



FINAL REPORT



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INTRODUCTION



Los Angeles County Civil Grand Jury

Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street • 11th Floor, Room 11-506 • Los Angeles, CA 90012
Telephone (213) 893-1047 • FAX (213) 229-2595

June 2006

To: Residents of Los Angeles County

The 2005-2006 County of Los Angeles Civil Grand Jury is honored to present a final report on investigations, inspections, and observations undertaken during its year of service. The intention of this report is to draw attention to serious issues and opportunities facing Los Angeles County at this time.

Twenty three members of the Jury met five days a week as a body and in seven standing and nine investigative committees. In an effort to oversee the functions of county, cities, and special districts operating within the county, the Jury visited;

- 133 Jail and holding facilities
- 37 Juvenile detention facilities
- 49 County parks
- 51 Government venues
- 49 Schools
- 15 Various other government facilities including hospitals, water facilities, law enforcement training and operation facilities.

In addition, we invited 39 guest speakers involved in government operations to address the Jury regarding their concerns for the county.

Topics of investigation were selected based on background information and observations. Emergency Preparedness is one example of a current and long standing issue of vital importance to everyone. In February the Jury released one final report: *A DISASTER WAITING TO HAPPEN AT LOS ANGELES COUNTY GENERAL HOSPITAL*. This issue could not wait until our June publication date.

We wish to express our sincere appreciation to all personnel of government agencies and departments who contributed time, printed material, and expertise that permitted our investigations to be in depth and relevant.

It is our hope that by bringing attention to the subjects addressed in this report, the citizens of Los Angeles County will be better informed and encouraged to be pro-active in local government.

We, the 2005-2006 County of Los Angeles Civil Grand Jury, thank you for the opportunity to serve during this one year term. It has been a most enlightening experience. We recommend this commitment to everyone interested in seeing that our local governments succeed in serving their citizens in a competent and responsible way.

Sincerely,

William E. Max
Foreperson



COUNTY OF LOS ANGELES 2005-2006 CIVIL GRAND JURY

Front Row, left to right: Sally E. James, Ernest F. Farkas, Patricia F. Baraz, Edna M. Anderson, Adele Coy, Zelda R. Plotkin, Octavio V. Chavez, and Myra H. Kendall. Back Row, left to right: Lois Gronauer, Franki Horne, Regina Block, Michael D. Roberts, Arnie Lafaun Spears, Richard Niederberg, Marilyn McGuire-Holley, Royce Eugene Steward, William E. Max, Jeffery N. Wallace, Robert L. Howell, Dick Lewis, Beverlee Bickmore, Solomon Hailpern, and Sidney Munshin.

CIVIL GRAND JURY ROSTER

COUNTY OF LOS ANGELES

2005-2006 CIVIL GRAND JURY ROSTER

William E. Max, Foreperson
Dick Lewis, Foreperson pro tem
Adele Coy, Secretary/Treasurer
Patricia F. Baraz, Secretary pro tem
Myra H. Kendall, Librarian
Solomon Hailpern, Sergeant at Arms
Ernest F. Farkas, Information Systems

Edna M. Anderson, R.N.	Ladera Heights	Retired Nurse
Patricia F. Baraz	Manhattan Beach	Nurse Manager
Beverlee Bickmore	Garvanza	Volunteer
Regina F. Block	San Fernando Valley	Attorney
Octavio V. Chavez	Whittier	Postal Manager
Adele Coy	Burbank	Acct/Sect/Ret.
Ernest F. Farkas	Northridge	Computer Software
Lois Gronauer	San Marino	Retired Paralegal
Solomon Hailpern	Valley Village	High School Teacher
Franki Horne	Inglewood	Cosmetologist
Robert L. Howell	SW Los Angeles	Dog Trainer, Retired Navy
Sally E. James	Van Nuys	Administrator
Myra H. Kendall	Glendale	Retired Teacher
Dick Lewis	South Bay	Retired Dentist
William E. Max	Altadena	Architect
Marilyn McGuire-Holley	Santa Clarita	Refuse Collection Mgr II
Sidney Munshin	Monterey Hills	Retired Lawyer
Richard Niederberg	Studio City	Entertainment Attorney
Zelda R. Plotkin	Sherman Oaks	Insurance Auditor
Michael D. Roberts	Westchester	Receiving Supervisor
Arnie Lafaun Spears	Leimert Park	Aerospace Sr. Contract
Royce Eugene Steward	Westdale	Corporate Real Estate
Jeffery N. Wallace	Culver City	Consultant

HOW TO BECOME A CIVIL GRAND JUROR

INTRODUCTION

Participation in the County of Los Angeles Civil Grand Jury investigation and discussion is a rich and rewarding experience. It is an opportunity to get an intimate look at how government works and to make informed and valuable recommendations regarding possible improvements. It is also an opportunity to serve with fellow county residents and to discover how a body of twenty-three citizens reaches consensus. This is the heart of the democratic process, and service on the County of Los Angeles Civil Grand Jury is a valuable way to contribute and make a difference in your community.

FUNCTIONS OF THE COUNTY OF LOS ANGELES CIVIL GRAND JURY

The civil or citizen oversight responsibilities of the County of Los Angeles Civil Grand Jury encompass the examination of all aspects of county government, to ensure that the county is being governed honestly and efficiently and that county resources are being handled appropriately. The County of Los Angeles Civil Grand Jury is mandated by law to respond to Citizen's Complaint letters and inquire into the condition and management of public detention facilities.

CIVIL GRAND JUROR QUALIFICATIONS

- Citizen of the United States
- At least eighteen years of age
- Resident of Los Angeles County for at least one year prior to being selected
- In possession of natural faculties, ordinary intelligence, sound judgment, fair character
- Possess sufficient knowledge of the English language

DESIRABLE QUALIFICATIONS INCLUDE

- Research abilities
- Ability to analyze facts
- Respect and objectivity concerning the positions and views of others
- Background in group/committee work
- Experience in report writing.

California Government Code requires each juror and alternate to complete a financial disclosure form 700, Statement of Economic Interest.

TERM OF SERVICE

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

The Superior Court judges nominate persons representing the cultural, ethnic, and diverse life experience of residents in the County of Los Angeles in order that the Civil Grand Jury may reflect the many interests and concerns of the citizens.

COMPENSATION

A grand juror receives \$25 for each day's attendance, plus mileage at the current available rate and free parking. If a grand juror chooses to use public transportation to sessions of the Grand Jury, he or she will be reimbursed for the cost of that transportation.

FOR MORE INFORMATION OR AN APPLICATION, PLEASE WRITE OR CALL

Los Angeles Superior Court
Civil Grand Jury Coordinator
210 West Temple Street
Eleventh floor – Room 11-506
Los Angeles CA 90012
Telephone 213.893.1047
Fax 213.229.2595
<http://lasuperiorcourt.org>
link to jury service
link to grand jury

INVESTIGATIONS

COMMUNITY CENTERS IN LOS ANGELES COUNTY NEIGHBORHOOD/REGIONAL PARKS

**Myra Kendall, Chair
Franki Horne
Michael Roberts
Arnie Spears**

COMMUNITY CENTERS IN LOS ANGELES COUNTY NEIGHBORHOOD/REGIONAL PARKS

BACKGROUND

The 2005-2006 Los Angeles County Civil Jury voted to look into parks and how they are utilized by Los Angeles County residents. Because there are so many parks in the county, including both city and county neighborhood/regional parks, this committee focused on county neighborhood/regional parks that have community centers. These centers have varied activities to serve their communities. This report will show what these activities are and the condition of the centers and parks.

PROCEDURE

We developed a checklist to rate the parks and community centers. We went in groups of two and talked with recreation services supervisors; recreation services managers, assistants, or grounds-keepers.

FINDINGS

Most of the parks we visited had beautiful grounds, and most of the community centers had a good variety of activities for all ages. The Sheriff's Department provides volunteers who help with sports activities in many of the parks. Some of the parks were being refurbished with Proposition A funds. Many of the parks had bulletin boards with flyers showing their activities.

On the following page are our findings for the 49 parks we visited. All parks visited have after-school programs and frequent police or sheriff patrols. Some parks may have activities we don't know about; we only marked an X by the ones we saw, or saw listed in the brochures or flyers. On the listing of commendations and recommendations, the number corresponds with the number of the park.

CONCLUSIONS

The theme for the Los Angeles County Department of Parks and Recreation is "Creating Community Through People, Parks, and Programs." We saw this theme on a banner at several of the parks and, from the information we gathered, it is evident that the theme is working. We also noted that at almost every park we visited there was a crew working on the grounds. The majority of parks and centers were well-kept.

PARKS VISITED		OVERALL APPEARANCE	CENTER CLEANLINESS	KITCHEN CLEANLINESS	RESTROOMS CLEANLINESS	HANDICAPPED ACCESS	NIGHT LIGHTING	ACTIVITY ROOM	CHEERLEADING	COMPUTER ROOM	DANCE CLASSES	DRILL TEAM	FAMILY ACTIVITIES	GYM	HOLIDAYS ACTIVITIES	ITTY-BITTY FOOTBALL AGES 4-7	FLAG FOOTBALL AGES 8-11	KARATE	PLAYGROUND EQUIPMENT	POOL	SCOUTS	SENIOR CENTER	SKATEBOARD AREA	SPLASHPAD	TEEN CLUB	TENNIS	TINY TOTS	
1	ADVENTURE - Whittier	S	S	S	S	S	S	S		S			X	X					X			X			X	X		
2	ALLEN J. MARTIN - La Puente	S	S	NA	S	UN	S			S			X				X		X			X			X	X		
3	ALONDRA - Lawndale	CENTER CLOSED FOR CONSTRUCTION																										
4	APOLLO - Lancaster	NO COMMUNITY BUILDING - PICNIC AREA ONLY																										
5	ARCADIA	S	S	S	S	S	S	X					X	X						X		X				X	X	
6	ATHENS - L.A.	UN	UN	UN	UN	UN	UN							X														
7	BASSETT - La Puente	S	S	S	S	UN	S			X			X	X	X					X	X		X	X				
8	BELVEDERE - East L.A.	S	S	S	S	S	S	X	X	X	X			X			X		X	X		X						
9	BODGER - Hawthorne	S	S	S	S	UN	S												X									
10	CAROLYN ROSAS - Rowland Heights	S	S	S	S	S	S	X		X															X	X	X	
11	CHARTER OAK - Covina	S	S	NA	S	UN	S			X							X										X	
12	CITY TERRACE - East L.A.	S	S	S	S	S	S	X		X	X		X		X				X	X		X			X		X	
13	COL. LEON H. WASHINGTON - L.A.	PARK CLOSED - CENTER UNDER CONSTRUCTION																										
14	CRESCENTA VALLEY - Glendale	CENTER CLOSED ON THE DAY WE WERE THERE																										
15	DALTON - Azusa	S	UN	NA	S	UN	S		X	X																	X	
16	DEL AIRE - Hawthorne	S	S	S	S	S	S							X							X	X				X		
17	DEXTER - Kagel Canyon	CLOSED ON THE DAY WE WERE THERE																										
18	EL CARISO REGIONAL - Saugus	S	S	S	S	S	X			X	X									X		X		X				
19	ENTERPRISE - L.A.	S	S	UN	UN	UN	UN																					
20	FARNSWORTH - Altadena	S	S	S	S	S	S	X					X												X	X		
21	FRANKLIN D.ROOSEVELT - L.A.	S	S	S	S	S	S																					
22	GEORGE LANE - Quartz Hill	S	S	S	S	S	S			X			X	X						X							X	
23	GEORGE W. CARVER - L.A.	CENTER CLOSED ON THE DAY WE WERE THERE																										
24	HELEN KELLER - L.A.	CENTER CLOSED ON THE DAY WE WERE THERE																										
25	JACKIE ROBINSON - Littlerock	S	S	S	S	S	S		X			X	X			X							X				X	
26	JESSE OWENS - L.A.	S	S	S	S	S	S	X				X	X						X	X								
27	LADERA - L.A.	CENTER CLOSED FOR CONSTRUCTION																										
28	LENNOX	S	S	S	S	S	X		X			X										X						
29	LOMA ALTA - Altadena	S	S	S	S	S	S	X		X		X	X								X	X					X	
30	LOS ROBLES - Hacienda Heights	NO COMMUNITY CENTER - NO ACTIVITIES-SOUTH OFFICE ONLY																										
31	MANZANITA - Hacienda Heights	S	S	S	S	S	S	X				X	X	X		X											X	
32	MARY M. BETHUNE - L.A.	S	S	S	S	S	S		X											X								
33	MAYBERRY - Whittier	S	S	S	S	S	S	X	X	X	X		X	X					X			X			X		X	
34	OBREGON - East L.A.	S	S	NA	S	S	S						X							X							X	
35	PAMELA - Duarte	S	S	S	S	S	S		X	X		X	X			X						X	X			X		
36	PATHFINDER - Rowland Heights	S	S	S	S	S	S															X						
37	RIMGROVE DRIVE - La Puente	S	S	S	S	S	S		X			X	X		X	X								X			X	
38	ROWLAND HEIGHTS	CENTER CLOSED FOR CONSTRUCTION																										
39	SALAZAR - East L.A.	S	S	S	S	UN	S	X		X			X	X		X	X	X	X			X					X	
40	SAN ANGELO - La Puente	S	S	S	S	S	S	X	X							X	X		X								X	
41	SAYBROOK - East L.A.	S	S	S	S	S	S			X									X								X	
42	SORENSEN -Whittier	S	S	S	S	S	X					X											X				X	
43	STEINMETZ- Hacienda Hts.	S	S	S	S	S	S		X			X				X						X			X	X	X	
44	SUNSHINE - La Puente	S	S	S	S	S	S		X	X		X			X	X			X						X		X	
45	TED WATKINS - L.A.	S	S	S	S	S	S	X				X							X	X	X							
46	VAL VERDE - Saugus	S	S	S	S	S	X		X				X	X					X	X								
47	VALLEYDALE - Azusa	S	S	S	S	S	S	X		X		X				X						X		X			X	
48	VETERANS MEMORIAL - Saugus	CENTER CLOSED ON THE DAY WE WERE THERE																										
49	VICTORIA - Carson	S	S	UN	S	UN	S	X		X		X	X		X				X									
	NA = Not applicable at this site																											
	S = Satisfactory																											
	UN = Unsatisfactory																											
	X = We viewed this area or saw flyers that promote this activity.																											

COMMENDATIONS

1. Adventure - There is a new gym, built in 2004, done with Prop A funds.
7. Bassett - Seniors get lunch every day. There is a Brown Bag Food Program once a week and a Supplemental Food Program once a month.
10. Carolyn Rosas - Reclaimed water is used for sprinklers. There is a building under construction with Prop A funds. Sheriffs help with wrestling and weight-lifting.
11. City Terrace – There is an outdoor covered basketball court with bleachers and lights.
12. Lennox -There are new buildings. The entire area is very well maintained.
28. Loma Alta -There is a new gym under construction.
29. Rowland Heights - A major remodel is going on with Prop A funds.
38. Sorenson - Reclaimed water is used for sprinklers.
42. Steinmetz - The senior center is in a separate building.
43. Val Verde - There are many activities for the entire community.
46. Valleydale - A splashpad is available year-round.
- 47.

RECOMMENDATIONS

4. Apollo -There is no community center. Correct the public information flyer.
6. Athens - The entire park and center need refurbishing. The maintenance area should be fenced in.
10. Bodger - The center needs painting.
11. Charter Oak - A separate activity room is needed. Right now, everyone shares a gated courtyard.
14. Crescenta Valley Community - Activities should be posted. The center was closed, and it looked like nothing was happening there at any time. The playground equipment is in need of repair.
15. Dalton – Build a larger activity room. The area now is too small, and the cabinets need replacing. The outside shelter needs painting.
16. DelAire - Both the community center and the gym need painting. The restroom needs to be upgraded for handicapped accessibility. No fire sprinklers were seen in the community center.
19. Enterprise - The kitchen needs painting, and new cupboards are needed. The playground equipment is not up to standard.
29. Loma Alta - Keep the present activity building, along with the new gym, as many activities take place in this building.
30. Los Robles – There is no community center. Correct the public information flyer.
32. Mary M. Bethune - The kitchen needs upgrading. Gym tiles need replacing.
49. Victoria - The office/meeting room needs air conditioning. The kitchen needs painting. The restrooms need upgrading for handicapped accessibility.

DISABLED ACCESS TO PERFORMING ARTS AND VISUAL ARTS FACILITIES AND COUNTY PARKS IN THE COUNTY OF LOS ANGELES

**Richard Niederberg, Chair
Beverlee Bickmore
Robert Howell
Sally James
Dick Lewis
Jeffery Wallace**

DISABLED ACCESS TO PERFORMING AND VISUAL ARTS VENUES AND COUNTY PARKS IN LOS ANGELES COUNTY – AN UPDATE

BACKGROUND

In 1990 the Americans with Disabilities Act (ADA) became Federal law, requiring public and private entities to make their establishments accessible to the disabled public and employees. Ten years later, the 1999-2000 Los Angeles County Civil Grand Jury examined compliance with ADA of performing and visual arts venues by Los Angeles County government and city governments within the county.

The 1999-2000 study included areas used by the public but not those used exclusively by employees; it included county and municipal properties, not Federal, State or privately owned venues.

Of the 247 venues reviewed, 158 were found to be in compliance as “fully accessible” or “accessible”. These venues are identified below. The remaining were found partially accessible or inaccessible due to their historic or architectural status or were found inaccessible because of physical barriers for those in wheel chairs, for those with visual or hearing impairments, or for those with other disabilities.

PURPOSE

The 2005-2006 Civil Grand Jury chose to examine venues found **not** accessible during the earlier review, those that had been significantly modified since 1999, and those built or utilized for performing or visual arts activities since 1999. Some of the venues evaluated in 1999 were not revisited because they were under renovation or closed. The Grand Jury also evaluated accessibility of 49 County Parks because they frequently offer performances and art shows.

METHODOLOGY

Like the 1999-2000 study, the 2005-2006 Civil Grand Jury defined the criteria for compliance from a practical point of view. Rather than using tape measures, inclinometers or other measuring devices, the jurors evaluated accessibility as if they were citizen-patrons attending an event.

Disabilities are as varied as are the methods for providing accessibility. Not all disabilities start at birth, result from traffic or industrial accidents, or are permanent; these variations often require different solutions to achieve equivalent access. A pneumatic jackhammer operator may suffer significant hearing impairment, needing an

Assistive Listening Device (ALD) to enjoy a live concert; a youngster with a temporary leg cast may need special access to a circus because it is too difficult to climb the very bleachers that the child could have handled easily before his fracture; a visually impaired person may have difficulty in locating restrooms or emergency exits without Braille signage; and a person purchasing tickets to an event may need to communicate with a hearing impaired colleague by using a Telephone Devices for the Deaf (TDD) while at the ticketing area to confirm whether location and price of seating is acceptable. Grand Jury members considered these varied needs.

Grand Jury members visited sites using a checklist for consistency in recording their findings. (See Appendix A: "Performing and Visual Arts Venue Evaluation Sheet"). The jurors examined both the exteriors and interiors of venues and parks, as appropriate, including the seating, the display areas, and the path of travel from public transportation and parking lots to the venue, the location of areas designated for wheel chairs, the restrooms, and the availability of Telephone Devices for the Deaf, Assistive Listening Devices, and the posting of Braille signage.

If the venue had an historical designation that prevented it from being made fully accessible, jurors judged whether a patron could still have an equivalent experience through use of interactive, multimedia devices, displays, or other methods.

The legend denotes the findings of 2005-2006 Civil Grand Jury and the findings of the 1999-2000 Civil Grand Jury. The authority having jurisdiction is listed to the right.

FINDINGS

Adventure Park ‡ Whittier, County of Los Angeles
Ahmanson Gallery ● Hancock Park, County of Los Angeles
Ahmanson Theatre ● Downtown, County of Los Angeles
Allen Martin Park ∞ La Puente, County of Los Angeles
Amelia Mayberry Park ‡ City of Whittier
Anderson Gallery ● Hancock Park, City of Los Angeles
Anna Bing Theatre ● Hancock Park, City of Los Angeles
Arcadia County Park ‡ Arcadia, County of Los Angeles
Armand Hammer Gallery ● Hancock Park, County of Los Angeles
Avalon Library Storytime Area ● Avalon, County of Los Angeles
Banning Museum ◇ Wilmington, City of Los Angeles
Bassett Park Δ La Puente, County of Los Angeles
Belvedere Park ‡ Eastern area, City of Los Angeles
Beverly Hills Library Theatre ● City of Beverly Hills
Bilingual Foundation for the Arts ◇ Lincoln Heights, City of Los Angeles
Bixby Park Bandshell ● City of Long Beach
Board of Supervisors Chambers ▩ Civic Center, County of Los Angeles
Bodger Park ∞ Hawthorne, County of Los Angeles
Brand Park Library and Art Center ∞ City of Glendale
Bridge Gallery at LA City Hall ▩ Civic Center, City of Los Angeles
Burbank Art Museum ● City of Burbank
Burbank Center Theatre ● City of Burbank
Burbank Little Theatre ● City of Burbank
Cabrillo Marine Aquarium ● San Pedro, City of Los Angeles
Cahuenga Library Multipurpose Room ● Hollywood, City of Los Angeles
Camera Obscura ◇ (no wheelchair access practical) City of Santa Monica
Campo de Cahuenga Museum Δ Universal City area, City of Los Angeles
Carolyn Rosas Park ∞ Rowland Heights, County of Los Angeles
Carson Community Center ● City of Carson
Caruthers Park Stage ● City of Bellflower
Center Theatre ▩ City of Long Beach
Centinela Adobe ◇ City of Inglewood
Cerritos Center for the Performing Arts ● City of Cerritos
Cerritos Park East ● City of Cerritos
Charter Oak Park ∞ (needs restroom ADA upgrade) County of Los Angeles

LEGEND

A "▩" indicates that these venues were found to be Fully Accessible by the 2005-2006 Los Angeles County Civil Grand Jury
A "‡" indicates that these parks were found to be Fully Accessible by the 2005-2006 Los Angeles County Civil Grand Jury:
A "◇" indicates that these venues were found to have Adequate Accessibility by the 2005-2006 Los Angeles County Civil Grand Jury:
A "Δ" indicates that these venues were found to pose severe challenges to those patrons with disabilities
A "∞" indicates that these parks were found to pose severe challenges to those patrons with disabilities:
A "●" indicates that these venues were found to be "Fully Accessible" or "Accessible" by the 1999-2000 Civil Grand Jury

City Terrace Park ‡ Eastern part, City of Los Angeles
 Col. Leon H. Washington Park ∞ County of Los Angeles
 Compton Auto Plaza Concert Area • City of Compton
 Compton Library • Compton, County of Los Angeles
 Cypress Auditorium • City of Cypress
 Dalton Park ∞ (Restrooms not accessible) Covina, County of Los Angeles
 Delaire Park ∞ Hawthorne, County of Los Angeles
 Dept. of Water and Power Bldg Theatre ▩ Civic Center, City of Los Angeles
 Descanso Gardens • La Canada/Flintridge, County of Los Angeles
 Dexter Park ‡ (restrooms not inspected) Kagel Canyon, County of Los Angeles
 Disney Concert Hall ▩ Civic Center, County of Los Angeles
 Don Tuttle Park Stage • City of Burbank
 Dorothy Collins Brown Auditorium • Hancock Park, County of Los Angeles
 Downey Museum of Art • City of Downey
 Downey Theatre • City of Downey
 Eaton Canyon Nature Center • City of Altadena
 Echo Park Library Center • Echo Park, City of Los Angeles
 Echo Park Multipurpose Room ▩ Echo Park, City of Los Angeles
 El Dorado Nature Center • City of Long Beach
 Elysian Park Amphitheatre ▩ Elysian Park, City of Los Angeles
 Encino Media Center • Encino, City of Los Angeles
 Enterprise Park ‡ City of Los Angeles
 Eugene Obregon Park ‡ East Los Angeles, County of Los Angeles
 F.H. Goldwyn Library • Hollywood, City of Los Angeles
 Fairfax Branch Library • Hollywood, City of Los Angeles
 Fairfax Sr. Center Stage • Hollywood, City of Los Angeles
 Fairplex (County Fair) • Pomona, County of Los Angeles
 Farnsworth Park ‡ Altadena, County of Los Angeles
 Felipe de Neve Library • City of Los Angeles
 Field of Dreams Stage • City of Gardena
 Fiesta Hall • City of West Hollywood
 Fletcher Bowren Square ◇ Civic Center, City of Los Angeles
 Ford Theatre ▩ Cahuenga Pass, County of Los Angeles
 Frank Bonelli Park Theatre • Pomona, County of Los Angeles
 Franklin D Roosevelt Park ‡ Los Angeles, County of Los Angeles
 Friendship Auditorium • Los Feliz, City of Los Angeles
 Gallery Theatre • Barnsdall Park, City of Los Angeles
 Gardena Community Center • City of Gardena
 Geffen (Temporary Contemporary) Museum • Downtown, City of Los Angeles

