that concerns them. This program is not restricted to homeless, but includes issues or actions of people that may be homeless. When responding to calls relating to the homeless, the police may contact "HEART" if the situation appears to be a health related issue. If not, the police deal with the situation and notify the City Attorney's office. The Police Quality of Life team in the past six months made an average of 120 monthly contacts with an average of 18 individuals being taken to shelters.

Long Beach has a CoC Agency that has been operating directly with HUD for direct funding and issuing contracts to local service providers within the city. Exhibit 11 shows a portion of a pocket guide for the local community and business associations that includes a map of various homeless service providers in Long Beach. This guide includes a brief description of services provided and how to access those services.

Outreach is an important function performed by the Multi Service Center and by the Long Beach Health Department which includes homeless services staff. The city outreach effort identified and contacted 903 homeless this past year. Of these 403 accepted services and the remaining declined. Long Beach has a population of about half a million, one eighth the size of Los Angeles City, is an example that may provide guidance for other cities when considering their homeless service plan.

Any city no matter the size should have a homeless service plan that provides a "better quality of life" program for all their residents. The MHIA has provided funding for some cities willing to study the homeless situation within their city limits and attempt to develop a plan that coordinates with the LAHSA goals now supported by Measure H funding.

**Exhibit 11**

## Long Beach Pocket Guide -Shelters, Food , Health & Hygiene Services

### Plus Quality of life Assistance

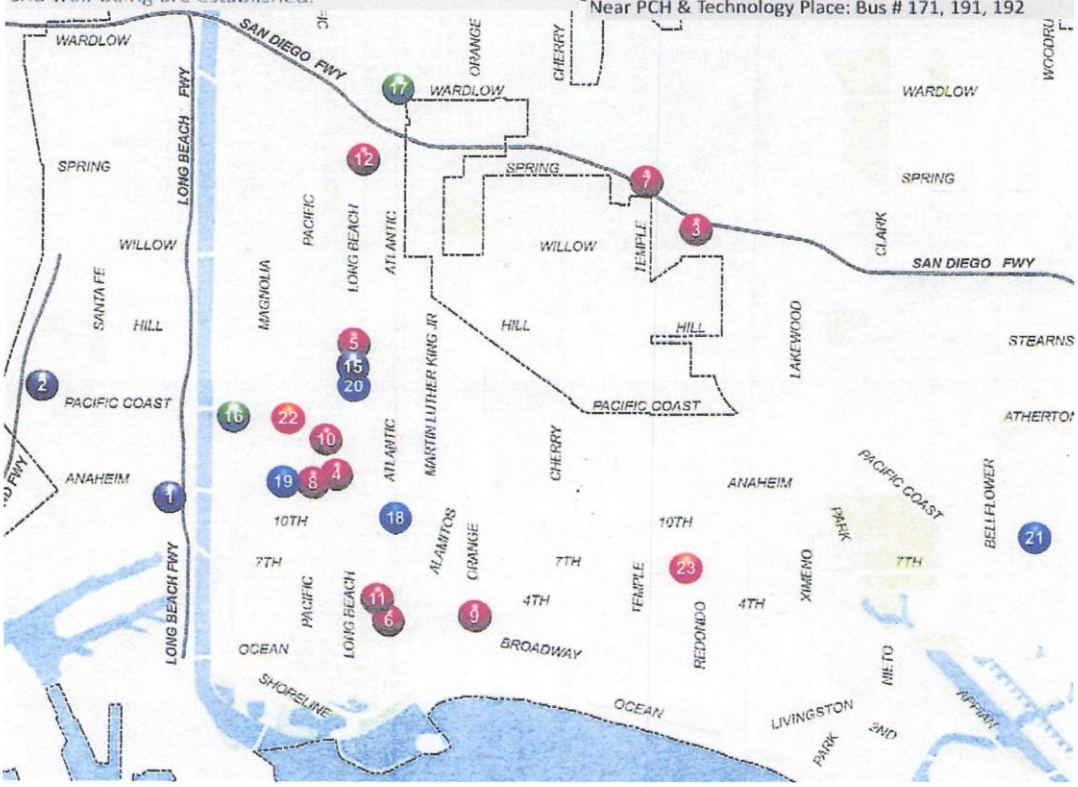
### MULTI-SERVICE CENTER

(1) Since its opening in March of 1999, the Multi-Service Center (MSC) has functioned as the main entry point into the Long Beach Continuum of Care system. The MSC is a unique facility which co-locates social service agencies in order to provide **integrated, centralized assessment and comprehensive services** for at risk and homeless individuals and families in one location. These services include **basic services, such as showers, mail, street outreach and prevention services, case management, crisis counseling, educational assurances, life skills training, employment assistance, financial literacy classes, expungement workshops, fair housing workshops, housing placement, health screenings, HIV/AIDs related services, substance abuse and mental health treatment referrals, veterans services, mainstream benefits and referrals to other community resources**. The MSC mission is to provide comprehensive supportive services to promote progress towards permanent housing, self-sufficiency, by creating a community where health, safety, and well-being are established.

### VILLAGES AT CABRILLO

(2) The Villages at Cabrillo is a residential community established to break the cycle of homelessness. A former naval housing campus serving the local Long Beach ship yards, the Villages at Cabrillo has been transformed from a military housing site into a vibrant supportive housing community. As steward of the campus since its inception in 1997, Century Villages at Cabrillo, a 501(c)3 affiliate of Century Housing, is the community development organization that owns, develops, and manages this unique 27 acre campus. Today, the Villages at Cabrillo is home to more than 1,200 residents, including veterans, families and children, and features a collaboration with close to 20 non-profit and government agencies that collectively provide residents with **safe, affordable housing and access to the skills, tools, and services needed to establish self-sufficiency. On-site supportive services include childcare, medical center, veteran services, substance abuse rehabilitative services, adult skill building classes, emergency shelter, transitional and permanent housing.**

2001 River Ave.
Long Beach, CA 90810
Phone: (562) 200-7300
Near PCH & Technology Place: Bus # 171, 191, 192



***Finding 8: Permanent Supportive Housing provides all support services within a campus setting.***

Century Housing Villages at Cabrillo is a 27 acre community of living quarters for veterans plus other individuals and families within this Long Beach community. Long Beach obtained this unused property previously used by the Navy for this project. Property title was transferred to Long Beach in 1991 with the understanding that part of the property would be transferred to Century Housing for a development to assist the homeless. The property was acquired by Century Housing in 2000 to be developed into a model public-private partnership. Information is available on the web at www.centuryhousing.org.

Century Housing describes themselves as a mission-driven lender, financing multi-family housing throughout` California with acquisition, construction, and permanent housing loans. Century is a California-based private, nonprofit lender and developer building affordable housing targeting low and moderate income wage earners. Century Housing has financed more than 25,000 affordable homes throughout California. In 1989 Century Housing was restructured to become a lender to provide a more efficient development process and to maximize leveraging opportunities with public and private lending sources. The portion of the Long Beach property that passed to Century Housing has been developed in stages to provide housing for homeless persons, including emergency shelters, transitional housing, a substance abuse recovery program operated by the U.S. Department of Veterans Affairs, and permanent supportive housing for households with family members who are disabled. Services are provided by 20 public and private health and employment readiness organizations.

In 2016 the property housed over 1,000 previously homeless men, women and children, over half of whom are veterans. More information is available for those interested in private/public partnership involving military or government owned property in the County. To increase capacity for homeless housing at Villages at Cabrillo a new multifamily apartment unit was opened February 2018. There is a Metro Long Beach bus stop within the Village to accommodate transportation throughout Long Beach.

The following Exhibits 12 and 13 provide information and photos of Villages at Cabrillo that may be of interest to City Mayors and Mangers, within the County, who may be considering establishing homeless programs in their city.

**Exhibit 12**

Long Beach Solution for Homeless Assistance
Century Villages at Cabrillo, 2001 River ave.
Century Villages at Cabrillo
2001 River Avenue, Long Beach, CA 90810
www.centuryvillages.org
Willard Street
Willems Street
River Avenue

**Exhibit 13**

**CABRILLO VILLAGE has many agencies providing homeless support services in an area with 70 different facilities & many Quality of Life amenities - including supportive housing**

**Community center for all**

**Full service Medical and social assistance**

**Lawn & Gazebo Social area for women only facility - also children's play area**

**Park has many play areas -**

**Gardens & walking paths with exercise stops**

## B. The Grant Making Process

A fundamental role of LAHSA is to serve as a "public foundation" for addressing homeless issues in the County. While LAHSA does provide some direct services through its outreach function, it's primary function is to provide grant funding to community-based organizations that provide the actual services to the homeless population.

***Finding 9: The Grant Making process has improved since the passage of Measure H, but smaller community-based organizations still face challenges in qualifying and applying for funding.***

### Request for Statement of Qualifications Process

To fulfill its role as a grantor of funding for homeless services, LAHSA has created a two-step process for soliciting community-based organizations to request funding. The first step is the Request for Statement of Qualifications (RFSQ) process, for the purpose of the RFSQ is to require community-based organizations to "pre-qualify" to bid for program funding under Measure H. The pre-qualification process does not apply to service providers who have existing contracts with LAHSA. The idea behind the RFSQ was to separate the threshold review process that was previously contained within the prior procurement processes thereby allowing agencies who are qualified to submit bids without having to repeat having to be qualified for each new procurement.

The RFSQ is the tool used by LASHA to evaluate if submitting agency applicants "possess established threshold levels of 1) Financial Stability, 2) Organizational Experience, Administrative and Fiscal Capacity, 3) Organizational Capacity, and 4) Organizational Experience providing Supportive Services / Housing to homeless persons." Once qualified, an applicant is recertified on an annual basis, but does not go through the RFSQ process again.

Service providers were generally positive about the new RFSQ process, although most of those interviewed had previously done work with LAHSA and did not have to go through the process. Service providers liked the ability to avoid being disqualified from a project based on procedural issues that could be easily rectified, but would then require them to wait an entire year to re-bid on the project. Agencies were also complementary on the assistance offered to them in working through pre-qualification issues. The RFSQ also has the benefit of streamlining the Request for Proposal process by allowing staff to focus solely on the programmatic request and not have to evaluate or re-evaluate an organization's administrative qualifications to perform the contract.

### Request for Proposal Process

In order to fund the eight Initiatives designated by the County for implementation, LAHSA undergoes a Request for Proposal (RFP) process. The RFP's are developed by individual strategy and request proposals for community-based organizations to provide services within SPAs. The RFPs define the nature of the services to be provided and the amount of funding dedicated to provide those services within the SPA. The entire process can take six months or longer depending on the scope and complexity of the funding strategy. For example, for the Capital Costs for Crisis and Bridge Housing RFP (Initiative 8), the RFP was officially released in December of 2017 with proposals due in March 2018, approvals in April 2018 with a contract start date of July 2018. Proposers were provided opportunities to attend a proposer's conference where the RFP and scope of work are reviewed in detail and go through a question and answer period to allow for further clarifications, if necessary.

Service providers were generally positive about the RFP process. The primary concern expressed by multiple service providers was that the contracting process, following the award, often took longer than anticipated which made efforts to staff-up or acquire new space to meet the new demands of the contract risky. At least two service providers indicated that they were uncomfortable making financial commitments in preparation for contract implementation until they had a signed agreement.

Another concern raised by service providers was that despite an improved RFSQ and RFP process, it can still be difficult for smaller service providers to qualify and bid for funding for projects. This is not an uncommon problem for grant making organizations and LAHSA has taken the following steps to try and make the process more viable for small to medium-sized agencies:

- LAHSA provides support to agencies in the preparation for the RFSQ process such as working with agencies to identify different means to demonstrate fiscal stability.
- LAHSA works with agencies to provide training to new staff and opportunities for some capacity building funding are available as well.
- LAHSA agreed to lower its administrative cost ratio to 8% to allow agencies to raise their administrative ratio to 12%. This is a significant help to smaller and medium sized agencies where they do not necessarily have large economies of scale to help keep administrative costs at or below the traditional 10%.
- LAHSA is working to offer three-year funding commitments, instead of the traditional one year, which give organizations a longer planning and implementation horizon and a greater level of confidence that investments in staffing, equipment and space are warranted.

The procurement process, however, is still time consuming and requires a level of administrative and fiscal sophistication that some smaller nonprofits are not capable of meeting. In public grant making there is a delicate balance between safeguarding public funds by ensuring that organizations have the administrative, financial and programmatic capacity to carry out the desired scope of work and the desire to fund agencies deeply embedded within the community which may have a unique ability to reach the target population.

### C. Performance Monitoring and Support of Community-Based Providers

Since the passage of Measure H, LAHSA has restructured its organization and developed new capacity building initiatives to improve its ability to monitor grantee compliance and improve the ability of their grantees to provide effective services.

***Finding 10: LAHSA has developed a comprehensive fiscal and programmatic monitoring program of its service providers.***

As a pass-through funding entity, a critical function of LAHSA is to provide oversight and administration of contracts. LAHSA's Fiscal Department is responsible for ensuring that its grantees comply with contractual requirements, including all federal, state and local regulations. The Compliance and Monitoring group performs routine site visits to grantee service providers to ensure that the fiscal and programmatic obligations of Measure H are being fulfilled.

Annually, each grantee service provider is appraised using a Fiscal and Programmatic Risk Assessment Matrix to provide an objective evaluation of risk. Grantee service providers that are determined to be "high risk" are subject to annual site visits and monitoring. "Low" and

"Medium" risk providers are subject to bi-annual visits at LAHSA's discretion. The following is an overview of the two types of Risk Assessments performed by the Compliance and Monitoring Group:

- ***Fiscal Risk Assessment*** **–** The fiscal risk assessment involves an analysis of seven key risk factors. An agency's performance is ranked using these factors which include: date of the last monitoring visit, timely submission of LAHSA reports, agency staffing capacity, quality and completeness of submitted reports, records retention practices, financial stability analysis and potentially other factors to be determined by the auditor on a case by case basis.
- ***Programmatic Risk Assessment*** **–** The programmatic risk assessment is based upon an analysis of seven risk factors. Similar to the fiscal risk assessment, the risk factors are evaluated and the grantees risk level is ranked using the following categories: date of the last monitoring visit, documentation management standards, achievement of performance targets, staffing capacity to ensure programs are administered effectively, facility benchmarks and the existence of grievances or other problems that may have arisen over the course of the contract.

The LAHSA agreements with service providers set forth the standards for determining compliance. All compliance audits are scheduled at least thirty days in advance. A list of documents to be reviewed is provided and an internal control questionnaire is to be filled out by the agency. Sample size standards have been set and the list of requested fiscal transactions to be reviewed is sent to the agency prior to the site visit. The fiscal audits are conducted in compliance with Office of Management and Budget A-110, A-122, A-133 and Generally Accepted Accounting Principles.

At the conclusion of an audit, a preliminary report is prepared and provided to the agency for review in an exit conference. LAHSA staff then prepare a final Monitoring Report specifying the nature and scope of the review as well as any findings, recommendations and/or corrective actions to be taken by the agency. The grantee agency has thirty days from the final monitoring letter to respond to the report. If corrective actions are required, an agency must reply with its proposed corrective actions which are to be reviewed and responded to by the Monitoring and Compliance officer of LAHSA. Based on the nature of the corrective actions, a subsequent site visit may be scheduled to review the agency's progress in achieving compliance. All previous findings are reviewed in the subsequent audit.

***Finding 11: LAHSA has recently restructured its performance and contract management function and, while it is too early to provide a comprehensive assessment, some minor improvements may be warranted.***

In addition to formal risk assessments, each grantee service provider is assigned a representative from LAHSA's Finance Department and the Performance Department. The responsibility of the Finance Department is to respond to questions related to invoicing and budgets. The Performance Department performs the day-to-day contract management function. The LAHSA assigned Performance Manager typically meets with a grantee service provider monthly. During those meetings, the manager reviews the grantee agency's progress towards the achievement of key outcomes and helps determine whether there are any administrative and/or programmatic issues that need to be addressed. During the course of the year, if a Performance Manager determines that a service provider is having difficulty in any area of programmatic compliance,

they may take steps to implement corrective action on the part of the agency to avoid a potential finding in the annual compliance review.

Overall, the structure of evaluating compliance is well designed. In interviews with service providers, an issue was raised by multiple providers. These providers were, at times, confused as to the role of the Performance Manager, particularly as it relates to the administration of the program budget. Where budget modifications are requested, grantee agencies submit those requests to the Finance Department and not the Performance Manager. It is important for the service providers to have a single point of contact for contract management. More importantly, the function of evaluating a budget modification should be a "program" issue in that the modification should be evaluated based on the impact the modification will have on the ability of the agency to provide efficient and effective services. This should, at least initially, be the role of the Performance Manager who is more familiar with the grantee agency's programs and can better assess the need for a budget modification.

***Finding 12: Some service providers are challenged to find qualified staff to implement their programs.***

The increase in program funding throughout the County for homeless services has created a significant demand on staff with experience in addressing issues for the homeless. One LAHSA staff person estimated that approximately 1,200 additional positions County-wide will be required within the homeless service sector to meet funding and program expectations. This demand has negatively impacted service providers who are struggling to address staffing needs and may not have the budget to fund salaries at the level of their public sector counterparts. Multiple service providers report losing experienced staff to LAHSA, County Department of Health Services, County Department of Public Social Services and other public agencies. Smaller- and medium-sized agencies even report losing staff to larger agencies.

LAHSA has taken steps to assist agencies in addressing their staffing needs by holding job fairs where service providers can attend. The results of these job fairs, as reported by the service providers, has been mixed. The feedback suggests that while there has been some ability to recruit entry-level staff at these job fairs, identifying more experienced staff with the ability to have an immediate impact has been difficult.

***Finding 13: LAHSA's implementation of a County-wide training academy has the ability to impact the effectiveness and productivity of its service providers.***

The expansion of staff by service providers comes with the additional burden of hiring and training new staff. While none of the service providers indicated that they will be unable to meet new program funding and demands, the challenge to hire, train and retain quality staff is a significant concern moving forward. In order to help grantee service providers, in 2017 LAHSA entered into an agreement with Homeless Health Care Los Angeles to develop and implement a centralized training academy for LAHSA's service providers. The objective of the trainings is to provide staff development opportunities for grantee service providers focused on three categories of staff: entry-level staff, mid-level direct service staff and supervisory staff. Implementation of the Training Academy began at the end of 2017 and should be fully operational by the middle of 2018.

The Training Academy will offer three different types of formal training. Each curriculum offered includes 35 hours of training and participating staff receive a Certificate of Completion

upon graduation. The curricula focus is on implementing evidence-based practices for addressing the needs of the homeless population including training on practices such as trauma, informed care, cultural humility, housing first, harm reduction, motivational interviewing and critical time intervention. The curricula also addresses different strategies for working with diverse populations including the chronically homeless, families, transitional age youth, LGBTQ, persons with disabilities, domestic violence survivors, human trafficking survivors, the aging and elderly, incarceration and re-entry, and veterans.

The following is a brief overview of the three curricula being offered in the next calendar year. Each of the training programs will be held multiple times and are expected to be provided regionally to assure that representatives from each SPA will be able to attend:

- ***Curriculum I: Care Coordination and System Navigation* –** This training is intended for entry-level staff and staff with limited professional experience in working with the homeless population. This training will occur over a period of one-week with seven-hour classes each day. The focus of the classes will be on making staff familiar with the most current evidence-based practices in the field and will include topics on: the landscape of homelessness, evidence-based practices, boundaries and ethics, housing programs and the core functions of case management.
- ***Curriculum II: Applied Care Coordination and Systems Navigation* –** This curriculum will be designed for direct service staff who have previous experience in working with the homeless population. This training will be less focused on lecture-time and more interactive with scenario-based training and exercises that can be done in the field between training sessions. Topics will be more focused on detailed evidence-based practices. Examples of topics may include HIPAA requirements, addressing physical and mental health issues including substance abuse and overdose prevention as well as more program focused knowledge related to housing and retention and case management.
- ***Curriculum III: Supervisory Training for Homeless Service Providers* –** This course will be focused on staff transitioning into to supervisorial roles within their organizations. The course will be divided into three sections: leading people, managing work, and developing self and others. The objective is to prepare the trainees to assume new roles within their organizations managing others.

All of the foregoing trainings will be provided by Homeless Health Care Los Angeles. In addition to the Training Academy, LAHSA will occasionally provide their own training focused on particular policies or practices developed by LAHSA.

While the service providers interviewed were mostly positive about the Training Academy, a few interviewees expressed concern that the practical approaches advocated in the Training Academy may not represent the same approach taken by all service providers. Some of the larger service providers indicated that they already provide many of the types of training being done by the Training Academy and may not be as interested in sending their staff to programs that require a 35 hour commitment. Some suggested that they would be more likely to send staff to individual training sessions dedicated to topics relevant to their existing services if those were made available instead of extended formal trainings.

Despite the foregoing concerns, the implementation of the Training Academy has the ability to have a positive, long-term impact on the homeless service sector within the County. The ability to offer service providers a "boot camp" for staff not previously experienced in the homeless

service sector will assist agencies who are struggling to find experienced staff and do not have the resources to provide their own training. Moreover, the more in-depth classes have the potential to provide a more consistent and evidence-based approach to providing certain types of services within the County.

***Finding 14: LAHSA's capacity building efforts are designed to be tailored based on the needs of individual service providers.***

In addition to providing training, LAHSA is committed to further assist service providers by offering a capacity building program. Capacity building is the process of strengthening the ability of service providers to perform their key administrative and programmatic functions. Measure H assigned funding to LAHSA to institute a capacity building program and LAHSA has leveraged that funding by partnering with United Way to assist in the development and implementation.

In November of 2017, LAHSA released a Request for Bids (RFB) to request capacity building consulting services from the pool of consultants in the following categories:

- *Operational Management* -- which includes financial management, IT services, HR, contract management, facilities management, policies and procedures, internal controls, risk management, communications and fundraising.
- *Leadership* – including board composition & governance, organizational structure, succession planning, strategic planning and community engagement.
- *Program Administration* – including data reporting, program evaluation and collaboration with partners.

The goal of the RFB is to develop a pool of consultants that will be used on an as-needed basis to assist service providers. The basic structure of the capacity building program is two-fold. The first step in the program provides agencies up to $8,000 to conduct a needs assessment. The needs assessment is then used to evaluate what type of assistance the agency could use to improve the efficiency and/or effectiveness in providing homeless services. Based on the assessment, the grantee agencies may request capacity building assistance of up to $40,000 per project from LAHSA. For FY 2017/2018, LAHSA has allocated $2.8 million in capacity building funding with the hope of serving at least 50 service providers. Future budgets for capacity building will be $3 million annually.

***Finding 15: Local communities need to recognize the urgent need to build new permanent supportive housing rather than burdening surrounding communities with their homeless population.***

The Long Beach Villages at Cabrillo is an impressive example of permanent supportive housing in a large multi support campus that in 2016 was housing over 1000 homeless families and individuals. The campus offers a complete range of homeless services provided by many nonprofit agencies that work on a collaborative basis. The campus includes versions of permanent supportive housing for specialized needs. The facilities include innovative incentives to help the former homeless to socialize in a normal community setting.

For those businesses and homeowners' associations throughout the County interested in learning more about how their city, businesses, and community associations can improve their community "quality of life" may want to request a tour of the Villages at Cabrillo facility to learn about

positive steps that help the homeless recover while also preventing the blight of homeless encampments in their neighborhoods. Exhibit 14 shows a photo sampling of the results of a positive community approach contrasted with what happens when the homeless situation is ignored.

There is a new "EVERYONE IN" coalition to support the needs of the homeless in their own community. For more information, those interested can refer to LAHSA web site and look up various articles to learn how others are seeking solutions to homelessness issues in their own communities. Below is a summary of an article about a rally at Echo Park on March 9, 2018.

> "A coalition termed "EVERYONE IN" for homeless support was held at Echo Park on March 9, 2018. It was sponsored by the United Way of Greater Los Angeles and LAHSA. In attendance were many homeless service providers from all areas of LA County as well as leaders of various cities, business and community associations. Also attending were interested individual residents and businesses to learn how each could participate in providing assistance to homeless families and individuals in their pathway out of their homeless status. They learned what assistance was needed to reach supportive permanent housing, which also improves the quality of life for the residents and businesses. Financial support is being expanded dramatically through the Measure H program provided by the County. The goal of EVERYONE IN is to eliminate homelessness in the County within 10 years."

Support Services are being expanded dramatically through the Measure H program which has a goal to eliminate homelessness in the County within the next 10 years. Cities have been offered funds from the County to study the homeless problem in their own communities to determine how they can participate in the solution. Information on how local community associations of residents and businesses can participate in this "EVERYONE IN" coalition can be obtained by checking the LAHSA's website at http//www.lahsa.org.

Exhibit 14 shows a photo sampling of what you can choose. To support permanent housing or what may result if no action is taken.

**Exhibit 14**

**Voters Approved MEASURE H Program to Resolve Homelessness**

**There is now a choice - Below are pictures of Permanent Supportive Housing**

**The Goal is permanent self supportive housing - Some wil require supportive housing**

**No one should want situation shown below-Happens when communities neglect their homelessess**

**This is what results when all wait for others - to assist in solving the homeess situation**

**The choice is yours - Will you join the "EVERYONE IN" coalition?**

## RECOMMENDATIONS

LAHSA's implementation of Measure H is in its infancy and, therefore, this study focused primarily on identifying key challenges faced by the agency and its partners as well as strategies currently being employed by LAHSA to address those challenges. Notwithstanding, the CGJ has the following recommendations for consideration:

6.1 LAHSA should work with the County of Los Angeles Chief Executive Office, Homeless Initiative to evaluate the feasibility of providing more flexibility in funding strategies within individual SPAs. The goal would be to allow lead and other agencies within a SPA to submit formal requests to tailor allocated funding to strategies that meet the particular needs of the individual SPA.

6.2 LAHSA should review its performance and contract management function to determine if Performance Management staff should serve as the primary day-to-day contact for service providers, including the initial review of budget modifications requested by the agencies.

6.3 Los Angeles County Measure H Homeless Initiative Authority should extend their survey to the incorporated cities within LA County that have not yet provided a plan to participate in assisting is the homelessness solution in their city as has been requested in the "Everyone in" coalition by LAHSA and United Way of Greater Los Angeles.