LEGEND

A "▩" indicates that these venues were found to be Fully Accessible by the 2005-2006 Los Angeles County Civil Grand Jury
 A "‡" indicates that these parks were found to be Fully Accessible by the 2005-2006 Los Angeles County Civil Grand Jury;
 A "◇" indicates that these venues were found to have Adequate Accessibility by the 2005-2006 Los Angeles County Civil Grand Jury;
 A "Δ" indicates that these venues were found to pose severe challenges to those patrons with disabilities
 A "∞" indicates that these parks were found to pose severe challenges to those patrons with disabilities:
 A "•" indicates that these venues were found to be "Fully Accessible" or "Accessible" by the 1999-2000 Civil Grand Jury

George W. Carver Park ‡ County of Los Angeles
 Getty Photo Gallery • LA Central Library, City of Los Angeles
 Glendale Civic Auditorium • City of Glendale
 Greek Theatre ◊ (TDD would be helpful) Griffith Park, City of Los Angeles
 Hansen Dam Amphitheatre Δ Lake View Terrace, City of Los Angeles
 Hawthorne Memorial Center • City of Hawthorne
 Helen Keller Park ‡ Los Angeles, County of Los Angeles
 Henry Hwang Theatre ∞ Downtown, City of Los Angeles
 Heritage Square (exterior only) • Highland Park
 Hermosa Beach Civic Theatre • City of Hermosa Beach
 Highland Park Recreation Center • City of Highland Park
 Hilltop Park Stage • City of El Segundo
 Hinds Pavilion • Pomona Fairplex, County of Los Angeles
 Hollenbeck Recreation Center ◊ Eastern area, City of Los Angeles
 Hollyhock House ◊ Barnsdall Park, City of Los Angeles (2nd floor)
 Hollyhock House • Barnsdall Park, City of Los Angeles (1st floor)
 Hollywood Bowl ∞ Cahuenga Pass, County of Los Angeles
 Hollywood Bowl Museum • Cahuenga Pass, County of Los Angeles
 Hollywood Recreation Center • Hollywood, City of Los Angeles
 Hollywood Studio Museum • Cahuenga Pass, County of Los Angeles
 Huntington Park Civic Theatre • City of Huntington Park
 Inside the Taper • Cahuenga Pass, County of Los Angeles
 Japanese Gardens at Tillman Water Reclamation Plant ∞ City of Los Angeles
 Japanese Museum ∞ Hancock Park, County of Los Angeles
 Jessie Owens Park ‡ City of Los Angeles
 Jim Gilliam Recreation Center • South La Brea, City of Los Angeles
 John Fremont Library Multipurpose Ctr. • Hollywood, City of Los Angeles
 Joslyn Center/Burbank Stage • City of Burbank
 Joslyn Center/Manhattan Beach • City of Manhattan Beach
 Joslyn Center/Santa Monica • City of Santa Monica
 Junior Arts Center Gallery • Barnsdall Park, City of Los Angeles
 Ken Edwards Center • City of Santa Monica
 La Mirada Theatre ∞ City of La Mirada
 LA Central Library Puppet Theatre ∞ Downtown, City of Los Angeles
 LA Central Library Taper Theatre ∞ Downtown, City of Los Angeles
 LA City Council Chambers • Civic Center, City of Los Angeles
 LA City Fire Station Museum • Hollywood, City of Los Angeles
 LA Convention Center Theatre • Downtown, City of Los Angeles
 LA County Arboretum ∞ Arcadia (Queen Anne Cottage Δ) County of Los Angeles

LEGEND

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LA County Fair Temporary Galleries ● Pomona, County of Los Angeles
 LA County Museum of Art ▩ Hancock Park, County of Los Angeles
 LA County Museum of Art-West ▩ Hancock Park, County of Los Angeles
 LA County Planning Commission Auditorium ● Civic Center, County of Los Angeles
 LA County Sheriffs Museum ● Whittier, County of Los Angeles
 LA County/USC Med. Center Auditorium ▩ County of Los Angeles
 LA Memorial Coliseum ▩ Exposition Park, City and County of Los Angeles
 LA Municipal Art Gallery ▩ Barnsdall Park, Hollywood, City of Los Angeles
 LA Observatory ● (closed until 2006) Griffith Park, City of Los Angeles
 LA Sports Arena ● Exposition Park, City and County of Los Angeles
 LA Theatre Center ◇ (broken elevator) Downtown, City of Los Angeles
 LA Zoo ● Griffith Park, City of Los Angeles
 Ladera Park ‡ Los Angeles. County of Los Angeles
 Lafayette Community Ctr. Auditorium ● City of Los Angeles
 Lancaster Library Multipurpose Room ● Lancaster, County of Los Angeles
 Lancaster Performing Arts Center ● City of Lancaster
 Lankershim Arts Center △ North Hollywood, City of Los Angeles
 Leland Weaver Library ● South Gate, County of Los Angeles
 Lennox Park ‡ Lennox, County of Los Angeles
 Lincoln Heights Library Multipurpose Room ● Lincoln Heights, City of Los Angeles
 Lincoln Park Recreation Center ● Lincoln Park, City of Los Angeles
 Loma Alta Park △ County of Los Angeles
 Long Beach Aquarium & Theatre ● City of Long Beach
 Long Beach Arena △ (needs TDD) City of Long Beach
 Los Feliz Library Multipurpose Room ● City of Los Angeles
 Los Robles Park ∞ Hacienda Heights, County of Los Angeles
 Madrid Theatre △ (needs TDD) Canoga Park, City of Los Angeles
 Manzanita Park ‡ Hacienda Heights, County of Los Angeles
 Marine Park Recreation Center ● City of Santa Monica
 Maritime Museum ● San Pedro, City of Los Angeles
 Mary M. Bethune Park ‡ City of Los Angeles
 McGroarty Cultural Center ● Tujunga, City of Los Angeles
 Metro Red, Green, Blue, and Gold Line Station Art ▩ Metropolitan Transit Authority
 Miles Playhouse ● City of Huntington Park
 Moorpark Park Concert Area ‡ Studio City, City of Los Angeles
 Museum at Fire Station #30 ● Downtown, City of Los Angeles
 Museum of Flying ● City of Santa Monica
 Museum of Natural History ● Exposition Park, County of Los Angeles

LEGEND

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NHRA Museum • Fairplex, Pomona, County of Los Angeles
 No. Hollywood Sr. Center Stage • North Hollywood, City of Los Angeles
 No. Weddington Rec. Ctr. Stage • North Hollywood, City of Los Angeles
 North Hollywood Library • North Hollywood, City of Los Angeles
 North Hollywood Recreation Ctr • North Hollywood, City of Los Angeles
 Oakwood Rec. Center • Venice, City of Los Angeles
 Odyssey Theaters • Western portion, City of Los Angeles
 Olive View Medical Ctr. Auditorium • Sylmar, County of Los Angeles
 Olvera Street Stage • Downtown, City of Los Angeles
 Page Museum Δ (needs TDD) Hancock Park, County of Los Angeles
 Palmdale Playhouse • City of Palmdale
 Palms Recreation Center • Palms, City of Los Angeles
 Pan Pacific Memorial • Los Angeles, City of Los Angeles
 Pamela Park ‡ (Ext. restrooms need repair; Int. are OK) Duarte, County of Los Angeles
 Pan Pacific Park • Los Angeles, City of Los Angeles
 Pasadena Civic Auditorium • City of Pasadena
 Pasadena Playhouse • City of Pasadena
 Pat Nixon Senior Center • City of Cerritos
 Patasouras Plaza • Downtown Los Angeles, Metropolitan Transit Authority
 Pathfinder Park ‡ Rowland Heights, County of Los Angeles
 Patriotic Hall • Downtown, County of Los Angeles
 Penmar Community Center ‡ Venice, City of Los Angeles
 Pershing Square • Downtown, City of Los Angeles
 Peterson Automotive Museum • Hancock Park, County of Los Angeles
 Plummer Park Dance Area • City of West Hollywood
 Poinsettia Recreation Center Stage • City of Los Angeles
 Polliwog Park Amphitheater • City of Manhattan Beach
 Queen Anne Rec. Center ‡ City of Los Angeles
 Queen Mary ◇ City of Long Beach
 Rancho Los Amigos Hospital Art Gallery ▩ Downey, County of Los Angeles
 REDCAT Theatre ▩ Civic Center, County of Los Angeles
 Redondo Beach Performing Arts ▩ City of Redondo Beach
 Redondo Beach Playhouse ◇ (no TDD or ALD) City of Redondo Beach
 Ringrove Park ‡ La Puente, County of Los Angeles
 Rose Bowl • City of Pasadena
 Rosemont Pavilion • City of Pasadena
 Roxbury Rec. Center Auditorium • City of Beverly Hills
 Ruben Salazar County Park ∞ Eastern section, County of Los Angeles
 San Angelo Park ‡ La Puente, County of Los Angeles

LEGEND

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San Dimas Canyon Park ◊ San Dimas, County of Los Angeles
 San Gabriel Civic Auditorium • City of San Gabriel
 Santa Monica Civic Auditorium • City of Santa Monica
 Santa Monica Library Theatre • City of Santa Monica
 Saybrook Park ‡ East Los Angeles, County of Los Angeles
 Shatto Recreation Center Stage • City of Los Angeles
 Signal Hill Park Bandshell • City of Signal Hill
 Sorenson Park ‡ Whittier, County of Los Angeles
 South Bay Botanical Gardens ▩ Palos Verdes, County of Los Angeles
 South Gate Auditorium • City of South Gate
 St. Andrews Recreation Center • City of Los Angeles
 Staples Center • City of Los Angeles
 Starlight Bowl • City of Burbank
 Steinmetz Park ‡ Hacienda Heights, County of Los Angeles
 Studio City Park • Studio City, City of Los Angeles
 Sunshine Park ‡ La Puente, County of Los Angeles
 Sycamore Grove Park Bandshell • City of Los Angeles
 Ted Watkins Park ‡ County of Los Angeles
 Terrace Theatre • City of Long Beach
 Tujunga Hall Stage • Tujunga, City of Los Angeles
 Tujunga Library Multipurpose Room • Tujunga, City of Los Angeles
 Tujunga Municipal Auditorium • Tujunga, City of Los Angeles
 Val Verde Park ‡ (Restrooms being remodeled) Saugus, County of Los Angeles
 Valley Dale Park ‡ Azusa, County of Los Angeles
 Veteran's Park ‡ (restrooms not inspected) Kagel Canyon, County of Los Angeles
 Victoria Park ∞ (needs ADA restroom upgrade) Carson, County of Los Angeles
 Virginia Avenue Park Auditorium • City of Santa Monica
 Virginia Robinson Gardens Δ (needs cart) Beverly Hills, County of Los Angeles
 Warner Center Concert Area ‡ Woodland Hills, City of Los Angeles
 Warner Grand Theatre Δ (no parking/other accessibility) San Pedro, City of Los Angeles
 Watts Towers Arts Center • Watts, City of Los Angeles
 West Hollywood Park Auditorium • City of West Hollywood
 Westchester Senior Center • City of Los Angeles
 Western Museum of Flight Δ City of Hawthorne
 William S. Hart Community Center ▩ Newhall, County of Los Angeles
 William S. Hart Ranch • Newhall, County of Los Angeles
 Wilshire West Sr. Center Stage • City of Los Angeles
 Wright Auditorium • City of Pasadena
 Wrigley Stage • City of Avalon

LEGEND

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CONCLUSIONS AND COMMENDATIONS

The Grand Jury commends Los Angeles County government and the county's cities for significant progress in assuring that performing and visual arts venues and County parks are accessible to the disabled. Our findings demonstrate, however, the need for more progress in some areas. Modifications that are minimally invasive to structures and their parking areas can be made with little expense.

RECOMMENDATIONS

The 2005-2006 Los Angeles County Civil Grand Jury recommends the following:

That the County of Los Angeles provide an electric cart at the Virginia Robinson Gardens with similar features and functions as the carts utilized at the Hollywood Bowl to transport patrons over difficult terrain while still in their wheelchairs.

That the County of Los Angeles install a TDD machine at the Page Museum.

That the County of Los Angeles install a TDD machine at the John Anson Ford Theatre.

That the County of Los Angeles provide a wheelchair lift at the Queen Anne Cottage and lessen the grade of the path of travel to the Carriage House at the County Arboretum.

That the City of Los Angeles install a TDD machine at the Madrid Theatre.

That the City of Los Angeles provide sufficient elevator maintenance to assure that disabled patrons can reach all the theatres and restrooms in the LA Theatre Center.

That the County of Los Angeles upgrade the restrooms at Victoria Park to allow for disabled access.

That the City of Glendale improve building access for the disabled by increasing aisle, doorway, and restroom stall widths in the Brand Library Park and Art Center.

That the City of Long Beach install a TDD machine at the Long Beach arena.

That the City of Redondo Beach install TDD and ALD machines at the Redondo Beach Playhouse.



2005-2006 Los Angeles County Civil Grand Jury Performing and Visual Arts Venue Evaluation Sheet

Name of Venue _____ New Review

Land Owned by: LA County City of: _____

Venue Operated By _____ Same as above

Address of Venue _____ City _____

Further Directions/ Thomas Guide/ Map Quest/ _____

Theatre Museum Arboretum Animal Marine Library Historic Park Other

OUTSIDE THE VENUE

Barrier-free path of travel from street to venue- yes no see note (1) below

Curb-cuts in sidewalk and/or adequate ramps- yes no see note (2) below

Adequate Signage and Striping in parking lot- yes no see note (3) below

Length of travel from vehicle to venue- ok excessive see note (4) below

Steepness of grade in path of travel- ok excessive see note (5) below

Solid Surface of path of travel for canes, etc- ok too rough see note (6) below

INSIDE THE VENUE

Acceptable front door hardware/handles/weight/etc- yes no see note (7) below

Ticket counter or ticket window at useable height- yes no see note (8) below

Distribution of handicap seating appears reasonable- yes no see note (9) below

Restroom directory signage in/at intuitive locations- yes no see note (10) below

Restroom doors open/close without excessive effort- yes no see note (11) below

Stall or restroom large enough to rotate wheelchair- yes no see note (12) below

Can a disabled patron see what they came to see- yes no see note (13) below

TDD machine available for patron use- yes no see note (14) below

Assistive Listening Devices available- yes no see note (15) below

OVERALL RATING

Fully Accessible Adequate Accessibility Partially Accessible Not Accessible

Difficult access for ALL patrons Compliance reconstruction in progress Venue Closed

Notes:

_____ Inspected by _____ Date _____

A DISASTER WAITING TO HAPPEN AT LOS ANGELES COUNTY GENERAL HOSPITAL

**Adele Coy, Chair
Regina Block, Vice Chair
Patricia Baraz
Octavio V. Chavez
Richard Niederberg
Michael Roberts**

A DISASTER WAITING TO HAPPEN AT LOS ANGELES COUNTY GENERAL HOSPITAL

EXECUTIVE SUMMARY

Daily at County General Hospital, thousands of patients, staff, volunteers, and visitors are placed at risk of grave bodily harm and death. The 2005-2006 Los Angeles County Civil Grand Jury found inmates with violent criminal records in beds next to the beds of unsuspecting general population patients. Inmate-patient incidents have already occurred. The Board of Supervisors and the taxpayers of Los Angeles County face an enormous liability risk.

The 2005-2006 Los Angeles County Civil Grand Jury finds that the Chief Administrative Officer, the Sheriff, and the Department of Health Services can eliminate this risk if they:

- Reduce the number of inmates transported for medical treatment to County General Hospital.
- Provide more nurses in order to increase the inmate patient capacity of the secured Jail Ward at County General Hospital.
- End the practice of assigning inmates to beds on the hospital's Open Wards.

A DISASTER WAITING TO HAPPEN AT LOS ANGELES COUNTY GENERAL HOSPITAL

ISSUE

The purpose of the 2005-2006 Los Angeles County Civil Grand Jury investigation is to learn why inmate-patients are placed among the general population and how this situation should be rectified to assure the safety of the public.

The policy of mixing patients and inmates every day exposes thousands to grave bodily harm and death. Los Angeles County+University of Southern California Medical Center (LAC+USC), better known by the public as County General Hospital, has a daily average population of 687 inpatients, including 35 inmate-patients, and 2100 outpatients. Everyday thousands of people cross the threshold of LAC+USC including doctors, nurses, medical support staff, ancillary staff, volunteers, visitors, medical students, interns, residents, and law enforcement personnel.

METHODOLOGY

In order to determine the extent of the problem and to form recommendations, the Grand Jury visited LAC+USC and met with members of the hospital's administrative and medical staff. Interviews were also conducted with employees of the Los Angeles County Sheriff's Department and the Los Angeles County Chief Administrative Office, Employee Relations and Compensation Policy Divisions. The jurors reviewed internal data from the above sources, along with documents from the Department of Health Services, the Memorandum of Understanding for Bargaining Unit 311, California Law, and Los Angeles County Codes.

FINDINGS

Jail Ward

1. At LAC+USC, the 13th floor is dedicated exclusively to the only jail inpatient program in Los Angeles County, commonly known as the Jail Ward. On a daily basis, a number of inmate-patients are not assigned beds in this secured Jail Ward. They are placed in beds in unsecured areas amongst the general patient population, commonly known as Open Wards, even though beds in the Jail Ward remain empty. These inmate-patients are often individuals with violent criminal records.

2. The Jail Ward originally had beds for 50 inmate patients. Over the years the bed capacity was reduced to 35 beds to accommodate an outpatient clinic. During an average day inmate-patients number 35; however, only 15 are given beds in the Jail Ward because of an insufficient number of nurses. California State law mandates that the licensed nurse-to-patient ratio must be 1:5. There are only 3 nurses assigned to the Jail Ward during an eight-hour shift, meaning that a maximum of 15 inmate-patients can be housed there.
3. The Jail Ward is a secured facility. Inmate-patients do not have access to visitors, contraband or telephones. Precautions are taken so that inmates do not have access to medical equipment, drugs, and ancillary objects. Despite these precautions, many rudimentary weapons have been confiscated made from non-secured objects including toothbrushes sharpened into knives.
4. Approximately 10 Sheriff Deputies staff the ward at all times to protect the inmate-patients and the staff. These deputies also accompany inmate-patients when they are taken to other parts of the hospital for medical procedures.

Open Wards And General Population

1. In emergency situations, the inmates/new arrestees are treated in the emergency room (ER) along with the general population. Law enforcement personnel accompany all inmates/new arrestees during their treatment in the ER. Once the ER treatment is complete, the inmate patients are transferred to the Jail Ward. When there are no staffed beds available in the Jail Ward, where the availability of beds is dependent on nurse staffing, the inmates are transferred to non-secure Open Wards where they are given a bed and treated alongside the general patient population.
2. Inmate-patients are secured to their beds with leg chains, approximately 8 feet long, which are wrapped around the bed and padlocked to ankle cuffs. The chains allow the inmate-patients to move about the room up to the length of the chain. They are able to make physical contact with others in the room and with visitors. The medical staff and other patients (up to six per room) have no information on the criminal charges or convictions of the inmates.
3. Although inmate-patients are not allowed visitors, inmate-patients on the Open Ward have been found to with un-screened visitors. These visitors may include gang members or co-conspirators planning to aid an escape or provide smuggled weapons. Persons unknown to the staff can enter the Open Wards at any time. For example, during one of this Grand Jury's visits to LAC+USC, a person dressed as a doctor was seen hugging an inmate-patient. Neither the Sheriff Deputy nor medical staff recognized the doctor. This situation was an incident that required an investigation. The validity of the doctor's identity was ultimately

verified. However, at the time of the contact, a stranger was not stopped or cleared before he had access to an inmate-patient.

4. Two deputies check on the inmate-patients bedded in the Open Wards once an hour, twenty-four hours a day. When Sheriff Deputies enter an Open Ward, they look for anything suspicious and check that ankle cuffs and chains attached to the inmate-patient are secure. Inmate-patients are cognizant of this hourly procedure.
5. The safety precautions taken on the Jail Ward are not followed in the Open Wards. When Sheriff Deputies are not present, inmate-patients can intimidate others into complying with their demands, such as using a cell phone or aiding in an escape.
6. The Grand Jury reviewed a sample of 34 days of "Jail Inmates Housed On The Open Ward" lists covering the months of May, June, July, August and September 2005. This sample included a total of 496 inmates who were placed in Open Ward beds, many of them classified as "Escape Risk", "Mentally Ill", and extremely "Dangerous" individuals. This averaged just fewer than 15 inmates a day, at a time when there were more than 15 beds available on the Jail Ward. Of the 496 inmates sampled:

- 24 either convicted or charged with homicide
- 30 either convicted or charged with sexual assault
- 33 either convicted or charged with assault with deadly weapon
- 35 either convicted or charged with robbery
- 18 either convicted or charged with grand theft
- 147 either convicted or charged with drug offenses

The balance of the sample includes inmates convicted or charged with a variety of lesser crimes.

7. For the past several years, there have been escape attempts by inmate-patients. Inmates at county jail facilities have feigned illness or intentionally injured themselves in order to be transferred to LAC+USC with intent to escape. The following incidents have occurred involving inmate-patients on the Open Wards:
 - An inmate-patient involved in a CHP shooting death was identified in letters along with detailed, hand drawn maps of LAC+USC regarding an escape plan. One of the letters told the recipient to kill the deputy escorting the inmate-patient to the hospital.
 - An inmate-patient with a broken leg managed to cut through the left armrest of his wheelchair and slip off his handcuff. An eight-inch shank was hidden inside the inmate's cast.

- An inmate-patient charged with murder recruited other inmates to help him escape from the Open Ward. He planned to hide in the bathroom, wait for a deputy to enter, and then “snap his neck”.
- An inmate-patient escaped from LAC+USC while undergoing a CAT scan; he slipped out of his leg chains while the technician was conducting the exam in an unsecured area.
- A Sheriff Deputy found an ankle chain on the floor after an inmate-patient escaped from an Open Ward.
- A known gang member in an Open Ward lunged for a Deputy Sheriff's gun, however was stopped.

Twin Towers/ Men's Central Jail Medical Facility

1. The medical facility at Twin Towers Correctional/Men's Central Jail has much of the equipment and expertise necessary to provide care approximating community standards. This is a modern facility licensed under Title 22 as a “Correctional Treatment Center” with a 196-bed hospital on its premises. The center is used mainly by inmates who are post surgical, have communicable diseases, need dialysis, or have diabetic complications. Fifty of the beds are reserved for acute mental health patients. Surgical and intensive care unit patients are sent to LAC+USC as are those needing CAT Scan and MRI tests, and specialty clinics such as Orthopedics, Neurology, and Plastic Surgery.
2. The medical facility at Twin Towers Correctional/Men's Central Jail sends inmate-patients to LAC+USC for minor treatments which could be tended to in the jail medical facility. Twin Towers Correctional/Men's Central Jail medical facility is not maximizing the use of their medical personnel such as physician assistants and nurse practitioners.
3. The Sheriff's Department has received funding for a telemedicine program which will allow doctors at LAC+USC to diagnose and treat inmates through televised communication with the medical staff at the Twin Towers Correctional/Men's Central Jail medical facility.

Nursing Shortages

1. The nursing shortage nationwide has created difficulty in recruiting nurses, more specifically, in recruiting nurses for the Jail Ward. The county is in competition with private industry, which is luring nurses with hiring bonuses, cars, relocation expenses, and other benefits. Because of the nurse shortage, the Chief Administrative Officer granted a 4% wage increase to the established pay classifications for registered nurses, pursuant to County Code § 6.10.060. This code allows the Chief Administrative Officer to authorize compensation up to

11% over established salary classifications, if it is determined necessary to attract candidates to county employment.

2. Some nurses will not work in the Jail Ward for fear of the inmates. Similarly, when the county uses nurse registry services to fill vacancies at LAC+USC, registry nurses refuse to work in the Jail Ward and if assigned there may refuse to work again in county health facilities.
3. The Jail Ward at LAC+USC is an extension of the Twin Towers Correctional/Men's Central Jail infirmary. Inmate-patients at LAC+USC remain in the custody of the Sheriff Deputies. Nurses work in the same environment at each of these locations. The special skills needed to attract nurses to work with a dangerous population are the same; nursing staffs at both facilities should be compensated at the same rate, equal pay for equal work.
4. A Memorandum of Understanding governs the salaries for county nurses. Nurses at LAC+USC are employees of the Department of Health Services. Nurses at the jails are employees of the Sheriff's Department. The nurses in the Jail Ward are compensated under the same nursing classifications as other nurses working at LAC+USC. The nurses working at Twin Towers Correctional/Men's Central Jail, as well as nurses working at other Sheriff facilities in the county, are compensated under the classification of "Staff Nurse, Sheriff". The Sheriff's nurses compensation is higher than the LAC+USC nurses compensation. The justification for a higher rate for Staff Nurse, Sheriff is that they are working with a dangerous population.
5. Another method for retaining nurses in county government service has been the use of bonuses. At LAC+USC specialty nurses in the emergency room and the intensive care unit receive bonuses. Likewise, nurses at Martin Luther King Hospital are awarded a 10% bonus to enhance retention.
6. In June 2005, the Department of Health Services, Human Resource Division, made a recommendation to the Chief Administrative Office regarding nurse pay classifications. The two alternative proposals were:
 - A. "Allow the Department [of Health Services] to hire nursing staff with a Staff Nurse, Sheriff or Supervising Staff Nurse I, Sheriff, against existing Staff Nurse and Supervising Staff Nurse positions allocated to LAC+USC Jail Ward, as long as they meet the minimum requirements of the Sheriff classifications."
 - B. "Approve a Manpower Shortage Bonus for nursing staff assigned to work in the LAC+USC Jail Ward so that they are compensated the same as nursing staff working in the Twin Towers Correctional Facility."

THE CHIEF ADMINISTRATIVE OFFICER DID NOT APPROVE EITHER OF THESE PROPOSALS.

CONCLUSION

There are too many inmate-patients being transferred to LAC+USC for treatment that could be handled within the Twin Towers Correctional/Men's Central Jail medical facility. Delays in implementing the telemedicine program hinder efforts to curtail the flow of inmate-patients to LAC+USC.

The limited number of nurses on the Jail Ward at LAC+USC results in the regular placement of inmates and new arrestees among the general patient population endangering patients, staff, volunteers, and visitors.

Inequitable pay to nurses within the county system makes it difficult to recruit and retain nurses for the Jail Ward.

RECOMMENDATIONS

1. Sheriff's Department: Increase use of medical personnel at Twin Towers Correctional/Men's Central Jail medical facility, including physician assistants and nurse practitioners, to perform routine procedures such as suturing, minor surgeries, and setting bones as are now being performed by these classifications at LAC+USC.
2. Sheriff's Department: Fast track implementation of the telemedicine program so that more diagnostic and medical procedures can be done at Twin Towers Correctional/Men's Central Jail medical facility.
3. Chief Administrative Office: Authorize the Department of Health Services to hire LAC+USC Jail Ward nurses at the Staff Nurse, Sheriff and Supervising Staff Nurse I, Sheriff classifications who meet or exceed the minimum requirements of the Sheriff classifications.

Or:

Chief Administrative Office: Approve a Manpower Shortage Bonus for nursing staff assigned to work in the LAC+USC Jail Ward, making their pay comparable to the compensation paid nurses at Twin Towers/Men's Central Jail medical facility.

4. Department of Health Services: Cease and desist accepting inmate-patients for bed placement on Open Wards amongst the general public.



County of Los Angeles
CHIEF ADMINISTRATIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012
(213) 974-1101
<http://cao.co.la.ca.us>

DAVID E. JANSSEN
Chief Administrative Officer

May 3, 2006

To: Mayor Michael D. Antonovich
Supervisor Gloria Molina
Supervisor Yvonne B. Burke
Supervisor Zev Yaroslavsky
Supervisor Don Knabe

From: David E. Janssen
Chief Administrative Officer

Board of Supervisors
GLORIA MOLINA
First District

YVONNE B. BURKE
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

**FINAL RESPONSE TO 2005-06 CIVIL GRAND JURY REPORT ON THE JAIL WARD
AT LAC+USC MEDICAL CENTER**

On February 9, 2006, the 2005-06 Los Angeles County Civil Grand Jury released its report on the management of inmate-patients within the jail medical services system.

The Grand Jury report dealt with the number of Sheriff's Department (LASD) inmate patients transported to LAC+USC and with services provided for inmate-patients in the Los Angeles County + University of Southern California (LAC+USC) Jail Ward, as well as the general hospital wards. The report also mentioned the pay differential between nursing positions in LASD and nursing positions in the Department of Health Services (DHS), as well as the fact that inmate patients were placed, with supervision, on general hospital wards, due to nurse staffing shortages in the LAC+USC Jail Ward or if clinical needs dictated such a placement. Attachment I is a copy of the preliminary response we provided to your Board on the issues raised in the Grand Jury's report.

This memorandum provides additional information on the immediate and short-term steps already taken by DHS staff to increase nurse staffing on the LAC+USC Jail Ward, as well as the development in progress by DHS and LASD of a longer-range plan, to address the issues raised in the Grand Jury's report.

In order to address the immediate need to maximize bed capacity on the inpatient Jail Medical Services Unit, DHS increased nurse staffing for that unit effective February 21, 2006 and has been able to accommodate the average census of 15 to 20 inmate patients who require medical/surgical beds. Nurse staffing requirements

Grand Jury Jail Ward Response.mbs

"To Enrich Lives Through Effective And Caring Service"

2005-2006 County of Los Angeles Civil Grand Jury

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continue to be evaluated on a daily basis, and when additional Jail Ward beds require increased staffing beyond available County nursing staff, LAC+USC will assign traveler and registry nurses to that unit to meet the need.

As a short-term and continuing effort, LAC+USC has developed and is strengthening current strategies to improve recruitment and retention of staff nurses to ensure that the inpatient Jail Medical Services Unit continues to be properly staffed with nurses, as well as to meet nurse staffing needs of other LAC+USC medical wards and at all County hospitals. DHS staff indicate, however, that although LAC+USC will continue to ensure that inmate patients are not unnecessarily placed in open wards, a small number of inmate patients will still require placement in open wards due to their specialized clinical needs. Attachment II is the DHS response to the Grand Jury's Recommendation Number 4 regarding placement of inmate patients on open wards at the hospital.

For the immediate and short-term at Men's Central Jail and Twin Towers, the LASD Medical Services Bureau (MSB) clinical staff have agreed to treat routine, less critical injuries on site at LASD facilities, rather than transporting those inmates to LAC+USC. Since LASD staff have not performed such procedures for some time, protocols are being developed, and LASD is currently consulting with staff from LAC+USC that teach these such courses on an ongoing basis. LASD is continuing to review procedures which might be performed by LASD clinicians, in order to further reduce the number of cases transported to the Jail Medical Services Unit at the hospital.

In addition, LAC+USC and LASD clinical staff are working on changes to the current processes related to ordering diagnostic tests for inmate patients, to enable LASD physicians to directly order diagnostic testing at LAC+USC rather than first requiring another in-person examination of inmate patients by LAC+USC physicians. Staff are developing a system which will allow direct access to LAC+USC diagnostic test results by authorized LASD clinical staff. In order to facilitate diagnostic testing, LASD is also working with LAC+USC staff to expedite necessary laboratory services.

On a related issue, to improve the clinical care provided to inmate patients, discussions have also dealt with improving the flow of medical records information between DHS and LASD, with the potential of allowing access by authorized LASD and DHS staff to their respective information systems, consistent with confidentiality requirements.

Many of the issues related to jail medical services, primarily in the area of outpatient medical services and specialty clinic services, require a longer-range plan, one that is expected to take approximately 12 months to 18 months to implement. The timing of this effort is particularly important in light of the upcoming move, targeted for November 2007, of the LAC+USC Medical Center programs into the LAC+USC Replacement

Facility, which will reduce the amount of outpatient clinic space available at the hospital for jail medical services. In late February 2006, DHS and LASD established a working group consisting of both clinical and management staff to develop the plan for providing clinical services on-site at Men's Central Jail or at Twin Towers and of using LASD's telemedicine system, where appropriate, to reduce the need to transport inmate patients. Staff from my office also participate in the working group meetings.

The working group has met several times over the past two months to identify the specific clinical programs that might best be set up at LASD sites. At the most recent meeting, on Monday, April 24, 2006, members of the working group toured the Men's Central Jail and Twin Towers, to evaluate the available space at those locations which could be established as additional clinical treatment space. Several areas were identified as potential sites as a result of that visit and will be discussed further by the working group members.

The group will continue to meet on at least a monthly basis, and more frequently as needed, over the coming months to develop the plan. Next steps will include a more detailed review and discussion of current workload and the needed outpatient and specialty clinical services. Discussions by LAC+USC staff will include the clinical department chairs and this review of clinical programs will serve as the basis for the next phase of discussions about which services would best be provided in the available LASD space or at the LAC+USC Medical Center. The discussions will also review which services would lend themselves to the use of telemedicine. While the group is still developing the specific milestones within its timeline, the target date for implementation of this plan is May/June 2007, to ensure that a workable approach has been implemented by the November 2007 date for occupancy of the Replacement Facility.

Finally, we are continuing to review the issue regarding the pay differential between nursing positions in DHS and LASD. As of April 27, 2006, preliminary discussions with Service Employees International Union (SEIU) Local 660 have concluded concerning a new pay structure and differential for LAC+USC jail ward nurses, as well for other corrections facility nursing assignments, some of which are currently receiving a pay differential amount. Meetings with managers of nursing and related medical services will take place within the next two to three weeks. This is a negotiable issue, and a bargaining position concerning a bonus or some other option of additional compensation will be considered and, if appropriate, developed for your Board's consideration when bargaining for the nursing units commences.

In summary, our Departments continue to work together to develop and implement the short range and longer-range proposals to address the Grand Jury recommendations.

Each Supervisor
May 3, 2006
Page 4

These recommendations are consistent with efforts both Departments had already begun and will now move forward aggressively in order to improve the delivery of medical services to inmate patients, while continuing to ensure the safety of the general public served by County health facilities.

If you have questions or need additional information, please contact me or your staff may contact Sheila Shima of my staff, at (213) 974-1160. In addition, questions regarding LASD or DHS programs, may be directed to Captain Rodney Penner, LASD at (213) 893-5460 and Wesley Ford, Director of Ambulatory Care, DHS at (213) 240-8334.

DEJ:SRH:DL
SAS:CA:bjs

Attachments

c: Sheriff
Executive Officer, Board of Supervisors
County Counsel
Auditor-Controller
Acting Director of Health Services
Director of Personnel



County of Los Angeles CHIEF ADMINISTRATIVE OFFICE

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Chief Administrative Officer

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First District
YVONNE B. BURKE
Second District
ZEV YAROSLAVSKY
Third District
DON KNABE
Fourth District
MICHAEL D. ANTONOVICH
Fifth District

February 9, 2006

To: Mayor Michael D. Antonovich
Supervisor Gloria Molina
Supervisor Yvonne B. Burke
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
From: David E. Janssen
Chief Administrative Officer

Leroy D. Baca
Sheriff

Bruce A. Chernof
Acting Director and Chief Medical Officer

PRELIMINARY RESPONSE TO 2005-06 CIVIL GRAND JURY REPORT ON THE JAIL WARD AT LAC+USC MEDICAL CENTER

We were recently provided with a copy of the 2005-06 Los Angeles County Civil Grand Jury's report on the Sheriff's Department's (LASD) transfers of inmate-patients to the Los Angeles County+University of Southern California (LAC+USC) Medical Center and nurse staffing issues for the LAC+USC Jail Ward.

Our staff met today to discuss the report and recommendations and this is our initial review and preliminary response to the Grand Jury recommendations. However, we will return at a later date with a more detailed review, including action steps and timeframes needed to implement the recommendations.

The Grand Jury report deals with LASD staff transfers of patients to LAC+USC and with services provided by LAC+USC for inmate-patients in the LAC+USC Jail Ward, as well as the general hospital wards. The report mentions the pay differential between nursing positions in LASD and nursing positions in the Department of Health Services (DHS), as

"To Enrich Lives Through Effective And Caring Service"

well as the fact that inmate patients are placed, with supervision, on general hospital wards, if there are nurse staffing shortages in the LAC+USC Jail Ward or if clinical needs dictate (placement in the general intensive care unit).

The report has four recommendations which are summarized as follows: (1) LASD should increase the use of medical personnel at Twin Towers; (2) LASD should fast-track implementation of telemedicine programs; (3) the Chief Administrative Office (CAO) should authorize DHS to hire nurses using LASD nurse classifications or allow a manpower shortage bonus for LAC+USC jail ward nurses; and (4) DHS should cease accepting inmate-patients onto general hospital wards, amongst the general public.

In response to the first recommendation, LASD concurs and has already initiated steps to increase the number of incidents wherein LASD Jail Medical personnel perform suturing. LASD suturing efforts will focus on routine, less-critical injuries, and LASD will continue to refer cases to LAC+USC with wounds on the face, neck, head, and certain extremity areas. This will require updated training for some LASD physician staff who have not performed this type of procedure in some time. LASD will establish protocols and provide training to Registered Nurse Practitioners, so they can also provide this service.

LASD indicates that the Medical Services Bureau's (MSB) new Chief Physician is supportive of increasing LASD activity in this area. LASD Personnel were recently sent to specialized training to enhance their ability to perform Incision and Drainage (IND) procedures, and MSB will continue to explore their ability to perform other types of minor surgical procedures.

The recommendation that MSB staff engage in the setting of fractures and other related orthopedic functions will require further study, due to the specialty of the involved process and the potential accompanying liability. The MSB is already aggressively pursuing the implementation of a Bureau-wide telemedicine system, which they believe will significantly enhance their ability to provide continuing quality health care. They have identified equipment and software and have made on-site visits of existing telemedicine systems already in use. Acquisition of the initial system will proceed once the County purchasing and contracting process has been completed.

In response to recommendation 2, LASD has had ongoing discussion with LAC+USC Medical Center staff, specifically as it relates to the provision of specialty clinic follow-up appointments. Dr. Marie Russell, head of Jail Ward operations at LAC+USC has partnered with LASD in the development and implementation of the DHS link to the

LASD telemedicine system. Once final procurement issues are resolved, LASD anticipates the system will go online sometime during summer 2006.

With respect to recommendation 3, the CAO recognizes that Registered Nurses assigned to the LAC+USC Jail Ward work in a unique environment. A new nursing pay plan has been designed which will consider compensability for factors such as unique work characteristics. In the interim, the CAO will be working with DHS to resolve any classification and compensation issues pending the full implementation of a new nursing pay plan.

In response to recommendation 4, DHS agrees with the spirit of the Civil Grand Jury recommendations of limiting the placement of inmate patients to the LAC+USC Jail Ward. Unfortunately, there will always be a small subset of patients with special clinical needs requirements that can only be done on open wards. Examples include Intensive/Critical Care units, burn units, obstetrics, etc. DHS will work to staff up the LAC+USC Jail Ward to full capacity using appropriate adult medical surgical nurses. Further, DHS will assist LASD in their development of alternate acute care delivery strategies should LAC+USC need to go on diversion because the Jail Ward is at full capacity.

Please contact us if you have questions or need additional information.

DEJ:LDB:BAC
SRH:DL:SAS:bjs

c: Executive Officer, Board of Supervisors
County Counsel
Auditor-Controller
Director of Personnel

COUNTY OF LOS ANGELES – DEPARTMENT OF HEALTH
RESPONSE TO THE GRAND JURY FINAL REPORT

SUBJECT: 2005-2006 GRAND JURY RECOMMENDATIONS FROM
LAC+USC MEDICAL CENTER – DEPARTMENT OF HEALTH
SERVICES (DHS)

RECOMMENDATION NO.4

Cease and desist accepting inmate-patients for bed placement on Open Wards amongst the general public.

RESPONSE

DHS concurs with this recommendation and with its intended purpose of protecting patients, staff and visitors to the Medical Center. Nurse staffing was increased in the inpatient Jail Medical Services unit on February 21, 2006 to accommodate the current census of 15 to 20 inmate patients who require a medical/surgical bed. Nurse staffing requirements are evaluated daily, and if additional beds require staffing for inmate patients, traveler and registry nurses will be assigned to the unit. In order to ensure that the inpatient jail medical services unit is properly staffed with nurses for the long-term, LAC+USC is developing strategies to improve recruitment and retention of staff nurses for the Jail Medical Services Unit

However, it is important to note that there will always be a small subset of inmate patients with specialized clinical needs that can only be accommodated on open wards. Examples of such requirements for specialized care include those that can only be delivered in Intensive/Critical Care units, burn units and obstetrical units. We work closely with the Sheriff's Department to assure that security for these inmates is maintained at the proper level to meet patient, staff and visitor security needs.

It is LAC+USC's goal that all inmate patients not requiring higher level of care settings will be placed in the Jail Medical Services Unit. Physicians requesting their inmate patients be placed outside of the Jail Medical Unit for reasons other than higher acuity must receive authorization for the Jail Services Medical Director.

DHS is also working closely with the Sheriff's Department to increase the scope and size of clinical services that are available at Twin Towers which may reduce the number of inpatient admissions to the Jail Medical Services Unit at LAC+USC or permit the faster transfer of patients back to the Jail for the non-acute portion of their inpatient stay.

EMERGENCY COMMUNICATION ARE WE READY?

**Royce Steward, Chair
Michael Roberts, Vice Chair
Arnie Spears, Audit Liaison
Beverlee Bickmore
Sidney Munshin
Zelda Plotkin**

EMERGENCY COMMUNICATION ARE WE READY?

EXECUTIVE SUMMARY

The 2005-2006 Los Angeles County Civil Grand Jury reviewed emergency communication capability.

- **Public Education and Communication** – Has local government implemented programs motivating individuals and communities to prepare for emergencies?
- **Interagency and Intra-agency Emergency Communication** – Do local governments have the equipment, protocols, and procedures for voice and data communication among and within agencies and jurisdictions?

The Civil Grand Jury Emergency Communications study included the City of Industry, Lancaster, Long Beach, and Los Angeles, and the Pasadena Unified School District; the County of Los Angeles Chief Administrative Office – Office of Emergency Management, Fire Department, Sheriff's Department, Department of Health Services, Internal Services Department, and Department of Public Works; and the Los Angeles Mayor's Office, Emergency Preparedness Department, Fire Department, and Police Department.

PUBLIC EDUCATION AND COMMUNICATION

The Office of Emergency Management (OEM) in the County Chief Administrative Office has a responsibility to communicate with and educate the public regarding emergency preparedness. Each city is responsible for communicating with its residents. OEM connects with the public through monthly Emergency Survival Program (ESP) releases.

Fire and law enforcement departments in the county enroll volunteers in Community Emergency Response Teams (CERT). The CERT volunteers train to help their neighbors and to assist emergency responders.

INTERAGENCY AND INTRA-AGENCY COMMUNICATION

Each law enforcement and fire department in Los Angeles county has its own radio system with discrete frequencies. The Los Angeles Regional Tactical Communications System (LARTCS) patches agencies to common channels and connects local responders to neighboring counties, California, and the federal government.

A consultant study has recommended a shared platform system and Los Angeles jurisdictions are considering a Los Angeles county-wide shared platform and a governing body for such a system. Once established, a governing body will address the technical, administrative, and financial issues associated with a shared platform system.

Public Communication Findings and Recommendations

#	Finding	Recommendation
1.	Insufficient resources are being devoted to the Emergency Survival Program (ESP).	The County of Los Angeles Chief Administrative Office (CAO) should reallocate staff resources and funds to OEM to expand efforts that address resident preparedness.
2.	Office of Emergency Management does not have sufficient resources to evaluate and adopt social marketing practices.	Office of Emergency Management should employ social marketing approaches to design and acquire the needed resources for a strategy that will be effective in inspiring Los Angeles County residents to prepare for emergencies. The County CAO should revise current budget allocations to fund this effort.
3.	Emergency Survival Program and other communication materials are not available in all languages spoken in Los Angeles County.	a. The CAO should allocate staff resources and funds to provide resources to prepare basic information materials in more languages, supplementing the efforts under way through Public Health. b. Public Health should enter into translation contracts that will permit a four-hour turnaround of message translation in the event of a public health emergency.
4.	Local governments can do more to encourage their employees to prepare for emergencies.	Both the City and County Administrative Officers should establish and pursue policies and programs that encourage employees to have emergency plans and supplies in place for their families.
5.	Vulnerable populations require special efforts to ensure their preparedness for emergencies.	a. The CAO should ensure that responsible County of Los Angeles departments strengthen arrangements for the pre-emergency purchase and distribution of food, water, and clothing to vulnerable groups in the event of an emergency. b. OEM should develop and disseminate materials designed to assist animal owners in an emergency.
6.	Community Emergency Response Teams (CERT) are a vital communications link in the event of an emergency.	The City and County Administrative Officers should expand resources that support citizen volunteers who provide assistance to their neighbors and emergency responders.

#	Finding	Recommendation
7.	Ham radio operators augment communications in the case of major infrastructure damage.	The City and County Administrative Officers should offer incentives and encourage programs that capitalize on the talents and interest of ham radio operators.

Communication Interoperability Findings and Recommendations

#	Finding	Recommendation
8.	Residents in Los Angeles county will benefit from moving towards increased communication interoperability.	The Los Angeles County Board of Supervisors and the Mayor of Los Angeles should ensure that the Governance Board proposed by Radio Interoperability Steering Committee (RISC) is adopted and should pursue the development of county-wide communication interoperability, using a standards-based shared platform.
9.	LARTCS will continue to be needed.	LASD and LAPD should ensure the completion of Phase II of LARTCS and continue to request funds for the acquisition of LARTCS equipment for maintenance, training, and operations.
10.	Emerging technology can significantly increase communication capabilities and make them more resistant to infrastructure damage.	LACFD Chief, LAFD Chief, LAPD Chief and the Sheriff should continue to pursue the adoption of promising communication technology.
11.	Insufficient resources are provided to train workers needed to operate and maintain emergency communications systems.	The City and County Administrative Officers should require that proposals for new communication systems or major system improvements specify the life cycle cost of operations, maintenance, and training and allocate fund as required.
12.	The use of communication systems for extended periods can be hampered by shortages of parts and maintenance training.	When Los Angeles City and County purchases new communication equipment, bid documents should require suppliers to offer maintenance parts, training, and related services throughout the life of the system.

EMERGENCY COMMUNICATION ARE WE READY?

BACKGROUND

In the United States, thousands of lives and billions of dollars have been lost to the destructive forces of natural disasters, civil disorder, and acts of terrorism. Local resources can be quickly overwhelmed, even if they have first-class equipment, thorough training, and carefully drawn plans.

Hurricane Katrina provided a recent tragic example of ineffective response to catastrophic circumstances. Communication played a large part in this failure. Warnings to New Orleans residents came too late. The old, the poor, and the most vulnerable were unable to flee. During the hurricane, communication between government officials in New Orleans and their counterparts in Louisiana State government failed. The Federal Emergency Management Agency (FEMA) depended on state and local communication networks. When these were not available, an effective response was not mounted for several days. The breakdown in communications, both technically and institutionally, crippled response efforts.

Breakdowns in communication within and between agencies in the same jurisdiction have led to tragedy. Communication problems prevented firefighters from hearing police warnings that the World Trade Center towers were about to collapse.

The Hurricane Katrina experiences and other disasters make it evident that local governments must look to their own resources in an emergency. Local residents must likewise be prepared to survive, using their own resources, until help can arrive. Local governments must maintain programs that inform and motivate residents to prepare for an emergency. Local government must warn residents when a foreseeable emergency is impending.

Local government must also develop and maintain comprehensive communications systems for emergency responders that will function in extremely challenging circumstances.