6.4 Los Angeles County Board of Supervisors should request City Mayors within the County to identify locations within their city limits where low cost permanent supported housing may be constructed.

6.5 LAHSA should prepare material for use by officials of each incorporated city to inform individuals at local business association meetings and home owner's association meetings to make them aware of the new support programs now available for homeless and ask city officials to participate in the information process.

6.6 LAHSA should have an approved procedure so each Lead CES Agency in each of the 8 SPA has authority to subcontract out to nonprofit organizations within their SPA with specific needed service capability

6.7 LAHSA should provide information for cities to distribute to residents and business associations explaining why and how all community members can assist in the goals of the Measure H program.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Los Angeles Homeless Services Authority (LAHSA) | 6.1, 6.2, 6.5, 6.6, 6.7 |
| County of Los Angeles Chief Executive Office, Homeless Initiative | 6.1, 6.3 |
| Los Angeles County Board of Supervisors (BOS) | 6.4 |

**ACRONYMS**

| | |
|---|---|
| **BOS** | Board of Supervisors (Five Supervisors each elected to supervise an area in the county) |
| **CDC** | Community Development Commission in LA County |
| **CES** | coordinates resources to help people experiencing homelessness to end homelessness |
| **CGJ** | Civil Grand Jury |
| **CMS** | Center for Medicare and Medicaid Services |
| **CoC** | Continuum of Care - Provides funding for efforts by nonprofit providers assisting to end homelessness |
| **CRRC** | Community Resource and Referral Centers for Veterans |
| **CVC** | Century Village at Cabrillo, (campus of multiple facilities offering homeless services) |
| **DCFS** | Department of Children and Family Services |
| **DHS** | Department of Health Services in Los Angeles County |
| **DMH** | Department of Mental Health in LA County |
| **DPH** | Department of Public Health in LA County |
| **DPSS** | Department of Public Social Service, LA County manage housing subsidies |
| **EMS** | Emergency Medical Services |
| **ES** | Emergency Shelter |
| **ESB** | Emergency Solution Bases grants |
| **FEMA** | Federal Emergency Management Agency |
| **FTE** | Full-Time Equivalent Employees |
| **FY** | Fiscal Year |
| **HACoLA** | Housing Authority of Los Angeles City |
| **HCHV** | Health Care for Homeless Veterans |
| **HEART** | Homeless Education Assistance and Resource Team of Long Beach City |
| **HEARTH** | Homeless Emergency Assistance & Rapid Transition to Housing act of 2009 |
| **HHH** | Permanent Supportive Housing Loan ***Program, for City of Los Angeles*** |
| **HIPAA** | Health Insurance Portability and Accountability Act of 1996 |
| **HMIS** | Homeless Management Information System data base application to monitor services |
| **HUD** | U.S. Department of Housing & Urban Development |
| **LACoC** | Los Angeles County Continuum of Care program |

| | |
|---|---|
| **LAHSA** | Los Angeles Homeless Services Joint Authority |
| **MHIA** | Los Angeles County Measure H Initiative Authority |
| **PHA** | Public Housing Agency (funded by HUD to issue section 8 rent vouchers to landlords |
| **PSH** | Permanent Supportive Housing |
| **RFB** | Request for Bids |
| **RFP** | Request for Proposals |
| **RFSQ** | Request for Statement of Qualifications |
| **RRH** | Rapid Re-Housing - connects homeless to Shelter in Path to Permanent housing |
| **SPA** | Service Planning Areas, (Los Angeles County separated into 8 service areas |
| **SPY** | Safe Place for Youth nonprofit providers to homeless youth |
| **TAY** | Transition Age Youth, (Homeless youth from age 18 through age 24) |
| **TH** | Transition Housing, Housing with supportive services, job training support to PSH |
| **WDACS** | Work Force Development Aging and Community Services |

## COMMITTEE MEMBERS

| | |
|---|---|
| Bill Thomas | Chair |
| Patricia Kennedy | |
| Teresa Montijo | |
| Oscar Warren | |

# ACCREDITATION IS A GOOD THING FOR YOUR LOS ANGELES COUNTY CORONER

**Theodore "Ted" Smith, Chair**

**Charles Dolcey**
**Patricia Kennedy**
**Thomas C. Rasmussen**
**J. Ronald Rich**

# ACCREDITATION IS A GOOD THING FOR YOUR LOS ANGELES COUNTY CORONER

## EXECUTIVE SUMMARY

In 2016, The National Commission on Forensic Science recommended that all offices, facilities, and institutions performing medicolegal death investigations be accredited by the year 2020.[1]

The Los Angeles County Department of Medical Examiner-Coroner's Office (DME-C) received a Provisional Accreditation in 2016 from The National Association of Medical Examiners (NAME), a downgrade from a previous Full Accreditation status.

The 2017-2018 Los Angeles County Civil Grand Jury (CGJ)'s investigation revealed a multiplicity of factors negatively impacting the recruiting and retention of personnel and function of the DME-C. The Recommendations made in this report by the CGJ should help to improve the standards and performance of the DME-C, allowing it to regain Full Accreditation status.

## BACKGROUND

The Los Angeles County DME-C is tasked with investigating and determining the circumstances, manner and cause of all violent and unusual deaths occurring within the County. They are also tasked with investigating those deaths where a death certificate cannot be signed by a physician because the cause of death is unknown to the physician or in those cases where the decedent has not seen a physician or registered nurse within 20 days of death. The coroner's office responds to scenes of death regardless of the day, time or location in the county and uses investigators, forensic pathologists[2], laboratory technicians and toxicologists[3] to conduct its investigations.

Los Angeles County has more people than San Diego County, Orange County, and San Bernardino County combined. The County of Los Angeles is the most populous county in the United States, with more than 10 million inhabitants as of 2017[4]. Los Angeles County's population is larger than 41 individual states. Its county seat, the City of Los Angeles, is also its most populous city with a population of approximately four million people.[5]

The Los Angeles County Coroner has more deaths reported, more cases accepted and more cases categorized by the manner of death (accident, homicide, natural, suicide and undetermined) than any other county in the state. The scope of activities of the Medical Examiner's Department is largely based on California Government Code 27491.[6] This code states that all unnatural deaths including homicides, suicides, accidents, and deaths in custody, are by definition coroner cases, as well as, infectious diseases reaching epidemic proportions, deaths in state or local institutions and deaths believed to be natural, but sudden and unexpected where the decedent has not seen their health care provider in the last 20 days of life.

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1 National Commission on Forensic Science
Accreditation of Medicolegal Death Investigation Offices
2 DME-C Senior Staff
3 Ibid
4 https://factfinder.census.gov
5 Ibid
6 http://leginfo.legislature.ca.gov/faces/code displayvSection.xhtml?lawCode=Gov&sectionNum=27491

In 2016, NAME downgraded the accreditation level of DME-C from Full Accreditation to Provisional Accreditation status. Unless significant improvement in attaining NAME's standards for Full Accreditation occurs by 2020, when the next evaluation by NAME is scheduled, the DME-C could lose all accreditation.

## METHODOLOGY

The CGJ focused on key issues and the performance goals and targets adopted by the DME-C. Additionally, the CGJ interviewed[7] DME-C senior and line staff members, budget analysts and line staff from various County Departments including a) The Los Angeles County Sheriff's Department, b) The Los Angeles County Auditor-Controller, c) The Los Angeles County Chief Executive Officer, d) Los Angeles County Department of Registrar, e) The Los Angeles County Department of Medical Examiner-Coroner, f) The Los Angeles County Department of Health Services, g) The Orange County Sheriff-Coroner's Department and the h) San Bernardino Sheriff-Coroner's Department.

The CGJ collected data from the Medical Examiner Department in the larger counties of California and also read professional and scholarly papers presenting issues of relevance. Manuals describing policies and procedures at the DME-C were reviewed. The CGJ toured the DME-C headquarters facility, as well as, the Morgue Center, the crematorium at the Los Angeles County Cemetery (Evergreen Cemetery)[8].

Because the Department of Human Resources (DHR) has worked with the DME-C in the hiring process, the CGJ analyzed the DHR's performance data and hiring process. There are continuing issues with the Coroner Investigative Trainee (CIT) selection process that severely limits the number of selected candidates.[9]

A survey was conducted of the DME-C staff to determine how long it takes to perform the specific tasks of investigations, toxicology testing and performing the necessary medical exams. In reviewing this information, identification of case processing chokepoints and increased staffing levels that would alleviate those chokepoints, were identified. The need for additional field offices was identified by studying the time required for investigators to travel from the current field office to decedent's locations[10].

Multiple meetings and discussions with senior staff members of the DME-C were necessary to identify their strategic plans and goals. For personnel issues where performance lagged, the County Coroner has targeted specific hiring challenges and the difficulty of long term retention.

7 DME-C Senior Staff
8 https//www.laconservancy.org/locations/evergreen-cemetrery
9 DME-C Senior Staff
10 Ibid

## FINDINGS

***Finding 1: Accreditation. The Los Angeles County Coroner should be accredited.***

Accreditation demonstrates compliance with acceptable professional standards and performance criteria providing assurance of competence in carrying out medicolegal death investigations. There are two nationally recognized organizations that set accepted standards for accreditation, The NAME[11] and The International Association of Coroners and Medical Examiners (IAC&ME)[12]. NAME is a national professional organization representing physicians, investigators and administrators, who are active in medicolegal death investigations. The IAC&ME is a similar, but an international organization. Both organizations have standards that are accepted as national accreditation standards by multiple medicolegal professional associations.

Accreditation is given at two levels: Full Accreditation is given to those organizations that have no major deficiencies and less than fifteen minor deficiencies and is granted for five years. Provisional Accreditation is given with less than five major and less than twenty-five minor deficiencies and is granted for a twelve month period. There is an expectation of significant improvement during that time that can result in another twelve-month extension.

The primary reason for DME-C's downgrade from Full to Provisional Status was its difficulty in recruiting and retaining personnel, especially forensic pathologists, investigators, and criminalists/forensic toxicologists. Inadequate numbers of personnel have resulted in excessive overtime, employee redeployment, and employee burnout. Most importantly, the overall effect has been rapidly growing backlogs in final autopsy reports that have resulted in failure to meet the accreditation standard of 90% final autopsy reports completed in 90 days or less.

Another requirement by NAME is that 90% of autopsies and external examinations are to be performed within 72 hours from the time:

1. the medical examiners' jurisdiction is accepted
2. the coroner's authorization is granted
3. or the receipt of an externally referred decedent

The inability to attain the above requirements, threatens the DME-C's ability to achieve Full Accreditation status, when they are re-evaluated by NAME in 2020.

The NAME Inspection and Accreditation Program has the purpose of improving the quality of the forensic/medicolegal investigation of deaths. NAME's accreditation applies to forensic death investigations. It does not apply to individual forensic practitioners.

Accreditation issues may also be associated with the condition of their facilities. Facilities are only a part of the accreditation evaluation and NAME does not accredit facilities alone. The accreditation standards emphasize policies and procedures, not the professional work product.

The accreditation standards represent minimum standards for an adequate medicolegal death investigation system, not guidelines. NAME accreditation is an endorsement by NAME that the system or office provides an adequate environment, in which a medical examiner/forensic pathologist may practice his or her profession and provides reasonable assurances that the office or system well serves its jurisdiction. NAME accreditation is not a guarantee of proper

11 https://netforum.avectra.com/eweb/DynamicPage.aspx?Site=NAME&WebCode=AboutNA... 1/8/2018
12 IAC&ME https://www.theiacme.com

medicolegal death investigations or forensic pathology diagnoses. It is the goal of NAME that application of these accreditation standards will aid materially in developing and maintaining a high caliber of forensic medicolegal death investigations for the communities and jurisdictions they serve.

***Discussion of DME-C Organization***

Presented below are significant divisions or units within the DME-C organizational structure.

***The Operations Bureau and Call Center***

The Operations Bureau represents the largest segment of the DME-C[13]. This bureau consists of the disaster community services, decedent services, coroner investigation, identification, notification services, background coordinator, Sudden Infant Death Syndrome Program and Peace Officers Standards and Training (POST),[14] and The Special Operations Response Team (SORT),[15] which provides response in the event of any mass fatality or high explosive incident. The Public Information Officer also falls under this bureau. This Bureau is responsible for the 24-hour a day, 7 day a week operations of many direct services provided by the department.[16] The Bureau oversees the Investigations and Forensic Services Divisions.

***Finding 2: The Los Angeles County Coroner should implement a better case management system.***

The Operation Bureau's Call Center receives all incoming calls which include emergency calls, non-emergency calls and dispatches all outgoing calls utilizing a case assignment screen. The present version utilizes the Case Management Enterprise CME2.2 (a 1997 version). This system is antiquated and its operational area is challenged when processing all such calls through their Case Management System (CMS).

The system crashes giving a 'run-time-error' message which obviously interrupts the normal flow of work placing all work productivity at a complete standstill. As calls come in, case numbers are assigned manually and recorded on paper logs until the system comes back up. When this system (CMS) goes down, it does not have a 'save' or backup data entry function or capability. When the system comes back up the user/operator must input the records into the CMS system effectively handling the same record twice. The CMS has a limited search function, only the name or date field can be searched. In both cases it can only match the exact match. For example, Jon Smith would not yield options for John Smith.

The term "case management system" also refers to two computer applications. First, an application called CMS which has been in place for over 15 years, is not secure and cannot be changed or upgraded. Second, ECFS (Electronic Case Filing System) is a more recently developed application that is being used for object tracking (autopsy specimens and evidence) and document storage. These two systems are separate and synchronized daily. An Information Technology (IT) manager has been hired and this should prove helpful improving the functionality of the present system.

13 DME-C Organization chart
14 Peace officers' (POST) Training Manual
15 Ibid
16 DME-C Senior Staff Report

Funds have been allocated for a new case management system, which is planned to be robust and is fundamentally based on a document management system. An updated version of CMS will allow access to management and support agency operations from anywhere, at any time and from any web browser. A modern version of CMS would reduce the capital expenditures associated with hardware changes, implementation and validation of a traditional Coroner-Medical Examiner case management system. It would ideally be suited for environments that require an automated data management solution that would eliminate manual and inefficient processes.

There have been issues with the Coroner's employees understanding the present process. This has impacted the understanding and operation of this later version software program. There should be additional personnel provided for project management, implementation and maintenance of any new case management system.

### *The Investigative Division*

The Medical Examiner is required to determine the cause and circumstances (manner) of certain deaths. In general, deaths of a sudden and unexpected nature and those related to any type of injury or intoxication must be reported to the Medical Examiner and investigated by this office. These include deaths that are obviously due to trauma, such as motor vehicle-related fatalities, and deaths that are suspected to be due to drug or alcohol intoxication. In addition, if an injury or intoxication is known to contribute to the death, even in a small way, or is even merely suspected to have contributed to a death, the death falls under the coroners' jurisdiction. This applies when an individual dies of complications of a prior injury, even if that injury occurred many years prior to the death.[17]

Deaths that fall under the jurisdiction of the Medical Examiner-Coroner are investigated by the Investigations Division. These deaths may require dispatching a Coroner Investigator to the scene of the death regardless of the time or location. Coroner Investigators will interview witnesses and emergency responders, photograph the scene, follow up on leads, collect evidence, make identifications, notify next of kin, secure valuables and interface with law enforcement agencies. Coroner Investigators prepare reports that are forwarded to the Medical Division for use in the determination of the cause and mode of death. Coroner Investigators are frequently called into court to provide testimony on coroner cases. Under the California State Penal Code 830.35(c), all Coroner Investigators are sworn peace officers. The Department of Medical Examiner-Coroner's investigators are peace officers trained by Peace Officer Standards and Training (POST).[18]

In the majority of cases investigated, a postmortem examination (autopsy) is conducted by a forensic pathologist in order to determine the cause of death. The examination normally occurs within 3 days of assignment of the decedent's body to the DME-C, but usually performed the next day. Autopsies are required in approximately 75 percent of the cases examined by the Coroner.

17 DME-C Senior Staff report
18 http://discovercorrections.com/blog/What-is-Peace-Officer-POST-Peace-Officer-Standards-Training-Certification

***Finding 3: The Los Angeles County Coroner should have a better staffing of Forensics' Pathologist, Technologist, Attendants, and mortuary attendants and aids.***

***The Decedent Services Unit (DSU)***

This section is part of the Investigations Division of the Operations Bureau.[19] DSU is largely staffed by Forensic Attendants and is charged with transporting decedents from death scenes and hospitals (that fall under the jurisdiction of the coroner), to the Forensic Sciences Center (FSC). Location type can vary widely from hospitals and residences, to hillsides and burnt out structures. The DSU staff will pick up medical records, x-rays and relevant samples, such as blood and tissue in hospital deaths. They will collect and package property and clothing, as well as, collect and book the evidence. They assist the Coroner Investigator with packaging and movement of the deceased. DSU staff will process incoming cases to include fingerprinting, undressing and documenting height and weight of the deceased. They are responsible for crypt management and releasing decedents, once the Department has concluded its examination. This requires a review of the documentation provided by the mortuary, a confirmation of the legal next of kin and a verification of the deceased being released. DSU staff provides transportation for indigent cases and veteran burials that the Department arranges.

The DSU also staffs a twenty-four hours per day operation that receives calls from Los Angeles Police Department, Los Angeles County Sheriff Department, Los Angeles City Fire Department, Los Angeles County Fire Department, Los Angeles County Hospitals, and Mortuaries, within and outside of the Coroner's jurisdiction. The Decedent Services Unit is responsible for crypt management of human remains prior to release for photograph, x-ray and autopsy. These services include preparation of "Proof of Death" letters to verify that a death is being investigated by the Coroner. As well as "Port of Entry" letters to confirm that a decedent had no communicable disease, which are necessary when a decedent is transferred into the United States after a death has occurred outside of the United States.

***Department of Medical Examiner-Coroner Personnel***

| **County of Los Angeles – Department of Medical Examiner-Coroner<br>Budgeted allocated positions<br>Fiscal Year (FY) 2017-2018** | | |
|---|---|---|
| **Unit Description** | **Budget/Allocated** | **Vacant** |
| Administration | 58 | 5 |
| Operations Bureau – Investigations | 78 | 13 |
| Operations Bureau – Forensic Services | 29 | 2 |
| Forensic Laboratory Services | 29 | 3 |
| Forensic Medicine | 28 | 7 |
| Forensic Medicine – Photo and Support | 26 | 1 |
| **TOTAL** | **248** | **31** |

There are extensive processes for vetting new hires of Coroner Investigator Trainees (CITs). The process can take up to a year from the time an individual applies to the time they are hired.

19 DME-C Organization chart

After hiring, there is a training period for CITs that takes approximately one year. This would equal a total processing time of up to 2 years.

In the last Coroner Investigator Trainee (CIT) exam administered in 2017 out of a total of 979 applications, there were a total of 7 candidates hired. The reason for disqualification were, failing the willingness questionnaire, incomplete applications, failure to appear for the exam, failing the written exam, failing the oral exam, and one candidate withdrew. Finally, 163 candidates were added to the certification list. However, of the 163 candidates, only 30 candidates were classified in the primary acceptable bands of the "V" (Veteran) or Band 1. These "bands" represent 5 selection groups the highest being "V" and Bank 1, extending down to Band 4. Usually the "V" Band and Band 1 are the bands from which candidates are selected, with difficulty reaching down into the other Bands to select additional candidates. All 30 were invited to the selection interview. During that time, there were 12 CIT vacancies. Thirteen (13) offers were made and seven (7) candidates mentioned above were hired. The remaining candidates either withdrew (3) or failed the background (3) process.[20] This demonstrates the difficulty in recruitment and hiring, especially in the Investigative Division and in Forensic Medicine, which currently have the most important needs.

Criminalist positions, such as administrative or other support positions can typically be brought on board within four months depending on the size of the eligible list.

With a population of over 10 million people in Los Angeles County, approximately 78,000 to 80,000 residents die each year. The coroner's office investigates about 20,000 to 22,000 of those deaths. The Coroner's office received a total of 5418 requests for documents (Proof of Death Letters, Autopsy Reports, and Investigator Reports). This includes calls, mail, e-mail, walk-ins and online. The present DME-C case management system does not have an area in the document request screen (DRS) to note how a request was made, which prevents them from specifying how many calls were received.[21] The coroner's office conducts about 8,500 case examinations each year. There are four levels or types of examinations ranging from an external cursory examination to a full-scale autopsy.

1. Type I – Medical-Legal (performed as prescribed by law)
2. Type II – Clinical or Pathological (particular disease or research)
3. Type III – Anatomical or Academic (med-school anatomy students)
4. Type IV – Virtual or Medical Imaging autopsies.

The coroner operates from a single central location in downtown Los Angeles and two small satellite offices located in the Antelope Valley and in San Fernando[22] . The enormous size and constant congestion of Los Angeles County require the coroner staff to travel at least 30 to 90 minutes, and sometimes up to three hours, to investigate a scene of death and remove bodies. A body cannot be moved from an accident or crime scene until the coroner arrives and gives permission.[23]

20 DME-C Senior Staff regarding banding
Los Angeles County.gov hiring process for (CIT)
21 DME-C Senior Staff
22 Ibid
23 Ibid

***Finding 4: There is a strong need to replace the cremation retort and or outsource unclaimed remains.***

***ODA County Morgue***

The Los Angeles County and University of Southern California Medical Center's (LAC&USC Medical Center) Office of Decedent Affairs (ODA) is located on the grounds directly across from the Coroners Facility. The ODA processes all deaths that occur at the LAC&USC Medical Center. ODA also is comprised of the county morgue, the crematory, and the Los Angeles County Cemetery (Evergreen Cemetery)[24].

The ODA Manager reports up the chain of command to the Associate Hospital Administrator, who reports to the Hospital Chief Operations Officer, who reports to the Hospital CEO, who reports to the Director of Department of Health Services (DHS), who reports to the Board of Supervisors (BOS).

The LAC+USC is responsible for all unclaimed and indigent deceased that do not come under the Coroner's jurisdiction. The decedents are picked up by the Morgue staff or brought in by private mortuaries for storage in the County Morgue awaiting final disposition (cremation)[25]. The morgue itself holds only 43 decedents. Any in excess of this number are stored in refrigerated outdoor containers.

The morgue processes all deaths that occur in LAC+USC Medical Center, as well as, indigent and unclaimed persons throughout the County as reported by hospitals, nursing homes, convalescent homes and law enforcement agencies. The remains are taken to the LAC+USC Medical Center by Decedent Affairs Office Mortuary Attendants. If no estate or family is available to assume the responsibility of the deceased, the County takes responsibility for cremating the decedent. The ODA also manages and operates the crematory and receives on average 8 cases daily. The crematory's single functioning retort can only process 2 decedents per working day or 8 to 10 decedents per week, therefore 60 to 80 percent of decedents are outsourced.

The current County Crematory Retorts and Decedent Refrigeration Units are at the end of their useful life[26]. The ODA does not have reliable options should a natural disaster or mass casualty situation arise.

The 911 call flow process is that all law enforcement agencies, nursing and convalescent homes call directly to the Coroner to report a death[27]. The call is then screened by the coroner to determine name, age, family contact, address and to determine if there is a physician to sign the Death Certificate. If the death does not come under the Coroners jurisdiction, the County Mortuary Attendant is dispatched for pick-up, if no morgue staff is available.

If the individual remains unclaimed after thirty days, they are cremated at the county crematory at county expense. Transporting creates an added burden, especially in the north area of the county which is distant to the morgue.

24 https//www.laconservancy.org/locations/evergreen-cemetery
25 Senior Administrator at LAC+USC
26 Ibid
27 Flow chart for DME-C

Outsourcing a cohort of cases to a private forensic laboratory would prove to be beneficial. This cohort could consist of the victims of automobile collisions, suspected drug overdoses, and hit and run auto versus pedestrian cases. These cases are less complex and could aid in easing the workload of the Coroner.

Retort in use at the LAC+USC County Crematorium

**RECOMMENDATIONS**

7.1 Eliminate the critical issues that are presently preventing achievement of Full Accreditation Level by NAME.

a) Failure to meet the NAME accreditation standard of having 90% of final autopsy reports completed in 90 days or less

b) Failure to meet the NAME accreditation standard of having 90% of external examinations and autopsies performed within 72 hours from the time:

1) the medical examiner's jurisdiction is accepted

2) the coroner's authorization is granted

3) or the receipt of an externally referred decedent

7.2 Address the need for more Forensic Pathologists. Increase the starting salaries to be comparable to those in private practice. Consider providing subsidized housing.

7.3 Address the deficiency caused by the delay in the release of decedents from the hospital, once the physician calls the time of death, and the release of the decedent from the hospital to the coroner.

7.4 The CEO and DHR should work with DME-C to explore: 1) Easing of Banding selections beyond "V" and Band 1 to help recruiting and hiring of Coroner Investigator Trainees 2) helping fill lower level support staff positions 3) filling technical positions as a priority 4) working with DHS Human Resources to accelerate the application process necessary to fill vacant positions 5) creating a strong relationship with local colleges and universities for greater exposure to job opportunities.

7.5 DHS should provide Hospital Administrators enough staffing for the ODA unit regarding mortuary attendants, mortuary aids and crematory operators. Provide three new Morgue Vans and staffing for transportation and pick-up of decedents. DHS should provide adequate, clearly marked, parking spaces at the loading dock for the Office of Decedent Affairs (ODA) to address delivery and pick-up of decedents. Provide three new crematory retorts to replace the end of life retorts now in use

7.6 Replace the existing outdoors Office of Decedent Affairs (ODA) Crypt containers with an in-house storage Crypt for all un-claimed and unidentified decedents. The ODA Refrigerant Units need to be upgraded or replaced with more modern and technically advanced units.

7.7 Provide a stable modernized efficient version of CME (case management enterprise) to replace the current inadequate and outdated version. Provide a modernized efficient Case Management System (CMS). Provide additional personnel for project management, implementation and maintenance of the new case management system.

7.8 CEO should consider outsourcing a cohort of cases to private forensic laboratories. This cohort could consist of the victims of automobile collisions, suspected drug overdoses, auto versus pedestrian deaths and other overt causes.

7.9 The B.O.S. and CEO should study the need for a capital project regarding replacing or remodeling the Coroner's current facility. This new facility would consolidate all operations under one roof. It could be funded as was the new Los Angeles Hertzberg Davis Forensic Laboratory with a State Bond Issue and perhaps additional funding from USC, Los Angeles County and the Keck Foundation.

7.10 Equip all field investigators with media devices for rapid data field entry and data collection.

7.11 Pursue the development of an additional facility for Corner Investigators located in the southern portion of Los Angeles County. The decentralization of the DME-C investigators would improve response time and the efficiency of field investigations.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Los Angeles County Board of Supervisors | 7.1, 7.2, 7.7, 7.6, 7.9, 7.10, 7.11 |
| Los Angeles County Chief Executive Office | 7.1, 7.2, 7.4, 7.6, 7.7, 7.8, 7.9, 7.10 7.11 |
| Los Angeles County Department of Health Services | 7.3, 7.4, 7.5, 7.6, 7.9 |
| Los Angeles County Department of Human Resources | 7.1, 7.2, 7.4, 7.7, 7.10 |
| Los Angeles County Department of Medical Examiner | 7.1, 7.2, 7.3, 7.4, 7.7, 7.8, 7.9, 7.10, 7.11 |
| Los Angeles County University of Southern California Medical Center | 7.5, 7.6, 7.9 |

## ACRONYMS

| | |
|---|---|
| **BOS** | Los Angeles County Board of Supervisors |
| **CEO** | Los Angeles County Chief Executive Office |
| **CGJ** | Civil Grand Jury |
| **CIT** | Coroner Investigative Trainee |
| **CMS** | Case Management System |
| **DHR** | Los Angeles County Department of Human Resources |
| **DHS** | Los Angeles County Department of Health Services |
| **DME-C** | Los Angeles County Department of Medical Examiner -Coroner |
| **DRS** | Document Request Screen |
| **DSU** | Decedent Services Unit |
| **ECFS** | Electronic Case Filing System |
| **FSC** | Forensic Sciences Center |
| **IAC&ME** | International Association of Coroners and Medical Examiners |
| **LAC+USC** | Los Angeles County-University of Southern California Medical Center |
| **NAME** | National Association of Medical Examiners |
| **ODA** | Office of Decedent Affairs |
| **POST** | Commission Police Officers Standards and Training |
| **SORT** | Special Operating Response Team |
| **USC** | University of Southern California |

## COMMITTEE MEMBERS

Theodore "Ted" Smith Chair

Charles Dolcey

Patricia Kennedy

Thomas C. Rasmussen

J. Ronald Rich

# ON THE STREET

## *"Potholes"*

**Oscar Warren, Chair**

**Charles Dolcey**
**John S. London**
**Thomas C. Rasmussen**

# ON THE STREET

*"Potholes"*

## EXECUTIVE SUMMARY

The 2017-2018 Los Angeles County Civil Grand Jury (CGJ) investigated the policies, procedures and scheduling of pothole repairs in Los Angeles County and the cities of Long Beach and Los Angeles. The definition of a pothole[1] is a failure in the existing asphalt pavement caused by the presence of water in the underlying soil and traffic passing over the affected area. The introduction of water to the underlying soil structure weakens the supporting soil. This water intrusion is usually through cracks in the pavement or seams opening up. Traffic then fatigues and breaks the poorly supported asphalt in the affected area. These potholes seem to pop up like magic almost overnight during the rainy season. The Los Angeles County (LACO) Department of Public Works – Road Division, Long Beach (LB) Public Works and the City of Los Angeles (LA) Street Department, repaired approximately 322,000 potholes during 2017, utilizing materials such as the hot patch compound concept. LACO Department of Public Works, LB Public Works and LA Street Department have implemented a program for patching potholes, which allow pothole crews to focus on neighborhoods in specific districts.

## BACKGROUND

Folklore indicates that the famous road builders of the Roman Empire, more than 3,000 years ago, were hampered by potters who dug chunks of clay from the smooth highways of the time. The removed clay was used to make pots, and hence the name potholes was born[2].

On the East Coast, the term chuckhole is frequently used instead of pothole. The word is derived from the travels of the writer E. L. Wilson, who rode in a covered wagon from New Jersey to Ohio in 1836, he was quoted saying "the abundance of traveling wears the road into deep holes; these are called chuckholes." Even today, anyone traveling from the Jersey Shore along the Pennsylvania Turnpike, would encounter chuckholes or potholes causing a bumpy ride.[3]

By 1909, with the development of automobile assembly lines, autos became more commonly used by the public on the nation's roads and byways; potholes began to appear with more frequency throughout the United States. Potholes jar the psyche, as well as our cars, buses, trucks and bicycles. They leave behind a trail of flat tires, broken axles and damage to shock absorbers. The average Los Angeles motorist pays $746 per year to repair their vehicles due to damage caused by these rough roads.[4] Additionally, potholes are unsightly and a safety hazard.

A pothole seems simple to fix. So why do some streets get fixed, while other neighborhood streets still remain in poor repair?[5] It is possibly due to differences in street traffic density from one street to another. Despite motorists paying more in taxes and auto licensing fees, they may

1 Pothole-wikipedia-https://;en Wikipedia.org/wiki/pothole
2 Pothole. Info. "Why do they call them potholes?" http://www.potholes.info/2010/09/251
3 Pothole. Info. "How do Potholes Form?" http://www.potholes.info/2010/09/251
4 Los Angeles Times. Mayor Garcetti Launches Pothole Repair Operation Neighborhood Blitz. 07/29/2013
5 "Surprising Facts about L.S.'s Potholes". Http://articles.latimes.com 2/2/2018

be disappointed to find that the money collected will do little to improve their complaints about existing potholes.

Currently, the State of California has begun to climb out of a deep financial hole. The existing gas taxes that support road repairs are among the highest in the country. Yet California has some of the worst maintained roads in the United States. A recent report from the State Senate indicates that sixty-eight (68%) of California's roads are in poor condition, ranking 44th in the nation.

The cost for all the unfunded street and pothole repairs will cost the tax paying public up to $135 billion in the next decade. California lawmakers have met in special session to discuss allocating the billions of dollars needed for urgent repairs throughout the state. Transportation officials have indicated that about $57 billion is needed to repair state roads (i.e. highways) in the coming years with an additional $78 billion needed for local roads.[6] In 2013, the Los Angeles City Administration decided to kick off an operation to repair approximately two-thirds of potholes on Los Angeles streets.[7] Mayor Eric Garcetti indicated, "We have 70 years of neglect…" This was referred to as operation "Neighorhood Blitz".[8]

In 2015, Curbed Los Angeles reported "73% of the Roads in Los Angeles are in Bad Shape".[9]

In 2016, The County of Los Angeles reports repairing 42,714 potholes down 15% from the prior year.[10]

The state had not increased the gas tax since 1994, reflecting the political difficulty of tax hikes. In 2017, the Governor of California signed SB 1 that increased the State's gas tax by 12 cents per gallon. This increase took effect on November 1, 2017. In addition to the rise in gas taxes, vehicle registration fees also increased providing about $67 million in fiscal year 2018-2019.

Projecting forward Mayor Garcetti's 2018-2019 budget proposes allocating $90.4 million aimed at making the city safer for drivers, bicyclists, and pedestrians. In this budget $73 million is proposed for reconstruction of the city's worst streets (an increase doubling the $30 million spent this fiscal year).[11]

## METHODOLOGY

The CGJ gathered information regarding pothole repair throughout the County.

- Interviewed individuals from LA County, LB and LA City Street Maintenance Departments
- Reviewed procedures used to repair potholes
- Compared equipment used to repair potholes (See Exhibit 1)

6 Galbraith, Kate. "Long Neglected Road Maintenance is Now Urgent and Expensive". Calmatters. https://calmatters.org 1/24/2018
7 Los Angeles Times. Mayor Garcetti Launches Pothole Repair Operation Neighborhood Blitz 07/29/2013
8 Cbsla.com 7/29/13
9 Transportation Research Group (TRIP)
10 County of Los Angeles Open Data Report 7/19/17
11 L A Times 4/19/18

**EXHIBIT 1: Throw–and–Roll Pothole Repair Procedure**

Manual shovel technique

Compaction using vibratory compactor

Semi-permanent pothole repair procedure

Steam Roller is the most efficient and complex way to repair potholes. This involves complete resurfacing of the street. http://thenewswheel.com/5-kinds-pothole-repair

The CGJ did not have an opportunity to review the effectiveness of the Python 5000, pothole filling machine. It was introduced prior to 2012 and a single operator can prepare, fill, and pack down the asphalt mix rapidly. It is possible that the reduction of needed on site personnel was a negative factor in the implementation of this cost savings and more efficient method, potentially saving 40% over standard methods.[12]

12 8/18/2012 Popular Science "Want more?"

In colder climates, jurisdictions have utilized a microwave treatment to help bond the asphalt materials by adding magnetite. The concept of "zombie potholes" refers to when the current methods for filling potholes does not last and they "return from the dead" numerous times.[13]

## FINDINGS

Road funding in California has been challenged because each region presents its own ambitious environmental policy. The CGJ examined LACO, LB and LA City Department of Public Works pothole repair programs. There are problems in prioritizing repairs. It is usually necessary to send a crew to inspect the damaged area before it can be scheduled for repair. The area in question may not be of such severity as to warrant dispatching a full crew for repair. The question of whether to use a slurry seal or manual repair is determined by an evaluation of the damage. The City of Los Angeles has a grading system which was implemented in 2015, following Mayor Garcetti's "Neighborhood Blitz" in 2013.

The grading system for streets focuses upon cracking, oxidation, and failure of the underlying base. Good is no cracking, oxidation, or deteriorating base failure = A (no treatment necessary); satisfactory is minimal impact = B (treatment is a tarry slurry); when identified as "very little cracking and failure" is represented as = C (an overlay with up to 2 inches of asphalt as treatment); Poor pavement reflects moderate cracking and base failure = D, requiring 2-5 inches of asphalt or concrete to repair; and F = poor, major damage, and unsafe which requires 6-12 inches of repair.

A complete assessment is done every three years, through the use of a van using lasers, videos, sensors, and a computer system call MicroPaver Software.

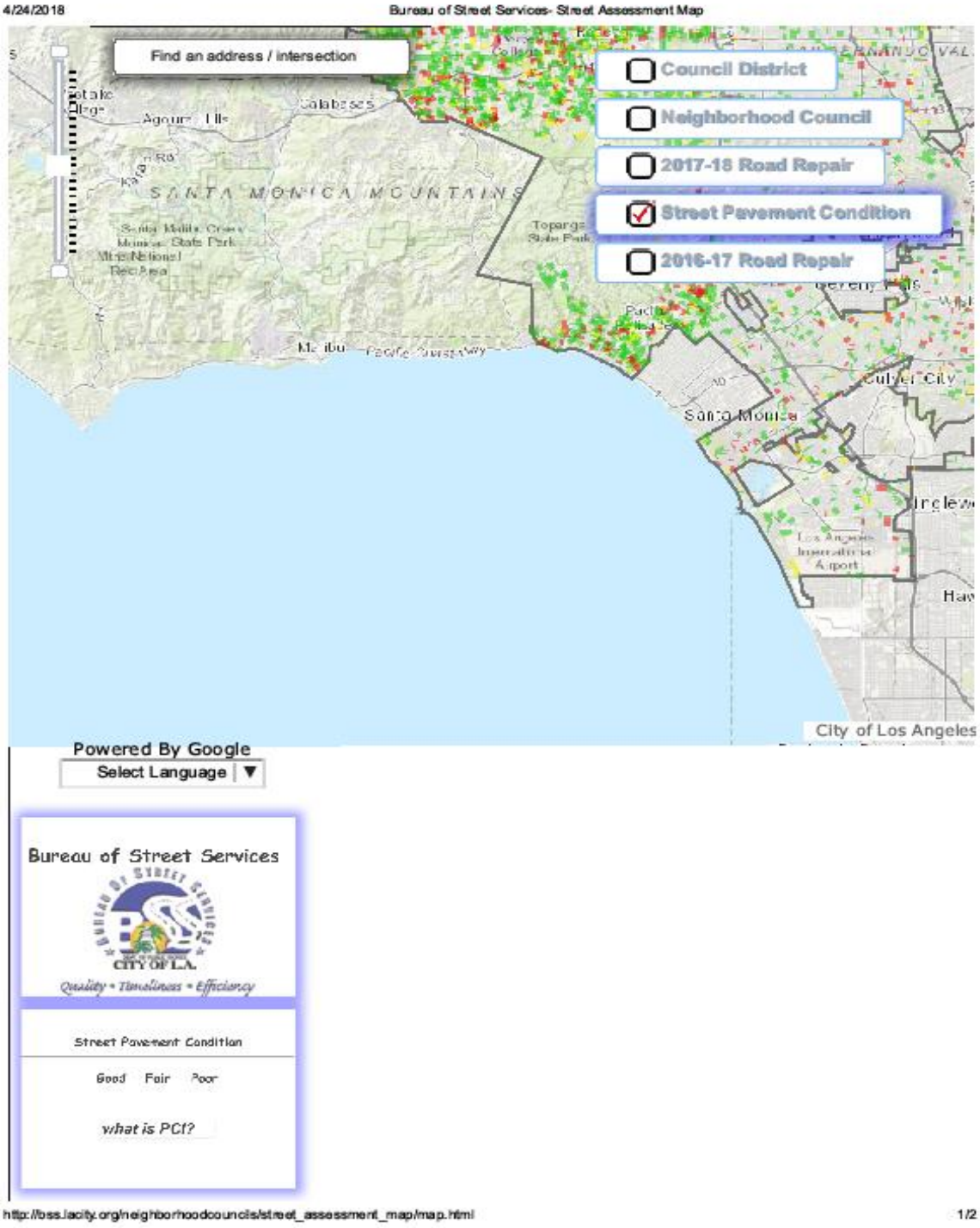
LA City surveys the 28,000 lane miles to complete a full assessment every three years. Its 2015 goal was repair of 2,400 lane miles. LA is currently building a new asphalt plant in Boyle Heights. It expects to recycle 50% of prior materials into new usable asphalt. The prior plant built in the 1940's was only able to utilize 15-20% recycled materials.

The worst problems are not always the first to repair. The Department has an 80/20 Plan; 80% A, B & C, and 20% D and F. Doing the "worst first" strategy only allows streets in good condition to deteriorate and then it will cost more later, stated the Director of the Bureau of Street Services to CBS.[14]

The City of Los Angeles Bureau of Street Services monitors, manages, and maintains the street network with its Pavement Preservation Program and Pavement Management System. This allows an equitable, economical and efficient selection program. Review of the status of the City's roads reflected the following in 2015 – 46% rated good "A" or "B", 22% rated fair or "C", and 32% poor rated "D" or "F". This information is available through the City Bureau of Street Services website. (See Exhibit 2).

13 Realmailonline 3/15/16
14 6/26/14 Bureau of Street Services to CBSLA.com

**EXHIBIT 2: LA City Bureau of Street Services – Street Condition Grade Map**



***Contact Information Gathered by the CGJ***

Many cities within areas of LACO have established their own Departments to address the deteriorating potholes, sidewalks, and streets. The CGJ found that in most cases the individual cities do a more efficient and timely job of repair in comparison to LACO.

The following are local services available for public access to request pothole repair:

Long Beach – (562) 570-2726

Pasadena – (626) 744-7311

Santa Monica – (310 458-2252/(310) 458-8505

Culver City – (310) 253-6420

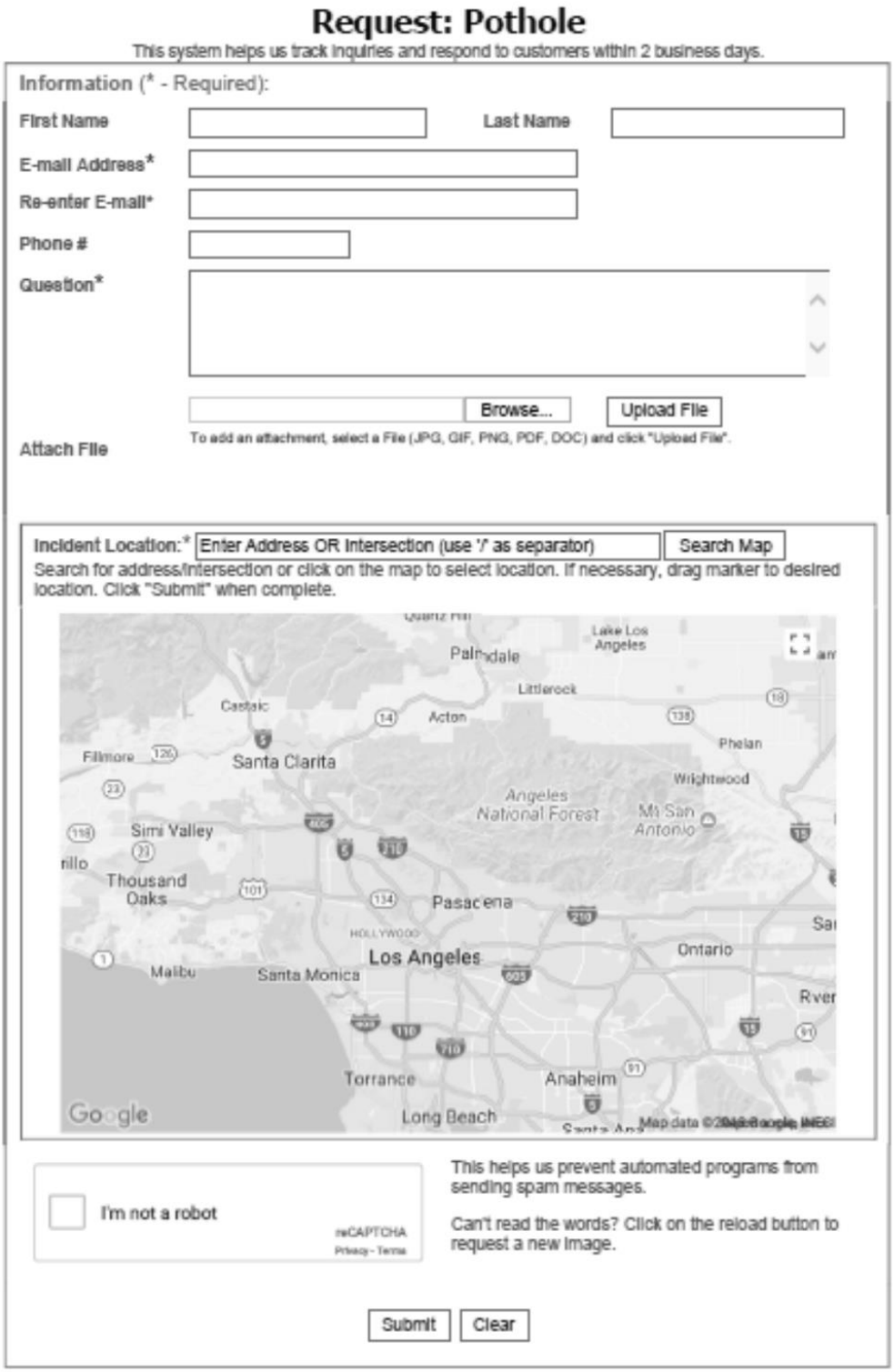
Beverly Hills – (310) 285-2467

West Hollywood – (323) 848-6879

The City of LA Bureau of Street Services can be accessed through its app – MyLA311 apps or City General Info line 311

The LA County Deparment of Public Works can be accessed on line @ dwp.lacounty.gov or through the County Operator @ 211 (See Exhibit 3)

**EXHIBIT 3 – LA County Department of Public Works - Online Request Form**



# Request: Pothole

This system helps us track inquiries and respond to customers within 2 business days.

Information (* - Required):

First Name | Last Name

E-mail Address*

Re-enter E-mail*

Phone #

Question*

Attach File — Browse... — Upload File

To add an attachment, select a File (JPG, GIF, PNG, PDF, DOC) and click "Upload File".

Incident Location:* Enter Address OR Intersection (use '/' as separator) — Search Map

Search for address/intersection or click on the map to select location. If necessary, drag marker to desired location. Click "Submit" when complete.



I'm not a robot — reCAPTCHA Privacy - Terms

This helps us prevent automated programs from sending spam messages.

Can't read the words? Click on the reload button to request a new image.

Submit | Clear

https://dpw.lacounty.gov/general/faq/index

***Finding 1: Los Angeles County Public Works***

- Los Angeles County, annual forecast budget is $80 -100 million
- Slurry and concrete repair work are performed every 3 years
- Asphalt surfaces at bus stops are being replaced with concrete surfaces
- Sinkholes are filled every 1-2 years
- Street resurfacing is rarely done
- A generic telephone number is utilized for each jurisdiction to report potholes[15]

***Finding 2: Long Beach Public Works***

- The Port of Long Beach is responsible for road maintenance in their area
- Public Works is responsible for preparation and maintenance for special events, such as the Long Beach Grand Prix
- The City of Long Beach utilizes a smart phone application to take a picture of potholes, which sends the picture to the Public Works Department[16]

***Finding 3: Los Angeles City Street Department***

- The Department operates on annual budget of $140–153 million
- Utilizes hydraulic pressure or pressurized water to prepare the hole before the pothole is repaired
- Inspects the city streets every 3 years
- Repairs and maintains all airport streets
- Offers an online basic assessment of pavement conditions around the city

[15] Interview with a high level manager from Los Angeles County Department of Public Works, January 9, 2018
[16] Interview with a high level manager from Long Beach City Department of Public Works, Public Service Bureau, January 12, 2018

## RECOMMENDATIONS

8.1 Every public works department should address improving the repair process for potholes within their jurisdiction.

8.2 Public Works Managers must consider the application of new materials which are more durable than asphalt.

8.3 Each department should share information regarding new developments and methods in pothole repair.

8.4 Establish joint cooperative efforts to address issues that arise at jurisdictional lines.

8.5 Each public works department should develop a five year strategic plan for pothole and street repair and maintenance.

8.6 Each public works department should increase their workforce.

8.7 Each public works department should shorten the length of time from the notice of needed repair until repair completion.

8.8 In places where the asphalt is completely torn out for construction projects, the permanent replacement should be concrete where there is serious potential damage to a street from continuous heavy use. The replacement should be concrete if possible.[17]

8.9 Each public works department should address pothole repairs in both residential and commercial areas regardless of the zip code.

8.10 Each public works department should publish a schedule of planned repairs on their website, to reduce the frustration of their consitituencies.

## REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

[17] Interview with a supervisor from the City of Los Angeles, Street Services Department February 07, 2018.

| Responding Agency | Recommendations |
|---|---|
| Long Beach City Department of Public Works | 8.1, 8.2, 8.3, 8.4, 8.5,8.6, 8.7, 8.8, 8.9, & 8.10 |
| Los Angeles City Street Department | 8.1, 8.2, 8.3, 8.4, 8.5,8.6, 8.7, 8.8, 8.9, & 8.10 |
| Los Angeles County Public Works | 8.1, 8.2, 8.3, 8.4, 8.5, 8.6, 8.7, 8.8, 8.9, & 8.10 |

**ACRONYMS**

**CGJ** Civil Grand Jury

**FY** Fiscal Year

**LB** Long Beach

**LAC** Los Angeles City

**LACO** Los Angeles County

**COMMITTEE MEMBERS**

Oscar Warren Chair

Charles Dolcey

John S. London

Thomas C. Rasmussen

# AUDIT COMMITTEE

**Joan L. Pylman, Chair**

**Thomas C. Rasmussen**
**Roger Stephenson**

# AUDIT COMMITTEE

## SUMMARY

Under California Penal Code sections 925, 925(a), 933.1, and 933.5, the 2017-2018 Los Angeles County Civil Grand Jury (CGJ) was empowered to investigate county government agencies, cities and special districts in the County of Los Angeles. The primary function of the Audit Committee of the CGJ is to oversee contracting with outside auditors. To assist the CGJ, the Los Angeles County Board of Supervisors provided the CGJ an operating budget which included monies to contract with independent consultants and/or auditors as needed.

## METHODOLOGY

The Audit Committee interviewed three audit firms that were on the County of Los Angeles Board of Supervisors Master List of approved auditors and consultants. Starting this process as early as possible, the Committee carefully selected several audit firms to be interviewed based on their prior experience with the CGJ and their unique skill sets. The Committee also gave consideration to local auditors and consultants; a firm owned by a female and a large firm located in Northern California. All three firms were well qualified.

To assist the investigative committees with developing their contract scopes of work and specifications, the Audit Committee devised guidelines and a template for the committee's use when describing their requirements for the bid process. (See Appendix 1) They were given a timeline for when these requests were due. The CGJ approved the Audit requests which were then forwarded to the three audit/consulting firms. Two of the three firms sent back proposals for all five audit requests. The third firm sent only three proposals. The CGJ was in a unique situation in that the operating budget was decreased from previous years due to technology upgrades.

After reviewing all Audit proposals with the Audit Committee and the Investigative Committee Chairs and with the approval of the CGJ, the five proposals from BCA Watson Rice LLC were accepted. The contracts were drawn up and signed by all parties.

Letters of notification/introduction were sent to the departments, school districts, police departments, fire departments and other agencies that were to be investigated. Off-site visits were scheduled and coordinated with the audit teams.

The contract terms of payment called for progress reports/milestones to be made by the Audit/consulting firm to the CGJ. The Audit Committee reviewed the firm's invoicing for work performed with each investigative committee chairperson. With chairperson approval, the Audit Committee completed Invoice Approval Forms for each invoice, provided this documentation to the CGJ Foreperson for approval and the payment was processed by the Civil Grand Jury Staff.