Los Angeles County is home to approximately 12 million individuals with diverse ethnic, cultural, and language communication practices. County topography, including mountains, deserts, dense urban areas, and lightly occupied high deserts is subject to earthquakes, fires, and flooding. Los Angeles International Airport (LAX) and the ports of Los Angeles and Long Beach are at risk of accidental or intentional disaster. The rail links serving the ports and surrounding areas expose the Los Angeles metropolitan area to the risk of rail accidents and hazardous material spills. Serious earthquakes regularly occur in the region.

This Los Angeles County risk profile suggests that it is only a matter of time before the next major emergency. Is Los Angeles County prepared? Can our public safety agencies communicate with one another? Does the public know what to do?

The people of Los Angeles are well served by their emergency response agencies. Departments in the County of Los Angeles, Los Angeles, Long Beach and the 86 other municipalities within the county have developed a professional, coordinated response system. Strategies and systems developed here have been adopted throughout California and used as a national template by the federal government. Law enforcement and fire departments are closely coordinated; joint training exercises are common and frequent; joint planning bodies are used; and advanced systems are governed by bodies representing participating agencies and jurisdictions. The California system of mutual aid for police and firefighters is highly evolved and Los Angeles County agencies are experts in its use.

The U. S. Department of Homeland Security SAFECOM program defines communication interoperability as “the ability of public safety agencies to talk across disciplines and jurisdictions via radio communications systems, exchanging voice and/or data with one another on demand, in real time, when needed, and as authorized.” Emergency communication interoperability includes the web of radio systems that tie together the police, fire, and emergency medical responders across Los Angeles County. The Incident Command System (ICS) coordinates of communication and actions across jurisdictions and agencies.

The 2005-2006 County of Los Angeles Civil Grand Jury was briefed by:

- County of Los Angeles
 - Chief Administrative Officer
 - Sheriff
 - Fire Chief
 - Administrator, County Office of Emergency Management
- City of Los Angeles
 - City Administrative Officer
 - Chief of Police
 - Fire Chief
 - General Manager, Emergency Preparedness Department

The Civil Grand Jury also attended briefings at the emergency operations centers for the County of Los Angeles, the City of Los Angeles, and department operations centers for Los Angeles County Sheriff’s Department, Los Angeles County Fire Department, Los Angeles Police Department, and Los Angeles Fire Department.

The Civil Grand Jury established an Emergency Preparedness Committee. The committee identified as key areas of study communication with the public, interagency and intra-agency communication, and intra-jurisdictional communication.

OBJECTIVES

1: Public Education and Emergency Communication

Has local government implemented programs which have motivated individuals and communities to prepare?

2: Interagency and Intra-agency Emergency Communication

Do local governments have the equipment, protocols, and procedures for voice and data communication among and within agencies, services, and jurisdictions?

SCOPE

Organizations included in the study:

- **County of Los Angeles**
 - Chief Administrative Office
 - Office of Emergency Management
 - Sheriff's Department
 - Fire Department
 - Department of Public Works
 - Internal Services Department
 - Department of Health Services-Public Health and Emergency Medical Services
- **Los Angeles**
 - Emergency Preparedness Department
 - Mayor's Office
 - Police Department
 - Fire Department
- **Other Cities**
 - City of Industry – an industrial city with a large daytime population
 - Lancaster – a medium-sized city on the County's northern border
 - Long Beach – a large city with a port
- **School District**
 - Pasadena Unified School District – an urban school district.

METHODOLOGY

- **Collected Relevant Documents and Materials including:**
 - Communication elements of existing emergency and disaster recovery plans
 - Budget information
 - Public education materials
 - Interagency and intra-agency emergency communication policies, protocols, and procedures
 - Media coverage of public emergency communication and agency communication interoperability
 - Web-sites including www.espfocus.org for Emergency Survival Program materials, www.labt.org for bio-terrorism information, and www.nod.org which focuses on the needs of individuals with disabilities and has a section on emergency preparedness.

- **Conducted Interviews concerning:**
 - Public education for emergency preparedness
 - Emergency communication to the public
 - Inter-agency and intra-agency communication during emergencies
 - Lessons learned from Hurricane Katrina.

- **Best Practices Analysis included:**
 - Seminole County, Florida
 - Sarasota County, Florida
 - Portland, Oregon
 - Orangeburg County, South Carolina
 - Volusia County, Florida
 - Orange County, North Carolina
 - Okaloosa County, Florida
 - Macomb County, Michigan
 - Platte County, Missouri
 - Pierce County, Washington
 - Tacoma, Washington
 - York County, Virginia
 - San Diego County, California
 - Orange County, California
 - State of New York.

EMERGENCY COMMUNICATION WITH THE PUBLIC

The Civil Grand Jury focused on two aspects of emergency communication with the public:

- Informing residents about what to do to prepare for an emergency
- Communicating with residents during an emergency

BACKGROUND

In the County of Los Angeles, the Office of Emergency Management (OEM) within the Chief Administrative Office (CAO) has a responsibility to communicate with and educate the public. Each city within the county is responsible for notifying the public in its jurisdiction. OEM develops and disseminates widely-used preparedness messages. OEM connects with the public through the Emergency Survival Program (ESP).

Emergency Survival Program (ESP) materials are used by many organizations, including the Pasadena Unified School District, Long Beach, City of Industry, Lancaster, and departments of the County of Los Angeles.

Los Angeles Fire Department (LAFD) staff members deployed to Hurricane Katrina returned with a conviction that residents need to be prepared to care for themselves for at least a week. Residents who have sufficient food, clothing, and water do not need immediate help. Emergency responders can concentrate on the critically injured. Prepared residents ease the burden of demands on responders and increase the likelihood of an organized and effective response.

The Emergency Survival Program message is self-reliance. Each resident has an individual responsibility to be prepared for emergencies, prepared to stay in his or her home for several days, or prepared to evacuate on short notice.

Self-reliance includes:

- Developing and testing family emergency plans and evacuation routes
- Agreeing to call an out-of-state contact in the event of an emergency
- Acquiring and maintaining home, vehicle, and office or school emergency kits that have food, water, flashlight, battery-operated radio and extra batteries, clothing, and a blanket, which allow sheltering in place for a week or can be carried to a shelter

The Emergency Survival Program is internationally recognized as a model public preparedness communications program. ESP derived programs have been adopted in Japan, Australia, Israel, New Zealand, Canada, and India.

ESP Message Development – OEM coordinates meetings with many partners, generating agreement on that year’s ESP messages. OEM then creates an annual program with monthly releases of material that promotes specific preparedness action.

ESP Message Dissemination – Material is available on the ESP website. OEM also provides camera-ready and electronic copy. OEM has formed partnerships to print and distribute materials:

- ESP Printed Materials
 - Disney, Universal Studios, and other agencies contribute free printing.
 - County of Los Angeles departments print and distribute materials to employees.
 - Toyota and Ford donated vans to deliver materials to public gatherings.
 - LAUSD and the Los Angeles County Office of Education distribute children’s activity books.
 - Private sector organizations include material in their employee newsletters.
 - Community groups include material in their monthly newsletters.
 - Government organizations use materials in public information programs.
 - The 15-Member ESP Coordinating Council prints and distributes materials.
 - Community Emergency Response Teams and Neighborhood Watch groups print and distribute materials to participants.

- ESP Materials Prepared for Media Release
 - TV Channels 2 and 9 ran a “Safe at Home” program using ESP as the basis for their scripts.
 - Radio Station KABC sponsored a fund-raising effort with an “I got my kit together” program.
 - KCET TV runs a “Bracing for a Quake” program, using ESP materials.
 - OEM prepares public service announcements for radio and television.
 - OEM prepares scripts and releases for numerous radio and TV public affairs shows.
 - OEM offers interviews and information for newspapers.
 - ESP Internet Site – www.espfocus.org. Many agencies include on their websites a link to the ESP website.

ESP Program Effectiveness – As an award-winning program that has been widely viewed as successful, ESP has been emulated across the nation and in Pacific Rim countries. OEM measures effectiveness through surveys that ask how the program is viewed by partners, i.e., the companies who transmit or distribute the OEM materials and the number of people targeted.

For the last eight years, the County of Los Angeles Department of Health Services – Public Health has contracted for a survey of 8,000 County households. The survey includes a set of questions about how many households have developed plans and assembled home emergency kits. A Public Health representative sits on the 15 member ESP coordinating council and makes the data available to ESP staff. Current resources are not sufficient to allow OEM to:

- Retain the marketing expertise required to analyze the customer reports
- Help to develop a more effective communication program to ensure large-scale compliance with emergency preparedness mandates

The discipline that deals with designing and implementing programs that encourage behavioral changes is called social marketing. Social marketing focuses on what the consumer expects rather than on what the marketer wants to offer. Social marketing also looks at what public audiences are being addressed, what partnerships need to be developed, and what policies need to be revised or encouraged.

Public Health has used a social marketing approach to improve the effectiveness of emergency messages delivered to the public. Research indicates that the public is more likely to believe and act on health messages delivered by doctors than by government officials. Public Health has designed its emergency health messaging accordingly.

The County of Los Angeles Office of Unincorporated Area Services (OUAS) employed social marketing tools by including Topanga Canyon residents in a comprehensive emergency preparedness planning process. Best practices in emergency communication employed by Topanga Canyon include the establishment of a Family Radio Service and Community Alert Network (CAN), which combine to alert residents to emergency situations, and the development of a printed and on-line emergency booklet that details emergency preparedness information.

Repeating messages is important; very few act on a message the first time they hear it. Repeat messaging has increased self-reported compliance in developing family emergency communications plans from 16% to 47% in Los Angeles County. Public Health's distribution of frequently-used items with reminder messages, such as key chains and flashlights, is an example of effective repeat messaging. Finally, Public Health uses multiple means to deliver information to the public, including:

- Information lines
 - In five languages for Severe Acute Respiratory Syndrome (SARS)
 - In eight languages for West Nile Virus
- County of Los Angeles DHS Hotline, using AT&T interpreters for bioterrorism
- Bioterrorism speakers' bureau
- Printed materials and educational promotional items
- www.LABT.org for bioterrorism information.

FINDINGS AND RECOMMENDATIONS

Finding 1: Insufficient resources are being devoted to the Emergency Survival Program (ESP).

The Office of Emergency Management (OEM) is currently devoting approximately one-half of a staff-year to this internationally recognized program. An expanded program would increase the level of adoption of preparedness measures by County residents. The dividends to be reaped from a successful program can be measured in lives saved when a serious emergency occurs. It takes time and resources to design or manage such a program. More time is needed to:

- Solicit corporate sponsorships for program elements
- Implement programs
- Measure their effect on adoption.

If many residents can care for themselves for at least several days, and if at least some residents can begin to help their neighbors or workmates until professional assistance arrives, emergency responders can concentrate on the most critical situations where their interventions are literally a matter of life and death. The costs of rescuing residents that are unprepared will be high. An effective preparedness program will materially reduce those costs, both in scarce financial resources and irreplaceable human life.

Recommendation 1:

The CAO should allocate staff resources and funds to OEM to expand efforts that address resident preparedness.

Finding 2 : OEM does not have sufficient resources to evaluate and adopt social marketing practices.

Resource constraints and staffing shortages have limited the amount of OEM staff time available for ESP. Staff skilled in implementing social marketing campaigns that impact social behavior could build on the information gathered by Public Health. With it, they can design even more effective campaigns to galvanize residents into action.

The Center for Disease Control sponsors grants for social marketing of health information. OEM and the Public Health could obtain funding for social marketing outreach. Outreach to universities and other institutions might also prove fruitful. The cost of such an attempt to the County would be the provision of additional OEM staff resources or the cost of contracting for such services. Both additional internal resources and contracted assistance may be needed to launch a social marketing program successfully in the area of resident emergency preparedness.

The Civil Grand Jury notes the following as potentially fruitful approaches:

- Arranging for emergency kits that are inexpensive and easy to acquire
- Encouraging in-school and after-school programs to assemble kits so that children may bring kits home to their families
- Establishing incentive programs for residents who make or buy kits
- Distributing collateral material, such as small flashlights, that both remind the recipient of the need to prepare and provide an object useful in an emergency
- Presenting a hierarchy of citizen-preparedness as options, such as:
 - No kit, no plan: be a victim
 - Full plan, full kit: be a survivor
 - CERT member, ham radio operator: be a community asset

Recommendation 2:

OEM should employ social marketing approaches to design and acquire the needed resources for a strategy that will be effective in inspiring Los Angeles County residents to prepare for emergencies. The County CAO should revise current budget allocations to fund this effort.

The Board of Supervisors should allocate funds to OEM for training in, design of, and grant development for social marketing to support resident compliance with emergency preparedness guidelines. In addition, the Los Angeles County Internal Services Department (ISD) should develop a master agreement with social marketing firms.

Finding 3 : ESP and other communication materials are not available in all languages spoken in Los Angeles County.

County officials estimate that more than 100 languages are spoken in the metropolitan area. Census Bureau data show that more than 50% of Los Angeles County households use a language other than English at home. Currently, some ESP materials are translated into 12 languages.

This is a gap in the emergency preparedness system. Foreign-born immigrants may know less about Los Angeles and its emergency response system than others. It may be even more important for individuals who do not speak English or Spanish to have advance information about emergency preparedness, as they may have difficulty understanding instructions in English or Spanish from emergency responders and general broadcast information from the media.

The ability to translate and disseminate messages rapidly is especially important during health emergencies. One of the key factors in limiting the number of people exposed to communicable disease is the speed with which a warning message can be

communicated. Public Health does not have contracts in place which will assure a four-hour turnaround on the translation of messages.

Recommendation 3a:

The County CAO should reallocate staff resources and funds to provide resources to OEM to prepare basic information materials in more languages, supplementing the efforts under way through Public Health. OEM should explore using translation resources available in Los Angeles County such as:

- Working with community colleges to acquire translators from their ESL programs
- Working with LAUSD, who has an extensive emergency preparedness program and a multi-lingual capacity
- Accessing the translators who work for the City and County of Los Angeles 311 and 911 systems
- Seeking assistance from countries which maintain consulates in Los Angeles
- Working with churches, temples, mosques, and other faith-based organizations to reach out to immigrant and foreign language-speaking communities.

Recommendation 3b:

Public Health should enter into translation contracts that will permit a four-hour turnaround of message translations in the event of a public health emergency.

Finding 4: Local governments can do more to encourage their employees to prepare for emergencies.

The U.S. Census Bureau reports 607,911 government employees in Los Angeles County, including federal, state, municipal organizations, and authorities. The City and County of Los Angeles together employ approximately 150,000 staff. Emergency response requires firefighters and police officers. It also requires medical personnel, transportation workers, helicopter pilots, communication technicians, public health professionals, and utility workers. If these emergency responders have prepared their homes and families, they will be able to care for residents in an emergency without worrying about the safety of their loved ones.

Recent experience with Hurricane Katrina underscores the importance of employee preparedness. Press reports and the observations of professional responders who were present in New Orleans indicate that many municipal employees had not made adequate preparations for an emergency. When Hurricane Katrina hit, many employees went home to care for their families and were unable to return.

Most governmental agencies in Los Angeles County distribute emergency preparedness materials and information to their employees. The County of Los Angeles Department of Public Works (DPW) and Internal Services Department (ISD) have written policies that encourage staff to prepare their families to take care of themselves in emergencies. Many fire departments have programs to encourage their staff members to make preparations at home and attend to their families in the early stages of emergency response.

Local governments in Los Angeles County can do more to support their employees in preparing for emergencies. In the event of an emergency, these preparations will make the difference between an effective response and chaos.

Recommendation 4:

Both City and County Administrative Officers should establish and pursue policies and programs that encourage employees to have emergency plans and supplies in place for their families.

Finding 5: Vulnerable populations require special efforts to ensure their preparedness for emergencies.

Based on 2002 census data, there are approximately 10 million people in Los Angeles County, the most populous County in the nation. The same census data show that about 6.5% of these people receive some form of public assistance. According to the Individual Tax Return Summary published by the Internal Revenue Service, almost 20% of those filing tax returns in 2002 showed adjusted annual incomes of \$10,000 or less. These figures suggest that up to 2 to 3 million residents of Los Angeles County do not have the means to purchase and store emergency supplies and equipment.

The most vulnerable populations are the old, the homeless, the disabled, the unemployed, children, and the poor. In an emergency, these individuals may be without transportation and emergency supplies. Local government has the responsibility to provide a safety net and, with the assistance of other concerned groups, care for those who cannot care for themselves. This population suffered the most in Hurricane Katrina.

Residents with animals are also vulnerable in an emergency. Many people will not evacuate leaving their animals behind. The Topanga Emergency Plan addresses the needs of animal owners. This work should be expanded and strengthened to encompass more areas in Los Angeles County.

Recommendation 5a:

The County CAO should ensure that responsible County departments strengthen arrangements for pre-emergency purchase and distribution of food, water, and clothing in the event of an emergency. Local resources include stores, department stores, pharmacies, restaurants, grocery stores, schools, places of worship, and social clubs.

Recommendation 5b:

OEM should develop and disseminate materials designed to assist animal owners in an emergency.

Finding 6: Community Emergency Response Teams (CERT) are a vital communications link in the event of an emergency.

The County of Los Angeles and other jurisdictions should support programs that train and encourage citizen volunteers to provide assistance to both their neighbors and emergency responders, building necessary relationships to draw on when emergencies happen. These programs, including ham radio networks and CERT, are necessary for community preparedness. Jurisdictions within the County were national leaders in the development of CERT 20 years ago; and LASD runs a National CERT Conference annually. This year, LASD expects more than 450 participants from around the United States. CERT is well-developed in Los Angeles County with many local fire and law enforcement departments training CERT volunteers. Jurisdictions outside of Los Angeles have sponsored programs that organize block groups into disaster response teams and set up Citizen Corps that meet quarterly to discuss issues and reinforce the importance of preparedness.

Recommendation 6:

The City and County Administrative Officers should expand the resources that support citizen volunteers who provide assistance to their neighbors and emergency responders.

COMMUNICATION IMMEDIATELY BEFORE AND DURING AN EMERGENCY

BACKGROUND

Southern California prepares for earthquakes, fires, floods, landslides, civil unrest, and terrorist acts. These occur without warning. Federal guidelines now call for the development of all-hazards planning. Local agencies have identified several mechanisms to communicate with local residents during an emergency.

If electricity, roads, and radios are in place, mechanisms to communicate include:

- Providing consistent access and messages through a Joint Information Center (JIC), which acts as a single centralized location for media to receive press advisories
- Using each agency's Public Information Officer (PIO) to coordinate the dissemination of information in response to media requests
- Working with the Los Angeles Sheriff's Department to use the Emergency Alert System to disseminate messages.

If infrastructure levels are relatively intact, the County of Los Angeles and other organizations will use, as necessary:

- Preemptive dialing – using telephonic or web-based systems to send an emergency message to designated phones in an identified area
- Amber Alert Notification System, which uses roadway changeable message signs operated by Caltrans
- Voice or text messages sent to cell phones registered for that purpose with police
- Mobile signs from Los Angeles County Department of Public Works.
- Public announcements from law enforcement cars, fire vehicles, and public works vehicles
- Messages on buses: "Stop this bus if you have an emergency" so the driver can radio for help in the event of telephone outages
- Variable messages signs in commercial locations.

In the event of a public health emergency, the communication infrastructure will not be initially compromised. Public Health has prepared a variety of messages in twelve languages to be released to media. In addition, bilingual and multilingual DHS employees have received media training to provide event response messages in their native languages.

If infrastructure is badly damaged or destroyed, tools to spread information to local residents include:

- Emergency responder equipment:
 - Helicopters, police cars, and other vehicles with loudspeakers
 - Ham radio communications networks
- Satellite telephones
- Local loudspeakers that can broadcast messages transmitted from police or other emergency services vehicles
- Flyers and leaflets distributed to homes or posted in common areas.

LASD is in the conceptual stage of a Community Advisory Broadcast (CAB) system which uses the internet, cell phones, Personal Digital Assistants, pagers, air-raid sirens, changeable message signs, and preemptive dialing. Funding has not yet been allocated to develop and implement this program.

COMMUNICATION BETWEEN AGENCIES

BACKGROUND

Emergency responders in the County are justly proud of their emergency preparedness. The California Fire Service has been a leader in the development of mutual aid agreements that have saved lives and property by establishing a framework for organized and disciplined cooperation among fire departments throughout California. LAPD, LAFD, LACFD, and LASD are national leaders in planning and implementing local agreements.

Jurisdictions and agencies in Los Angeles County were instrumental in developing the Incident Command System (ICS) that was adopted statewide as the Standard Emergency Management System (SEMS) and nationally as the National Incident Management System (NIMS). The U.S. Department of Homeland Security has set NIMS as the national standard for the organization of emergency response.

In Los Angeles County, there are:

- 52 law enforcement agencies
- 35 fire departments
- Multiple state and federal organizations, including:
 - California Department of Transportation (Caltrans)
 - State of California Department of Health
 - Federal Bureau of Investigation
 - U.S. Coast Guard
 - U.S. Customs Department
 - U.S. Department of Immigration
 - U.S. Bureau of Alcohol, Tobacco & Firearms
 - U.S. Drug Enforcement Agency
 - U.S. Secret Service

Each organization uses different radio equipment and has control of different frequencies:

- LAPD uses digital UHF for voice and data
- LAFD uses analog 800MHz for voice and digital UHF for data
- LASD uses analog UHF for voice and data
- LACFD uses analog UHF for voice and data
- California Highway Patrol uses VHF for voice and data

- The Countywide Integrated Radio System (CWIRS) on 800 MHZ is used by other County of Los Angeles responders. Public Health has funded additional repeaters for the CWIRS network so that there are fewer gaps in coverage.

Within The County of Los Angeles Department of Health Services, the Emergency Medical Service (EMS) manages a 24-hour operation responsible for monitoring hospital emergency room capacity, and directing public and private ambulances to available facilities. EMS uses LACFD radios to communicate. In a multi-casualty incident, EMS also sends medical teams to the emergency site.

County of Los Angeles Department of Health Services - Public Health is a national leader in its field. Public Health uses CWIRS to communicate and has provided radios to the LACFD Health Hazards Materials Unit to facilitate communication during emergencies. Public Health communications systems support rapid diagnosis and pinpointing of the source of health threats. Two critical communication systems link to hospitals and clinics:

- ReddiNet - connects via the internet all emergency receiving hospitals and the Department of Health Services EMS
- Hospital Emergency Administrative Radio (HEAR) - provides a voice backup for communication to hospitals and between clinics in disasters

The Department of Homeland Security SAFECOM Program's "Interoperability Continuum" defines communication interoperability in five areas: governance, operating procedures, technology, training and exercises, and usage. (Appendix C)

Cooperating city and county agencies in Los Angeles designed the Incident Command System (ICS) to address the need for multiple agencies and jurisdictions to develop and jointly communicate a tactical response to an emergency. The unified command at the command post of an emergency site includes representation from all disciplines and jurisdictions involved in a particular incident. The lead individuals for each agency remain in radio contact with their operational staff and ensure that tactics are communicated and executed. The capacity to patch individuals together, the radio equivalent of a conference call, is provided through fixed and mobile dispatch centers. The ICS is supported by face-to-face, telephonic, and radio communication among agencies and jurisdictions. ICS also provides for communication to and from the command post and the department operations centers and emergency operations centers.

LAPD is also providing multiple command areas with satellite phones. Other jurisdictions also have satellite phones for emergency communication when radios, cell phones, and the landline phone system are not operational.

Los Angeles Regional Tactical Communications System (LARTCS)

To provide additional means of interoperable communications, public safety agencies in Los Angeles County established the Los Angeles Regional Tactical Communications System (LARTCS).

LARTCS is the result of a cooperative agreement to develop the capacity to communicate among responding departments at incidents. The Board of Supervisors, with support from California and U. S. Department of Homeland Security grants, primarily funds the LARTCS infrastructure. No funding for staff has been allocated. LARTCS is governed by an executive committee consisting of representatives from:

- Los Angeles Sheriff's Department LASD (serves as Chair)
- Los Angeles County Fire Department
- Los Angeles County Department of Health Services
- Los Angeles Area Fire Chief's Association (Vice-Chair)
- Los Angeles County Chiefs of Police Association
- Los Angeles Police Department
- Los Angeles Fire Department
- U.S. Secret Service (representing all federal agencies)
- California Highway Patrol (CHP)

This interagency, inter-jurisdictional committee has contracted for the development of radio controllers: Advance Communication Unit (ACU) 1000 and portable Interoperability Communications Unit (ICU) equipment that facilitate emergency communication. Los Angeles Regional Tactical Communications System (LARTCS) enables a variety of different agencies operating from different frequencies to communicate with one another. To date, 45 local police departments and 28 local fire departments have signed the LARTCS Memorandum of Understanding. In addition, 14 allied agencies participate, including the California Highway Patrol, California Army National Guard, Orange County Sheriff, and Ventura County Sheriff. Los Angeles Sheriff's Department, Los Angeles Fire Department, and Long Beach have vehicles with communication interoperability equipment to deploy in the region in the case of emergencies. Testing of LARTCS is conducted twice each week.