## ACRONYMS

**CGJ** Civil Grand Jury

## COMMITTEE MEMBERS

Joan L. Pylman Chair

Thomas C. Rasmussen

Roger Stephenson

**APPENDIX**

**STUDY/AUDIT REQUEST**

**TEMPLATE**

**Submitted by:_____ Committee:_____**

1. **Provide name of topic and describe your investigation.**

2. **Describe the entity agency and activity to be audited. Include available contact information i.e. name, title, phone number etc.**

3. **Provide information concerning any investigations, research, and fact finding that has been completed by your committee.**

4. **Within the scope of your investigative topic, describe what specifically you want considered for audit. Consider the following:**
   a. Compliance with applicable laws and regulations
   b. Compliance with policy and procedures
   c. Accuracy and consistency of transactions, record keeping, financial and non-financial statements. (Transparency)
   d. Collection of performance statistics

5. **Describe in as much detail as you can any data collection, surveys, sampling, or testing to be conducted.**

6. **Provide your schedule of expected milestones and deadlines you need for the audit. Consider CGJ deadline schedule.**

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# CITIZENS' COMPLAINTS COMMITTEE

**Valerie R. Castro, Chair**

**John S. London, Co-Chair**
**Linda Cantley**
**Charles Dolcey**
**Patricia Kennedy**
**Diane Miles**
**Teresa Montijo**
**Thomas C. Rasmussen**
**J. Ronald Rich**
**John Schilling**
**Gregory T. Shamlian**
**Tina Witek**

# CITIZENS' COMPLAINTS COMMITTEE

## EXECUTIVE SUMMARY

The Citizens' Complaints Committee (CCC) of the 2017-2018 Los Angeles County Civil Grand Jury (CGJ) consisted of thirteen members and is a Standing Committee of the CGJ. It is the means by which citizens can file a formal written complaint regarding the actions of city or county governmental entities or public officials within Los Angeles County. The primary function of the CCC is to receive, review and evaluate complaints. All complaints are confidential.

## BACKGROUND AND METHODOLOGY

A Citizen Complaint Form and the complaint guidelines are available on the website: www.lacourt.org/formspdf/CitizensComplaint.pdf.

**The following is the method used by the CGJ for processing a complaint:**

1. A complaint is received.
2. The complaint is logged.
3. Each complaint is assigned a unique file number.
4. An acknowledgement letter is sent to the complainant.
5. The complaint is referred to the CCC Chairperson.
6. The CCC meets collectively to review the complaints.
7. The CCC evaluates the complaint and suggested findings and a determination is made if an investigation is needed. If so, it must be approved by the Grand Jury as a whole.
8. If the CGJ determines that a matter is within the legally permissible scope of its investigative powers and warrants further inquiry, additional information may be requested. If a matter does not fall within the jury's investigative authority, no action will be taken and there will be no further contact with the complainant.
9. All files are sealed and placed in storage for five years.
10. If the CCC deems there is insufficient time to review or investigate, a response may be sent to the complainant to resubmit their complaint to the next grand jury.

**Complaints were reviewed and categorized as follows:**

| Disposition of Citizens' Complaints<br>2017 – 2018 Los Angeles County Civil Grand Jury | |
|---|---|
| Insufficient information | 15 |
| No jurisdiction over subject matter | 37 |
| Reviewed - no action taken | 11 |
| Unsupported | 9 |
| | |
| **Total** | **72** |

**ACRONYMS**

**CCC** Citizens' Complaints Committee

**CGJ** Civil Grand Jury

**COMMITTEE MEMBERS**

Valerie R. Castro Chair

John S. London Co-Chair

Linda Cantley

Charles Dolcey

Patricia Kennedy

Diane Miles

Teresa Montijo

Thomas C. Rasmussen

J. Ronald Rich

John Schilling

Gregory T. Shamlian

Tina Witek

# CONTINUITY COMMITTEE

**Linda Cantley, Chair**

**Valerie R. Castro**
**John S. London**
**J. Ronald Rich**
**Gregory T. Shamlian**
**Roger Stephenson**

# CONTINUITY COMMITTEE

## EXECUTIVE SUMMARY

The Continuity Committee serves as a bridge between prior and future Civil Grand Juries.

## BACKGROUND AND METHODOLOGY

The California Penal Code, section 933(c) mandates each Civil Grand Jury (CGJ) maintain at least a five year record of previous CGJ final reports and a five year record of responses by public agencies to the recommendations of prior reports. In addition, the committee has the responsibility to ensure that public agencies fulfill their legal obligations to respond in a timely and legal manner to the prior year's recommendations.

California Penal Code 933(c) allows a public agency 90 days to respond to the recommendations of the CGJ. California Penal Code, section 933.05(b) states that the response by the public agency to the recommendation be one of the following: Implemented, Will Implement, Further Analysis Needed, Will Not Implement.

To comply with the statutory duties and responsibilities, the 2017-2018 CGJ Continuity Committee reviewed and analyzed the recommendations and responses made by the previous five Civil Grand Juries and agencies. (See Table 1)

Beginning in July of each year, a new Civil Grand Jury awaits the responses to the prior year's CGJ's final report. The Continuity Committee is responsible for the collection and recording of these responses. Since agencies are given 90 days to make their response, this process begins at the beginning of October. If responses are not received, a copy of that investigation, including the recommendations, is again sent to the appropriate agency. It is not the responsibility of the CGJ to address the content of prior reports and their recommendations, only to insure that responses are collected and their outcomes are cataloged. These prior reports are available on the website: http://grandjury.co.la.ca.us/gjreports.html

Issues brought up by previous Civil Grand Juries may draw the attention of the current CGJ. If the current CGJ wishes to follow up on an old report, a new investigation must be approved by the body as a whole. The CGJ only has the "power of the pen". It cannot mandate change, only make recommendations.

**Tables included in report:**

**Table 1: Number of Recommendations and Responses for Past 5 Years**

**Table 2: Response Totals by Investigation-2016-2017**

**Table 3: Recommendations and Responses-2016-2017**

**TABLE 1: NUMBER OF RECOMMENDATIONS AND RESPONSES FOR PAST 5 YRS.**

This Table shows the current status of the recommendations from the Final Reports for the preceding 5 years: 2012-2013, 2013-2014, 2014-2015, 2015-2016, and 2016-2017.

| | **2012 2013** | **2013 2014** | **2014 2015** | **2015 2016** | **2016 2017** | **Total** |
|---|---|---|---|---|---|---|
| | | | | | | |
| Number of Recommendations | 732 | 131 | 60 | 1,650 | 372 | 2,945 |
| Number of "No Responses" | 0 | 0 | 0 | 104 | 2 | 106 |
| **Grand Total** | **732** | **131** | **60** | **1,754** | **374** | **3,051** |

**TABLE 2: RESPONSE TOTALS BY INVESTIGATION-2016-2017**

Table reflects the totals, for each possible response by investigative report from each responsible agency. Penal Code 933.05 requires that the following categories be used: Implemented, Will Implement, Further Analysis and Will Not Implement when recording responses.

**AFFORDABLE HOUSING**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 6 | 1 | 3 | |

**HIRING ISSUES IN THE CORONER'S OFFICE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 2 | 1 | |

**MENDING THE SAFETY NET**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 5 | | 1 | |

**SCHOOLS OF THE FUTURE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 5 | | | 6 |

**POLLING PLACE HOST FACILITIES**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | | 1 | |

**NEIGHBORHOODS AT RISK FROM TOXINS**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | 1 | | 8 |

**OUT OF YOUR CAR AND ONTO THE METRO**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 7 | 5 | 3 | |

**TRANSFORMING THE LIVES OF HOMELESS VETERANS**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | | 2 | 5 |

**SHERIFF'S INMATE WELFARE FUND**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 7 | 4 | 1 |

**WHEN ARE LANDLINES A GOVERNMENT WASTE?**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 2 | 1 | 3 |

**LOS ANGELES RIVER REVITALIZATION**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 6 | | 3 |

**VEHICLE PURSUITS INVOLVING LAW ENFORCEMENT**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | | 4 | 4 |

**POLICE RIDE-ALONG**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | | | 1 |

**THE PROBATION DEPARTMENT AND OUR KIDS?**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 1 | 2 | |

**THE SUSTAINABILITY PRINCIPLES IN GOVERNANCE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | 14 | | |

**TOWS AND IMPOUNDS**
**PART A: IMPOUND PRACTICES IN TWELVE SELECT CITIES**

**BALDWIN PARK**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | 4 | 2 | |

**BEVERLY HILLS**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 4 | | 1 |

**EL MONTE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 7 | 1 | | 3 |

**GLENDALE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 4 | | | |

**GLENDORA**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 7 | | | |

**HUNTINGTON PARK**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | 6 | | |

**INGLEWOOD**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 8 | | | |

**IRWINDALE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 7 | | | |

**MONTEBELLO**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 6 | | 2 | |

**SAN FERNANDO**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 7 | | |

**WEST COVINA**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | 4 | | 3 |

**WHITTIER**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 5 | | |

**TOWS AND IMPOUNDS**
**PART B: TOW VENDOR CONTRACTS IN TWELVE SELECT CITIES**

**BALDWIN PARK**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 7 | 1 | |

**BEVERLY HILLS**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | 5 | | |

**EL MONTE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | 5 | 2 | |

**GLENDALE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 3 | 1 | | |

**GLENDORA**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 7 | 1 | | |

**HUNTINGTON PARK**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 5 | 4 | 1 | |

**INGLEWOOD**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 4 | 5 | | |

**IRWINDALE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | 7 | | |

**MONTEBELLO**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| NO RESPONSE | | | |

**SAN FERNANDO**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | 7 | | |

**WEST COVINA**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 6 | | | 2 |

**WHITTIER**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 4 | 5 | 2 | |

**PRISONER TRANSPORTATION: THE DEVIL IS IN THE DETAILS**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 3 | 5 | 2 |

**ARE YOU GETTING LESS THAN WHAT YOU PAY FOR?**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | 1 | 4 | 1 |

**CIVIL GRAND JURY SPACE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | | | 1 |

**DETENTION COMMITTEE**
**BELL GARDENS POLICE DEPARTMENT**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 5 | | | |

**NEWTON STATION (LAPD)**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 1 | | |

**NORTHEAST STATION / EAGLE ROCK (LAPD)**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | | | 1 |

**VAN NUYS POLICE STATION (LAPD)**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | | 1 | |

**EAST LOS ANGELES SHERIFF'S STATION**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 2 | | | 1 |

**MEN'S CENTRAL JAIL**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| 1 | | 1 | |

**CENTRAL (EASTLAKE) JUVENILE COURTHOUSE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | | | 1 |

**INGLEWOOD SUPERIOR COURT**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | | | 4 |

**VAN NUYS COURTHOUSE**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | | | 3 |

**CAMP GLENN ROCKEY**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 2 | | |

**LOS PADRINOS JUVENILE HALL**

| IMPLEMENTED | WILL IMPLEMENT | FURTHER ANALYSIS | WILL NOT IMPLEMENT |
|---|---|---|---|
| | 1 | | |

**TABLE 3: RECOMMENDATIONS AND RESPONSES**-2016-2017 - This Table provides the response status of the recommendations within each of the investigative reports from the 2016 – 2017 CGJ Final Report. This table also indicates any agency which failed to respond to the recommendations.

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Affordable Housing** (Pgs. 1-18) | BOS | 1.1 | Formally declare the LA County housing shortage a crisis | X | | | |
| | City Council, Mayor of Los Angeles | 1.2 | City of LA Mayor and City Council to declare LA County housing shortage a crisis | X | | | |
| | BOS | 1.3 | County BOS to form Affordable Housing Crisis Joint Powers Authority (AHCJPA) | | | X | |
| | BOS | 1.4 | BOS adopt a "shelter first/housing next" extension. | | | X | |
| | City Council, Mayor of Los Angeles | 1.5 | City of LA Mayor and City Council "shelter/first housing next" extension | X | | | |
| | BOS | 1.6 | Plan to eliminate NIMBY issues | X | | | |
| | BOS | 1.7 | BOS land purchase re: new METRO station | X | | | |
| | BOS | 1.8 | BOS to lobby to prevent misuse of CEQA | X | | | |
| | BOS | 1.9 | BOS to restrict short term rental housing conversions | | | X | |
| | City of Los Angeles | 1.10 | City of LA to restrict short term rental housing conversions | | X | | |
| **Hiring Issues in the Coroner's Office** (Pgs. 19-28) | BOS | 2.1 | Commend the "Work Group" (DMEC, DHR, CEO) | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Hiring Issues in the Coroner's Office** (Continued) | DHR | 2.2 | Implement Alternative Banding for DMEC to fill budgeted positions | | X | | |
| | CEO | 2.3 | Implement Alternative Banding for DMEC to fill budgeted positions | X | | | |
| | DHR | 2.4 | DHR to decrease hiring timeframe for DMEC personnel | | X | | |
| | DHR | 2.5 | DHR to assign HR Manager | | | | X |
| **Mending the Safety Net** (Pgs. 29-38) | DCFS | 3.1 | Management Director of DCFS should have hands on supervision of Social Workers | X | | | |
| | DCFS | 3.2 | Locate relative within 30 days of child's detention | X | | | |
| | DCFS | 3.3 | Missed HUB appts./rescheduling | X | | | |
| | DCFS | 3.4 | Case worker to read file prior to first 3 visits to child's home | | | X | |
| | DCFS | 3.5 | Mental Health Screening for children in Transitional Shelter Care | X | | | |
| | DCFS/OCP | 3.6 | Adopt measure of success for the performance of DCFS w/ quarterly reports | X | | | |
| **Schools of the Future** (Pgs. 39-52) | BOS | 4.1 | Implement California School Dashboard program | | | | X |
| | LA County Office of Ed. | 4.2 | Task Force formation to address local indicators for Dashboard | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Schools of the Future** (Continued) | LA County Office of Ed. | 4.3 | Experience Map which includes recommended engagement activities | X | | | |
| | LA County Office of Ed. | 4.4 | Monitoring Dashboard program | X | | | |
| | BOS | 4.5 | Teacher Internships offered by County Depts. | | | | X |
| | BOS | 4.6 | Free access to County museums for teachers | X | | | |
| | LA County Office of Ed. | 4.7 | Internship partnerships with industry partners and County agencies | X | | | |
| | LA County Office of Ed. | 4.8 | Life Smarts program involvement | | | | X |
| | LA County Office of Ed. | 4.9 | Establish formal volunteers for life skills education for students | | | | X |
| | BOS | 4.10 | Prop 51 - info on possible projects under 5 funded categories | | | | X |
| | LA County Office of Ed. | 4.11 | Revenue from rental activities of school property | | | | X |
| **Polling Place Host Facilities** (Pgs. 53-56) | BOS | 5.1 | Increase stipend for polling hosts from $25 to $150 | | | X | |
| | BOS | 5.2 | Implement periodic stipend review for polling hosts | | X | | |
| **Neighborhoods at Risk from Toxins** (Pgs. 57-76) | BOS/CEO | 6.1 | Adopt framework re: bldg. capacity for environmental health threats | X | | | |
| | CEO | 6.2 | Fund improvements for preparedness response and recovery in DPH proposed program | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Neighborhoods at Risk from Toxins** (Continued) | LA County Dept. of Regional Planning | 6.3 | Revision of land-use plans and zoning program | | X | | |
| | CEO | 6.4 | Revise regulatory authority re: business license/bldg. permits | | | | X |
| | BOS | 6.5 | Implement system to measure pollution | | | | X |
| | DPH | 6.6 | Conduct regular meetings with gov't. and community groups | X | | | |
| | DPH | 6.7 | Create ombudsman | | | | X |
| | DPH | 6.8 | Script for 211 reps to direct callers to correct DPH group | | | | X |
| | DPH | 6.9 | Implement case management system | | | | X |
| | CEO | 6.10 | CBO to assign a grant writer for community | | | | X |
| | BOS | 6.11 | Annual grant competition for CBO | | | | X |
| | BOS | 6.12 | Design zero emissions for the I-710 corridor | | | | X |
| **Out of Your Car and Onto the Metro** (Pgs. 77-90) | MTA | 7.1 | Strategy to discourage triple convergence | X | | | |
| | MTA | 7.2 | Produce first and last mile planning documents | | X | | |
| | MTA | 7.3 | Be Responsible for the results from the 'first/last' mile | | X | | |
| | MTA | 7.4 | More site specific design | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Out of Your Car and Onto the Metro** (Continued) | MTA | 7.5 | Extend influence over communities | | X | | |
| | MTA | 7.6 | Budget more money | X | | | |
| | MTA | 7.7 | Include early on 'first/last' mile plan | | X | | |
| | MTA | 7.8 | Utilize user reviews/input | | X | | |
| | MTA | 7.9 | Use safety data as high priority | | | X | |
| | MTA | 7.10 | Expand pedestrian and bike facilities | X | | | |
| | MTA | 7.11 | Restrict auto speeds near bike and pedestrian areas | | | X | |
| | MTA | 7.12 | Develop bike use policies | X | | | |
| | MTA | 7.13 | Accommodate accessories (i.e. rolling carts, baby carriages) | X | | | |
| | MTA | 7.14 | Anticipate change for new accessories | | | X | |
| | MTA | 7.15 | Plan for Uber and Lyft ports | X | | | |
| **Transforming the Lives of Homeless Veterans** (Pgs. 91-106) | BOS | 8.1 | Increase allotted time period for health/psych services to 2 yrs. per application | | | | X |
| | County Dept. of Military and Veterans Affairs (DMVA) | 8.2 | Establish a mobile outreach service on a regular basis at various missions | | X | | |
| | BOS | 8.3 | Establish temporary storage facilities for homeless veterans | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Transforming the Lives of Homeless Veterans** (Continued) | BOS | 8.4 | Task force to identify vacant facilities for homeless shelters | | | X | |
| | County Chief Executive Office | 8.5 | Review procurement process for Home for Heroes Program | | | | X |
| | County Chief Executive Office | 8.6 | Transparency on administrative costs for Home for Heroes and HI Strategies C-5 Program | | | | X |
| | BOS | 8.7 | Funds under Measure H for HV to provide housing solutions from nontraditional providers (i.e. Calif. Missions) | | | | X |
| | LA Mayor | 8.8 | Funds from Measure HHH strictly to help provide temporary transitional rent payment | | | | X |
| | BOS | 8.9 | Form Independent Oversight Commission to oversee Measure H expenditures and projects | X | | | |
| | LA Mayor | 8.10 | Form Independent Oversight Commission to oversee Measure H expenditures and projects | X | | | |
| **Sheriff's Inmate Welfare Fund** (Pgs. 107-114) | LASD | 9.1 | IWC to prepare spending plan by August | | X | | |
| | LASD | 9.2 | Complete an assessment of program performance by March 1 of each year. | | X | | |
| | LASD | 9.3 | IWC to send measurable program and financial objectives to LASD | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Sheriff's Inmate Welfare Fund** (Continued) | LASD | 9.4 | LASD to identify encumbered and unencumbered expenditures to Fiscal & Facilities program managers | X | | | |
| | LASD | 9.5 | Implement IWC priorities noted in annual strategic planning process | | | X | |
| | LASD | 9.6 | LASD to make presentation to IWC on strategic plan and related programs | | X | | |
| | LASD | 9.7 | If loss of revenue from telephone provider, IWC should refrain from committing funds to expensive and long-term programs until the FCC case is resolved | | | X | |
| | LASD | 9.8 | Report regularly to the IWC at Town Hall meetings with inmates, soliciting inmates' comments | | X | | |
| | LASD | 9.9 | Implement, after IWC approval, methods and procedures used to identify expenditures by purpose and transfers between the Program and Facilities fund | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Sheriff's Inmate Welfare Fund** (Continued) | LASD | 9.10 | Practice transparency of the Inmate Welfare Fund by posting IWC meeting agendas & minutes | | | X | |
| | LASD | 9.11 | Post annual itemized report of IWF expenditures in each LASD jail facility and make it available to the public for greater transparency | | | | X |
| | BOS | 9.12 | Greater transparency from LASD regarding IWF | X | | | |
| | LASD | 9.13 | IWC should include individual who has successfully reentered society after incarceration. Appointed by LASD | | | X | |
| | LA County Counsel | 9.14 | County Counsel to provide LASD a legal opinion on definition "not needed" | X | | | |
| **When are Landlines a Government Waste** (Pgs. 115-126) | Auditor-Controller | 10.1 | Auditor/Controller to conduct audit re: cost savings from cellular/landline redundancy | | | X | |
| | Auditor-Controller | 10.2 | Recommend when phone lines should be eliminated or shared | | | | X |
| | ISD | 10.3 | Modify tracking process of inventory for 40,000 landlines | | | | X |
| | CEO | 10.4 | Use EMS system to track cell phones and control cost | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **When are Landlines a Government Waste** (Continued) | CEO | 10.5 | Seek approval for stipend program from BOS | | X | | |
| | CEO | 10.6 | Stipend Phone Policy should be addressed by CEO | | X | | |
| | CEO | 10.7 | Project to track stipend phones | | | | X |
| | ISD | 10.8 | Modify Expense Management System to track stipend phones | X | | | |
| **Los Angeles River Revitalization** (Pgs. 127-142) | Dept. Public Works | 11.1 | Create a catalog of public interests and priorities | | X | | |
| | Dept. Public Works | 11.2 | Revised Master Plan should include supporting the catalog of public interests and plan should govern any sub-developments | | X | | |
| | Dept. Public Works | 11.3 | Identfy priorities and funding opportunities for river development with Lower LA River Working Group. Within Master Plan | | X | | |
| | Lower LA River Working Group | 11.4 | Identify priorities and funding opportunities for river revitalization within the Master Plan | | | | X |
| | Mayor of LA | 11.5 | Mayor to work with Lower LA Group and LA Dept. of Public Works to identify priorities and funding opportunities | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Los Angeles River Revitalization** (Continued) | BOS | 11.6 | Include public interest catalog with revitalization plan | | X | | |
| | Lower LA River Working Group | 11.7 | Include public interest catalog with revitalization plan | | | | X |
| | Mayor of LA | 11.8 | Include public interest catalog with revitalization plan | | | | X |
| | Mayor of LA | 11.9 | Include flora/fauna riparian experience with "Alternative 20" emulating the original LA River ecology | | X | | |
| **Vehicle Pursuits Involving Law Enforcement** (Pgs. 143-152) | LASD | 12.1 | LASD & LAPD to work together to create policies to lower civilian casualties and property damage | | | | X |
| | LAPD | 12.2 | Work w/LASD to establish task force to update police pursuit policies | | | | X |
| | LA City Council | 12.3 | City Council to recommend LAPD to adopt best practices for police practices defined in Recommendations 1&2 above | NO RESPONSE RECEIVED | | | |
| | BOS | 12.4 | Call on all police authorities to adopt best practice police pursuit defined in 1&2 above | | | X | |
| | LASD | 12.5 | Increase required training hrs. for vehicle pursuit training | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Vehicle Pursuits Involving Law Enforcement** (Continued) | LASD | 12.6 | Require regular re-certification of vehicle pursuit skills | | | X | |
| | LAPD | 12.7 | Require regular re-certification of vehicle pursuit skills | | | | X |
| | BOS | 12.8 | Upgrade County's vehicle pursuit facility to a standard similar to LAPD facility | X | | | |
| | LASD | 12.9 | Vehicle pursuit trainers should investigate injuries from vehicle pursuits at the scene | | | X | |
| | LAPD | 12.10 | Vehicle pursuit trainers should investigate injuries from vehicle pursuits at the scene | | | | X |
| **Police Ride-Along** (Pgs. 153-162) | Los Angeles Homeless Services Authority | 13.1 | Review specialized care units in the Long Beach, Pasadena, and Santa Monica Police Depts. to identify best practices in regard to first responders training materials included in County's Continuum of Care | X | | | |
| | LAPD | 13.2 | Increase manpower in Rampart Division | | | | X |
| **The Probation Department and Our Kids?** (Pgs. 163-170) | BOS | 14.1 | Insure that LACPD include new promotional process removing the seniority based promotion system in Memorandum of Understanding | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **The Probation Department and Our Kids?** (Continued) | BOS | 14.2 | LACPD to identify excess capacity that may be used to house the homeless | | | X | |
| | LACPD | 14.3 | Develop transportation plan to transport families within the City to various halls and camps | X | | | |
| **The Sustainability Principal in Governance** (Pgs. 171-186) | CSO and LA County Chief Sustainability Office | 15.1 | Create and lead a countywide Sustainability Working Group | | X | | |
| | City and County Sustainability Office | 15.2 | Both City and County Chief Sustainability Officers jointly lead the SWG to complete set of governing sustainability plans covering LA County | | X | | |
| | City and County Sustainability Office | 15.3 | Identify interdependencies between plan elements and working group member entities | | X | | |
| | City and County Sustainability Office | 15.4 | Use existing plans to create reusable plan templates | | X | | |
| | City and County Sustainability Office | 15.5 | Create public awareness campaign showing value of sustainability principle in governance | | X | | |
| | BOS | 15.6 | Fully exploit California State resources coordinating sustainability plans with State guidance | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **The Sustainability Principal in Governance** (Continued) | LA Mayor & City Council | 15.7 | Fully exploit California State resources coordinating sustainability plans with State guidance | | X | | |
| | BOS | 15.8 | Lobby State for additional sustainability support | | X | | |
| | LA Mayor & City Council | 15.9 | Lobby State for additional sustainability support | | X | | |
| | BOS | 15.10 | Strengthen Sustainability Principle in governance in Law, standards etc. with enforcement mechanisms | | X | | |
| | BOS | 15.11 | Adopt strategies w/ State et al. to ensure sustainable practices despite Fed. Gov't. | | X | | |
| | BOS | 15.12 | Pursue policies to reduce greenhouse gas emissions in LA Co. given global climate change risks | | X | | |
| | DWP | 15.13 | Pursue policies to reduce greenhouse gas emissions in LA Co. given global climate change risks | X | | | |
| | BOS | 15.14 | Continue water conservation measures | | X | | |
| | DWP | 15.15 | Continue water conservation measures | X | | | |
| | BOS | 15.16 | Minimize dependence on imported or desalinized water | | X | | |
| | DWP | 15.17 | Minimize dependence on imported or desalinized water | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Pgs. 187-218) | | | | | | | |
| **BALDWIN PARK** | CMBP | 16.A.1.1 | Improve website to include complete information on impound procedures | | X | | |
| | CMBP | 16.A.1.2 | Post info on the right to an impound hearing | | X | | |
| | CMBP | 16.A.1.3 | Track # of impounds it initiates, reconcile count with their tow vendor(s) count | | X | | |
| | CMBP | 16.A.1.4 | Monitor # of impound hearings and results. Determine if trends in outcomes of hearings may warrant corrective actions re: performance of police/tow vendors | | X | | |
| | BPPD | 16.A.1.5 | Record and track info on CVC violations resulting in impounds. Assist w/seeing what type of violations are occurring. | | X | | |
| | BPPD | 16.A.1.6 | Implement a computerized mgmt. system to coordinate and retrieve info re: # of impounds, locations and CVC violations | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | BPPD | 16.A.1.7 | Complete CHP Form 180 at time of impound | X | | | |
| | CCBP | 16.A.1.8 | Adopt policies to review their towing programs to be reassessed periodically. Be sure franchise and admin. Fees not exceed cost of service | X | | | |
| | CCBP | 16.A.1.9 | Annually review city and tow fees charged to vehicle owners | X | | | |
| **BEVERLY HILLS** | CMBH | 16.A.2.1 | Improve website to include complete information on impound procedures | | X | | |
| | CMBH | 16.A.2.2 | Post information on right to hearing in city office where impound payments are made | | X | | |
| | CMBH | 16.A.2.3 | Record and track accurate # of impounds and reconcile this # with tow vendor | | | | X |
| | CCBH | 16.A.2.4 | Adopt policies to review their towing programs to be reassessed periodically. Be sure franchise and admin. fees not exceed cost of service | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CCBH | 16.A.2.5 | Annually review city and tow fees charged to vehicle owners | | X | | |
| **EL MONTE** | CMEM | 16.A.3.1 | City Mgr. to post all city impound fees in city office that accepts impound payments | X | | | |
| | CMEM | 16.A.3.2 | Improve website | X | | | |
| | CMEM | 16.A.3.3 | City Mgr. to post info on right to impound hearing in city office that accepts impound payments | | | | X |
| | CMEM | 16.A.3.4 | Track accurate # of impounds initiated and reconcile acct. with tow vendors | | X | | |
| | CMEM | 16.A.3.5 | Monitor impound hearings to track trends re: outcome of hearings etc. | | | | X |
| | EMPD | 16.A.3.6 | Track info on Calif. Vehicle Code violations that result in impounds | | X | | |
| | EMPD | 16.A.3.7 | Implement computerized record management system to record # of impounds etc. | | | | X |
| | EMPD | 16.A.3.8 | Provide public info as requested | X | | | |
| | EMPD | 16.A.3.9 | Train and instruct civilian and police staff re: public right to information and train employees re: customer relations | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CCEM | 16.A.3.10 | Adopt policies to be sure franchise and admin fees are not exceeding cost of service (every 2 yrs.) | X | | | |
| | CCEM | 16.A.3.11 | Review contractor fees and compare with other cities | X | | | |
| **GLENDALE** | CMG | 16.A.4.1 | Post all city impound fees in city office taking payments | X | | | |
| | CMG | 16.A.4.2 | Improve website | X | | | |
| | CMG | 16.A.4.3 | Post info on the right to impound hearing in city taking impound payments | X | | | |
| | CMG | 16.A.4.4 | Record and track count of impounds initiated and reconcile with tow vendor count | X | | | |
| **GLENDORA** | City Mgr. of Glendora | 16.A.5.1 | Post impound fees in city that received impound payments | X | | | |
| | City Mgr. of Glendora | 16.A.5.2 | Post notice of right to impound hearings in city that accepts payments | X | | | |
| | City Mgr. of Glendora | 16.A.5.3 | Track info on # of impounds and reconcile with tow vendor(s) count | X | | | |
| | Glendora Police | 16.A.5.4 | Trace info on Calif. Vehicle Code violations that result in impounds | X | | | |
| | Glendora Police | 16.A.5.5 | Implement computerized record management system to record # of impounds etc. | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | City Council of Glendora | 16.A.5.6 | Adopt policies that require admin. cost for towing programs be reassessed periodically re: franchise fees and admin. fees | X | | | |
| | City Council of Glendora | 16.A.5.7 | Annually review city and tow contractor fees charged to vehicle owners | X | | | |
| **HUNTINGTON PARK** | CMHP | 16.A.6.1 | Post impound fees in city that received impound payments | | X | | |
| | CMHP | 16.A.6.2 | Improve website | | X | | |
| | CMHP | 16.A.6.3 | Post info on the right to impound hearing in city taking impound payments | | X | | |
| | CMHP | 16.A.6.4 | Track accurate # of impounds and reconcile with tow vendor(s) | X | | | |
| | CMHP | 16.A.6.5 | Monitor impound hearings to track trends re: outcome of hearings etc. | | X | | |
| | CCHP | 16.A.6.6 | Adopt policies that require admin. cost for towing programs be reassessed periodically re: franchise fees and admin. fees | | | X | |
| | CCHP | 16.A.6.7 | Annually review city and tow contractor fees charged to vehicle owners | | | X | |
| **INGLEWOOD** | CMI | 16.A.7.1 | Improve website | X | | | |
| | CMI | 16.A.7.2 | Post info on the right to impound hearing in city taking impound payments | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CMI | 16.A.7.3 | Track accurate # of impounds and reconcile with tow vendor(s) | X | | | |
| | CMI | 16.A.7.4 | Monitor impound hearings to track trends re: outcome of hearings etc. | X | | | |
| | IPD | 16.A.7.5 | Track info on Calif. Vehicle Code violations that result in impounds | X | | | |
| | IPD | 16.A.7.6 | Implement computerized record system to track and coordinate the # of impounds and CVC violations | X | | | |
| | City Council of Inglewood | 16.A.7.7 | Adopt policies that require admin. cost for towing programs be reassessed periodically re: franchise fees and admin. fees | | | | X |
| | City Council of Inglewood | 16.A.7.8 | Annually review city and tow contractor fees charged to vehicle owners | X | | | |
| **IRWINDALE** | City Mgr. of Irwindale | 16.A.8.1 | Post all city impound fees in city office taking payments | X | | | |
| | City Mgr. of Irwindale | 16.A.8.2 | Improve website including express list of vendor fees | X | | | |
| | City Mgr. of Irwindale | 16.A.8.3 | Post info on the right to an impound hearing in the city that accepts impound payments | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | City Mgr. of Irwindale | 16.A.8.4 | Record and track count of impounds initiated and reconcile with tow vendor count | X | | | |
| | City Mgr. of Irwindale | 16.A.8.5 | Monitor impound hearings to track trends re: outcome of hearings etc. | X | | | |
| | City Council of Irwindale | 16.A.8.6 | Adopt policies that require admin. cost for towing programs be reassessed periodically re: franchise fees and admin. fees | X | | | |
| | Irwindale City Council | 16.A.8.7 | Annually review city and tow contractor fees charged to vehicle owners | X | | | |
| **MONTEBELLO** | CMM | 16.A.9.1 | Improve website | X | | | |
| | CMM | 16.A.9.2 | Post all city impound fees in city office taking payments | X | | | |
| | CMM | 16.A.9.3 | Track accurate # of impounds and reconcile with tow vendors | X | | | |
| | CMM | 16.A.9.4 | Monitor impound hearings to track trends re: outcome of hearings etc. | X | | | |
| | MPD | 16.A.9.5 | Record and track info. on CVC violations that result in impounds | X | | | |
| | MPD | 16.A.9.6 | Implement a computerized record mgmt. system to record # of impounds and specific CVC violation | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CCM | 16.A.9.7 | Adopt policies that require admin. cost for towing programs be reassessed periodically re: franchise fees and admin. fees | | | X | |
| | CCM | 16.A.9.8 | Annually review city and tow contractor fees charged to vehicle owners | | | X | |
| **SAN FERNANDO** | CMSF | 16.A.10.1 | Post all city impound fees in city office taking payments | | X | | |
| | CMSF | 16.A.10.2 | Improve website | | X | | |
| | CMSF | 16.A.10.3 | Post all city impound fees in city office taking payments | | X | | |
| | CMSF | 16.A.10.4 | Track accurate # of impounds and reconcile with tow vendors | | X | | |
| | CMSF | 16.A.10.5 | Monitor impound hearings to track trends re: outcome of hearings etc. | | X | | |
| | SFPD | 16.A.10.6 | Track info on Calif. Vehicle Code violations that result in impounds | | X | | |
| | SFPD | 16.A.10.7 | Implement computerized record management system to record # of impounds etc. | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CCSF | 16.A.10.8 | Adopt policies to review their towing programs to be reassessed periodically. Be sure franchise and admin. fees not exceeding cost of service | | | | X |
| | CCSF | 16.A.10.9 | Annually review city and tow fees charged to vehicle owners. | | | | X |
| **WEST COVINA** | CMWC | 16.A.11.1 | Post all city impound fees in city office taking payments | | X | | |
| | CMWC | 16.A.11.2 | Improve website | | X | | |
| | CMWC | 16.A.11.3 | Post information on right to impound hearing in city that accept impound payments | | X | | |
| | CMWC | 16.A.11.4 | Record and track count of impounds initiated and reconcile with tow vendor count | X | | | |
| | CMWC | 16.A.11.5 | Monitor the number of impound hearings and determine trends and outcomes | | | | X |
| | West Covina Police Dept. | 16.A.11.6 | Annually review city and tow contractor fees charged to vehicle owners | | | | X |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CCWC | 16.A.11.7 | Adopt policies to review their towing programs to be reassessed periodically. Be sure franchise and administration fees not exceeding cost of service | | X | | |
| | CCWC | 16.A.11.8 | Annually review city and tow contractor fees charged to vehicle owners | | | | X |
| **WHITTIER** | CMW | 16.A.12.1 | Post all city impound fees in city office taking payments | | X | | |
| | CMW | 16.A.12.2 | Improve website | | X | | |
| | CMW | 16.A.12.3 | Post info. on right to impound hearing in city that accepts impound payments | | X | | |
| | CMW | 16.A.12.4 | Track accurate # of impounds and reconcile with tow vendors | | X | | |
| | CMW | 16.A.12.5 | Monitor # of impound hearings and results. Determine if trends in outcome of hearings may warrant corrective action re: performance of police/tow vendors | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds- PART A - Practices in 12 Select Cities** (Continued) | CCW | 16.A.12.6 | Adopt policies to review their towing programs to be reassessed periodically. Be sure franchise and administration fees not exceed cost of service | X | | | |
| | CCW | 16.A.12.7 | Annually review city and tow contractor fees charged to vehicle owners | X | | | |
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Pgs. 219-252) | | | | | | | |
| **BALDWIN PARK** | City Council | 16.B.1.1 | Outline criteria to evaluate towing vendor proposals. Prepare unbiased scoring criteria | | X | | |
| | City Council | 16.B.1.2 | Identify contract performance objectives for tow vendors | | X | | |
| | City Council | 16.B.1.3 | Analyze tow vendor performance data to assess impact on community | X | | | |
| | City Council | 16.B.1.4 | Establish contract provisions for assessing performance objectives | | X | | |
| | City Council | 16.B.1.5 | Link contractor performance to future procurement decisions | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.1.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.1.7 | Adopt policy to prohibit sale of lien vehicles to city entities or employees | | X | | |
| | City Council | 16.B.1.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts with a vendor in which employee may have equity | | X | | |
| | City Council | 16.B.1.9 | Adopt policy to require 2+ depts. be involved in tow vendor procurement process | | | X | |
| | City Council | 16.B.1.10 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | | X | | |
| **BEVERLY HILLS** | City Council | 16.B.2.1 | Identify contract performance objectives for tow vendors | | X | | |
| | City Council | 16.B.2.2 | Establish contract provisions for assessing performance objectives | | X | | |
| | City Council | 16.B.2.3 | Link contractor performance to future procurement decisions | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.2.4 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | X | | | |
| | City Council | 16.B.2.5 | Adopt policies that prohibit the sale of lien vehicles to city entities or employees | | X | | |
| | City Council | 16.B.2.6 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts with a vendor in which employee may have equity | X | | | |
| | City Council | 16.B.2.7 | Adopt policy to require 2+ depts.be involved in tow vendor procurement process | | X | | |
| | City Council | 16.B.2.8 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | X | | | |
| **EL MONTE** | City Council | 16.B.3.1 | Outline criteria to evaluate towing vendor proposals. Prepare unbiased scoring criteria | | | X | |
| | City Council | 16.B.3.2 | Identify contract performance objectives for tow vendors | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.3.3 | Analyze tow vendor performance data to assess impact on community | | X | | |
| | City Council | 16.B.3.4 | Establish contract provisions for assessing performance objectives | X | | | |
| | City Council | 16.B.3.5 | Link contractor performance to future procurement decisions | X | | | |
| | City Council | 16.B.3.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.3.7 | Adopt policy to prohibit sale of lien vehicles to city entities or employees | | X | | |
| | City Council | 16.B.3.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | | X | | |
| | City Council | 16.B.3.9 | Adopt policy to require 2+ depts. be involved in tow vendor procurement process | X | | | |
| | City Council | 16.B.3.10 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | | | | | | | |
| **GLENDALE** | City Council | 16.B.4.1 | Link contractor performance to future procurement decisions | X | | | |
| | City Council | 16.B.4.2 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.4.3 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts with a vendor in which employee may have equity | X | | | |
| | City Council | 16.B.4.4 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | X | | | |
| **GLENDORA** | City Council | 16.B.5.1 | Outline criteria to evaluate towing vendor proposals. Prepare unbiased scoring criteria | X | | | |
| | City Council | 16.B.5.2 | Identify contract performance objectives for tow vendors | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.5.3 | Analyze tow vendor performance data to assess impact on community | X | | | |
| | City Council | 16.B.5.4 | Establish contract provisions for assessing performance objectives | X | | | |
| | City Council | 16.B.5.5 | Link contractor performance to future procurement decisions | X | | | |
| | City Council | 16.B.5.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.5.7 | Prohibit sale of lien vehicles to city employees or entities | X | | | |
| | City Council | 16.B.5.8 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | X | | | |
| **HUNTINGTON PARK** | City Council | 16.B.6.1 | Outline criteria to evaluate towing vendor proposals. Prepare unbiased scoring criteria | X | | | |
| | City Council | 16.B.6.2 | Identify contract performance objectives for tow vendors | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.6.3 | Analyze tow vendor performance data to assess impact on community | X | | | |
| | City Council | 16.B.6.4 | Establish contract provisions for assessing performance objectives | X | | | |
| | City Council | 16.B.6.5 | Link contractor performance to future procurement decisions | X | | | |
| | City Council | 16.B.6.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.6.7 | Prohibit sale of lien vehicles to city employees or entities | | X | | |
| | City Council | 16.B.6.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts with a vendor in which employee may have equity | | X | | |
| | City Council | 16.B.6.9 | Adopt policy to require 2+ depts. be involved in tow vendor procurement process | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.6.10 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | X | | | |
| **INGLEWOOD** | City Council | 16.B.7.1 | Outline criteria to evaluate towing vendor proposals/prepare unbiased scoring criteria | X | | | |
| | City Council | 16.B.7.2 | Identify contract performance objectives for tow vendors | | X | | |
| | City Council | 16.B.7.3 | Analyze tow vendor performance data to assess impact on community | | X | | |
| | City Council | 16.B.7.4 | Establish contract provisions for assessing performance objectives | | X | | |
| | City Council | 16.B.7.5 | Link contractor performance to future procurement decisions | | X | | |
| | City Council | 16.B.7.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.7.7 | Prohibit sale of lien vehicles to city employees or entities | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.7.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | X | | | |
| | City Council | 16.B.7.9 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | | X | | |
| **IRWINDALE** | City Council | 16.B.8.1 | Identify contract performance objectives for tow vendors | X | | | |
| | City Council | 16.B.8.2 | Analyze tow vendor performance data to assess impact on community | | X | | |
| | City Council | 16.B.8.3 | Establish contract provisions for assessing performance objectives | | X | | |
| | City Council | 16.B.8.4 | Link contractor performance to future procurement decisions | | X | | |
| | City Council | 16.B.8.5 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.8.6 | Prohibit sale of lien vehicles to city employees or entities | | X | | |
| | City Council | 16.B.8.7 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | | X | | |
| | City Council | 16.B.8.8 | Include clause in vendor contract that any gifts to city mgmt. be reported to the city and available for public viewing on city's website | | X | | |
| **MONTEBELLO** | City Council | 16.B.9.1 | Outline criteria to evaluate towing vendor proposals/prepare unbiased scoring criteria | NO RESPONSE RECEIVED | | | |
| | City Council | 16.B.9.2 | Identify contract performance objectives for tow vendors | | | | |
| | City Council | 16.B.9.3 | Analyze tow vendor performance data to assess impact on community | | | | |
| | City Council | 16.B.9.4 | Establish contract provisions for assessing performance objectives | | | | |
| | City Council | 16.B.9.5 | Link contractor performance to future procurement decisions | | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.9.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | NO RESPONSE RECEIVED | | | |
| | City Council | 16.B.9.7 | Prohibit sale of lien vehicles to city employees or entities | | | | |
| | City Council | 16.B.9.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | | | | |
| | City Council | 16.B.9.9 | Require report of in-kind gifts to Employee's, Council, etc. on web site | | | | |
| **SAN FERNANDO** | CCSF | 16.B.10.1 | Outline criteria to evaluate towing vendor proposals/prepare unbiased scoring criteria | X | | | |
| | CCSF | 16.B.10.2 | Identify contract performance objectives for tow vendors | | X | | |
| | CCSF | 16.B.10.3 | Analyze tow vendor performance data to assess impact on community | | X | | |
| | CCSF | 16.B.10.4 | Establish contract provisions for assessing performance objectives | | X | | |
| | CCSF | 16.B.10.5 | Link contractor performance to future procurement decisions | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | CCSF | 16.B.10.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | CCSF | 16.B.10.7 | Prohibit sale of lien vehicles to city employees or entities | | X | | |
| | CCSF | 16.B.10.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | X | | | |
| | CCSF | 16.B.10.9 | Require gift or contribution by vendors to city employees be reported to city and available on website | | X | | |
| **WEST COVINA** | City Council | 16.B.11.1 | Outline criteria to evaluate towing vendor proposals/prepare unbiased scoring criteria | X | | | |
| | City Council | 16.B.11.2 | Identify contract performance objectives for tow vendors | | | | X |
| | City Council | 16.B.11.3 | Analyze tow vendor performance data to assess impact on community | X | | | |
| | City Council | 16.B.11.4 | Establish contract provisions for assessing performance objectives | | | | X |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.11.5 | Link contractor performance to future procurement decisions | X | | | |
| | City Council | 16.B.11.6 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | X | | | |
| | City Council | 16.B.11.7 | Prohibit sale of lien vehicles to city employees or entities | X | | | |
| | City Council | 16.B.11.8 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | X | | | |
| **WHITTIER** | City Council | 16.B.12.1 | Implement competitive bidding process for towing services upon completion of contract term | | | X | |
| | City Council | 16.B.12.2 | Outline criteria to evaluate towing vendor proposals. Prepare unbiased scoring criteria | | | X | |
| | City Council | 16.B.12.3 | Identify contract performance objectives for tow vendors | X | | | |
| | City Council | 16.B.12.4 | Analyze tow vendor performance data to assess impact on community | X | | | |
| | City Council | 16.B.12.5 | Establish contract provisions for assessing performance objectives | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Tows and Impounds PART B: Tow Vendor Contracts in 12 Select Cities** (Continued) | City Council | 16.B.12.6 | Link contractor performance to future procurement decisions | | X | | |
| | City Council | 16.B.12.7 | Include clause in vendor contract that any gifts, free services etc. given to city officials be reported to the city | | X | | |
| | City Council | 16.B.12.8 | Adopt policy to prohibit sale of lien vehicles to city entities or employees | | X | | |
| | City Council | 16.B.12.9 | Adopt policy to prohibit city employees from participating in procurement or mgmt. of contracts to a vendor in which employee may have equity | X | | | |
| | City Council | 16.B.12.10 | Adopt policy to require 2+ depts.be involved in tow vendor procurement process | X | | | |
| | City Council | 16.B.12.11 | Requires any gifts or contributions be reported to the city and available on the city website. | | X | | |
| **Prisoner Transportation: The Devil is in the Details** (Pgs. 253-268) | BOS | 17.1 | Retain competent mgmt./consulting firm to implement the 2009-2010 CGJ recommendation re: videoconferencing hub system for arraignments and appearances | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Prisoner Transportation: The Devil is in the Details** (Continued) | LA County Sheriff | 17.2 | Contract with competent mgmt. consulting firm familiar with Law and Justice practices to review the Sheriff data collection mgmt. capabilities. Recommend upgrades and replacement of existing data programs. | | | X | |
| | LA County Dist. Atty. | 17.3 | Implement swing shift Noon - 8 pm so that inmates cannot be released because of incomplete filings | | | | X |
| | BOS | 17.4 | Recommend videoconferencing appearances for mentally ill, No-Go Medical and handicapped inmates | | | X | |
| | LA County Sheriff | 17.5 | Renegotiate contract with LAPD to not transport inmates without proof of completed case filing with court | | | X | |
| | LA City Attorney | 17.6 | Make sure case filing is complete before arrestee is transported to court | | X | | |
| | LA County Sheriff | 17.7 | Recommend location of Courthouse adjacent to new MCJ (Mens Central Jail) to be completed in 2024-2025 | | X | | |
| | BOS | 17.8 | Recommend location of Courthouse adjacent to new MCJ to be completed in 2024-2025 | | X | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Prisoner Transportation: The Devil is in the Details** (Continued) | LAPD Chief of Police | 17.9 | Implement recommend #4 of 2009-2010 CGJ: facilitating videoconferencing & client/atty. privacy | | | X | |
| | LAPD | 17.10 | Expedite discovery process of misdemeanor narcotic cases in order to participate in video arraignments | | | | X |
| **Are You Getting Less Than What You Paid For(Consumer Packaged Goods)** (Pgs. 269-280) | BOS | 18.1 | Establish an ordinance creating a mandatory "Package Permit Registration". Allows Weights & Measures to create a "cost neutral" package inspection | | | X | |
| | BOS | 18.2 | BOS should direct Consumer & Business Affairs to assume responsibility of oversight for consumer outreach & complaints, relative to quantity control and package shortages | | | X | |
| | LA Co. Dept. of Weights and Measures | 18.3 | Direct County's Help Line 211 & City of Los Angeles Info Svcs. 311 to include quantity control and package shortages info as part of database & referral system & supply supporting info | | | X | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **Are You Getting Less Than What You Paid For(Consumer Packaged Goods)** (Continued) | BOS | 18.4 | Amend LA County Code of Ordinances Sec. 8.08.040(B) which deals with giving consumers a tool to deal with package shortages | | | X | |
| | BOS | 18.5 | Amend LA County Code of Ordinances Sec 8.08.040(B) to raise financial remedy per individual from $50-150. | | | X | |
| | LA Dept. of Weights and Measures | 18.6 | Refer cases which grossly violate IRQ Statements to all prosecuting agencies within the Co., including all City Attys. | X | | | |
| | LA Dept. of Weights and Measures | 18.7 | Conduct a cost benefit analysis to ensure and justify purchasing/licensing of data mgmt. system for field inspection programs | | X | | |
| **Civil Grand Jury Space** (Pgs. 281-288) | LA County CEO | 19.1 | Find space in CCB to accommodate the needs of the CGJ after completing analysis | X | | | |
| | LA County Auditor-Controller | 19.2 | Provide funds for additional updated computers and workstations in the CGJ budget | | | | X |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **DETENTION RESPONSES** (Pgs. 301-350) | | | | | | | |
| | Bell Gardens Police Dept. | 22.1 | Reinforce training and adhere to procedures when dealing with inebriated inmates. Also institute better practices and oversight by watch commander when sobering cell used beyond 6 hours | X | | | |
| | Bell Gardens Police Dept | 22.2 | Replace handwritten Jail Log with computerized Jail Log | X | | | |
| | Bell Gardens Police Dept | 22.3 | Do not rely on female personnel for monitoring incarcerated female inmates | X | | | |
| | Bell Gardens Police Dept | 22.4 | Revise Jail Manual | X | | | |
| | Bell Gardens Police Dept | 22.5 | Repair plumbing problems in jail area in a timely manner | X | | | |
| | Newton Station | 22.6 | Reinstall new cameras in Cell Gallery and processing room | | X | | |
| | Northeast Station/Eagle Rock (LAPD) | 22.7 | Post inmate rules of conduct | | | | X |
| | | 22.8 | Install first aid kit in jail | X | | | |
| | | 22.9 | Schedule required annual environmental inspections | X | | | |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **DETENTION RESPONSES** (Continued) | Van Nuys Police Station (LAPD) | 22.10 | Install better ventilation system in jail area | | | X | |
| | East Los Angeles | 22.11 | Replace porcelain toilets with stainless steel toilets | X | | | |
| | East Los Angeles | 22.12 | Install privacy curtain in shower area | | | X | |
| | East Los Angeles | 22.13 | Install padding in sobering cell | X | | | |
| | Men's Central Jail | 22.14 | Repair, replace or update Reservation Kiosk software in MCJ Main Lobby | X | | | |
| | Men's Central Jail | 22.15 | Evaluate safety of time delay when crash carts are used in a jail emergency | | | X | |
| | Central (Eastlake) Juvenile Courthouse | 22.16 | Close and relocate Central Juvenile Courthouse | | | | X |
| | Inglewood Superior Court | 22.19 | Remove graffiti (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |
| | Inglewood Superior Court | 22.20 | Clean and paint walls (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **DETENTION RESPONSES** (Continued) | Inglewood Superior Court | 22.21 | Resurface floors (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |
| | Inglewood Superior Court | 22.22 | Repair plumbing (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |
| | Van Nuys Courthouse | 22.23 | Clean and paint walls (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |
| | Van Nuys Courthouse | 22.24 | Repair plumbing (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |
| | Van Nuys Courthouse | 22.25 | Repair damaged ceiling (Maintenance is the responsibility of ABM Industries, which falls under the jurisdiction of the State of California) | | | | X |

| Investigative Report | Responsible Agency | Recommendation # | Brief Keyword Description of Recommendations Requiring a Response | Implemented | Will Implement | Further Analysis Needed | Will Not Implement |
|---|---|---|---|---|---|---|---|
| **DETENTION RESPONSES** (Continued) | Camp Glenn Rockey | 22.26 | Install permanent padding to gymnasium walls | | X | | |
| | Camp Glenn Rockey | 22.27 | Install razor-wire at perimeter block wall | | X | | |
| | Los Padrinos Juvenile Hall | 22.28 | Install sufficient defibrillators at facility and provide adequate training | | X | | |