An important contributor to the success of this program has been the agreement by all participants to use plain language.

Currently, the County of Los Angeles is implementing LARTCS Phase II - a \$47 million program to build a County-wide network of repeater towers with equipment that will operate in the UHF, VHF, and 800 MHz bands. This network will permit communication among agencies on different frequency bands.

Interagency Communications Interoperability System (ICIS)

The Interagency Communications Interoperability System (ICIS) was started in Glendale, as the first link of what is intended to be a network of multiple independent trunked radio systems that act as linked cells. Individual units roam any cell within the system, maintaining contact with their home system while roaming. Participating cities signing on to the network maintain control of their own radio systems. Since the inception, additional cities have joined ICIS including, Beverly Hills, Culver City, El Segundo, and Montebello.

Standards-Based Shared Platform

The optimal level of communication interoperability, as described in the SAFECOM continuum, is a standards-based shared platform. This platform would permit emergency responders to transmit on a channel as simply as turning a dial. It is a user-friendly means of communication interoperability. As applied to Los Angeles County, this would call for each local jurisdiction in the County to agree to use a single set of frequencies to transmit voice and data. A standards-based shared platform has been proposed by consultants in a report on communication interoperability. The report calls for a trunked system in which radio channels are shared by multiple users. Participating jurisdictions would contribute their frequencies. The proposed system would use UHF for voice transmission and 800 MHz for data.

The barriers to implementing a standards-based shared platform in the Los Angeles County area include:

- A system would cost hundreds of millions of dollars
- A system would require agreement by more than 85 agencies
- A system would require several years to put in place
- Each local agency is in a different state of satisfaction with its equipment; some agencies have recently upgraded their equipment
- Governance issues are significant: how to pay for the system, who makes decisions about upgrades and maintenance, what protocols will be used for the system, is central dispatch possible
- Not everyone agrees that firefighters and law enforcement officers need to speak with one another regularly
- There is no agreement on communication interoperability standards among manufacturers. Once a system selection is made, purchasers are dependent on the selected manufacturer for parts and support
- A system would be difficult to install because it would require expansion of existing sites and many more towers and repeaters than in the current analog systems due to the shorter range of digital signals

In 2005, the Radio Interoperability Steering Committee (RISC) was formed to monitor and evaluate a consultant's study of a proposed County-wide consolidated radio system. RISC membership includes the leaders of:

- Los Angeles Fire Department
- Los Angeles Police Department
- Los Angeles City Administrative Office
- Los Angeles County Fire Department
- Los Angeles Sheriff's Department
- Los Angeles County Chief Administrative Office
- Los Angeles County Department of Health Services
- Los Angeles Area Fire Chief Association
- Los Angeles County Chiefs of Police Association
- California Contract Cities Association (local representation)
- Independent Cities Association (local representation)

Radio Interoperability Steering Committee (RISC) has agreed to develop a strategic plan for the construction of a shared voice and data radio system for all public safety users in jurisdictions within Los Angeles County. RISC recommends a governing board to propose the operational, technical, and financial aspects of the system. This regional structure is endorsed by the Department of Homeland Security.

Emergency Data Communications Systems

Jurisdictions within Los Angeles County are also improving their emergency data communication:

- **Emergency Management Information Systems (EMIS)** is a system established and maintained by OEM, is used by jurisdictions within the County for emergency data communication. EMIS gathers input from local jurisdictions and emergency responders to a single web-based database that provides information for requesting Federal and State assistance. Participating jurisdictions input status including damage assessment, capacity to handle the emerging situation, and the need for additional resources.

This system transmits data between the EOC and DOC. In the event of internet failure, a dedicated satellite-based, computer network will provide the information. EMIS links all 88 cities, 103 school districts, and all County of Los Angeles departments with the EOC.

- **Emergency Business Information System (EBIS)** established by the City of Industry is a database on every business in the City of Industry, and which includes: hazardous materials risks, floor plans, plot plans, number of employees, time of operations, and emergency contacts.

Emergency Business Information System (EBIS) is administered by the City of Industry and used by both Los Angeles County Sheriff's Department (LASD) and Los Angeles County Fire Department (LACFD). LACFD is interested in expanding the system to other locations in the County. EBIS is currently being used in East San Gabriel Valley communities. EBIS includes many of the features used in Tacoma, Washington's "Rapid Responder" program. Rapid Responder uses internet and computer technology to provide vehicle-mounted computer access to such items as mapping, blueprints, photos, and hazardous materials location data. (Appendix B)

- **The Los Angeles Regional Common Operational Picture Program (LARCOPP)** is a cutting-edge development in the early stages of deployment. This sophisticated system provides rapid, clear data communication to and from an incident command post. LARCOPP is funded and recognized by the Department of Homeland Security as a benchmark program.

A Geographic Information System (GIS) provides a website that displays information on maps in emergency operations centers. LARCOPP transfers data through the use of Department of Homeland Security satellite resources, which allows it to function in the face of severe damage to the County's communication infrastructure. LARCOPP allows incident commanders to share information with other commands and headquarters quickly and accurately.

Data sources for LARCOPP include forward deployable unmanned wireless cameras. Plans for future implementation are to provide field commanders with real time information on the location and status of responders.

- **Public Health's Emergency Information Systems (EIS)** inform identified health partners, including 80 hospitals and clinics and more than 30,000 doctors. EIS includes:
 - A website for both the public and identified private health partners - www.labt.org
 - Health Alert System Training and Education Network (HASTEN) – a secure communication portal for healthcare professionals and emergency response partners
 - Pagers, broadcast fax, cell phones, and satellite phones to alert community partners

Related Issues

While current systems have served the area needs to date, there is interest in migrating to a standards-based shared platform. This trend is affected by several related issues, including:

- **Replacing elements, such as radios, data terminals, or repeaters, of a communication system is expensive.** Some jurisdictions extend the life of equipment even when it is approaching obsolescence. As examples:
 - Some equipment used by County of Los Angeles departments is 30 years old with an estimated remaining life of 12 to 18 months. Parts are no longer available. The County obtains cast-off equipment from other jurisdictions for replacement parts.
 - The Sheriff uses Mobile Data Terminals (MDTs). This equipment does not have the robust capacity of the Mobile Data Computers that are now the standard for law enforcement vehicles. Transmission of data, such as pictures or fingerprints, is not possible with MDT's.
 - Los Angeles Police Department (LAPD), in 2004, completed a nine-year, \$250 million project to upgrade its radio and data equipment to digital. LAPD, in 2006, identified the need to acquire new equipment because the manufacturer announced that it will cease providing parts and support in 2007.

Under the umbrella of the Consolidated Fire-Sheriff Communication System, the County is developing a Request for Proposals for a single County radio voice and data system.

U.S. Department of Homeland Security guidelines for grants to purchase radio and data communication equipment require enhanced regional communication interoperability. Los Angeles has been designated to administer the U.S. Department of Homeland Security Urban Areas Security Initiative (UASI) grant for the Los Angeles-Long Beach region. The County of Los Angeles has been designated to administer the State Homeland Security Grant Program (SHSGP) for the Los Angeles County Region Operational Area. (Appendix D).

- **Capital funding is usually limited to equipment acquisition, installation, and initial training. Operations, maintenance, and ongoing training costs are not covered and are not always funded.** Training for technical specialists to install, operate, and maintain equipment is central to effective use of equipment. Training for law enforcement officers, firefighters, and other emergency responders is expensive, mandatory, and difficult to schedule.

- **There are hurdles to be overcome with 800 MHz communications.** Cell phones and walkie-talkie features interfere with emergency responders' radios when used near cell phone towers. In return for receiving the former emergency responders' channels, Nextel has agreed to pay the costs for moving public safety equipment to one end of the 800 MHz spectrum. The Los Angeles area will not begin negotiations on this issue until the end of 2006. Decisions to replace equipment will need to take into consideration the need to move to new 800 MHz frequencies. In addition, there have been reports of frequency conflicts with stations in Mexico, which will have to be resolved by the U.S. State Department. This may further delay the relocation.
- **The Federal Communications Commission (FCC) has announced that it will establish the 700 MHz band as a public safety band.** Implementation of this band will not happen before 2009.
- **FCC is requiring agencies to transmit in a narrow band, increasing the number of available channels.** The requirement will go into effect in 2013 for channels 500 MHz and below. Although narrow banding can be either analog or digital, most new equipment is digital.

FINDINGS AND RECOMMENDATIONS:

Finding 7: Ham radio operators augment communications in the case of major infrastructure damage.

Ham radio operators provide an important channel when the rest of the communication infrastructure collapses. This situation happened in Los Angeles during the 1994 Northridge earthquake.

Recommendation 7:

The City and County Administrative Officers should offer incentives and encourage programs that capitalize on the talents and interest of ham radio operators

Finding 8: Residents in Los Angeles County will benefit from moving towards increased communication interoperability.

Currently, the best practice recommended by the U.S. Department of Homeland Security is a standards based shared platform because of its user-friendly ability to quickly connect among emergency responders. With the rapidly-changing opportunities provided by technical innovation, it is likely that this best practice will be replaced by different technology. As an example, New York State is investing in a state-wide emergency communication system that uses satellite equipment and Internet Protocol radio capability.

Moving Los Angeles County jurisdictions to increased communication interoperability will be facilitated if the governance board can serve as the forum to resolve the issues. Communication interoperability can be increased incrementally if independent procurement decisions support that goal. Over time, this will permit migration of the equipment used by all emergency responders to a common standard, while realizing the maximum benefit from existing systems. Ultimately, changes in procurement should reflect the current mutual aid practices that share resources beyond the borders of Los Angeles County.

While much of this report has focused on police and fire communications, communication needs of other responder agencies must be considered and funded. In devastating natural disasters, Emergency Medical Services, Public Health, and Coroner employees need to deal with a disease outbreak. Department of Public Works staff members will be needed to clear roadways and excavate emergency routes for emergency responders. Animal control departments need to assure the safety of animals and the public.

Recommendation 8:

The Los Angeles County Board of Supervisors and the Mayor of Los Angeles should ensure that the Governance Board proposed by Radio Interoperability Steering Committee (RISC) is adopted and should pursue the development of county-wide communication interoperability, using a standards-based shared platform.

Finding 9: LARTCS will continue to be needed.

LARTCS is needed to provide emergency communications links to state, federal, and other jurisdictions, even if jurisdictions move to a standards-based shared platform or participate in a proprietary, shared platform such as ICIS. LARTCS will be required to provide links to jurisdictions not on the platform, e.g., Orange County agencies, Ventura County agencies, federal or state agencies, and assisting agencies from other states.

Recommendation 9:

LASD and LAPD should ensure the completion of Phase II of LARTCS and continue to request funds for the acquisition of LARTCS equipment, maintenance, training, and operations.

Finding 10: Emerging technology can significantly increase communication capabilities and make them more resistant to infrastructure damage.

Emerging technologies hold great promise for strengthening emergency communication in Los Angeles County. The Los Angeles Regional Common Operational Picture Program (LARCOPP) and Emergency Business Information System (EBIS) increase the ability to respond quickly and effectively. Furthermore, the emergency response in the County will be more resistant to damage of its infrastructure.

Emerging technologies are powerful and expensive, a financial burden that may surpass the resources of any one agency. It is incumbent upon elected officials in the County, to join forces in collaborative efforts to share systems, technology, and resources.

Recommendation 10:

The LACFD Chief, LAFD Chief, LAPD Chief, and the Sheriff should continue to pursue the adoption of promising communication technology.

Finding 11: Insufficient resources are provided to train workers needed to operate and maintain emergency communication systems.

New technologies that provide additional communication interoperability are often complex. They are typically purchased with grant or capital funds. Often the grants or voter-approved bond funds do not provide for training, operations, and maintenance resources needed to keep the systems in working order. These activities must be funded by local government.

New and interoperable communication systems must compete for funding with a large number of other pressing needs. When communication systems are replaced, capital funds are allocated for a new system. In some cases, the purchase includes an initial order of replacement parts and components and initial staff training. Subsequent operations, training, maintenance staff resources, and parts require local funding.

Recommendation 11:

The City and County Administrative Officers require that proposals for new communication systems or major system improvements specify the life cycle cost of operations, maintenance, and training, and allocate funds as required.

Finding 12: The use of communication systems for extended periods can be hampered by shortages of parts and maintenance training.

As the systems age, manufacturers of the systems no longer produce parts and components.

Recommendation 12:

When Los Angeles City and County purchases new communication equipment, bid documents should require suppliers to offer maintenance parts, training, and related services throughout the life of the system.

APPENDICES

APPENDIX A

ORGANIZATIONS REVIEWED

- City of Industry
- Lancaster
- Long Beach
- Los Angeles Emergency Preparedness Department
- Los Angeles Fire Department
- Los Angeles County Office of Emergency Management
- Los Angeles County Fire Department
- Los Angeles County Sheriff's Department
- Los Angeles County Department of Public Works
- Los Angeles County Internal Services Department
- Los Angeles County Department of Health Services – Public Health
- Los Angeles Police Department
- Pasadena Unified School District
- Disaster Management Area D
- San Diego County
- New York State Emergency Management Agency
- Orange County Emergency Operations

APPENDIX B BEST PRACTICES

Portland Oregon Emergency Management is distinguished by efforts to involve the community in emergency preparedness from the beginning. For example:

- An online forum for the community to respond to the Draft Hazard Mitigation Plan
- Several POEM sponsored/encouraged community organizations that focus on emergency preparedness
- Informative and interactive website (<http://www.portlandonline.com/oem>) which includes online publishing of the Portland Hazard Mitigation Plan
- Neighborhood Emergency Teams (NET) for which POEM offers 26 hours of free NET training
- The Portland Citizen Corps Council that commenced on January 21, 2006

Emergency Management Municipal Outreach Program, Orangeburg County, SC is an outreach program developed to reach the 17 municipalities in the County to improve their understanding of the County's and the state's emergency management programs, policies, principles, and procedures. It is an effort to equip the municipalities to prepare themselves for dealing with emergency situations and improve their abilities to respond to an emergency or disaster in their area.

The program also provides for enhanced communications and collaboration among the County emergency management program and the municipal leaders before, during, and after a disaster. Additional benefits of the program are improved warning capabilities for the small municipalities and help for the municipalities to develop their own local programs, plans, and procedures. The program provides:

- Technical assistance
- Development of prototypes, templates, and guidelines for emergency plans and procedures for the municipalities
- Technical assistance in the use of an internet-based crisis management program that provides real-time, emergency-event related information to the municipalities

Animal Disaster Preparedness Education and Response Unit, Volusia County, FL: Animal Control Services remodeled a 14-passenger public transportation bus that is taken to schools and special events to teach the importance of animal disaster preparedness. The facilitator can take children and adults on board and teach them how to prepare at home or, if they must evacuate, what they need to take with them. This program is put on year round to all the residents of Volusia County. The bus also serves as a mobile command unit during an event to coordinate resources and the County's Animal Life Emergency Response Team (ALERT).

Immigrant Emergency Communications Program, Orange County, NC:

The Immigrant Emergency Communications Program was jointly created by Orange County Emergency Management and Orange County Health Department to reduce injury and deaths within the non-English speaking community as a result of disasters. This program was created in response to the December 2002 ice storm that led to many deaths within many Latino communities in North Carolina due to carbon monoxide poisoning. The program implements services designed to introduce emergency preparedness and response information in the native language of the community, such as emergency preparedness training, printed emergency information in the population's native language, interpreter training for emergency shelter volunteers, paid radio advertisements with emergency preparedness information, and meetings with organizations that serve these populations to share information on how best to improve their services. The Immigrant Emergency Communications Program's success is evidenced by the increased number of Latinos that have used the emergency shelters during winter storms since the December 2002 storm.

Community Emergency Response Team (CERT) Neighborhood Recognition Program, York County, VA:

The Community Emergency Response Team (CERT) Program focuses on an organized neighborhood with subdivisions that have identifiable associations. Neighborhoods who meet the program criteria can participate and receive recognition for their efforts with the CERT NEIGHBORHOOD sign. The CERT neighborhood recognition program provides distinction to neighborhoods that are committed to train, organize, and prepare for disasters. Through this program, the goal is to create self-sufficient neighborhoods in disasters.

General Populace Emergency Evacuation Signage, Okaloosa County, FL: The purpose of the program is to improve emergency evacuation procedures for residents and tourists during hurricane seasons. Essentially, the County marks specific roadways with low cost, easy to install signage that can be quickly replaced if stolen or lost in high wind conditions. This program fills a gap by the state. State roadways are marked as evacuation routes, but County-maintained/owned roads are without signage. This program fills that gap and resolves confusion that might otherwise result during evacuation along County roads.

Media Contact Training- Sarasota County, FL: First-responder training was provided to the media contacts responsible for communicating with the public during a disaster in Sarasota, Florida. Participants were trained in language choice and other techniques designed to provide information to keep the public calm and focused.

Community Emergency Preparedness Workbook and Guidelines, Macomb County, MI:

A workbook and guideline publication was developed that addressed the call of Secretary Tom Ridge of the Department of Homeland Security with his Citizen Preparedness "Be Ready" Campaign to "Make a Kit, Make a Plan, and Be Informed." This workbook and guide addresses all of the planning and preparedness issues that citizens must undertake to ensure that they are prepared, not only for terrorist attacks, but for any disasters. Easy to follow steps lead the reader through the many issues of home, car, and work preparedness; understanding the security advisories; and suspicious activity guidelines. A follow-up of personal visits to distribute and explain the booklet was then implemented to ensure the proper application of the information as per the guidelines.

Citizen Corps, Platte County, MO:

The primary focus of the Citizen Corps is to establish communication among local elected officials, emergency response organizations, charitable groups, and residents. In 2002, Platte County organized the region's first Citizen Corps meeting. The Citizen Corps was derived from President Bush's Freedom Corps initiative as a way to involve community volunteers after 9/11. Essentially, the Platte County Citizen Corps allows the County to call on community volunteers in time of crisis to augment or expand government services. At its most basic level, Citizen Corps presents a quarterly meeting place for key elected officials and emergency response organizations to communicate. Since the initial meeting, the Citizen Corps has expanded its focus to prepare residents against more common events, such as weather-related disasters. In 2004, it will host several CERT training courses focused on fire suppression, disaster medical techniques, and search-and-rescue operations. By providing this training, the Citizen Corps hopes to increase the number of residents who are ready to respond to unexpected events.

Pierce County Neighborhood Emergency Teams, Pierce County, WA:

PC-NET (Pierce County Neighborhood Emergency Teams) is a neighborhood-oriented approach to emergency response. Major disasters stretch County resources to their limits. It is estimated that regular emergency services will be unable to respond to most calls during the first 72 hours following a major disaster, such as a severe earthquake. The number of people who will need help and the inaccessibility of many neighborhoods, due to damage and debris, will prevent immediate aid. If individuals and their neighbors are prepared to assist each other during these critical hours, lives can be saved, property can be spared, and emergency services can be freed to respond to the most devastated areas. PC-NET's overall purpose is to enable neighborhoods to be self-sufficient for a minimum of 72 hours following a major disaster. This will be accomplished partly by organizing block groups into six disaster response teams: communications, damage assessment, first aid, safety and security, light search and rescue, and sheltering and special needs. A County whose population is prepared at home will see a reduction in the need for police, fire, and emergency response.

Innovative Emergency Preparedness Tools, City of Tacoma, WA: Tacoma, Washington, has employed a Web-based emergency response solution that allows police, fire, and emergency personnel to access and analyze critical information (such as floor plans, photos, utility, or shut-off locations) for government facilities, commercial buildings, and any site frequented by large groups of people. They can access this information via a wireless internet connection and a laptop computer. The product (called “Rapid Responder”) also allows emergency responders to create incident command and control plans and communicate in real time among local, state and Federal agencies on a regional or national basis via a secure internet connection.

A prototype of the Rapid Responder product was initially developed by Pierce County, Washington, in a joint public-private venture. The County teamed up with local security application company, Prepared Response, Inc. The company has since redeveloped the product, and is now licensing its Rapid Responder product to a variety of municipalities and government jurisdictions. Rapid Responder is a software system that uses existing internet and computer technology to provide multi-agency, first responders with instant vehicle-mounted laptop and desktop computer access to:

- On-line mapping and directions to specific emergent incidents
- Building floor plans and blueprints
- Digital interior, exterior site photos to disseminate on-site
- Incident plans and logistical information including site evacuation plans in the event of violence or natural disasters, such as earthquakes, tornadoes, and floods.
- Use of the Incident Command System (ICS)
- Local, regional, and national real time communication via secure connection
- Emergency contact information
- Hazardous materials database (including handling and exposure treatment protocols)
- Hospitals and other medical services regarding patient condition and bed availability for small and mass casualty events
- Collapse zone assessments around major structures to help protect responders and residents
- Pre-incident fire planning as required by local and state laws

Immediate access to this type of information can help emergency responders quickly contain and mitigate life and property threatening incidents. In fact, an early version of the Rapid Responder product was instrumental in containing an incident at a local high school where a live hand grenade was found in a locker. From floor plans and digital photos available through Rapid Responder, the bomb squad pinpointed the grenade's location and determined that their bomb disposal robot could access the location.

WXGM Radio Agreement, York County, VA: York County, Virginia, is a coastal community prone to a number of natural hazards, such as hurricanes and winter storms. Getting information to County residents during any of these emergencies has been a persistent problem. The media becomes overwhelmed with all the information from various jurisdictions during emergencies. Because the media condense and summarize information and actions being taken within the larger jurisdictions in their markets, the residents of the smaller jurisdictions often wonder about services and emergency status in their communities or make assumptions based on information intended for residents of other communities. Although the local radio station WXGM is located in a neighboring jurisdiction, its broadcast signal is strong enough to reach all of York County's residents. York County coordinated with the Station Manager to draft an agreement between the two parties on some specific emergency operational details. WXGM agreed to broadcast during their regular news program the times that York County residents can tune in to get York County specific messages during emergencies or disasters.

Los Angeles County Topanga Emergency Preparedness Project: In April 2001 the Los Angeles County Office of Unincorporated Area Services (OUAS) selected Topanga Canyon as a location to pilot emergency management planning for unincorporated areas. Topanga Canyon is a community of more than 10,000 people uniquely vulnerable to fast-moving wildfires, earthquakes, floods, and land slides. Since early 2004, approximately 60 community members and personnel from County of Los Angeles and California agencies have worked to develop a joint emergency management plan that is customized for Topanga Canyon. This plan included two communications elements that are best practices.

Emergency Notification Systems

In Topanga Canyon, there is a Topanga Coalition for Emergency Preparedness hot line, web site, and Family Radios Service (FRS). Note: FRS radios are compact, handheld, wireless, two-way radios that provide clarity over a relatively short range. FRS radios operate on any of 14 dedicated channels, designated by the Federal Communications Commission expressly for FRS radio use in neighborhoods. Community Alert Networks and FRS combine to alert residents to emergency situations.

Communication and Education Plans

For Topanga Canyon, the communication process to the community included several methods of communication. The first is “The Topanga Disaster Survival Guide.” This graphically appealing booklet was distributed to all residents and businesses in the Canyon. It contains emergency preparedness information that is customized to the Topanga Canyon community and includes emergency evacuation routes and procedures, as well as maps illustrating the Community Safety and Neighborhood Survival Areas.

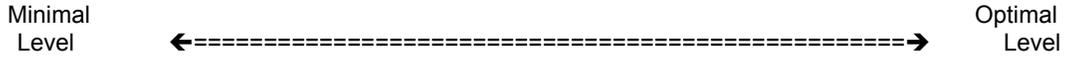
Another communication vehicle is the web site www.topangasurvival.org. This site provides additional copies of the Survival Guide, as well as copies of the forms to be used to develop individual family emergency plans. Key portions of the Survival Guide are available in Spanish on the web site. Future plans for the web site include establishing links to emergency preparedness and other resource organizations, as well as articles providing more detail about specific topics in the Survival Guide, including preparation for equine and other animal evacuation.

In addition, the Survival Guide has become a vehicle to further neighborhood conversations and planning. Neighborhood meetings, conducted by both community representatives and first responders, have been held throughout the Canyon. The results of these meetings are organized plans for each neighborhood.

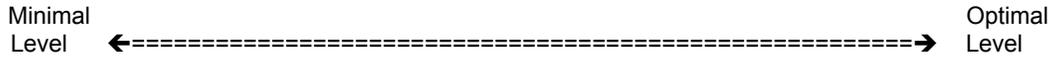
In September 2005, the Survival Guide was announced at a press conference held during a community emergency preparedness fair. Several hundred people enjoyed the displays, demonstrations, and materials provided by public agencies and private vendors.

Additionally, the local newspaper has given significant coverage to planning efforts and the emergency preparedness messages. A column titled, “Topanga Tim,” offers advice weekly to residents through vignettes.

APPENDIX C
SAFECOM INTEROPERABILITY CONTINUUM
CURRENT PRACTICES OF LOS ANGELES AREA AGENCIES



Governance	Individual Agencies Working Independently	Informal Coordination Between Agencies	Key Multidiscipline Staff Collaboration on a Regular Basis	Regional Committee Working w/a Statewide Interoperability Committee
	<ul style="list-style-type: none"> ● Sheriff's Dept. Managers meet weekly for 2-3 hours to discuss security and emergency planning. 	<ul style="list-style-type: none"> ● Regular networking going on among all agencies. 	<ul style="list-style-type: none"> ● Multiple incident planning exercises occurring on regular basis among agencies. 	<ul style="list-style-type: none"> ● California has set up a Golden Guardian Program, not yet fully implemented. ● California has an operational SIEC http://www.npstc.org/siec/c/siec.jsp
Standard Operating Procedures	Individual Agency SOP	Joint SOPs for Planned Events	Regional Set of Communications SOPs	National Incident Management System Integrated SOPs
				<ul style="list-style-type: none"> ● NIMS is implemented – based on Calif. agencies design.
Technology	Swap Radios	Gateway/Shared Channel	Proprietary Shared Systems (PSS)	Standards-based Shared Systems
	<ul style="list-style-type: none"> ● Police Department radio in each Fire Department vehicle. 	<ul style="list-style-type: none"> ● All agencies can share channels at emergency sites with either dispatch assistance or ICU mobile van. ● ACU 1000 based LARTCS provides a sophisticated Countywide gateway system. 	<ul style="list-style-type: none"> ● County will be preparing a Statement of work to develop an RFP for a common County-wide system. ● May end up to be standards based rather than proprietary. ● ICIS is a six-city example of an existing PSS within the County. 	<ul style="list-style-type: none"> ● Potential long-term direction. Many financial and administrative hurdles to overcome. 15+ years to fully implement. Conservatively estimated at \$400 million; most believe well in excess of that. ● Governance model missing for radio upgrading, maintenance, and channel and trunk assignment. County of Los Angeles Fire Department has drafted a model for consideration by agencies.



Training & Exercises

General Orientation on Equipment	Single Agency Tabletop Exercises	Multi-Agency Full Functional Exercise Involving All Staff	Regular Comprehensive Regional Training Exercises
<ul style="list-style-type: none"> LAPD 3 hours training Sergeant's school, 2 hours training in Watch. 		<ul style="list-style-type: none"> LAFD, LAPD Drill together weekly. Pasadena agencies do "joint" tabletop exercises to work on coordination. Twice a week, 90 users participate in a test of LARTCS. Includes ambulances, US Coast Guard, National Guard, and Federal Agencies. 	<ul style="list-style-type: none"> Regular multi- agency drills are taking place; issues in scheduling to avoid redundancy.
Planned Events	Localized Emergency Incidents	Regional Incident Management	Daily Use Throughout Region
		<ul style="list-style-type: none"> Multi-jurisdictional incident command centers used regularly per NIMS. No regular use of shared platform in LA County. 	<ul style="list-style-type: none"> No regular use of shared platform in LA County.

Usage

APPENDIX D

**U. S. DEPARTMENT OF HOMELAND SECURITY GRANT FUNDING
PROGRAMS
URBAN AREAS SECURITY INITIATIVE
AND
STATE HOMELAND SECURITY GRANT PROGRAM**

The U.S. Department of Homeland Security provides emergency preparedness grant funding via State Homeland Security Grant Program (SHSGP) and the Urban Areas Security Initiative (UASI).

The SHSGP consists of the County of Los Angeles and the 88 incorporated cities in the Los Angeles Operational Area.

The UASI includes the County of Los Angeles, Long Beach, Los Angeles, and 16 other contiguous cities.

The approval structure for both funding streams consists of two levels:

SHSGP Grant Planning Task Force
with 22 voting members

LA City Fire Department
LA City Police Department
LA City Emergency Preparedness
Department
Fire Chiefs Association
Police Chiefs Association
LA County Department of Public Works
County Sheriff's Department
County Office of Emergency Management
LA County Department of Health Services
LA City Department of Airports
LA County Terrorism Early Warning Group
LA County Fire Department
LA County Coroner
Disaster Management Area Coordinators (8)
Los Angeles County Contract Cities Assoc.

And one non-voting member
Governor's Office of Emergency Services

UASI Urban Area Working Group
with 14 voting members

LA City Fire Department (2)
LA City Police Department (2)
LA City Emergency Preparedness
Department
Fire Chiefs Association
Police Chiefs Association
LA City Department of Water and
Power
County Office of Emergency Management
LA County Department of Health Services
LA City Harbor Department
LA Department of Airports
LA County Fire Department
LA County Sheriff's Department

The Task Force and Working Group each make recommendations to an Approval Authority:

SHSGP with five voting members:

LA County Sheriff
LA County Fire Chief
LA County Public Health-EMS
Fire Chiefs Association
Police Chiefs Association

and three non-voting members:

LA City Police Department Chief
LA City Fire Department Chief
County Chief Administrative Officer

UASI with nine voting members:

LA City Chief of Police
LA City Fire Chief
LA County Sheriff
LA County Fire Chief
LA City Dept of Airports – Chief of Police
LA City Harbor Dept-Chief of Police
LA County Dept of Health Services
Police Chiefs Association
Fire Chiefs Association

Communications is a current funding priority at all levels of government

U.S. Department of Homeland Security: “Strengthen communications capabilities” is number six of fourteen priorities.

Governor’s Office of Homeland Security: “Strengthen interoperable communication capabilities” is number one of fourteen priorities.

Los Angeles Operational Area: “Strengthen flow and security of real-time data, voice, and video across agencies, disciplines, and jurisdictions” is number two of six priorities.

Recently issued fiscal year 2006 changes in application guidelines include: “All applications must include a 10% allotment for training purposes, specifically on equipment that was purchased and successful courses that have been developed.”

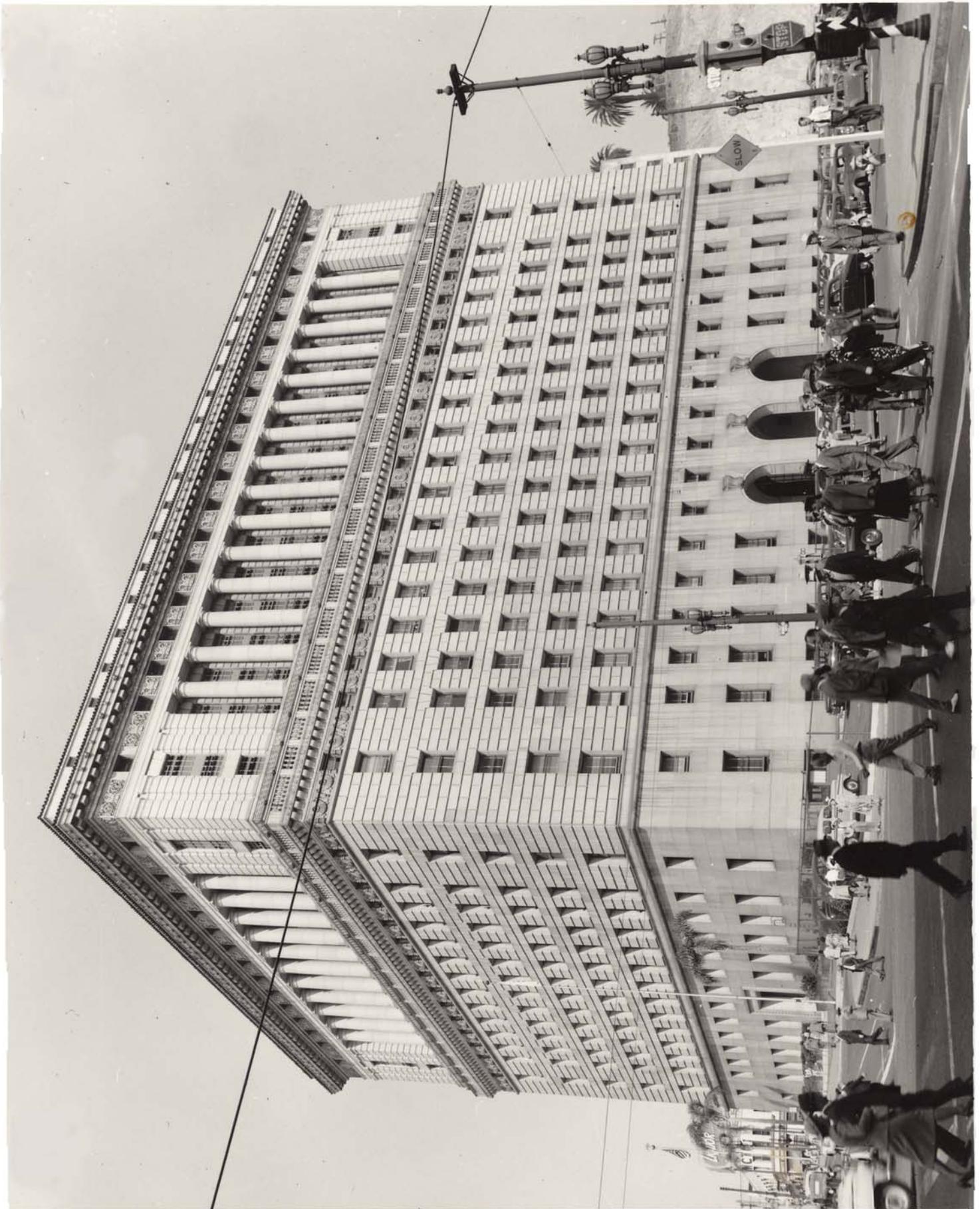
APPENDIX E
GLOSSARY OF ABBREVIATIONS

CAB	Community Advisory Broadcast - program in early design stage to coordinate a variety of media to communicate with the public
CAN	Community Alert Network - used in Topanga Canyon to inform residents of emergencies
CEOC	County of Los Angeles Emergency Operations Center - operated and maintained by OEM
CERT	Community Emergency Response Team - volunteers trained to provide assistance to their neighbors
CWIRS	County-Wide Integrated Radio System - radio system used by County departments other than Fire and Sheriff (e.g., DHS, ISD, DPW)
DHS	County of Los Angeles Department of Health Services
DOC	Department Operations Center - established to coordinate departmental responses to emergencies
DPW	County of Los Angeles Department of Public Works
EBIS	Emergency Business Information System - database with plans and hazardous materials information on businesses, first established by the City of Industry
EMIS	Emergency Management Information System - established and maintained by OEM, an internet-based database for gathering input from local jurisdictions and emergency responders on conditions and needs during an emergency
EMS	Emergency Management Service - Los Angeles County Department of Health Services operation responsible for directing ambulances to available hospital emergency rooms
EOC	Emergency Operations Center - established to coordinate responses to emergency; OEM operates the County EOC, called CEOC
ESP	Emergency Survival Program - with materials developed and prepared by OEM
FCC	Federal Communication Commission - regulates the use and allocation of frequencies in the United States
FEMA	Federal Emergency Management Administration
GIS	Geographical Information System
HASTEN	Health Alert System Training and Education Network - secure communication portal for healthcare professionals and emergency response partners
HEAR	Hospital Emergency Administrative Radio - a voice backup for communication to hospitals and clinics in disasters

ICIS	Interagency Communications Interoperability System - network of multiple, independent, trunked radio systems used by Glendale and four other cities in Los Angeles County
ICS	Incident Command System - model approach to coordinating the activity of emergency responders
ISD	County of Los Angeles Internal Services Department
JIC	Joint Information Center - deployed at emergencies to coordinate media interactions
LACFD	Los Angeles County Fire Department
LAFD	Los Angeles Fire Department
LAPD	Los Angeles Police Department
LARCOPP	Los Angeles Regional Common Operational Picture Program – system in early stages of deployment that provides transmission of data relevant to emergency to and from the command post to DOCs and among DOCs and the CEOC
LARTCS	Los Angeles Regional Tactical Communications System - a radio system that can patch various agencies together across different radio channels and frequencies
LAUSD	Los Angeles Unified School District
MDT	Mobile Data Terminal - largely obsolete technology used by LASD to transmit information to and from vehicles
MHz	Megahertz
NIMS	National Incident Management System – a Federal approach to SEMS, based on ICS, to coordinate the activity of emergency responders
OEM	Office of Emergency Management
OUAS	Office of Unincorporated Area Services
RISC	Radio Interoperability Steering Committee
SAFECOM	Federal program that focuses on wireless Safety Communications interoperability
SEMS	Standard Emergency Management System - State of California approach, based on ICS, to coordinate the activity of emergency responders; NIMS is based on SEMS, and is now the nationwide approach
SIEC	Statewide Interoperability Executive Committee
UASI	Urban Area Security Initiative
UHF	Ultra high Frequency
VHF	Very high Frequency

HALL OF JUSTICE

**Adele Coy, Chair
Regina Block, Vice Chair
Octavio E Chavez, Jr
Marilyn Holley**



HALL OF JUSTICE: THE MONEY PIT?

EXECUTIVE SUMMARY

The Hall of Justice (HOJ), located at 211 West Temple Street, was built in 1925 and is now considered an historic building. The HOJ was evacuated and abandoned after the Northridge earthquake in January 1994 and red tagged as “unsafe”. Thereafter, all employees and offices were relocated around the County with operating leases put into effect. During re-inspection in 1998, the building was found to have been red tagged in error; all damage was superficial and/or cosmetic. It was determined that with proper retrofitting, repair, and renovating much of the historical integrity of the structure, the HOJ could again be occupied.

Following the 1994 earthquake, Los Angeles County was awarded a Federal Emergency Management Administration (FEMA) Grant of \$16 million specifically for seismic retrofitting and hazard mitigation of the HOJ. Due to non-compliance with FEMA requirements, the County has not received any money to date from the Federal Government. The FEMA Grant will expire in 2006. Urgent compliance with the FEMA Grant is necessary so that \$16 million is not lost.

Hundreds of thousands of dollars have been spent attempting to set a plan in motion for the expenditure of hundreds of millions of dollars for an unknown project. The exact amount of monies spent to date and those needing to be spent in the future, to either repair the building or sell it, must be determined and a firm project plan must be put in place.

METHODOLOGY

Interviews were conducted with employees of the Chief Administrative Office (CAO) and the Department of Public Works (DPW), and documents were reviewed. The County of Los Angeles Civil Grand Jury was given a tour of the entire building and observed first hand the deterioration as well as artistic and functional attributes.

PURPOSE

- To investigate reasons the HOJ has been left vacant for twelve years
- To investigate what efforts have been made by the County to rehabilitate and use the building or sell it
- To determine how much money has been spent in all previous attempts to rehabilitate the property for county use or other purposes
- To determine how much money is needed in order to make the HOJ habitable

HISTORICAL

Built in 1925, the oldest structure in the civic center was designed in the architectural style known as Beaux Arts. This was a combining of classical Greek and Roman Architecture with Renaissance ideas, which was the favored style of its time for grandiose public buildings. The grand entrance hall with its marble walls and floors, chandeliers, fine polished woods, majestic staircases and polished brass banisters made an impressive statement for all who entered the building.

In its tenure it housed the famous and infamous, during life in its upper floor jails, and during death in its Coroner's Office. It was the site of many sensational trials such as Bugsy Siegel, Charles Manson and Sirhan Sirhan. The Coroner's Office processed the likes of Marilyn Monroe and Robert Kennedy. The building was further renowned as a site location for many movies and TV shows.

This was the home of the criminal courts and Sheriff's Department for many years. It was also the home of the Coroner's Office, Detective Bureau, narcotics evidence holding area, illegal firearms confiscation holding area, and home to all records for these respective departments.

FINDINGS

The Northridge Earthquake occurred on January 17, 1994. The HOJ was immediately vacated and red tagged as unsafe. All county personnel were relocated with many operating leases put in place.

Following the earthquake the County was awarded a FEMA Grant of \$16 million for the repair of the HOJ. The grant was divided into two parts:

- a) \$8 million for seismic retrofitting
- b) \$8 million for hazard mitigation

The parameters of the grant require money to be expended for the project before reimbursement will be made by FEMA. To date none of the FEMA funds have been released as no project has been approved to go forward. The FEMA grant monies are still in the coffers of the Federal Government and due to expire in 2006.

The HOJ is a 538,000 square foot building eligible for registry with the State Office of Historic Preservation; therefore, Los Angeles County is mandated to retain the historic fabric of the building in any renovation project. Pursuant to agreement, some of the items the County will save and restore are the brass railings (which were kept polished by inmates), all chandeliers, one complete courtroom, the library, and a representative jail cell (which will be housed in a museum area in the basement). Additionally, all of the marble floors, walls, and trim in the lobby and adjacent areas will be restored.

Many windows in the HOJ are open or broken, exposing the building to birds, vermin, and the elements. The elevator shafts are sitting in multiple feet of stagnant water. Asbestos has been found in the building, ceilings and walls are decomposing, and peeling lead paint are subjects of hazardous material removal.

1997 – Three years after closing

The County of Los Angeles began to investigate the possibility of selling the building to the City of Los Angeles. Negotiations were broken off due to the escalating costs of renovation and the City's reluctance to purchase due to concerns that the building would not meet necessary requirements.

1998 – Four years after closing

It was determined that the building was still structurally sound and that it had been red tagged in error. The CAO's office then made a recommendation that the Board of Supervisors (BOS) pass a Resolution and Notice of Intent to consider proposals for the rehabilitation and reuse of the HOJ.

As part of the discussion, the CAO's office speculated that if the building were sold, leased outright, or leased with a leaseback, the County would receive an economic benefit to the General Fund through increased revenues.

December 1998 – Four years 11 months after closing

The BOS approved a two-step Request for Proposal (RFP) seeking qualified entities for the lease, lease/leaseback, sale/leaseback or sale of the HOJ property.

August 1999 – Five years 7 months after closing

The CAO's office requested that the BOS release a Request for Proposal (RFP) in response to Request for Qualification (RFQ) statements from private individuals and partnerships. The CAO's office had received two responses that were deemed well qualified. Staff also determined that with the \$16 million from FEMA and the potential rent savings from the cancellation of leases, there would be sufficient funds to finance a projected cost of approximately \$80 million for rehabilitation of the building. The CAO's office recommended that the RFP process be completed. NO ACTION WAS TAKEN.

2000 – 6 Years after closing

It appears that nothing was done.

January 2001 – 7 Years after closing

The CAO's office again made a recommendation that the Board of Supervisors approve, in concept, another RFP using essentially the same justification as before, with estimated costs of \$80 to \$100 million.

**November 2001 – 7 Years 10 months after closing
to
December 2002 – 8 Years and 11 months after closing**

The BOS authorized Staff to enter into exclusive negotiations with a development team that was experienced with historic projects. The developer was to bear the risks associated with a turnkey lease. The project was developed, in concept, with the necessary seismic retrofitting along with preservation of historical building features.

The County was unable to sign a lease with the developer until the Environmental Impact Report (EIR) was done. The County agreed to pay for completion of an EIR not to exceed \$840,000.

2003 – 9 Years after closing

Realizing the enormity of the project, the developer walked off the job after being reimbursed for expenses incurred, approximately \$840,000.

2004 – 10 Years after closing

The BOS approved Phase I authorizing the DPW to begin clean-up operations and to go forward in increments as a County Capital Project. By proceeding in this manner, each proceeding phase must be approved separately by the BOS.

2005 – 11 Years after closing

The DPW was approved by the BOS to begin clearing out debris, desks, chairs, file drawers full of old County business, trophies, and pictures from the past.

The next steps necessary to move forward are:

1. Approve EIR
2. Approve interior demolition including hazard material removal
3. Authorize contract documents for actual construction design.

Taxpayer dollars are being wasted. Construction costs rise and the County has dragged its feet for 12 years. While projects are explored and scrapped (at great cost), the value of the \$16 million FEMA Grant is greatly diminished. Projections today for refurbishing the HOJ are in the \$200 million range. Each year all of the above costs are growing.

THE COUNTY MUST MOVE FORWARD TO FORMULATE A PLAN AND ACT ON IT IMMEDIATELY.

RECOMMENDATIONS

Auditor-Controller – Conduct a full audit disclosing:

- 1) All monies spent relative to the Hall of Justice since January 1994;
- 2) The County of Los Angeles' actual monies spent on cost of leasing office space for displaced employees and departments who were housed in the Hall of Justice on January 1994, along with moving and ancillary costs;
- 3) Financial and physical projections determining when the building could be ready for occupancy;
- 4) Actual market value if sold as real estate.

Chief Administrative Officer:

- 1) Must formulate a strategic plan for the Hall of Justice;
- 2) Take appropriate steps to make sure the County does not lose the \$16 million FEMA Grant currently scheduled to expire in 2006.

JAILS COMMITTEE

Octavio V. Chavez, Chair
Myra Kendall, Vice Chair
Michael Roberts, Secretary
Edna Anderson
Ernest Farkas
Solomon Hailpern
Marilyn Holley
Franki Horne
Robert Howell
Sally James
Richard Niederberg
Zelda Plotkin
Arnie Spears
Royce Steward
Jeffery Wallace

DETENTION FACILITIES

BACKGROUND

The 2005 – 2006 Los Angeles County Civil Grand Jury Jails Committee is mandated by California Penal Code §919(a) & (b) to inspect county and municipal police department jails and lockups, court holding cells, juvenile camps, juvenile detention centers, and other penal institutions.

These inspections include; but are not limited to, housing conditions, availability of telephones, medical needs, food service with dietary considerations, number of staff and their training background, policy and procedures manuals, local fire inspection reports, use of safety and sobering cells, availability of rules and disciplinary penalty manuals, availability of personal care items, and conditions of the restroom and showers.

Other agencies conduct in-depth inspections of these facilities on an annual or semi-annual basis. These agencies include local and state health departments, local fire departments, the California Board of Corrections and Rehabilitation, and the California Department of Justice. The agencies report their findings directly to the authorities in charge of the facility. The 2005 - 2006 Los Angeles County Civil Grand Jury publishes its findings in a final report, to the Board of Supervisors, made available to the public.

Los Angeles county has 88 cities and an unincorporated area of 2,299 square miles. The Los Angeles County jail system is the largest in the nation.

METHODOLOGY

Based on our criteria, forms were developed to collect common data from each of the facilities, (See Appendices A & B). In addition to using the check list, the 2005 – 2006 Los Angeles County Civil Grand Jury made comments based upon reasonable expectations of appearance, health, and safety elements.

Each facility was assigned to three-member teams for inspection purposes. Each team visited the facilities unannounced.

FINDINGS

Finding One: The large detention facilities, managed by the Los Angeles County Sheriff's Department (LACSD), are severely overcrowded.

- The Jury viewed adult dormitories housing inmates at North County Correctional Facility, which have 3-tiered bunks, minimal aisle widths, and a census in excess of that allowed. North County Correctional Facility single cells were substandard.
- A similar situation was observed at Men's Central Jail in the Trusty Dormitory. This situation was explained by the fact that trustees work in shifts.
- Some single occupancy cells at Men's Central Jail were overcrowded at the time of our visit. Some inmates were sleeping on the floor.

Finding Two: Some small cities contract with the LACSD or private correctional companies for custody service. The Jails Committee was very impressed with those facilities that are managed by outside contractors.