The complete Findings and Recommendations for 2016-2017 are available at http://grandjury.co.la.ca.us/gjreports.html

## ACRONYMS

| Affordable Housing | |
|---|---|
| AHCJPA | Affordable Housing Crisis Joint Powers Authority |
| BOS | County of Los Angeles Board of Supervisors |
| CEQA | California Environmental Act |
| NIMBY | "Not in My Back Yard" |

| Hiring Issues in the Coroner's Office | |
|---|---|
| BOS | County of Los Angeles Board of Supervisors |
| CEO | Chief Executive Officer |
| DHR | Department of Human Resources |
| DMEC | Department of Medical Examiner-Coroner |
| HRM | Human Resources Manager |

| Mending the Safety Net | |
|---|---|
| DCFS | LA County Department of Children and Family Services |
| OCP | Office of Child Protection |

| Schools of the Future | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |

| Polling Place Host Facilities | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |

| **Neighborhoods at Risk from Toxins** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| CBO | Community Based Organization |
| DPH | Los Angeles County Department of Public Health |

| **Out of Your Car and Onto the Metro** | |
|---|---|
| MTA | Metropolitan Transit Authority |

| **Transforming The Lives of Homeless Veterans** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| DMVA | Department of Military and Veterans' Affairs |
| HI | Homeless Initiative |
| HV | Homeless Veterans |

| **Sheriff's Inmate Welfare Fund** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| FCC | Federal Communications Commission |
| IWC | Inmate Welfare Commission |
| IWF | Inmate Welfare Fund |
| LASD | Los Angeles Sheriff's Department |

| **When Are Landlines A Government Waste?** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| CEO | Chief Executive Office |
| EMS | Expense Management System |
| ISD | Internal Services Department |

| **Los Angeles River Revitalization** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |

| **Vehicle Pursuits Involving Law Enforcement** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| LAPD | Los Angeles Police Department |
| LASD | Los Angeles Sheriff Department |

| **Police Ride-Along** | |
|---|---|
| LAHSA | Los Angeles Homeless Services Authority |
| LAPD | Los Angeles Police Department |

| **The Probation Department and our Kids?** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| LACPD | Los Angeles County Probation Department |

| **The Sustainability Principles in Governance** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| CSO | Chief Sustainability Officer |
| DWP | Department of Water and Power |
| SWG | Sustainability Working Group |

| **Tows and Impounds Part A: Impound Practices in Twelve Select Cities** | |
|---|---|
| BPPD | Baldwin Park Police Department |
| CCBP | City Council Baldwin Park |
| CCBH | City Council Beverly Hills |
| CCEM | City Council El Monte |
| CCHP | City Council Huntington Park |
| CCI | City Council Inglewood |
| CCM | City Council Montebello |
| CCSF | City Council San Fernando |
| CCWC | City Council West Covina |
| CCW | City Council Whittier |
| CHP | California Highway Patrol |
| CHP Form 180 | California Highway Patrol Form 180 |
| CMBP | City Manager Baldwin Park |
| CMBH | City Manager Beverly Hills |
| CMEM | City Manager El Monte |
| CMG | City Manager Glendale |
| CMHP | City Manager Huntington Park |
| CMI | City Manager Inglewood |
| CMM | City Manager Montebello |
| CMSF | City Manager San Fernando |
| CMWC | City Manager West Covina |
| CMW | City Manager Whittier |
| CVC | California Vehicle Code |
| EMPD | El Monte Police Department |
| IPD | Inglewood Police Department |
| MPD | Montebello Police Department |
| SFPD | San Fernando Police Department |

| **Tows and Impounds Part B: Tow Vendor Contracts in Twelve Select Cities** | |
|---|---|
| CCSF | City Council of San Fernando |
| LASD | Los Angeles County Sheriff's Department |

| **Prisoner Transportation: The Devil is in the Details** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| CGJ | 2009-2010 Los Angeles County Civil Grand Jury |
| LAPD | Los Angeles Police Department |
| MCJ | Men's Central Jail |

| **Are You Getting Less Than What You Pay For** | |
|---|---|
| BOS | Los Angeles County Board of Supervisors |
| IRQ | Identity, Responsibility and Quantity |

| **Civil Grand Jury Space** | |
|---|---|
| CCB | Clara Shortridge Foltz Criminal Courts Building |
| CEO | Chief Executive Office |
| CGJ | 2016-2017 Los Angeles County Civil Grand Jury |

| **Detention Committee** | |
|---|---|
| MCJ | Men's Central Jail |

**COMMITTEE MEMBERS**

Linda Cantley Chair

Valerie R. Castro

John S. London

Gregory T. Shamlian

J. Ronald Rich

Roger Stephenson

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# DETENTION COMMITTEE

**Gregory T. Shamlian, Chair**

**John S. London, Co-Chair**
**Robert Kawashima, Co-Chair**

**Linda Cantley**
**Charles Dolcey**
**Carolyn L. Monroe**
**Thomas C. Rasmussen**
**Theodore "Ted" Smith**
**Oscar Warren**

**Valerie R. Castro**
**Patricia Kennedy**
**Teresa Montijo**
**J. Ronald Rich**
**Roger Stephenson**

**Octavio "Toby" Chavez**
**Diane Miles**
**Joan L. Pylman**
**John Schilling**
**Bill Thomas**
**Tina Witek**

# DETENTION COMMITTEE

## SUMMARY

California Penal Code Section 919(b) requires the Los Angeles County Civil Grand Jury (CGJ) inquire into the condition and management of the public detention facilities within the County. These include public jails of varied size and complexity, courthouse lockups, juvenile camps / detention facilities and other penal institutions. In the months of August and September of 2017, all 23 members of the CGJ participated in the unannounced inspection of a total 140 facilities. In performing this assignment, the CGJ gained a great deal of perspective and appreciation of an important component of the criminal justice system.

The Los Angeles County jail system is an expansive network of detention facilities operated by a combination of the Los Angeles County Sheriff's Department, City of Los Angeles Police Department, local police departments, and the Los Angeles County Probation Department. Inspections of these facilities are conducted by various State and Federal agencies on an annual or biennial basis to evaluate conditions. These agencies include local state health departments, local fire departments, the California Board of Corrections and Rehabilitation, the California Department of Justice, The Board of State and Community Corrections (BSCC), and The Sybil Brand Commission for Institutional Inspections. Most agencies typically report their findings directly to the authorities in charge of the facility. In contrast, the Los Angeles County Civil Grand Jury publishes its findings and the report is made available to the Board of Supervisors and to the public.

## TYPES OF DETENTION FACILITIES INSPECTED

### *Type I / Type II Detention Facility*

Most of Los Angeles County's jail system is comprised of Type I / Type II facilities. By nature they are smaller in size, widely distributed throughout the county and, in most cases, inmates are temporarily housed and fed by local authorities until arraigned, released or immediately transferred to Los Angeles County's Inmate Reception Center (IRC). A second example of Type I / Type II facilities are the Courthouse detention areas. On a daily basis, detainees are transported on buses from holding locations to the court facilities for arraignments, preliminary hearings and trials. Courthouse detention areas have no "overnight" detention capability.

### *Type III Detention Facility*

Type III facilities provide longer term incarcerations and provide expansive services to cover the needs of all detainees. Mentally ill or potentially self-destructive detainees are placed in a high observation area where mental health professionals can work to stabilize them. Detainees who exhibit more violent behaviors are placed in carefully controlled lockups. Examples of Type III Detention facilities located in Los Angeles County are Twin Towers Correctional Facility, Men's Central Jail, Century Regional Detention Facility, North County Correctional Facility, and Pitchess Detention Center, all operated by the Los Angeles County Sheriff's Department.

### *Juvenile Detention Camps and Probation Facilities*

These facilities focus particularly on helping juvenile detainees achieve positive experiences while incarcerated. A curriculum that includes classroom education, self-esteem training, family counseling, and life skills were observed to be of a high-priority for the benefit of the juvenile youths, prior to their reentry into the community. Examples of such facilities located in Los Angeles County include Camp Vernon Kilpatrick, Los Padrinos, and Camp David Gonzales.

## METHODOLOGY

As previously noted, all members of the Los Angeles County Civil Grand Jury participated in the unannounced inspections of the facilities listed in this report. Each facility was inspected by an assigned minimum three-member team. In fulfilling our obligation under Section 919(b) of the California Penal Code, the Detention Committee created a standardized inspection checklist to assist in the uniform evaluation of the facilities. Development of the checklist involved reviewing relevant titles under the State of California Code of Regulations Title 15, the 2013 California Building Code Title 24, Section 1231 Minimal Standards for Local Detention Facilities, along with reviewing the results of the biennial inspections conducted by the Board of State and Community Corrections (BSCC) which is mandated under the California Penal Code Section 6031. Additionally, a section was provided for notes and comments observed by the jurors.

### *Evaluation and Assessment of Detention Facilities ("Satisfactory" vs. "Unsatisfactory")*

With a group of 23 individuals from different backgrounds and differing opinions, assessment of a facility was sometimes difficult. We were tasked with inspecting multiple types of detention facilities; new and old, large and small, and both local and regional in scope. It proved a daunting challenge to take the subjective views from this diverse group and seek justification for either a "Satisfactory" or "Unsatisfactory" rating. In order to complete the report, a second step was imposed.

Our initial assessment began with tours of the Men's Central Jail and Twin Towers, which were debriefed following each tour. Upon assignment of the detention facilities, each team was provided a survey assessment form to be utilized as a guide in evaluating the facilities. However, the members of the inspection teams were not given any specific direction as to rating each facility. As inspections on the detention facilities were conducted and debriefed with all members of the CGJ, the assessment process became clearer and more consistent. At the conclusion of the inspections, there was still a lack of unanimity of what qualified as an "Unsatisfactory" detention facility. It was determined that to help provide consistency and clarify the degree of concern, a second inspection would be made of those facilities which were initially rated "Unsatisfactory". The follow-up team would include a minimum of one of the prior team members, and at least one individual who had not been involved in the facility's initial inspection. Photographs were taken, where possible, to identify conditions leading to a final concluded "Unsatisfactory" rating of the inspected facilities.

Throughout this grand jury's inspections of the detention facilities, observations and potential findings were discussed repeatedly in trying to determine Satisfactory versus Unsatisfactory. Our conclusions were:

1. Detention facilities under the jurisdiction of the county or city municipalities, irrespective of their age of construction, were generally observed to be well-maintained and represented the best intentions of city fathers to be responsible to their community.
2. Courthouse detention areas were rated unsatisfactory after the first round of inspections. Generally we felt that detention personnel were conscientious. We did not find a pattern of non-compliance with policies or procedures. The negative observations all were related to the physical condition of the facility.

This CGJ has been advised that in some of the deficiencies we have observed, the CGJ may have no jurisdiction since generally, in the courthouses, facilities maintenance is a state responsibility, complicating our jurisdictional authority.

We identified enough examples of ongoing problems with the cell doors and locking mechanisms, safety glass windows, air conditioning / heating systems, lighting, and inadequate electrical service, which indicate a flawed system resulting in a pattern of neglect that deserves specific comment by this grand jury. We are applying a standard that we apply at home: doors that close and lock, windows that are not cracked and obviously about to break, environmental systems that keep us comfortable and are not potentially toxic, lighting that is appropriate for the space, and electrical outlets that are not overloaded - in essence - "common sense" standards.

This CGJ concluded that under California Penal Code Section 919(b) we are compelled to comment on the courthouse detention areas. The physical safety of the court employees, Sheriff's personnel, the public, and the prisoners (all residents of the County of Los Angeles), are at greater risk than necessary due to facilities maintenance failings.

## BACKGROUND

Responsibility for repairs at individual courthouses is defined by Joint Occupancy Agreements (JOAs) that determine whether the state or county has responsibility for a specific repair. This CGJ has been advised that in some of the facilities we observed, the CGJ has no jurisdiction to opine on conditions since generally, within the courthouses; facility maintenance is a state responsibility. Some of these maintenance issues are expensive, some are complicated, and some are both, which is probably the reason we found them unresolved. However, some of the problems are not, and we were surprised to find them unaddressed. And in some instances the situation has been unaddressed for many years.

This section of the Detention Report specifically addresses the maintenance in the detention areas in the Superior Courts. This CGJ is not minimizing or neglecting very real personnel staffing or procedural problems that may / do exist at some of these facilities; it is simply a more focused review of a very real, specific deficiency this grand jury has observed.

Until 1997, the fifty-eight counties within the state of California provided the funding for the trial courts within their boundaries.[1] Four major changes occurred in a relatively short period that was designed to improve the court system's infrastructure.

The Lockyer-Isenberg Trial Court Funding Act of 1997 eliminated the budget process at both the state and county level and consolidated that process at the state level.[2]

The California voters passed Senate Constitutional Amendment 4 (SCA 4), as Proposition 220, on June 2, 1998, and it provided for voluntary unification of the superior and municipal courts in California's counties if a majority of the superior and municipal court judges within a county voted to create a unified superior court.[3]

The third reform was the Trial Court Employment Protection and Governance Act in 2001, which mandated the transfer of former 21,000 court employees from the counties to the state employment system.[4]

The fourth reform was the Trial Court Facilities Act of 2002 (Sen. Bill 1932) that initiated a transfer of more than 450 court facilities from counties to the state over a four year period.[5]

These reforms were good faith attempts by the state to address problems endemic to the California Courts at the time. "…many California trial court facilities became deficient for court operations, suffering from deferred maintenance and lacking adequate security, compliant with life and health safety or seismic codes, and accessibility for people with disabilities."[6] This CGJ observed the same issues ***seventeen years*** after the report was first issued.

Senate Bill 1407 was signed into law in 2008. This law provided authorization of up to $5 billion in lease - revenue bonds as well as a revenue stream from court fees, penalties, and assessments that would provide funding, outside of the general fund, for new construction and renovations to fix California courts' aging infrastructure[7]. Subsequent to its passage, the impact of the "Great Recession" to the state's economy redirected much of this money away from court infrastructure to the general fund and to backfill court operation funding reductions. "State lawmakers took away a $1.4 billion court construction fund raised by court fees and fines to spend on other priorities during the recession." [8]

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[1] http://www.allgov.com/usa/ca/departments/judicial-branch/judicial-council?agencyid=184
[2] State of California, Task Force on Court Facilities, *Final Report of the Task Force on Court Facilities* (Oct. 1, 2001)
[3] *Supra*. Note 2
[4] *Supra*. Note 2.
[5] *Supra*. Note 2
[6] *Supra*. Note 2
[7] Senate Bill 1407. Accessed February 26, 2018. http://www.courts.ca.gov/2027.htm.
[8] Dolan, Maura. "Many L.A. County courthouses are seismically unsafe, study finds." *Los Angeles Times*, May 17, 2017. Accessed December 30, 2017.

## UNSATISFACTORY FINDINGS PERTAINING TO COURTHOUSE FACILITIES

During the course of the CGJ inspection (and re-inspection) process of detention facilities, four Superior Courts were re-inspected: Clara Shortridge Foltz Criminal Justice Center (Downtown LA) on 11/29/17, Glendale on 12/1/17, Van Nuys on 12/1/17, and San Fernando on 12/12/17. One additional courthouse was inspected out of curiosity (Chatsworth Courthouse on 12/12/17) since it is a court that includes a fully functional detention area that has not been used.

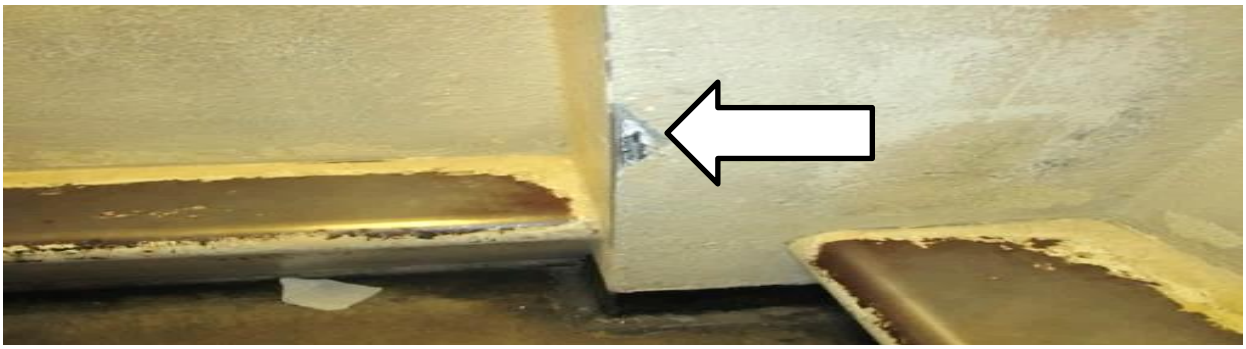
The deferred maintenance observed at these facilities is primarily a function of money and timing. The reallocation of court funding by the state has definitely impacted the condition of the courts. The CGJ is not addressing the Judicial Council's Court Construction Program directly; perhaps some delays with repairs were in anticipation of the replacement or reconstruction of existing facilities. Regardless of how or why we got here, this CGJ believes that the deferred maintenance needs to be addressed promptly, both on a global and granular level, for the safety of the citizens of the County of Los Angeles, both employees and the general public.

1) Clara Shortridge Foltz Criminal Justice Center, 210 W. Temple Street, Los Angeles, CA 90012 213-974-6581

The CGJ found the condition of the detention areas reflected the age of the building and volume of detainees that are processed daily through this courthouse. Generally the detention areas were dingy; by the end of the day, the detention population that passes through the court leaves the cells in a far worse condition than at the beginning of the day. General housekeeping seemed uneven. The following photographic examples are from the 8th floor.

The CGJ members were told that security glass windows were generally not replaced until they actually shattered. Small cracks and spider cracks were just warnings to the sheriffs they needed to be watchful. The photographs above are from the prisoner / attorney interview area.

There is a climate control box on the 8th floor that is hanging off the wall. It apparently had been damaged for quite a while.



Evidence of broken plaster in lock-up areas where exposed metal lath could be used as a potential weapon.

At many of the detention facilities we inspected, a consistent problem is malfunctioning cell doors. Most are operational, however due to the age, weight, and antiquated design of the doors,

repairs cannot be easily made with stock replacement parts. Some do not close consistently. The jailer needs to be watchful and not assume the door will shut and lock.

The security control room in the lower level of the courthouse is an area used by deputy sheriffs to observe prisoners as they pass to and from the sally port, elevators, and cells to their courtrooms. It appears to be approximately 400 square feet. Safety glass inserts from about 4 ft. high to ceiling allow jailers in the room to observe the movement of detainees through the main "thoroughfare". It is also the video monitoring area for the cell hallways so that all they can observe all detainee movement. There are many video monitors in the room to accomplish this. The sheriffs should be able to watch the detainees as they walk past the windows; for sheriff safety, the detainees should not be able to see into the control room. However, since the safety glass is not one way or screened in any way, the sheriffs work around solution is to keep the lights in the room turned-off, with desk lamps that barely illuminate the workstation. To paraphrase one deputy in the room that we talked to, "Can you get them to do something about this? My eyesight is getting worse every year."

As a side note, the seismic risk of the Clara Foltz Shortridge Criminal Center is high.[9] Renovation for this facility is projected to be $116 Million [10] and the project has been indefinitely delayed.

[9] Supra. Note 8

[10] 10 Indefinitely Delayed AB 1407 Trial Court Capital-Outlay Projects, page 1 of 1, Sorted by Alphabetical order, from Judicial Branch AB 1473 Five-Year Infrastructure Plan, Fiscal Year 2016-2017

2) Glendale Courthouse 600 E. Broadway Avenue, Glendale, CA 91206 818-500-3524

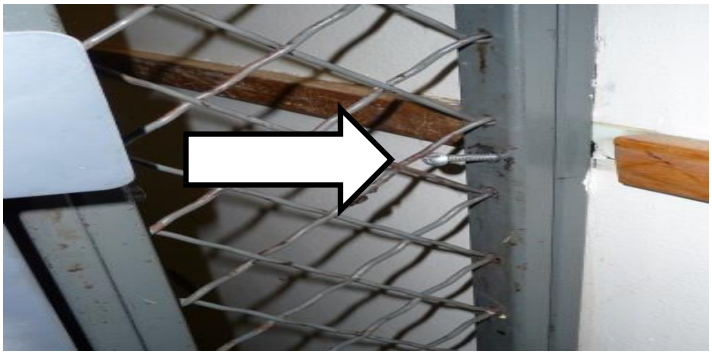
The CGJ found the detention facility in this courthouse clean, but cramped. The security limitations are a function of the design (1956 construction) for another era. The pathways to take defendants to their courtroom reflect this: the hallways are too narrow, judges offices empty into these same hallways, certain courtrooms require taking defendants through public areas or back stairwells, and detainees in wheelchairs must be wheeled down the rear parking lot, up a ramp, through a rear public door, and down an employee hallway to access the cell. Public parking is limited.

Accesses for handicapped detainees are through public and court employee work areas.

An additional security camera on the east side of the building is needed. Detainee buses drive through the parking lot to the sally port. The arrows identify the makeshift sally port.

Improved security is needed for a set of windows that separate the parking lot from a secondary holding area.

There were a few ceiling tiles that were stained, perhaps moldy.



Some bolts affixed to cell doors can be easily removed and used as weapons.

The security screening in the main detention cell was effective, but difficult for sheriff deputies to see through.

There were not enough electrical outlets in a storage room, requiring temporary solutions.

As a side note, the seismic risk of the Glendale Courthouse is the highest of any courthouse in California.[11] The project to replace the Glendale Courthouse, which was in the site acquisition phase, was delayed indefinitely in 2012.[12]

[11] Seismic Risk Rating of California Superior Court Buildings Volume 1 & 2, October 23, 2017
[12] *Supra*. Note 10

3) Van Nuys Courthouse West, 14400 Erwin Street Mall, Van Nuys, CA 91401  818-374-2511

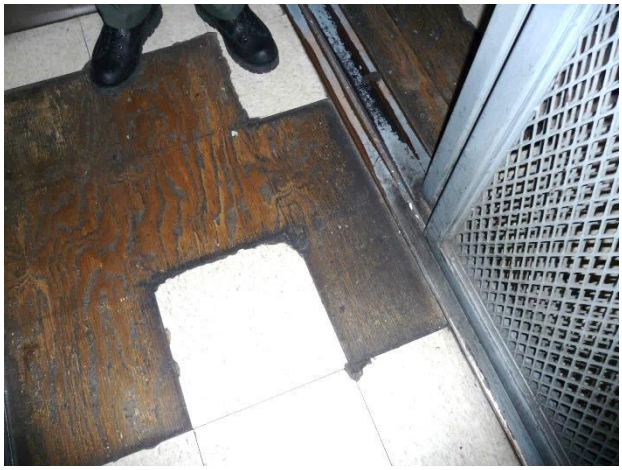
The CGJ found the condition of the detention areas similar to the Criminal Courts Center, the appearance reflected the age of the building and volume of detainees that are processed daily. The deputy sheriffs we talked to felt that the vendor that supplied general housekeeping was responsive.

This CGJ found security windows cracked, some with heavy spider web cracks.

Consistent with other detention facilities of this period, this CGJ found cell doors that did not close well.

The bus bay that the detainee bus drives into, leading to the sally port and the cells, has an exhaust extraction vent system to route fumes to the outside. We were told that the system has not worked for years. This presents a particular problem when a bus that has problems restarting delivers detainees to Van Nuys. The driver wants to keep the bus idling to prevent it from stalling out. This results in CO2 fumes accumulating in the detention area. We were told by Superior Court Facilities Maintenance they were not aware of the problem.

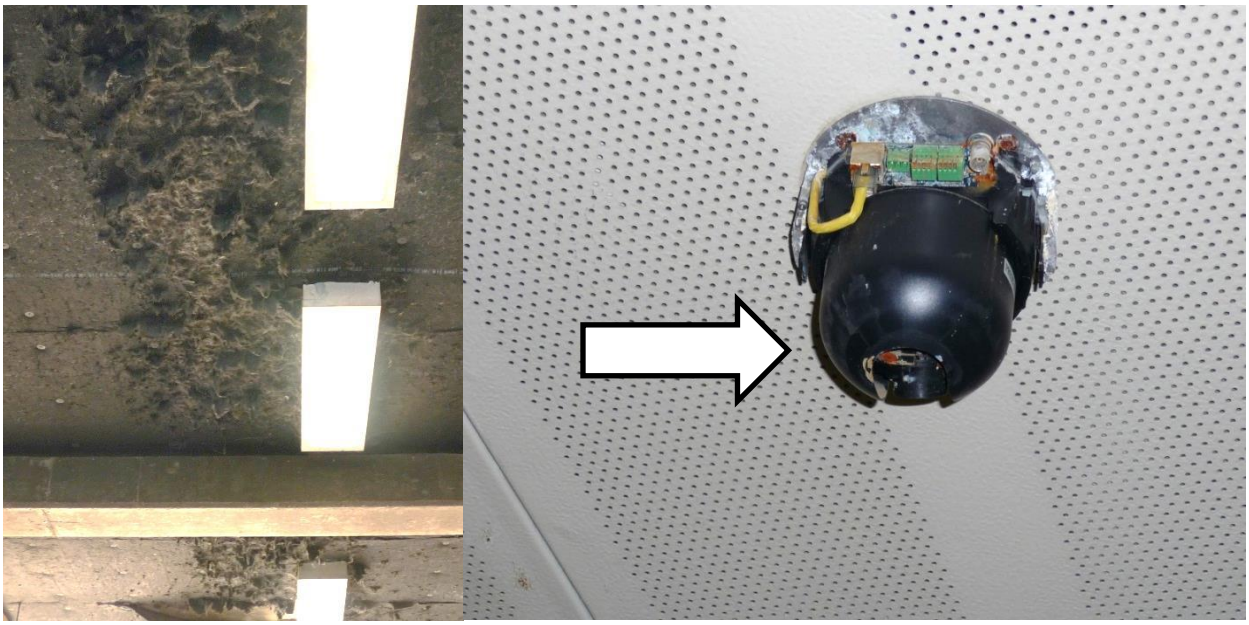
Plumbing and sewage issues are a problem with inoperable toilets and sinks. Jailers have to find ways to control the odors (such as taping over floor drains).