Finding Three: Some jails use trustees for routine cleanup tasks. These are non-violent inmates sentenced to less than a year in custody. Some trustees serve at local police facilities while others serve at Los Angeles Sheriff's Department facilities.

Finding Four: At North County Correctional Facility and Men's Central Jail, The 2005 – 2006 Los Angeles County Civil Grand Jury observed a number of inmates walking the corridors, unaccompanied by jail personnel.

Finding Five: Another committee of the 2005-2006 Los Angeles County Civil Grand Jury visited and reported on conditions within the LAC+USC Hospital Jail Ward. One of the recommendations of that report was the addition of telemedicine facilities, reducing the number of patients transported to the LAC+USC Jail Ward.

Finding Six: A number of juvenile wards have escaped from detention facilities operated by the Los Angeles County Probation Department. In a recent instance, four dangerous juveniles escaped from the medical unit at Barry J. Nidorf Hall.

Finding Seven: At nearly every facility visited, we were told or observed there was insufficient staffing. There is a shortage of Sheriff's personnel throughout the system.

Finding Eight: A number of older facilities lacked padding in sobering cells or had sobering cells that were not in compliance with current regulations. These facilities include:

- Lakewood Sheriff's Station
- Walnut Sheriff's Station
- Los Angeles Police Department Southwest Division
- Los Angeles Police Department Southeast Division

Finding Nine: There are wooden benches in the booking area at Los Angeles Police Department's Central Division that are worn and are difficult to maintain in a sanitary condition.

Finding Ten: The Bell Gardens Police Department does not conduct prisoner observations every 30 minutes, as required by State regulations.

Finding Eleven: The Beverly Hills Courthouse holding area has no gratings over the light fixtures in the holding area. The facility has numerous areas with peeling paint.

Finding Twelve: The non-contact interview area in the Inglewood Juvenile Court has no glass between the interviewer and interviewee.

Finding Thirteen: The Downey Courthouse needs an override switch on the elevator. The facility needs repainting throughout.

Finding Fourteen: City of Industry Sheriff's Station lacks lighting in the cell area. Only one bulb in the area was working. The cell area is dirty.

Finding Fifteen: The basement floor of LAX Airport Courthouse is in an unsafe condition. The coating is peeling off, creating a trip-fall hazard.

Finding Sixteen: The Lennox Sheriff's station has no secure area to load and unload prisoners. Lennox staff stated that the jail is too small for the weekend census.

Finding Seventeen: The Eastlake Detention Facility has a deep hole on the athletic field with vapor rising from it.

Finding Eighteen: Camp Aflerbaugh juvenile wards, working on food preparation and food serving, were observed not wearing gloves. The staff reported that the floor sink in the kitchen backs up and creates an odor.

Finding Nineteen: Camp Holton has an open, outdoor workshop area. Electricity is brought over ½ mile by way of an extension cord.

CONCLUSIONS

The Los Angeles County Sheriff's Department (LACSD) manages the largest detention system in the country, along with providing security services to all of the Los Angeles County Superior Courts.

The Los Angeles Police Department has many detention facilities under its supervision. Most of these are short-term holding facilities. The detainees in these facilities are awaiting court appearances or awaiting transportation to the appropriate facility.

There are numerous smaller municipalities which maintain detention facilities in the county. Some of these municipalities contract with the Los Angeles Sheriff's Department or private custody providers for services.

The Los Angeles County Sheriff's Jail Housing and Security Plan, dated March 21, 2006, proposed to the Board of Supervisors, addresses many of the problems identified in the Jail Committee findings. If approved, it might correct many deficiencies in Sheriff's detention facilities, including overcrowding, staffing, and medical care.

Most of the facilities are well managed and meet the standards for safety and health required by the State of California. The following chart details our inspection findings and comments.

**2005-2006 CIVIL GRAND JURY
ADULT DETENTION FACILITIES INSPECTIONS**
(Listed alphabetically by facility name)

PD = Police Department LACSD = Los Angeles County Sheriff's Department

Facility Name	Operated by	Condition	Comments
Alhambra Superior Court	LACSD	Satisfactory	Clean, well-run
Alhambra PD	Contracted by: Correctional System Inc:	Satisfactory	Clean, orderly, well-organized
Antelope Valley Court	LACSD	Exemplary	2 years old, well-designed, efficient
Arcadia PD	Arcadia PD	Satisfactory	Clean, well-organized
Avalon LASD	LACSD	Satisfactory	Well-run, High tech upgrade in progress
Azusa PD	Contracted by: Wackenhut Corp.	Satisfactory	Clean, well-run
Baldwin Park PD	Contracted by: Correctional System, Inc.	Satisfactory	Clean, well-run
Bell PD	Bell PD	Satisfactory	Clean, well-run
Bell Gardens LASD	LACSD	Unsatisfactory	Out of compliance with prisoner monitoring requirements
Bellflower Court	LACSD	Satisfactory	Clean, well-run
Beverly Hills Court	LACSD	Satisfactory	Needs grates over lights
Beverly Hills PD	Beverly Hills PD	Satisfactory	Very clean, well-run
Burbank Superior Court	LACSD	Satisfactory	Very clean, well-run
Burbank PD	Burbank PD	Excellent	Very clean, well-run
Carson LASD	LACSD	Satisfactory	Very clean, well-run
Central Arraignment Courts	LACSD	Satisfactory	
Central Area LAPD	LA City PD	Unsatisfactory	Old wooden benches need replacement with stainless steel benches.

ADULT DETENTION FACILITIES INSPECTIONS

Facility Name	Operated by	Condition	Comments
Century Regional Detention Facility	LACSD	Satisfactory	Clean, well-run, rehabilitation educational program
Clara S. Foltz Criminal Justice Center	LACSD	Satisfactory	
Claremont PD	Claremont PD	Satisfactory	Very clean
Compton Superior Court	LACSD	Satisfactory	
Covina PD	Covina PD	Satisfactory	
Crescenta Valley LASD	LACSD	Satisfactory	All new safety equipment
Culver City PD	Culver City PD	Satisfactory	
Devonshire LAPD	LA City PD	Satisfactory	
Downey Courts	LACSD	Unsatisfactory	Elevator override needed, understaffed, camera or speaker phone in each cell needed
Downey PD	LACSD	Satisfactory	Need for better vehicles, spit masks, slippers
East LA Court	LACSD	Satisfactory	
East LA Sheriff's Department	LACSD	Satisfactory	Needs additional staff
Edelman Children's Court	LA County Probation Department	Exemplary	Clean, family friendly atmosphere
El Monte PD	El Monte PD	Excellent	Excellent condition
Foothill LAPD	LAPD	Satisfactory	
Gardena PD	Gardena PD	Satisfactory	Old but clean
Glendale Superior Court	LACSD	Satisfactory	
Glendale PD	Glendale PD	Exemplary	New, state of the art

ADULT DETENTION FACILITIES INSPECTIONS

Facility Name	Operated by	Condition	Comments
Glendora PD	Glendora PD	Satisfactory	
H. R. Moore Community Education	LA County Probation Department	Satisfactory	Old building
Hawthorne PD	Hawthorne PD	Excellent	New, state of the art
Hermosa Beach PD	Hermosa Beach PD	Satisfactory	
Hollenbeck LAPD	LAPD	Satisfactory	
Hollywood LAPD	LAPD	Satisfactory	Needs painting and better ventilation
Huntington Park PD	Huntington Park PD	Satisfactory	Clean
Industry LASD	LACSD	Unsatisfactory	Dirty, lighting out of service in jail
Inglewood Juvenile Court	LACSD	Unsatisfactory	Dirty, needs much work, interview room not clean
Inglewood PD	Inglewood PD	Satisfactory	Old, but clean
Irwindale PD	Irwindale PD	Satisfactory	
La Verne PD	La Verne PD	Satisfactory	
LA County/USC Jail Ward	LACSD	Satisfactory	
LA Juvenile Justice Courts	LACSD	Satisfactory	Very clean
Lakewood LASD	LACSD	Satisfactory	Very clean, no sobering cell
Lancaster Juvenile Court	LACSD	Satisfactory	
Lancaster LASD	LACSD	Satisfactory	New
LAX Airport Court	LACSD	Unsatisfactory	Basement floor needs repair
Lennox LASD	LACSD	Unsatisfactory	Old, too small for area, no sally port, scheduled for replacement
Lomita LASD	LACSD	Satisfactory	
Long Beach Court	LACSD	Satisfactory	
Long Beach PD	Long Beach PD	Satisfactory	

ADULT DETENTION FACILITIES INSPECTIONS

Facility Name	Operated by	Condition	Comments
LAPD 77 th St. Division	LAPD	Satisfactory	Noticeable improvement over last year's inspection
Lost Hills LASD	LACSD	Satisfactory	Very clean
Marina Del Ray LASD	LACSD	Satisfactory	Very clean
Maywood PD	Maywood PD	Satisfactory	Very clean, 3 hot meals a day
Men's Central Jail LASD	LACSD	Unsatisfactory	Over-crowded, under-staffed, trustees dorm over-crowded, out-of-date technology
Mental Health Court	LACSD	Satisfactory	Clean
Mira Loma Federal INS Detention Center	LACSD	Exemplary	Immaculate, excellent cooperation between sheriff's department and immigration service
Monrovia PD	Monrovia PD	Satisfactory	Very clean, well-run
Montebello PD	Contracted by: Correctional System, Inc.	Satisfactory	
Monterey Park PD	Monterey Park PD	Satisfactory	Very clean
Newton Area LAPD	LAPD	Satisfactory	
North Hollywood LAPD	LAPD	Satisfactory	New
Northeast LAPD	LAPD	Satisfactory	
North County Correctional Center	LACSD	Unsatisfactory	Overcrowded
Norwalk Court	LACSD	Satisfactory	Well-staffed and organized
Norwalk LASD	LACSD	Satisfactory	Well-staffed and organized
Pacific Area LAPD	LAPD	Satisfactory	
Palos Verdes Estates PD	Palos Verdes Estates PD	Satisfactory	
Parker Center LAPD	LAPD	Satisfactory	

ADULT DETENTION FACILITIES INSPECTIONS

Facility Name	Operated by	Condition	Comments
Pasadena Courts	LACSD	Satisfactory	Clean
Pasadena PD	Pasadena PD	Satisfactory	Clean
Pico Rivera LASD	LACSD	Satisfactory	Needs painting
Pomona Court	LACSD	Satisfactory	
Pomona PD	Pomona PD	Satisfactory	
Rampart Division LAPD	LAPD	Satisfactory	
Rio Hondo Court	LACSD	Satisfactory	
Rose Bowl	Pasadena PD	Satisfactory	
San Dimas LASD	LACSD	Satisfactory	New
San Fernando Court	LACSD	Satisfactory	
San Fernando PD	San Fernando PD	Satisfactory	
San Gabriel PD	San Gabriel PD	Satisfactory	Old, but well maintained
San Marino PD	San Marino PD	Satisfactory	
Santa Clarita Valley LASD	LACSD	Satisfactory	Clean, well- organized
Santa Monica PD	Santa Monica PD	Satisfactory	New, state of the art
Sierra Madre PD	Sierra Madre PD	Satisfactory	
Signal Hill PD	Signal Hill PD	Satisfactory	
South Gate PD	South Gate PD	Satisfactory	Small, organized
South Pasadena PD	South Pasadena PD	Satisfactory	
Southeast Area LAPD – 108 th St.	LAPD	Satisfactory	No sobering cell
Southwest Area LAPD – MLK Blvd.	LAPD	Satisfactory	Kitchen ceiling needs repair, no sobering cell
Temple City LASD	LACSD	Satisfactory	
Torrance Court	LACSD	Satisfactory	Old, well-run
Torrance PD	Torrance PD	Exemplary	Well-run
Twin Towers Jail Facility	LACSD	Satisfactory	Well-run
Universal City LASD	LACSD	Satisfactory	
Valencia Newhall Court	LACSD	Satisfactory	
Van Nuys Court	LACSD	Satisfactory	

ADULT DETENTION FACILITIES INSPECTIONS

Facility Name	Operated by	Condition	Comments
Van Nuys Division LAPD	LAPD	Satisfactory	
Vernon PD	Vernon PD	Satisfactory	
Walnut LASD	LACSD	Satisfactory	No sobering cell
West Covina Court	LACSD	Satisfactory	
West Covina PD	West Covina PD	Satisfactory	
West Hollywood LASD	LACSD	Satisfactory	
West LAPD	LAPD	Satisfactory	
West Valley LAPD	LAPD	Satisfactory	
Whittier Court	LACSD	Satisfactory	
Whittier PD	Contracted by: Correctional System Inc.	Satisfactory	
Wilshire Area LAPD	LAPD	Satisfactory	

JUVENILE DETENTION FACILITIES INSPECTIONS

Facility Name	Condition	Comments
Halls:		
Eastlake Detention Center	Unsatisfactory	Sinkhole on field
Eastlake Juvenile Facility	Satisfactory	
Los Padrinos Juvenile Court	Satisfactory	Needs additional mental health facilities
Sylmar Juvenile Courts	Satisfactory	
Barry J. Nidorf Hall	Satisfactory	Needs additional mental health facilities
Camps:		
Aflerbaugh	Unsatisfactory	Kitchen juvenile wards not wearing gloves, water drainage in the kitchen is an odor problem.
Challenger – 6 camps		
Jarvis	Satisfactory	All camps were very clean and well maintained.
McNair	Satisfactory	All camps had excellent educational programs.
Onizuka (Girls' Camp)	Satisfactory	
Resnick	Satisfactory	
Scobie	Satisfactory	
Smith	Satisfactory	
Gonzales	Satisfactory	College classes available. Woodshop should be enclosed and wired for electricity.
Holton	Unsatisfactory	Bathroom ceiling needs repair, needs glass in non-contact area, no sprinklers in dorm, long extension cord used for workshop
Kilpatrick	Satisfactory	Has Special Handling Unit, has CIF athletic teams
Mendenhall	Satisfactory	Shortage of materials in woodshop
Miller	Satisfactory	Tattoo eradication program, excellent educational programs

JUVENILE DETENTION FACILITIES INSPECTIONS

Facility Name	Condition	Comments
Munz	Satisfactory	Shortage of materials in woodshop
Paige (Fire Camp)	Satisfactory	After School programs, needs electrical outlets in computer rooms
Rocky	Satisfactory	Clean, good educational programs
Routh (Fire Camp)	Satisfactory	Needs some TLC, drinking water is trucked in
Scott (Girls' Camp)	Satisfactory	Needs better upkeep, under-staffed
Scudder	Satisfactory	
Treatment Center:		
Dorothy Kirby (Co-ed)	Satisfactory	Unique specialized services, institutional laundry floor needs repair

RECOMMENDATIONS

Recommendation One: The 2005 – 2006 Los Angeles County Civil Grand Jury recommends that the Los Angeles County Board of Supervisors adopt that part of the Los Angeles County Sheriff Department's Plan for Jail Housing and Security to reduce overcrowded jail facilities.

Recommendation Two: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the trusty sleeping area at Men's Central Jail be divided into three rooms for three shifts of sleeping.

Recommendation Three: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends the continued use of trusties, as appropriate, within the jails of Los Angeles County.

Recommendation Four: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the Los Angeles County Board of Supervisors adopt the use of Radio Frequency Identification (RFI) Tags or other appropriate methods to track prisoners within the County jails as recommended in the Sheriff's plan.

Recommendation Five: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the Los Angeles County Board of Supervisors adopt that part of the Los Angeles County Sheriffs Department plan to expand jail facilities in the county as well as its plan to move inmates to facilities more appropriate to the level of their crimes.

Recommendation Six: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the Los Angeles County Board of Supervisors adopt that portion of the Los Angeles County Sheriff's Department plan to implement telemedicine programs in the county jail system.

Recommendation Seven: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the Probation Department audit juvenile facility security measures within the Department and institute necessary changes.

Recommendation Eight: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the Los Angeles County Board of Supervisors implement the Los Angeles County Sheriff's plan for employee hiring and retention program.

Recommendation Nine: The 2005 - 2006 Los Angeles County Civil Grand Jury recommends the Los Angeles County Sheriff's Department correct deficiencies in the sobering cells at Walnut Sheriff's station and Lakewood Sheriff's Station. The 2005 - 2006 Los Angeles County Civil Grand Jury recommends that the Los Angeles Police Department correct the deficiencies in the sobering cells at the Southwest and Southeast Division Police Stations.

Recommendation Ten: The Los Angeles Police Department should replace the wooden benches at Central Division and any other facilities with benches that are easy to maintain in a sanitary condition.

Recommendation Eleven: The Bell Gardens Police Department must monitor its prisoners in accordance with appropriate State regulations.

Recommendation Twelve: The LACSD should place gratings over the light fixtures in the holding area of Beverly Hills Court. The facility needs repainting.

Recommendation Thirteen: The Sheriff's Department should address the safety issues in the Inglewood Juvenile Court.

Recommendation Fourteen: The Sheriff's Department should provide an override switch on elevator controls for the Downey Courthouse and repaint the cell area.

Recommendation Fifteen: The Sheriff's Department must repair the lighting in the cell area of the City of Industry Station. The cell area must be maintained in a clean condition.

Recommendation Sixteen: The Sheriff's Department should immediately repair the floor in the LAX courthouse.

Recommendation Seventeen: The Sheriff's Department should close the Lennox station and replace it with a larger and more secure facility.

Recommendation Eighteen: The Probation Department should discover the cause of the hole on Eastlake's field and make necessary repairs.

Recommendation Nineteen: The Probation Department should enforce State Health and Safety regulations at Camp Aflerbaugh to correct the unsatisfactory conditions.

Recommendation Twenty: The Probation Department should build an enclosed facility at Camp Holton, with permanent electrical service, to replace the unsafe facility.

APPENDICES

(APPENDIX A)
ADULT DETENTION FACILITIES INSPECTION REPORT
BY THE JAILS COMMITTEE OF THE 2005-2006
LOS ANGELES COUNTY CIVIL GRAND JURY

DATE _____ ARRIVAL TIME: _____ am/pm DEPARTURE TIME _____

FACILITY NAME: _____

ADDRESS _____

TELEPHONE NUMBER: _____

TYPE OF FACILITY: I II III _____

CAPACITY _____ POPULATION _____ TOTAL EMPLOYEES _____
 DEPUTIES _____ CUSTODY ASSIST. _____

INSPECTED BY: (1) _____
 (2) _____
 (3) _____

REVIEW PREVIOUS INSPECTION REPORTS

Agency	when inspected	report available		
		Y	N	NA
Correction Standards Authority (CAS – BOC)				
State Fire Marshal (SFM)				
Environmental Health				
Medical / Mental Health				
Health / Nutrition				

JAIL MANUALS REVIEW (Policies and Procedures)

1. Table of Organization			
2. Emergency Procedures			
3. Fire Suppression Plan			
4. Policy on the use of Force			
5. Policy of the use of Restraints			
6. Grievance Procedure			
7. Serious Incident Reports			
8. Logs on Safety Checks			
9. Complaint Forms			

MANUAL COMMENTS

LIFE SAFETY REVIEW

Exiting /Fire Suppression

	Y	N	NA
a. Building evacuation procedure (demonstrated by staff)			
b. Area of refuge established (demonstrated by staff)			
c. Exit Signs posted (demonstrated by staff)			
e. Two means of egress (demonstrated by staff)			
f. Automatic sprinkler system			
g. Sprinkler heads concealed (no access to inmates)			
h. Fire extinguishers Certification current Staff access only			
i. Breathing Apparatus			
j. Smoke Management System (Air Exhaust)			

ACCOMMODATIONS

Temporary Holding Cells

a. Seating provided for 16 inmates maximum			
b. Water closet , wash basin, drink fountain provided within			
c. Staff visual supervision (during occupancy)			

a. Limit 8 inmates			
b. No seating allowed			
c. Water closet / wash basin/ drink fountain provided within			
d. Padded partition next to toilet fixture			

Safety Cell

a. Limit one (1) inmate			
b. No seating allowed			
c. Flush toilet in floor			
d. Padded – walls and floor			
e. Variable intensity lighting			
f. Vertical view panels			
g. Food pass			

Single Occupancy Cell

a. Water closet / wash basin / drink fountain provided within			
b. Bunk, desk & seat (Type I omit desk and seat)			

ADULT DETENTION FACILITIES INSPECTION REPORT

Double Occupancy Cell

	Y	N	NA
a. Same as single occupancy with two bunks			

Dormitories

a. Max capacity 64 inmates, no less than 4			
b. Access to water closets separate from wash basin and drinking fountains.			

Dayrooms

a. Tables & seating for max bed count			
b. Showers			

Exercise Area (3 hours. / week)

a. Type I & II outdoor area 15' high			
--------------------------------------	--	--	--

Multi-purpose Space (Type I & II Required for correctional programs)

a. Classroom setting			
b. Other			

Medical Examination Room (Type I & II with 25 + inmates)

a. Located within security area			
b. Pharmaceuticals locked (secure from inmates)			

Commissary (Type II & III)

a. Ability of inmate to purchase personal items			
---	--	--	--

Dining Facilities (Type II & III)

--	--	--

Visitor Space

--	--	--

Storage Rooms

a. Personal property (note ventilation – exhaust)			
b. Institutional clothing etc.			

Emergency Power

--	--	--

Confidential Rooms (Type II)

--	--	--

Attorney Interview Space

--	--	--

Telephone (Blue Phone)

--	--	--

ADULT DETENTION FACILITIES INSPECTION REPORT

Food Service – On Site

SAT NOT SAT NA

a. Sanitary Conditions (floor Sinks, etc.)			
b. Refrigeration: Cold Storage Temp. _____ Freezer Temp. _____			
c. Dry Food Storage (on Stainless Steel Shelving)			

Food Service – Off Site

Hot / Cold separation assembly

--	--	--

APPEARANCE

a. Graffiti			
b. Peeling paint			
c. Lighting			
d. Lockers			
e. Desks			
f. Mattresses			
g. Bedding / Pillows			
h. Sleeping Room Door Panels			
i. Locks (include function)			

GENERAL COMMENTS

(APPENDIX B)
JUVENILE DETENTION FACILITIES INSPECTION REPORT
BY THE
JAILS COMMITTEE OF THE 2005-2006
LOS ANGELES COUNTY CIVIL GRAND JURY

DATE _____ ARRIVAL TIME: _____ am/pm DEPARTURE TIME _____

FACILITY NAME: _____

ADDRESS _____

TELEPHONE NUMBER: _____ CONTACT: _____

CAPACITY _____ POPULATION _____ TOTAL EMPLOYEES _____

PROBATION OFFICERS _____ CUSTODY ASSIST. _____

INSPECTED BY: (1) _____
 (2) _____
 (3) _____

REVIEW PREVIOUS INSPECTION REPORTS

Agency	when inspected	report available		
		Y	N	NA
Correction Standards Authority (CAS – BOC)				
State Fire Marshal (SFM)				
Environmental Health				
Medical / Mental Health				
Health / Nutrition				

JAIL MANUALS REVIEW (Policies and Procedures)

1. Emergency Procedures			
2. Fire Suppression Plan			
3. Policy on the use of Force – Pepper spray use			
4. Policy of the use of Restraints			
5. Grievance Procedure			
6. Serious Incident Reports			
7. Logs on Safety Checks			
8. Complaint Forms			

MANUAL COMMENTS

LIFE SAFETY REVIEW

Exiting /Fire Suppression

	Y	N	NA
a. Building evacuation procedure (demonstrated by staff)			
b. Area of refuge established (demonstrated by staff)			
c. Exit Signs posted (demonstrated by staff)			
e. Two means of egress (demonstrated by staff)			
f. Automatic sprinkler system			
g. Sprinkler heads concealed (no access to inmates)			
h. Fire extinguishers Certification current ; (within one year) Staff access only			
i. Breathing Apparatus			
j. Smoke Management System (Air Exhaust)			

ACCOMMODATIONS

Temporary Holding Cells (Intake \ Booking)

a. Seating provided for 16 inmates maximum			
b. Water closet , wash basin, drink fountain provided within			
c. Staff visual supervision (during occupancy)			

Safety Room

a. Limit one (1) inmate			
b. No seating allowed			
c. Padded – walls and floor			
d. Variable intensity lighting			
e. Vertical view panels (4" x 24")			
F. Food Pass			

Single \ Double Occupancy Cell

a. Water closet / wash basin / drink fountain provided within			
b. Doors swing out or slide			

Dormitories

a. Max capacity 30 inmates, no less than 4			
b. Access to water closets separate from wash basin and drinking fountains.			