Detainee elevator floor is missing sections and is uneven and worn. Portions of broken tile could be used as a potential weapon.

4) San Fernando Courthouse, 900 Third Street, San Fernando, CA 91340  818-898-2403

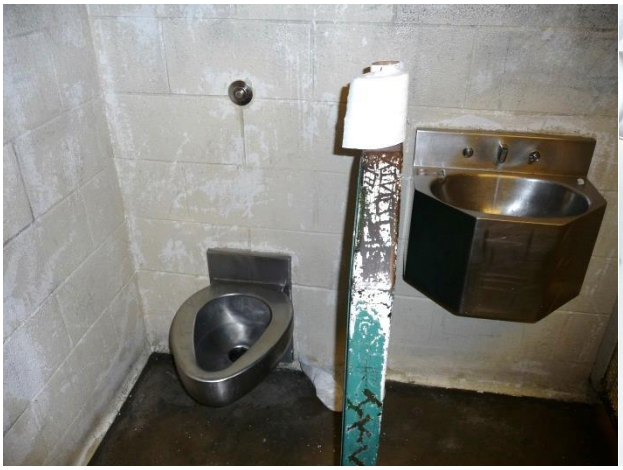
The CGJ found the San Fernando Courthouse to have problems similar to the courthouses previously mentioned. It was surprising that given the problems we observed, the Judicial Council prioritized the capital renovation project ($13.9M) as low.[13]



There are ongoing plumbing and sewage problems in the building. Water stains can be seen on the ceiling in the sally port and there was a ceiling camera (arrow) damaged by leaking water.

The damaged camera highlights an outcome that some would call avoidable. The complex and oftentimes frustrating repair process the county has with their landlord (the State of California) is defined by Joint Occupancy Agreements (JOA) by individual Courthouses. The water leak was noted by the deputies in the jail and reported to their supervisor, who reported it to the Court Facilities Administrator. Usually the Administrator inputs the repair request into the state's Computerized Facilities Maintenance System, which prioritizes and tracks the repair. However, based upon the JOA specific to that detention area for that courthouse and the type of repair, the responsibility may belong to the county. The Superior Court Facilities Supervisors do their best to determine the responsibility but ultimately, with divided responsibility, accountability can suffer. In this case, the state was responsible for the water leak. The camera, once broken, was the responsibility of the county. On the day we visited we were told that Internal Services Department (ISD) would be replacing and installing a new camera.

[13] Trial Court Capital-Outlay Plan, August 21, 2015, page 2 of 5, Sorted by court, from Judicial Branch AB 1473 Five-Year Infrastructure Plan, Fiscal Year 2016-2017



Another manifestation of the plumbing problem county employees and the public deal with are odors. The main drainage pipe for the building sewage system passes down the sally port hallway, in the basement. We were told that at its worst, the odors are omnipresent and overwhelming. The odors also impact the citizens in the jury room in the basement.

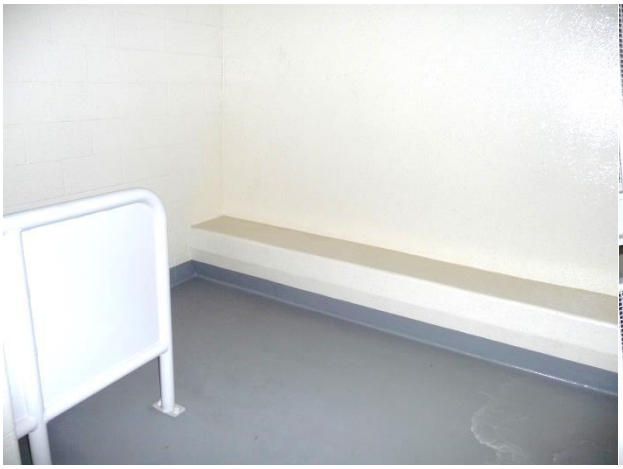
This CGJ found exposed electrical wiring. The deputy we talked with speculated that it had initially been designed to accommodate emergency lighting. The deputy noted that there is only one emergency light for the detention area and the power is interrupted about once a week. To address this, the deputy sheriffs all carry flashlights on their belts.

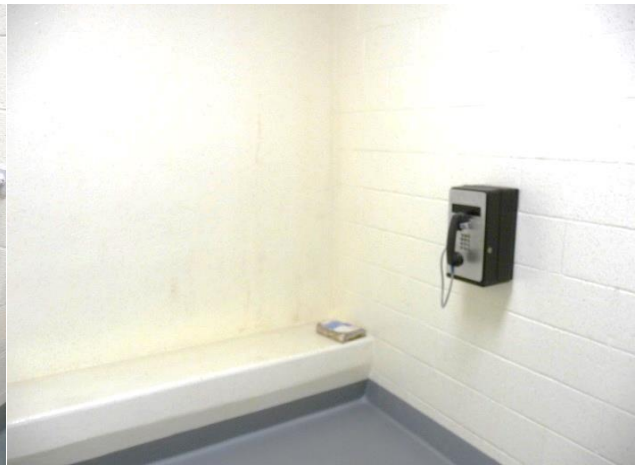
In one of the larger cells a deputy explained that the thermostat control for the cell was located above the vent in the cell. It is apparently accessed through a crawlspace from an access door about sixty feet away. The thermostat is not adjusted.

As with other courthouses, this CGJ found ongoing problems with the cell door and lock mechanisms. Switches to control either the exterior or interior doors were a problem for some of the doors. We were told that since the parts are so old they need to be specially constructed, some lock control mechanisms had to be cannibalized from locks in other areas of the courthouse. The photograph illustrates a switch that needs to be manipulated with keys, the tips of pens, or paperclips.

Chatsworth Courthouse, 9425 Penfield Ave., Chatsworth, CA 91311

The courthouse opened in 2002 and this CGJ was told that it handled criminal cases for approximately a year before the criminal courts were closed and the detention area was shuttered. Since the courthouse detention areas noted above suffered from their age, outdated design, deferred maintenance, and the wear and tear from the volume of criminal defendants processed, this CGJ was curious about the Chatsworth Courthouse. Below are exterior and interior photographs of this contemporary facility. The photographs on the following page illustrate the pristine condition of the closed detention area the day we visited.





## GENERAL FINDINGS

- The significant majority of the facilities inspected, whether operated by city police, Los Angeles Sheriff's Deputies, private contractors, or probation officers are maintained and managed in accordance with state regulations.
- Staffing shortages and mandatory overtime shifts appear to be a universal condition.
- Many older facilities suffer from physical deterioration and design obsolescence causing staffing and maintenance "work-arounds".
- With few exceptions, defibrillators, fire suppression equipment, suicide kits, and formal training along with policy manuals, were consistently observed in detention facilities.
- Medical services for detainees were observed on-site or are located within immediate proximity to most detention facilities.
- Throughout the course of our inspections we observed a small population of incarcerated juveniles in most of the County's juvenile detention camps that were designed for a much larger population. While we were impressed with the commitment and resources that are made available to the juveniles, we question the duplication and redundancy of multiple, fully staffed facilities given the minimal numbers of occupied incarcerated youths.
- Courthouse facilities are managed at the state level through the California Judicial Council Branch Facilities Program. Our inspection of many such facilities located in Los Angeles County identified significant deferred maintenance, that in-turn yielded possible situations of compromised safety for correction officers, inmates and the general public.
- Independently, many of the issues observed in our inspections of the state-managed courthouse facilities could be classified as "low priority". However, when "low priority" issues accumulate or are deferred at a particular facility it then creates an unsafe work environment. For example, at the San Fernando Courthouse, the Sheriff Deputies, after making numerous repair requests, were forced to call OSHA to force a temporary resolution to the noxious sewage smell emitting throughout the lock up cells.
- When this grand jury spoke to Court Facilities and Sheriff Deputies, both parties appear frustrated with the system and its inefficiencies and resigned to the inertia. We hope our "citizen's perspective" contributes to the dialogue regarding allocation of resources to house prisoners safely and also to keep safe those members of the court and law enforcement who are tasked with managing them.

## FINDINGS AND RECOMMENDATIONS

12.1 This CGJ recommends that the Los Angeles County Board of Supervisors and CEO appoint a multi-talented task force with the assistance of its legal counsel and the Sheriff's Department; to review the County's previously negotiated transfer agreements of the judicial courthouse facilities with the State of California. This review should identify a moving-forward strategy between the county and the state to rectify both maintenance-reporting and maintenance-resolution concerns in courthouse facilities that are situated within the jurisdiction of Los Angeles County. The CGJ feels that the present situation is tenuous and is compromising the safety and welfare of Los Angeles Sheriff Deputies, custody assistants, inmates and the general public.

12.2 Clara Shortridge-Foltz Criminal Justice Center

Findings:

(a) Deferred maintenance issues observed (painting, plumbing, electrical). Cells need painting or power washing at a minimum.
(b) HVAC vents located above the general work and detention areas are filthy causing potential respiratory concerns.
(c) Some cell doors do not lock or malfunction, yielding compromised security that requires work-arounds from staff.
(d) Cracked windows observed in some detention areas.
(e) Potential mold observed on ceiling tiles from past water damage.
(f) Cockroaches observed in detention areas and deputies' work areas.
(g) Evidence of broken plaster in walls exposing metal lath that detainees can utilize in fabricating weapons.
(h) Observed inoperable ceiling light fixtures throughout facility.
(i) Damaged temperature control box on 8th floor.
(j) Poor working conditions in the lower level courthouse security control room, observed unsatisfactory light conditions, poor ventilation (and as previously noted) filthy ceiling vents.

Recommendations:

Sheriff's Department seek satisfactory repair of all the above findings, a through j.

## 12.3 Glendale Courthouse

Findings:

(a) Observed problems associated with transporting handicapped prisoners through the courthouse facility. Inmate access into the detention area is through a stairwell, not ADA compliant, and offers no ramp access. Handicapped inmates enter the courthouse facility through the public lobby and subsequently through the court's administrative office area, causing compromised security.
(b) Makeshift sally port offers easy escape potential with limited surveillance cameras.
(c) Electrical hazards observed, general maintenance ignored after numerous requests to repair.
(d) Some bolts affixed to cells can easily be removed and used as weapons.
(e) Potential mold observed on ceiling tiles from past water damage.
(f) Observed cells with lack of visibility for Sheriff Staff with no camera surveillance of cell interior provided.

Recommendations:

Sheriff's Department seek satisfactory repair of all the above findings, a through f.

## 12.4 Van Nuys Courthouse West

Findings:

(a) Deferred maintenance issues observed (painting, plumbing, electrical). Cells need painting or power washing at a minimum.
(b) Potential mold in ceiling tiles observed from prior water leaks.
(c) Damaged glass observed in work areas.
(d) Exhaust extraction vents in sally port area is reported inoperable.
(e) Some cell doors do not lock or malfunction, yielding compromised security that requires work-arounds from staff.
(f) Duct tape placed over a drain to prevent odors.
(g) Damaged floor tiles in detainee elevator. Portions of broken tile could be used as a potential weapon.

Recommendations:

Sheriff's Department seek satisfactory repair of all the above findings, a through g.

12.5 San Fernando Courthouse

Findings:

(a) Deferred maintenance issues observed (painting, plumbing, electrical). Cells need painting or power washing at a minimum.
(b) Detention area has a sewage smell that despite repeated attempts has failed to be remedied
(c) Some cell doors do not lock or malfunction, yielding compromised security that requires work-arounds from staff.
(d) HVAC temperature is constantly cold in cells despite repeated requests to remedy the matter along with dirty HVAC vents.
(e) No back-up emergency lighting at exit points observed.
(f) Inoperable security camera damaged from prior water leak in the ceiling.
(g) Observed inoperable sinks and toilets in cells.

Recommendations:

Sheriff's Department seek satisfactory repair of all the above findings, a through g.

## REQUIRED RESPONSES

California Penal Code Sections 933 (c) and 933.05 require a written response to all recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report (files it with the Clerk of the Court). Responses shall be made in accord with the Penal Code Sections 933.05 (a) and (b).

All responses to the recommendations of the 2017-2018 Los Angeles County Civil Grand Jury must be submitted on or before September 30, 2018, to:

Presiding Judge

Los Angeles County Superior Court

Clara Shortridge Foltz Criminal Justice Center

210 West Temple Street, Eleventh Floor-Room 11-506

Los Angeles, CA 90012

Responses are required from:

| Responding Agency | Recommendations |
|---|---|
| Los Angeles County Board of Supervisors | 12.1 |
| Los Angeles County CEO | 12.1 |
| Los Angeles County Sheriff's Department | 12.2 (a) - (j) |
| Los Angeles County Sheriff's Department | 12.3 (a) - (f) |
| Los Angeles County Sheriff's Department | 12.4 (a) - (g) |
| Los Angeles County Sheriff's Department | 12.5 (a) - (g) |

All 2017 – 2018 Los Angeles Civil Grand Jurors are members of the Detention Committee.

Presented on the following pages are the 2017-2018 Los Angeles County Civil Grand Jury's assessments of the remaining detention facilities that were inspected during our term.

| COMMUNITY / CITY POLICE STATIONS | Inspection Date - Rating - Comments |
|---|---|
| 77th Street Station (LAPD)<br>7600 S. Broadway<br>Los Angeles, CA 90003<br>213-473-4851 | 8/25/2017 - SATISFACTORY |
| Alhambra Police Department<br>211 S. 1st Street<br>Alhambra, CA 91801<br>626-570-5151 | 9/15/2017 - SATISFACTORY |
| Arcadia Police Department<br>250 W. Huntington Drive<br>Arcadia, CA 91723<br>626-574-5150 | 8/25/2017 - SATISFACTORY - A PAY TO STAY FACILITY. Where detainees can elect to pay to be housed in a more comfortable detention facility, sometimes outside of the jurisdiction of the original offense. |
| Azusa Police Department<br>725 N. Alameda Avenue<br>Azusa, CA 91702<br>626-812-3200 | 9/22/2017 - SATISFACTORY |
| Baldwin Park Police Department<br>14403 E. Pacific Avenue<br>Baldwin Park, CA 91706<br>626-960-4011 | 9/1/2017 - SATISFACTORY |
| Bell Gardens Police Department<br>7100 Garfield Avenue<br>Bell Gardens, CA 90201<br>562-806-7600 | 9/22/2017 - SATISFACTORY |
| Bell Police Department<br>6326 Pine Avenue<br>Bell, CA 90201<br>323-585-1245 | 9/22/2017 - SATISFACTORY - A clean and well managed facility. Requires rear hallway exit signs. |
| Beverly Hills Police Department<br>464 N. Rexford Drive<br>Beverly Hills, CA 90210<br>310-550-4951 | 9/1/2017 - SATISFACTORY - A PAY TO STAY FACILITY - No smoke management system observed. |

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| Burbank Police Department<br>200 N. Third Street<br>Burbank, CA 91502<br>818-238-3217 | 9/22/2017 - SATISFACTORY - A PAY TO STAY FACILITY. A clean well-managed facility. |
| Claremont Police Department<br>570 W. Bonita Avenue<br>Claremont, CA 91711<br>909-399-5411 | 9/15/2017 - SATISFACTORY - No smoke management or breathing apparatus observed. |
| Covina Police Department<br>444 N. Citrus Avenue<br>Covina, CA 91733<br>626-858-4413 | 9/29/2017 - SATISFACTORY |
| Culver City Police Department<br>4040 Duquesne Avenue<br>Culver City, CA 90232<br>310-837-1221 | 9/1/2017 - SATISFACTORY - Facility is staffed with only male custody assistants, requires on occasion the use of female administrative / clerical staff to search any infrequently admitted female detainee. A compromised privacy issue could occur when female detainees are held, as jail surveillance cameras are singularly monitored by the male personnel. The CGJ suggests that a protocol should be established for the monitoring and surveillance of female detainees. |
| El Monte Police Department<br>11333 Valley Boulevard<br>El Monte, CA 91731<br>626-580-2110 | 9/29/2017 - SATISFACTORY |
| El Segundo Police Department<br>348 Main Street<br>El Segundo, CA 90245<br>310-524-2200 | 9/1/2017 - SATISFACTORY |
| Gardena Police Department<br>1718 162nd Street<br>Gardena, CA 90247<br>310-217-9632 | 9/1/2017 - SATISFACTORY |

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|---|---|
| Glendale Police Department<br>131 N. Isabel Street<br>Glendale, CA 91206<br>818-548-4840 | 9/8/2017 - SATISFACTORY |
| Glendora Police Department<br>150 S. Glendora Avenue<br>Glendora, CA 91741<br>626-914-8250 | 8/25/2017 - SATISFACTORY |
| Harbor Area Station (LAPD)<br>2175 S. John Gibson Boulevard<br>San Pedro, CA 90731<br>310-675-4443 | 9/22/2017 - SATISFACTORY |
| Hawthorne Police Department<br>12501 Hawthorne Boulevard<br>Hawthorne, CA 90250<br>310-675-4443 | 9/1/2017 - SATISFACTORY - PAY TO STAY FACILITY - A relatively newer (10 yrs.) facility. Well run and well maintained. |
| Hermosa Beach Police Department<br>540 Pier Avenue<br>Hermosa Beach, CA 90254<br>310-318-0300 | 9/8/2017 - SATISFACTORY |
| Hollenbeck Station (LAPD)<br>2111 E. 1st Street<br>Los Angeles, CA 90033<br>323-342-4100 | 9/22/2017 - SATISFACTORY |
| Hollywood Station (LAPD)<br>1358 Wilcox Avenue<br>Los Angeles, CA 90028<br>213-972-2971 | 9/15/2017 - SATISFACTORY - No institutional review reports available, no sprinkler system observed. |
| Inglewood Police Department<br>One W. Manchester Boulevard<br>Inglewood, CA 90301<br>310-412-5211 | 8/25/2017 - SATISFACTORY - Clean, appears well-run. Previously reported inoperable cell has been repaired and returned to service. |
| La Verne Police Department<br>2061 Third Street<br>La Verne, CA 91750<br>909-596-1913 | 9/15/2017 - SATISFACTORY - No fire breathing apparatus observed, fire station is noted next to PD. |

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| Long Beach Police Department<br>400 W. Broadway<br>Long Beach, CA 90802<br>562-570-7260 | 9/29/2017 - SATISFACTORY |
| Manhattan Beach Police Department<br>420 15th Street<br>Manhattan Beach, CA 90266<br>310-802-5140 | 9/8/2017 - SATISFACTORY |
| Marina Del Rey Station (LAPD)<br>13851 Fiji Way<br>Marina Del Rey, CA 90292<br>310-482-6000 | 9/1/2017 - SATISFACTORY - A small, clean facility, maintained with use of trustees. |
| Metropolitan Detention Center (LAPD)<br>180 N. Los Angeles Street<br>Los Angeles, CA 90012<br>213-356-3400 capacity 540 | 9/8/2017 - SATISFACTORY - A newer facility in excellent condition. |
| Monrovia Police Department<br>140 E. Lime Avenue<br>Monrovia, CA 91016<br>626-256-8000 | 8/25/2017 - SATISFACTORY |
| Montebello Police Department<br>1600 Beverly Boulevard<br>Montebello, CA 90640<br>323-887-13131 | 9/15/2017 - SATISFACTORY - PAY TO STAY FACILITY |
| Monterey Park Police Department<br>320 W. Newmark Avenue<br>Monterey Park, CA 91754<br>626-307-1266 | 9/1/2017 - SATISFACTORY |
| Newton Station (LAPD)<br>3400 S. Central Avenue<br>Los Angeles, CA 90011<br>323-846-6547 | 9/1/2017 - SATISFACTORY - Debris noted on the floors on the day of our inspection. |
| Olympic Station (LAPD)<br>1130 S. Vermont Avenue<br>Los Angeles, CA 90006<br>213-382-9102 | 9/1/2017 - SATISFACTORY |

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|---|---|
| Pacific Area Station (LAPD)<br>13212 Culver Boulevard<br>Los Angeles, CA 90066<br>310-482-6334 | 9/1/2017 - SATISFACTORY - An older facility, well maintained however concrete floors cracked and dirty. |
| Palos Verdes Station (LAPD)<br>340 Palos Verdes Drive<br>Palos Verdes, CA 90274<br>310-378-4211 | 9/22/2017 - SATISFACTORY |
| Pasadena Police Department<br>207 N. Garfield Avenue<br>Pasadena, CA 91101<br>626-744-4545 | 9/1/2017 - SATISFACTORY - Video cameras need upgrading. |
| Pomona Police Department<br>490 W. Mission Boulevard<br>Pomona, CA 91776<br>909-620-2130 | 9/29/2017 - SATISFACTORY |
| Rampart Station (LAPD)<br>1401 W. 6th Street<br>Los Angeles, CA 90017<br>213-484-3400 | 9/15/2017 - SATISFACTORY - Exit signs in hallways not clearly displayed. |
| Redondo Beach Police Department<br>401 Diamond Street<br>Redondo Beach, CA 90277<br>310-379-2477 | 9/8/2017 - SATISFACTORY |
| San Fernando Police Department<br>910 First Street<br>San Fernando, CA 91340<br>818-898-1267 | 9/22/2017 - SATISFACTORY |
| San Gabriel Police Department<br>625 Del Mar Avenue<br>San Gabriel, CA 91778<br>626-308-2828 | 9/15/2017 - Facility to be demolished within 60 days. A new facility will replace the existing structure. |
| Santa Monica Police Department<br>333 Olympic Drive<br>Santa Monica, CA 90401<br>323-458-8484 | 9/1/2017 - SATISFACTORY - Exit sign obscured. |

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| Sierra Madre Police Department<br>242 W. Sierra Madre Boulevard<br>Sierra Madre, CA 91024<br>626-355-1414 | 8/25/2017 - PD is open, but jail is closed. |
| Signal Hill Police Department<br>2745 Walnut Avenue<br>Signal Hill, CA 90755<br>562-989-7200 | 9/29/2017 - SATISFACTORY |
| South Gate Police Department<br>8620 California Avenue<br>South Gate, CA 90280<br>323-563-5400 | 9/22/2017 - SATISFACTORY - No padding observed in sobering cell. |
| Torrance Police Department<br>3300 Civic Center Drive<br>Torrance, CA 90505<br>310-618-5631 | 9/15/2017 - SATISFACTORY - Peeling paint observed. |
| Van Nuys Station (LAPD)<br>6240 Sylmar Avenue<br>Van Nuys, CA 91401<br>818-374-9502 | 9/8/2017 - SATISFACTORY - Inadequate medical supplies, no smoke management system or sprinklers. |
| West Covina Police Department<br>1444 W. Garvey Avenue<br>West Covina, CA 91790<br>626-939-8500 | 9/8/2017 - SATISFACTORY |
| Whittier Police Department<br>7315 S. Painter Avenue<br>Whittier, CA 90602<br>888-557-0383 | 9/15/2017 - SATISFACTORY |

| LOS ANGELES COUNTY SHERIFF STATIONS and DETENTION CENTERS | Inspection Date - Rating - Comments |
|---|---|
| Central Arraignment and Courthouse<br>429 Bauchet Street<br>Los Angeles, CA 90012<br>213-974-6068 | 9/29/2017 - SATISFACTORY - Fire extinguishers expired, camera in hallway inoperable, cramped storage space. |
| Carson Station<br>21356 S. Avalon Boulevard<br>Carson, CA 90745<br>310-830-1123 | 9/22/2017 - SATISFACTORY |
| Cerritos Station<br>18135 Bloomfield Avenue<br>Cerritos, CA 90703<br>562-860-0044 | 8/25/2017 - SATISFACTORY |
| Crescenta Valley Sheriff's<br>4554 N. Briggs Avenue<br>La Crescenta, CA 91214<br>818-248-3464 | 9/8/2017 - SATISFACTORY |
| East Los Angeles Station<br>5019 E. Third Street<br>Los Angeles, CA 90022<br>323-264-4151 | 10/6/2017 - SATISFACTORY |
| Industry Station<br>150 N. Hudson Avenue<br>City of Industry, CA 91744<br>626-330-3322 | 9/8/2017 - SATISFACTORY - Well maintained. Provides extensive community youth outreach programs. |
| Lakewood Sheriff Station<br>5130 N. Clark Avenue<br>Lakewood, CA 90712<br>562-623-3500 | 8/25/2017 - SATISFACTORY |
| Lomita Station<br>26123 Narbonne Avenue<br>Lomita, CA 90717<br>310-539-1661 | 9/22/2017 - SATISFACTORY |

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| Lost Hills (Malibu Station)<br>27050 Agoura Road<br>Calabasas, CA 91301<br>818-878-1808 | 8/25/2017 - SATISFACTORY - No padding in sober cell. |
| Men's Central Jail<br>441 Bauchet Street<br>Los Angeles, CA 90012<br>213-974-4082 capacity 5,000 | 9/29/2017 - SATISFACTORY - Out of date facility, understaffed, public computer kiosk was out of order at time of our inspection. Facility suffers from decades-old plumbing, HVAC system and electrical system issues. Sheriff's and county maintenance do a noteworthy job attempting to maintain this aging facility. A replacement for this facility is currently in the proposal stage with County officials. |
| North County Correctional Facility<br>29340 The Old Road<br>Castaic, CA 91384<br>661-295-6547 capacity 4,300 | 10/13/2017 - SATISFACTORY |
| Norwalk Station<br>12335 Civic Center Drive<br>Norwalk, CA 90650<br>562-863-8711 | 9/29/2017 - SATISFACTORY |
| Palmdale Station<br>750 E. Avenue Q<br>Palmdale, CA 93550<br>661-272-2400 | 9/1/2017 - SATISFACTORY |
| Pico Rivera Station<br>6631 Passons Boulevard<br>Pico Rivera, CA 90660<br>562-949-2421 | 9/29/2017 - SATISFACTORY |
| Pitchess Detention Center<br>East Facility<br>29320 The Old Road<br>Castaic, CA 91384<br>661-295-8815 capacity 1,900 | Facility is essentially Closed, limited activity in facility. |

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| Pitchess Detention Center<br>North Facility<br>29320 The Old Road<br>Castaic, CA 91384<br>661-295-8840 capacity 1,600 | 10/13/2017 - SATISFACTORY |
| Pitchess Detention Center<br>South Facility<br>29330 The Old Road<br>Castaic, CA 91384<br>662-295-8805 capacity 1,500 | 10/13/2017 - SATISFACTORY |
| San Dimas Station<br>270 S. Walnut Avenue<br>San Dimas, CA 92173<br>909-450-2700 | 9/15/2017 - SATISFACTORY |
| Santa Clarita Valley Station<br>23740 W. Magic Mountain Parkway<br>Valencia, CA 91355<br>661-255-1121 | 9/8/2017 - SATISFACTORY |
| South Los Angeles Station<br>1310 W. Imperial Highway<br>Los Angeles, CA 90044<br>323-820-6700 | 9/8/2017 - SATISFACTORY |
| Temple City Station<br>8838 Las Tunas Drive<br>Temple City, CA 91780<br>626-285-7171 | 9/22/2017 - SATISFACTORY - Understaffed. Maintenance done by Trustees. |
| Twin Towers<br>450 Bauchet Street<br>Los Angeles, CA 90012<br>213-893-5100 capacity 4,700 | 9/8/2017 - SATISFACTORY - Premises are well maintained in good working condition. All required services are performed with adequate space for operations. Percentage of inmates mentally ill is approaching 100%. |
| Walnut/Diamond Bar Station<br>21695 E. Valley Boulevard<br>Walnut, CA 91790<br>909-595-2264 | 9/8/2017 - SATISFACTORY - Jailer in charge was unfamiliar with accessing manuals on the computer. |

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| West Hollywood Station<br>780 N. San Vicente Boulevard<br>West Hollywood, CA 90089<br>310-855-8850 | 9/15/2017 - SATISFACTORY - Observed inadequate staffing (single female custody assistant) in the facility requiring work - arounds. Inoperable shower observed in jail despite numerous requests to repair, fire extinguisher expired (2015). Electrical hazard observed in the form of numerous devices plugged into a single wall outlet. Food storage for detainees distantly located and outside of immediate proximity to the jails, yielding potential complications in adequate monitoring of the jails. |

| COURTHOUSE and JUVENILE JUSTICE CENTERS | Inspection Date - Rating - Comments |
|---|---|
| Alfred McCourtney Justice Center<br>1040 W. Avenue J<br>Lancaster, CA 93534<br>661-949-6503 | 9/1/2017 - SATISFACTORY - Cluttered, inadequate storage, electrical hazards. |
| Alhambra Courthouse<br>150 W. Commonwealth Avenue<br>Alhambra, CA 91801<br>626-308-5209 | 9/15/2017 - SATISFACTORY - Observed porcelain toilets that could be broken and used as a potential weapon. Suggest replacing the fixtures with stainless steel. |
| Antelope Valley Courthouse<br>aka/ Michael Antonovich Antelope Valley Courthouse<br>42011 4th Street West<br>Lancaster, CA 93534<br>661-974-7200 capacity 565 | 9/1/2017 - SATISFACTORY |
| Bellflower Courthouse<br>10025 Flower Street<br>Bellflower, CA 90706<br>562-804-8053 | 8/25/2017 - SATISFACTORY |
| Beverly Hills Courthouse<br>9355 Burton Way<br>Beverly Hills, CA 90210<br>310-288-1310 | 10/7/2017 - CLOSED - Courts are open, detention facilities are closed. |
| Burbank Courthouse<br>300 E. Olive Avenue<br>Burbank, CA 91502<br>818-557-3493 | 9/22/2017 - SATISFACTORY |
| Central Juvenile Hall<br>1605 Eastlake Avenue<br>Los Angeles, CA 90033<br>323-226-8611 | 9/22/2017 - SATISFACTORY - No padded safety cell observed, staff transfers such detainees to Los Angeles County / USC Medical Center. |
| Century Regional Detention Facility<br>11705 Alameda Street<br>Lynwood, CA 90059<br>213-473-6100 | 9/15/2017 - SATISFACTORY - No padded cells, understaffed. |

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| Compton Courthouse<br>200 W. Compton Boulevard<br>Compton, CA 90220<br>310-762-9100 | 9/8/2017 - SATISFACTORY – Significant graffiti observed in the facility. |
| Downey Courthouse<br>7500 Imperial Highway<br>Downey, CA 90242<br>562-803-7044 | 9/29/2017 - SATISFACTORY |
| East Los Angeles Courthouse<br>4848 E. Civic Center Way<br>Los Angeles, CA 90022<br>323-780-2017 | 10/6/2017 - SATISFACTORY - Porcelain observed in sober cell that could be broken and used as a potential weapon. |
| Ed Edelman Children's Court<br>201 Centre Plaza Drive, #2700<br>Monterey Park, CA 91754<br>323-526-6610 | 9/15/2017 - SATISFACTORY - Overall this facility is well maintained. However, sally port gate is broken despite repeated requests by Sheriff's personnel to repair. Requires armed transport of prisoners in public view placing Sheriff Deputies and public in danger. |
| El Monte Courthouse<br>11234 E. Valley Boulevard<br>El Monte, CA 91731<br>626-575-4116 | 9/29/2017 - SATISFACTORY - No personal protective fire equipment observed. |
| Inglewood Courthouse<br>One E. Regent Street<br>Inglewood, CA 90301<br>310-419-5132 | 8/25/2017 - SATISFACTORY - Significant graffiti observed in the facility. |
| Inglewood Juvenile Court<br>One E Regent Street<br>Inglewood, CA 90301<br>310-419-5132 | 8/25/2017 - SATISFACTORY - Work area for the Sheriff Deputies is small and very cramped, causing potential for a security breach and requiring work - arounds for staff. Lighting is very poor. The facility is dirty. A small closet is utilized for multiple purposes; refrigerator (used by both staff and detainees), cleaning supplies, stored items, etc. The staff reported that their emergency power solely consists of flash lights; however, no batteries were observed available for the flash lights. Staff stated that they had not received a recent fire certification at the time of the CGJ inspection. |

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| LAX Courthouse<br>11701 S. La Cienega Boulevard<br>Los Angeles, CA 90045<br>310-727-6020 | 9/1/2017 - SATISFACTORY |
| Long Beach Courthouse<br>275 Magnolia Avenue<br>Long Beach, CA 90802<br>562-590-3622 | 9/1/2017 - SATISFACTORY - NEW FACILITY |
| Metropolitan Courthouse<br>1945 S. Hill Street<br>Los Angeles, CA 90007<br>213-742-1884 | 8/25/2017 - SATISFACTORY - Older facility (1962), insufficient storage, problems with elevators. Detention area meets all requirements. |
| Norwalk Courthouse<br>12720 Norwalk Boulevard<br>Norwalk, CA 90650<br>562-345-0899 | 9/29/2017 - SATISFACTORY |
| Pasadena Courthouse<br>300 E. Walnut Street<br>Pasadena, CA 91101<br>626-356-5680 | 9/1/2017 - SATISFACTORY - Staff reported having maintenance problems, without clear protocol for resolving issues through the facilities manager. |
| Pomona Courthouse<br>400 W. Mission Boulevard<br>Pomona, CA 91766<br>909-802-9944 | 9/29/2017 - SATISFACTORY - Structural issues, traffic flow problems in lockup. |
| Santa Clarita Courthouse<br>23747 W. Valencia Boulevard<br>Valencia, CA 91355<br>661-255-7439 | 9/15/2017 - SATISFACTORY |
| Torrance Courthouse<br>825 Maple Avenue<br>Torrance, CA 90503<br>310-222-1785 | 9/15/2017 - SATISFACTORY |

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|---|---|
| West Covina Courthouse<br>1427 W. Covina Parkway<br>West Covina, CA 91790<br>626-813-3239 | 9/8/2017 - SATISFACTORY - Cramped and chaotic detention area. One of two refrigerators was inoperable at time of inspection (work order to repair was reported submitted). Observed inmates standing in hallway, however monitored by detention staff. |

| JUVENILE DETENTION CAMPS and FACILITIES | Inspection Date - Rating - Comments |
|---|---|
| Barry J. Nidorf Justice Center<br>16350 Filbert Street<br>Sylmar, CA 91342<br>818-364-2011 | 9/15/2017 - SATISFACTORY - Adjacent to Juvenile Hall. |
| Barry J. Nidorf Juvenile Hall<br>16350 Filbert Street<br>Sylmar, CA 91342<br>818-364-2011 | 9/22/2017 - SATISFACTORY - Needs exterior paint, rusty shades, no video cameras in hallways of girls' dorm. |
| Camp Clinton B. Afflerbaugh<br>6631 N. Stephens Ranch Road<br>La Verne, CA 91750<br>909-593-4937 | 9/22/2017 - SATISFACTORY - Slow in repairing maintenance issues. No defibrillator observed. |
| Camp David Gonzales<br>1301 N. Las Virgenes Road<br>Calabasas, CA 91302<br>818-222-1192 | 8/25/2017 - SATISFACTORY |
| Camp Joseph Paige<br>6601 N. Stephen Ranch Road<br>La Verne, CA 91750<br>909-593-4921 | 9/22/2017 - SATISFACTORY - Kitchen dirty (after lunch), a pilot firefighter program offered. CPR pocket masks discontinued. |
| Camp Joseph Scott (Girls)<br>28700 N. Bouquet Canyon Road<br>Santa Clarita, CA 91390<br>661-296-8500 | 9/8/2017 - SATISFACTORY - Awaiting renovation. |
| Challenger - Ellison Onizuka<br>5300 W. Ave I<br>Lancaster, CA 93536<br>661-940-4144 | 8/25/2017 - SATISFACTORY |
| Challenger - Ronald McNair<br>5300 W. Ave I<br>Lancaster, CA 93536<br>661-940-4146 | 8/25/2017 - SATISFACTORY |

| | |
|---|---|
| Dorothy Kirby Center Camp<br>1500 S. McDonnell Avenue<br>Los Angeles, CA 90022<br>323-981-4301 | 9/22/2017 - SATISFACTORY - A well maintained facility. |
| Los Padrinos Juvenile Hall<br>7285 Quill Drive<br>Downey, CA 90242<br>562-940-8681 | 9/29/2017 - SATISFACTORY - No defibrillator observed. |
| Camp Vernon Kilpatrick<br>427 S. Encinal Canyon Road<br>Malibu, CA 90265<br>818-889-1353 | 8/25/2017 - NEW FACILITY - In the process of commencing operations. |

| BOOKING ONLY / TRANSFER STATIONS / CLOSED FACILITIES / NOT INSPECTED FACILITIES | Inspection Date - Rating - Comments |
|---|---|
| Altadena Station<br>780 E. Altadena Drive<br>Altadena, CA 91001<br>626-798-1131 | Booking Facility. |
| Avalon Station<br>215 Sumner Avenue<br>Avalon, CA 90704<br>310-510-0174 | Not Inspected. |
| Biscailuz Regional Training Center<br>1060 N. Eastern Avenue<br>Los Angeles, CA 90063<br>323-307-8700 | Facility is now training center for LASD. |
| Biscailuz Tactics and Survival Training Unit<br>1112 E. Sheriff Road<br>Los Angeles, CA 90063<br>323-307-8700 | Facility is now training center for LASD. |
| Camp Fred Miller<br>433 S. Encinal Canyon Road<br>Malibu, CA 90265<br>818-889-0260 | Facility is Closed. |
| Camp Mendonhall<br>42220 N. Lake Hughes Road<br>Lake Hughes, CA 93532<br>661-724-1211 | Not Inspected. |
| Central Area Station<br>251 E. 6th Street<br>Los Angeles, CA 90014<br>213-485-6588 | Booking Facility. |
| Compton Sheriff's Station<br>301 S. Willowbrook Avenue<br>Compton, CA 90221<br>310-605-6500 | Booking Facility. |

| | |
|---|---|
| Devonshire Station (LAPD)<br>10250 Etiwanda Avenue<br>Northridge, CA 91325<br>818-832-0633 | Booking Facility. |
| Downey Police Department<br>10911 Brookshire Avenue<br>Downey, CA 91502<br>562-861-0771 | Booking Facility. |
| Foothill Station (LAPD)<br>12760 Osborne Street<br>Pacoima, CA 91331<br>818-756-8865 | Booking Facility. |
| Irwindale Police Department<br>5050 N. Irwindale Avenue<br>Irwindale, CA 91706<br>626-430-2244 | Booking Facility. |
| Kenyon Scudder Camp<br>28750 N. Bouquet Canyon Road<br>Santa Clarita, CA 91390<br>661-296-8811 | Closed for renovation. |
| Los Angeles County / USC Jail Ward<br>2051 Marengo Street<br>Los Angeles, CA 90033<br>323-409-4563 | Not Inspected. |
| Lancaster Station<br>501 W. Lancaster Boulevard<br>Lancaster, CA 93534<br>661-948-8466 | Not Inspected. |
| Los Angeles County Kenyon Juvenile Hall<br>7625 S. Central Avenue<br>Los Angeles, CA 90001<br>323-587-8937 | Facility is Closed. |

| | |
|---|---|
| Mental Health Courthouse<br>1150 N. San Fernando Road<br>Los Angeles, CA 90065<br>323-266-2908 | No Longer in Use. |
| Mira Loma Detention<br>45100 N. 60th Street West<br>Lancaster, CA 93536<br>661-524-2799 | Facility is Closed. |
| Mission Hills Station (LAPD)<br>11121 N. Sepulveda Boulevard<br>Mission Hills, CA 91345<br>818-838-9800 | Booking Facility. |
| Northeast Station (LAPD)<br>(LA/Eagle Rock)<br>3353 San Fernando Road<br>Los Angeles, CA 90065<br>213-485-2266 | Booking Facility. Observed that American Flag at the facility was old and faded. |
| North Hollywood Police Department (LAPD)<br>11640 Burbank Boulevard<br>North Hollywood, CA 91601<br>323-846-6547 | Booking Facility. |
| Parker Center (LAPD)<br>150 N. Los Angeles Street<br>Los Angeles, CA 90012<br>213-485-2510 | Facility is Closed. |
| San Marino Police Department<br>2200 Huntington Drive<br>San Marino, CA 91107<br>626-300-0720 | Booking Facility. |
| Southeast Station<br>145 W. 108th Street<br>Los Angeles, CA 90061<br>213-972-7828 | Booking Facility. |

| | |
|---|---|
| South Pasadena Police Department<br>1422 Mission Street<br>South Pasadena, CA 91030<br>626-403-7270 | Booking Facility. |
| Southwest Station<br>1546 W. MLK Boulevard<br>Los Angeles, CA 90062<br>213-485-2582 | Booking Facility. |
| Topanga Station<br>21501 Schoenborn Street<br>Canoga Park, CA 91304<br>818-778-4800 | Booking Facility. |
| Vernon Police Department<br>4305 S. Santa Fe Avenue<br>Vernon, CA 90058<br>323-587-5171 | Booking Facility. |
| West Los Angeles Station<br>1663 Butler Avenue<br>Los Angeles, CA 90025<br>310-444-0702 | Booking Facility. |
| West Valley Station<br>19020 Vanowen Street<br>Reseda, CA 91335<br>818-374-7611 | Booking Facility. |
| Whittier Courthouse<br>7339 S. Painter Avenue<br>Whittier, CA 90602<br>562-567-9200 | Facility is Closed. |
| Wilshire Police Station (LAPD)<br>4861 W. Venice Boulevard<br>Los Angeles, CA 90019<br>213-472-0746 | Booking Facility. |

# EDIT AND PUBLICATION COMMITTEE

**John Schilling, Chair – Edit**
**Gregory T. Shamlian, Chair – Publication**

**Linda Cantley**
**Octavio "Toby" Chavez**
**Patricia Kennedy**
**Diane Miles**
**Carolyn L. Monroe**
**Oscar Warren**
**Tina Witek**

# EDIT AND PUBLICATION COMMITTEE

California Penal Code Section 933 mandates the Civil Grand Jury (CGJ) to publish its Final Report at the end of its term on June 30. Each investigative and standing committee prepares its report which is reviewed with the Edit Committee and checked by the CGJ County Counsel for proper jurisdiction, potential libel and any other legal aspects. Each report is read by every grand juror. The CGJ then votes for inclusion in the Final Report.

Early in its tenure, this committee recommends a basic format for the individual reports as well as a general format for the entire Final Report. Committee members develop timelines for the completion of the individual reports and the Final Report. This helps ensure that deadlines are met which allow ample time for legal counsel and the supervising judge to thoroughly examine and analyze the contents. The complete Final Report is then sent to the printer.

Members of the jury have the statutory duty of delivering copies of the individual reports to "applicable" and "responsible" entities that are charged with filing Required Responses to the Recommendations in the report. These deliveries are made a few days before the end of the term and the public release of the report.

Approximately 600 copies of the Final Report were printed and distributed. Recipients of these copies include but are not limited to the Los Angeles County Board of Supervisors, judges of the Superior Court, District Attorney, Public Defender, Los Angeles City Attorney, Los Angeles County Counsel, Los Angeles County Probation Department, Los Angeles County Sheriff's Department, police chiefs and mayors throughout the Los Angeles County, special districts, and public interest groups.

This Final Report is also published on the Internet for viewing by the public.

**COMMITTEE MEMBERS**

| | |
|---|---|
| John Schilling | Chair, Edit |
| Gregory T. Shamlian | Chair, Publication |
| Linda Cantley | |
| Octavio "Toby" Chavez | |
| Patricia Kennedy | |
| Diane Miles | |
| Carolyn L. Monroe | |
| Oscar Warren | |
| Tina Witek | |

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# INFORMATION TECHNOLOGY COMMITTEE

**Robert Kawashima, Chair**

**Joan L. Pylman**
**Gregory T. Shamlian**

# INFORMATION TECHNOLOGY COMMITTEE

## SUMMARY

The Information Technology (IT) Committee assisted the Civil Grand Jury (CGJ) members and all committees with computer use.

## METHODOLOGY

The IT Committee assisted CGJ members with the computer systems and software provided by the County of Los Angeles. We did our best to help all jury members with the hardware and software provided for research, presentations and printing. The IT committee supported all the committees with templates to track and organize data. We also ran regular backups of data to protect the information gathered throughout the year.

Other duties assigned to the committee were maintenance of the printers, shredding of documents and troubleshooting computer/printer/copier problems. Logitech trackball mouses were and made available to those jurists on an as needed basis.

To assist in the presentation of written materials during the CGJ's meetings and investigative reports, as well as speaker presentations, a document camera known as "Elmo" was loaned to the CGJ from the Criminal Grand Jury.

## ACRONYMS

**CGJ** Civil Grand Jury

**IT** Information Technology

## COMMITTEE MEMBERS

Robert Kawashima Chair

Joan L. Pylman

Gregory T. Shamlian

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# SOCIAL COMMITTEE

**Joan L. Pylman, Co-Chair**
**Oscar Warren, Co-Chair**

**Gregory T. Shamlian, Treasurer**

**Charles Dolcey**
**Carolyn L. Monroe**
**Teresa Montijo**

# SOCIAL COMMITTEE

## EXECUTIVE SUMMARY

The 2017-2018 Los Angeles County Civil Grand Jury Social Committee, which is a Standing Committee, was formed in the first month of the jury service. Its objectives are to promote a spirit of teamwork by organizing social activities, providing beverages and paper goods and other consumables in the break room and jury room.

## METHODOLOGY

The Social Committee organization consisted of two Co-chairs who delegated the purchase of supplies and developed the "clean up" schedule; and a Treasurer who collected the monthly social dues. The Treasurer was also responsible for all expenditures which included paying the monthly water bill, reimbursing jurists for supplies purchased and paying for the catered, monthly group lunches.

The Social Committee established a monthly contribution of $25.00 from each juror to cover the cost of the monthly water delivery, monthly jury group lunches held on site, the associated expense for coffee and teas (sugar, creamer, cups w/lids, coffee, decaffeinated coffee, assorted teas. etc.) paper goods (paper towels, napkins, plates, plastic cutlery) and cleaning supplies.

The Social Committee is responsible for the cleanliness of the Jury Room and the Jury break rooms – table tops, coffee pots, refrigerator, microwave oven and computer stations.

The committee was composed of seven jury members, five of which were assigned a day to be "in charge" of cleaning up, making sure the coffee/tea supplies were adequate. Two members were floaters – filling in for members who were absent.

Birthdays were recognized at the monthly group lunches; get well and sympathy cards were sent to members when appropriate.

## COMMITTEE MEMBERS

| | |
|---|---|
| Joan L. Pylman | Co-Chair |
| Oscar Warren | Co-Chair |
| Gregory T. Shamlian | Treasurer |
| Charles Dolcey | |
| Carolyn L. Monroe | |
| Teresa Montijo | |

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# SPEAKERS AND TOURS COMMITTEE

**John Schilling, Chair**

**Octavio "Toby" Chavez**
**Diane Miles**
**J. Ronald Rich**

# SPEAKERS AND TOURS COMMITTEE

## SUMMARY

The Speakers and Tours Committee of the 2017-2018 Los Angeles County Civil Grand Jury (CGJ) made arrangements for guest speakers and CGJ group tours to various government facilities. These activities were part of the jurors' basic orientation to the structure and operation of a County government that has over 10 million people living in an area of a little more than 4,000 square miles.[1] The City of Los Angeles has approximately 4 million people[2] living in an area approaching 500 square miles. There are a total of 88 cities, more than 100 unincorporated areas, over 80 school districts[3], and even more numerous special districts within the County. Unfortunately, with limited time for speakers and tours, it would be fair to say that the CGJ's orientation was mainly an appreciation for the immensity and complexity of our local governance. On a more positive note, when department heads or any of these speakers have an hour to speak and answer questions, it is very easy to develop a confidence in local government leadership that cannot be derived from 6-second sound bites on the evening news.

Speakers provided an overview of department functions within their particular governmental entities, and addressed general subject areas where the CGJ had an interest in developing more narrow topics for investigation. All speakers are very deserving of the CGJ's sincere thanks and appreciation for voluntarily appearing and offering their time and considerable expertise in support of the efforts of the CGJ.

## SPEAKERS

**Los Angeles County Officials**

Kathryn Barger, Supervisor, Fifth District

Arlene Barrera, Chief Deputy, Auditor-Controller

Bill Dibble, Director, Facilities Services, Sheriff's Department

Brian Elias, Chief of Investigations, Department of Medical Examiner-Coroner (DMEC)

Vanessa Gastelum, Chief of Public Services, DMEC

Ruby Javed-Ghaffar, Ph.D., Chief, Forensic Laboratories, DMEC

Janice Hahn, Supervisor, Fourth District

Sachi Hamai, Chief Executive Officer

Peter Hughes, Assistant Auditor-Controller

Max Huntsman, Inspector General

Sheila Kuehl, Supervisor, Third District

1 Citizens' Guide to County Services, County of Los Angeles, Revised April 2017, p. 4
2 Citizens' Guide to County Services, County of Los Angeles, Revised April 2017, p. 16
3 Citizens' Guide to County Services, County of Los Angeles, Revised April 2017, p. 53

**Los Angeles County Officials (continued)**

Jackie Lacey, District Attorney

Dean Logan, Registrar-Recorder/County Clerk

Jonathan R. Lucas, M.D., Chief Medical Examiner-Coroner

Marcia Mayeda, Director, Animal Care and Control

Terri McDonald, Chief Probation Officer

Jim McDonnell, Sheriff

Wendy Myring, Administrative Deputy, DMEC

John Naimo, Auditor-Controller

Brandon Nichols, Acting Director, Child & Family Services

Daryl Osby, Chief, Fire Department

Elaine Palaiologos, Chief Deputy, DMEC

Mark Pestrella, Director, Department of Public Works

Christopher B. Rogers, M.D., Chief of Forensic Medicine, DMEC

Robert Smythe, Chief, Audit Division

Captain Kimberly Unland, Personnel Administration Bureau, Sheriff's Department

**Los Angeles City Officials**

Charlie Beck, Chief of Police

Captain Stephen Carmona, LAPD, Gang and Narcotics Division

Mike Feuer, City Attorney

Django Sibley, Inspector General, LAPD

Ralph Terrazas, Chief, Fire Department

Lieutenant Ahmad Zarekani, LAPD, Gang and Narcotics Division

**Regional Government Representative**

Christine Frey, Government and Regional Affairs Representative, Metropolitan Water District

**Non-Government Speakers**

Mike Arnold, President & CEO, Midnight Mission

Kerry Morrison, Executive Director, Hollywood Property Owners Alliance

Ken Phillips, President and CEO, Valley Economic Alliance

Zev Yaroslavsky, UCLA Luskin School of Public Policy, Former Los Angeles County Supervisor and Los Angeles City Councilman

## TOURS

Clara Shortridge Foltz Criminal Justice Center, Detention

Los Angeles County Men's Central Jail

Los Angeles County Inmate Reception Center

Los Angeles County Twin Towers Jail

Los Angeles County Los Padrinos Juvenile Hall

Los Angeles County Sheriff's Academy

Los Angeles County Hall of Justice

Los Angeles County Central Regional Detention Center, Lynwood (women's jail)

Los Angeles County Medical Examiner-Coroner's Office

Los Angeles County Hertzberg-Davis Crime Lab

City of Los Angeles Communications Center

City of Los Angeles Hyperion Water Treatment Plant

## IN APPRECIATION

The 2017-2018 Los Angeles County Civil Grand Jury extends its thanks and gratitude to the many people who hosted and guided us on the tours of their facilities. The same sentiments are extended to the many people who aided our efforts in scheduling speakers and tours. Special thanks go to the Sheriff's transportation unit which provided safe bus transportation for the tours. Great delight was taken in the comment of one anonymous passerby pushing a person in a wheelchair on North Mission Road. As the CGJ group was leaving the Medical Examiner's office and boarding the Sheriff's prisoner bus, the passerby turned around and called out, "How come you guys aren't in handcuffs?"

## ACRONYMS

| | |
|---|---|
| **CEO** | Chief Executive Officer |
| **CGJ** | Civil Grand Jury |
| **DMEC** | Department of Medical Examiner-Coroner |
| **LAPD** | Los Angeles Police Department |
| **LASD** | Los Angeles County Sheriff's Department |
| **UCLA** | University of California Los Angeles |

## COMMITTEE MEMBERS

John Schilling Chair

Octavio "Toby" Chavez

Diane Miles

J. Ronald Rich