Dayrooms

a. Tables & seating for max bed count			
b. Showers			

Exercise Area (1 hour per day)

a. 40' minimum dimension			
--------------------------	--	--	--

Classrooms

a. Capacity 20 maximum (5 hours per day)			
b. Instructor emergency alarm			

Medical Examination Room	Y	N	NA
a. Located within security area			
b. Pharmaceuticals locked (secure from inmates)			

Dining Facilities (Dayroom - within living group)			
---	--	--	--

Visitor Space			
a. Contact (Room w/ tables and chairs)			
b. Non-Contact (Glass separation – speaker commun.)			

Storage Rooms			
a. Personal property (note ventilation – exhaust)			
b. Institutional clothing etc.			

Telephone			
Telephone Access (Blue Phone)			

Food Service – On Site	SAT	NOT SAT	NA
a. Sanitary Conditions (Floor Sinks, etc.)			
b. Refrigeration: Cold Storage Temp. _____ Freezer Temp. _____			
c. Dry Food Storage (on Stainless Steel Shelving)			

APPEARANCE

	SAT	NOT SAT	N A
a. Graffiti			
b. Peeling paint			
c. Lighting			
d. Lockers			
e. Desks			
f. Mattresses			
g. Bedding / Pillows			
h. Sleeping Room Door Panels			
i. Locks (include function)			

GENERAL COMMENTS

LOS ANGELES UNIFIED SCHOOL DISTRICT'S AFTER SCHOOL PROGRAMS

**Solomon Hailpern, Chair
Michael Roberts, Vice Chair
Adele Coy
Edna Anderson
Robert Howell
Sally James
Royce Steward**

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THE LOS ANGELES UNIFIED SCHOOL DISTRICT'S AFTER SCHOOL PROGRAMS

EXECUTIVE SUMMARY

This report reviews the after school programs at the Los Angeles Unified School District's (LAUSD) 437 elementary schools, which include: 1) a permissive recreational program offered at 435 of the schools with staffing provided directly by the Beyond the Bell (BTB) branch and 2) comprehensive programs that include: academic assistance, enrichment, recreational and nutrition offered at 315 schools. These are provided by 19 community based organizations under contract to BTB.

The 2005 -2006 Los Angeles County Civil Grand Jury has concluded that the after school programs are excellent but that they still need additional attention and improvements. This conclusion is based on data collected from:

- 1) A survey of 730 of the key stakeholders of the after school programs including: parents, principals, on-site after school program administrators and their staff, BTB after school program contractors, BTB officials and LAUSD officials;
- 2) Site visits to 47 schools to observe the after school programs and discussions with both after school staff and school administrators;
- 3) Interviews and meetings with BTB Officials, a State Evaluator and BTB after school program contractors; and
- 4) Related research.

We have recommended a series of changes to:

- 1) Enhance the quality and variety of the programs and the nutrition available to students;
- 2) Improve the children's security;
- 3) Develop additional community support to augment the current staffing;
- 4) Provide for more flexible funding;
- 5) Increase staffing levels and quality standards;
- 6) Increase the space and equipment available to after school programs; and
- 7) Encourage the development and dissemination of "best practices" throughout the system.

I: PROJECT APPROACH

A. BACKGROUND

- In California, 22% of K-12 youth are responsible for taking care of themselves. More than 38% of K-12 youth in self-care would be likely to participate in an after school program if one were available in their community.
- 94% of parents in California are satisfied with the after school program their child attends.
- Nearly 190,238 of California's kids are counting on the programs supported by the U.S. Department of Education's 21st Century Community Learning Centers initiative, the only federal program dedicated to providing after school programs.
- If the No Child Left Behind Act were fully funded, California communities could have double the number of after school programs giving nearly 431,888 children a safe place to go after school.

This information is from the After School Alliance Web Site: www.afterschoolallianc.org

In light of these facts, the 2005-2006 Los Angeles County Civil Grand Jury decided to study the operation of the Los Angeles Unified School District's after school program. LAUSD's BTB branch administers this program.

The 2002-2003 Los Angeles County Civil Grand Jury undertook a similar study, but limited its fact-finding to site visits in only three LAUSD districts. The 2005-2006 Grand jury studied kindergarten through fifth-grade level (K-5) schools, covering all eight LAUSD districts. See Appendix B for a listing of the schools visited and a map that shows the number of schools visited in the 8 LAUSD sub districts.

While the need varies throughout Los Angeles, when regular school is dismissed, an after school program can and does provide a safe place to undertake constructive activities for our children.

B. OBJECTIVES AND SCOPE

The objectives of this study were to determine:

- If all 437 elementary schools are providing comprehensive after school programs
- What types of programs are provided
- If the needs of the children and each of the schools are being met sufficiently and equitably.

C. METHODOLOGY

After developing a work plan, an entrance conference was held with LAUSD officials on November 30, 2005. Over 70 representatives including BTB officials, administrators, after school program contractors and staff participated.

They reviewed the study plan, which included:

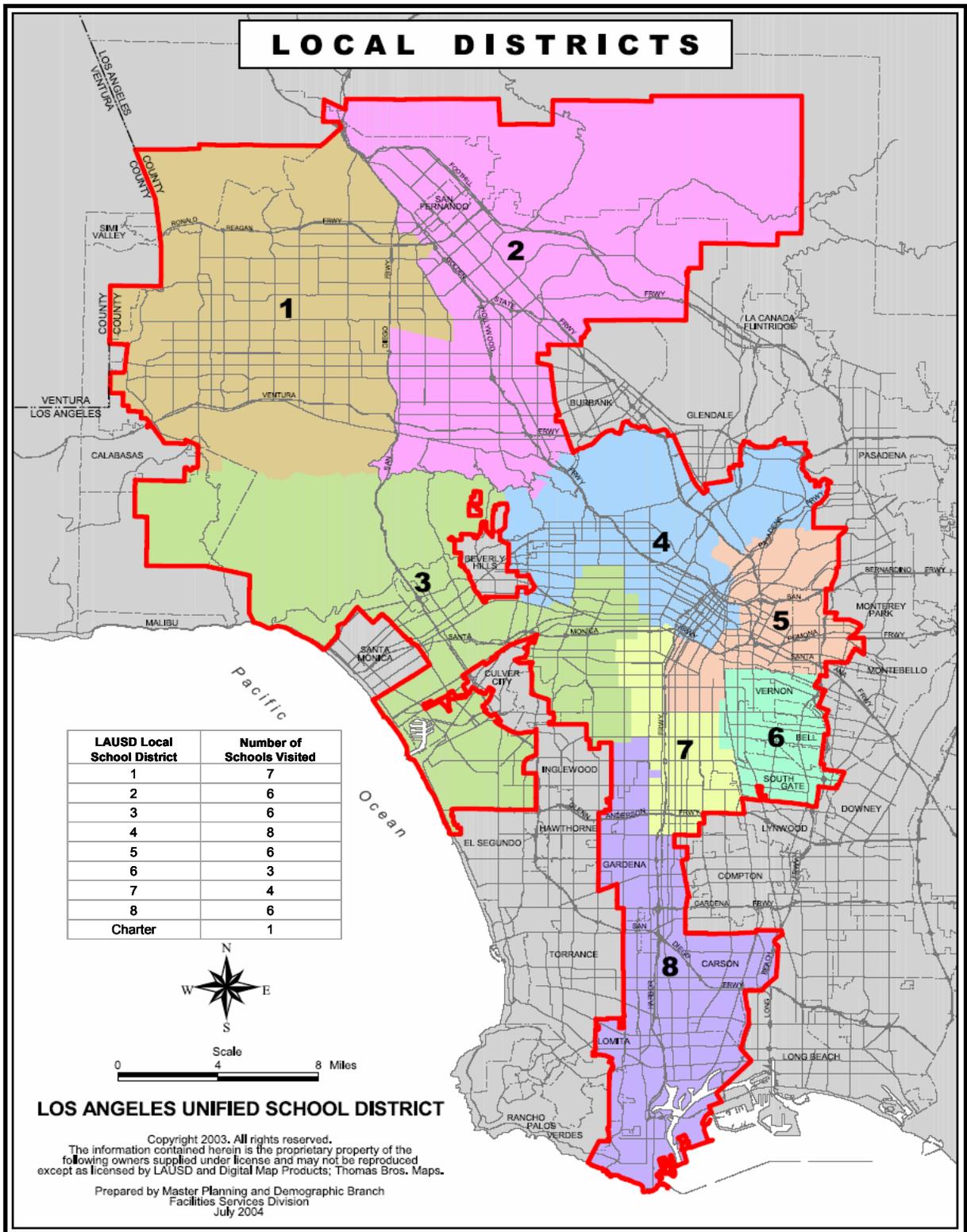
Exhibit I-1: Fact-Finding Tasks

Data From
20 Interviews and meetings with: <ul style="list-style-type: none">• BTB Officials• BTB Program Contractors• State Evaluator
A document review and research
47 site visits to a cross section of schools throughout LAUSD
An online survey, which generated 730 responses from: <ul style="list-style-type: none">• Parents/students• Principals/school administration• After school program contractors• After school program contractors staff• BTB Officials• LAUSD officials

The LAUSD BTB senior officials, a state evaluator, and a sample of contractors involved with the design, implementation, financing and delivery of the BTB after school programs were interviewed. In addition, necessary background documentation and data was collected. The documents reviewed are listed in Appendix A.

The Los Angeles County Civil Grand Jury members conducted 47 site visits of BTB after school programs. The schools were chosen via a stratified random sampling process using ratio and proportion across the eight LAUSD school districts. One of the 12 charter schools in the district was included in this sample. A map showing the districts and number of schools selected per sub-district is shown as Exhibit I-2.

Exhibit I-2: LAUSD School District Map



An observation checklist and interview guide was developed and used during the site visits to ensure similar data was collected at each school. Detailed discussions with program staff and school officials were undertaken when possible. The schools visited are listed in Appendix B along with school enrollment, after school program provider, and after school program enrollment data.

An online survey on the performance of the BTB after school program was designed and administered to:

- Parents/students
- Principals/school administration
- After school program contractors
- After school program contractors staff
- BTB officials
- LAUSD officials

The survey solicited their views on:

- Access to BTB after school programs
- Quality of BTB after school programs
- BTB after school program staffing
- After school program facilities and equipment
- Relationships among BTB after school program stakeholders
- The significance and fostering of a variety of skills, attitudes, and attributes in BTB after school programs
- Their suggested improvements to the BTB after school program

A detailed survey analysis is available in Appendix C.

D. BTB AFTER SCHOOL PROGRAM OVERVIEW

The BTB Vision and Mission are:

VISION: Every child and youth should have a safe place to be in the presence of a responsible, caring adult with engaging activities that support achievement and promote social, emotional, physical development beyond the regular school day.

MISSION: In collaboration with community partners, Beyond the Bell ensures that all children and youth in the LAUSD have access to high quality, safe, and supervised education, enrichment, and recreation programs that engage and inspire learning and achievement beyond the regular school day.

BTB administers Federal, State, and local funding for after school programs and directly manages the Youth Services program. The other programs are contracted to community-based agencies through an annual tendering process. There are defined

contract monitoring and program evaluation processes. For fiscal 2005-2006, \$66,016,923 was available for direct program funding for elementary, middle and high schools.

The structure of the BTB branch is attached as Appendix E. Our study is limited to the activities of directorates marked A and B. The estimated costs to administer BTB after school programs are \$4,807,692 or 7.3 % for fiscal 2005-2006.

The types of after school programs vary throughout the city. A Youth Services (YS) program, an open playground where children can stay after school with limited adult supervision, is available in 435 of the 437 elementary schools. This program is funded and staffed by LAUSD. This program provides no snacks. One or two staff members are assigned to oversee the playground that could have 100 to 200 or more children in attendance. Children participating in the YS after school program are not required to sign in or out.

Comprehensive after school programs are available at 315 of the 437 LAUSD elementary schools. They are funded through the following sources:

After School Education and Safety Program (ASESP). This is a state-funded program that provides \$5.00/day/student for the following components: academic assistance, enrichment, recreation, and nutrition. In order for a school to have this program it must have 50% of the school enrollment on the free/reduced lunch program. Priority is given to schools with low-test scores on the Academic Performance Index (API). There are 91 schools in the LAUSD that provide this after school program.

21st Century Community Learning Center (21st CCLC). This is a federally funded program that provides \$5.00-7.50/day/student for the following components: academic assistance, enrichment, recreation, and nutrition. In order for a school to have this program it must have 40% of the school enrollment on the free/reduced lunch program. Priority is given to schools with low-test scores on the API. There are 145 schools in the LAUSD that provide this after school program.

After School Enrichment Program (YS CARE). This is a Los Angeles County funded program that provides after school care for children of families who are in the Cal Works program. This program provides the following components: academic assistance, enrichment, recreation, and nutrition. In order for a school to have this program it must have students enrolled whose parents are receiving welfare payments from Los Angeles County. There are 71 schools that provide this after school program.

Los Angeles Better-Educated Students of Tomorrow (LA's BEST). This program was created in 1988 as a partnership that includes the City of Los Angeles, the private sector, and LAUSD. This is the largest of the 19 contractor-provided programs. It provides academic assistance, enrichment, recreation, and nutrition programs at 147 sites. LA's BEST provides both privately and publicly sponsored programs.

The growth of the programs across elementary, middle and high schools since 1999 - 2000, is displayed in Exhibit I-3:

Exhibit I-3: After School Program Funding

	Grant ID				Total
	Federal and State BTB Grants	Youth Services	YSCARE	LA's BEST ASESP Grants	
1999-2000					
No. of Schools	57	563	28	9	563
\$ Amount	\$8,738,297	\$7,373,645	\$12,038,509	\$1,145,228	\$29,295,679
2000-2001					
No. of Schools	83	563	59	9	563
\$ Amount	\$12,487,421	\$9,594,830	\$10,764,294	\$1,145,228	\$33,991,773
2001-2002					
No. of Schools	128	563	71	17	563
\$ Amount	\$17,980,916	\$10,107,180	\$11,019,669	\$1,929,278	\$41,037,043
2002-2003					
No. of Schools	199	564	71	21	564
\$ Amount	\$24,649,237	\$12,842,171	\$9,621,000	\$2,383,401	\$49,495,809
2003-2004					
No. of Schools	245	565	71	21	565
\$ Amount	\$29,824,315	\$9,380,921	\$9,621,000	\$2,641,052	\$51,467,288
2004-2005					
No. of Schools	319	567	71	21	567
\$ Amount	\$38,309,923	\$8,277,305	\$9,621,000	\$2,695,936	\$58,904,164
2005-2006					
No. of Schools	319	572	71	21	572
\$ Amount	\$44,899,562	\$8,212,717	\$9,621,000	\$3,283,644	\$66,016,923

The funding shown in this table represents Federal, State, County, and District sources. Not shown here is the large amount of extra funds each individual agency/provider raises from other governmental, public and private sources to enhance their own after school programs. LA's BEST, for example, has raised an additional \$ 72,966,593 from Federal non-21st Century, city, and private sources since its inception.

Exhibit I-4 categorizes the number of elementary school sites by contract program provider and their funding sources:

Exhibit I-4: Contract Programs and Providers

Program	Number of Sites	Program Provider
1) A World Fit for Kids	5	21st CCLC
2) Art Share LA	1	21st CCLC
3) Boys and Girls Club	10	21st CCLC
4) Brainfuse	1	21st CCLC
5) Building Up LA	4	21st CCLC
6) Carney Educational Services	4, 12	ASESP + 21st CCLC
7) Children Youth Family Loop	1	21st CCLC
8) City of San Fernando	3, 1	ASESP + 21st CCLC
9) Gang Alternatives Program	2	21st CCLC
10) Great Beginnings	2	21st CCLC
11) Kids Protectors of the Environment	2	21st CCLC
12) Keep Youth Doing Something Inc.	1, 10	ASESP + 21st CCLC
13) Learning for Life	2	21st CCLC
14) Para Los Niños	1, 6	ASESP + 21st CCLC
15) South Bay Center for Counseling	1	ASESP + 21st CCLC
16) Star Education	8	21st CCLC
17) Woodcraft Rangers	3, 17	ASESP + 21st CCLC
18) YS CARE *	8, 22	ASESP + 21st CCLC
YS CARE	41	County
19) LA's BEST *	71, 38	ASESP + 21st CCLC
LA's BEST	38	City, Private, and Other Federal
TOTAL	315	

* Note: Some YS CARE and LA's BEST sites receive funds from both sources.

The BTB goal was to have comprehensive after school programs in all 437 elementary schools by 2005.

On average, 86,000 students use the programs daily although the actual number of individuals who use the program throughout the year exceeds 100,000. The gender participation rates are equal but the ethnic mix is skewed vs. the general day school population displayed in Exhibit I-5:

Exhibit I-5: After School Program Participants by Ethnicity

Ethnic Description	Count	% of After School	% in Day School
American Indian/Alaska Native	175	0.2	.3
Asian	1,368	1.6	3.8
Black	10,963	12.8	11.6
Hispanic	69,932	81.4	72.8
White	2,231	2.6	9.0
Filipino	1,115	1.3	2.2
Pacific Islander	175	0.2	.3
TOTAL	85,959	100	100

Note: These participation data are based all age groups not just K – 5.
 The participation rate varied by grade (from 4 to 12 %) for K - 5 schools.

II: FINDINGS

A. SURVEY RESULTS

A survey was designed and sent to the key after school program stakeholders to ascertain their perceptions of how the program was operating. The respondents were asked to rank a series of statements such as follows:

Please indicate your degree of agreement with the following statement.

	Disagree	Disagree Somewhat	Agree Somewhat	Agree	No opinion
	1	2	3	4	Not included in Response Average
All students who want/need after school programs have appropriate access to them.	<input type="radio"/>				

There were considerable differences in how the various stakeholders rated these statements. The differences may be a result of different expectations, some of which may be unrealistic given the: current legal requirements, financing available, and the organizational capacity of the system.

Exhibit II-2 categorizes the 730 respondents to the survey by stakeholder group:

Exhibit II-2: Respondents by BTB Stakeholder Affiliation

Stakeholder Category	Response Total	Response Percent
Parent	219	30%
Principal or Designate	176	24%
On-Site After School Program Administrator, Teacher, or Staff	201	28%
BTB Contractor	17	2%
BTB Official	14	2%
LAUSD Senior Official or Board Member	7	1%
Other	10	1%
Skipped this question	86	12%
TOTAL	730	100%

The following is a summary of the survey results by area of inquiry. A detailed analysis is available in appendix C.

Access

Most respondents, except for the program providers, are supportive of the level of program access and are not concerned about the current length of the waiting lists.

Additional Support

Most respondents, except for principals and the LAUSD officials, support having the schools provide additional support to the after school programs.

While no BTB stakeholders are enthusiastic about introducing a fee to be paid by parents, parents showed the most support for this idea.

Program Design

The program design is supported, although the principals and the parents are less confident of this than other stakeholder groups.

Program Quality

Most respondents support the program quality, but the parent's and principal's ratings show some concern.

Program Variety

There is some concern shown about the level of program variety particularly by the parents and principals.

Program Hours

There is strong support across all respondents for the current program hours.

Program Reception by Students

There is strong support across all respondents that this program is well received by students.

Program Results

There is overall support for the program results achieved, but the parents and principals ratings are significantly lower.

Program Components

There is strong support for the focus on recreation and safety, although the parents and principals would like to see more focus on safety. There is support for the attention to homework assistance, enrichment, and nutrition, but again the parents and principals would like to see a higher focus on these issues.

Staff Training and Quality

There is some concern in this area, with parent's and principal's ratings showing the most concern.

Staff Coverage

There is some concern for the level of staff coverage, with the parent's and principal's ratings showing the most concern.

Instructional Methods

There is some concern for this area particularly among the parents and principals.

Meeting Learning Needs

Overall there is some concern whether learning needs are being met. The parent's and principal's ratings show the most concern.

Facilities and Equipment

There is support for the space available, but the contractors are concerned. Their rating of the available space is a whole rank below the others. In addition, there is some concern for equipment availability particularly among the program contractors.

In an open ended question regarding support needed for the after school program, survey respondents mentioned facilities and equipment issues most frequently.

After school program administrators and staff identified a need for the use of additional classroom space that many day school teachers are not willing to allow. The majority of responses from principals and BTB Contractors support this tension.

The parents who identified facility issues were more concerned with the size and quality of the space provided for after school programs. They indicated a need for more space in general and the provision of indoor space for use during inclement weather. Many commented on the lack of adequate green space where children can play games like soccer and baseball.

The need for more updated equipment and supplies like sports equipment, playground equipment, and art supplies was also a concern. After School Program staff members indicated that children sometimes have to stand in line for balls and other play equipment and that those balls that are available are often deflated or otherwise unusable.

Communication

The overall impression is that there is high quality communication between all groups with some minor variations.

Collaboration with Other Agencies

There is some concern with the level of collaboration with other agencies that deliver similar services to students such as libraries, parks and recreation. There is also some concern about the level of collaboration with external agencies such as the police, social services, and health services.

Skill Development

There is very strong support for the importance of following skill development areas:

- Personal goal setting
- Problem solving
- Self evaluation
- Adaptability
- Self esteem
- Conflict resolution
- Love of learning

The respondents ranking of the attainment of these skills, attitudes, and attributes is lower.

High Priority Changes

In response to an open-ended question, the survey respondents recommended the following areas for improvement.

Exhibit II-3: High Priority Changes by Stakeholder Group

Issue	Stakeholder							TOTAL
	Parent	Principal	After School Program Staff	BTB Contractor	BTB Official	LAUSD Official	Other	
Supervision/Increased Staff Numbers/Safety	66	74	43	2	1	1	3	190
Program Structure and Variety	53	66	44	4	2	3	4	176
Staff training/ quality/ consistency	32	75	39	4		2	1	153
Academic Assistance/ Homework	34	30	5				2	71
Facilities	20	12	31	4			1	68
Fiscal Support	6	6	45	7	4			68
Equipment and Supplies	16	11	32	1			1	61
Communication	12	14	22	6		1		55
Program Availability	22	19	10	2	1	1		55
School Support	2		33	5		1	1	42
Nutrition/Snacks	12	3	24	1	1		1	42
Parent/Community Involvement	3	6	23	1		3	1	37
Physical Activity/Sports	19	4	1					24
TOTAL	297	320	352	37	9	12	15	1042

When this many respondents take the time to answer an open ended question it signals a higher level of concern than the overall rankings imply.

Survey respondents also made several specific suggestions for improvement, including:

- Increase staff numbers and/or have smaller student group sizes
- Implement a system for signing children in and out each day
- Post security personnel
- Provide workshops for children on the importance of safety and following rules

- Train staff to better control students
- Implement a buddy system
- Provide supervision training to after school program staff members
- Increase arts activities including crafts, music, dance, drama, creative writing, and painting
- Provide a greater variety of physical and organized sports activities
- Provide a variety of organized enrichment activities that encourage personal growth, safety, hygiene, social interaction, etc.
- Organize tutoring and mentoring programs
- Focus more on academic enrichment with classes in math, science, writing, etc.
- Provide thematic programming and activities
- Arrange more field trips
- Increase the amount of counseling
- Provide training to staff, including tutoring skills
- Set more rigid hiring criteria
- Provide dedicated after school program facilities
- Provide more and better storage
- Provide more sports and play equipment
- Provide additional instructional materials
- Provide basic school room supplies like pens, paper, and art supplies
- Allow the use of school copier, fax, and phones
- Provide better program information to parents more frequently
- Develop partnerships with local businesses to facilitate program improvement

B. STRENGTHS AND ACCOMPLISHMENTS

We would like to commend BTB, the community based organizations that are in partnership with BTB, and the elementary school administrations that we visited. We observed many fine and creative programs. Some of the programs that we observed were:

- Clubs (i.e., dance, drill team, cooking, music, drama, sewing, and many more)
- Activities that attracted students (i.e., homework help, organized sports, arts and crafts, and computer lab)

The after school programs are providing a relatively safe place for children to gather after the school day is over. They are being watched over when parents are at work or otherwise unable to be at home by the end of the regular school day.

Based on all of our fact-finding, research and deliberations we have developed lists of strengths and concerns.

In our view the best sites had:

- **Security:** such as fenced playgrounds; strangers questioned at the gates; and sign in/sign out procedures

- **Students:** who were interested, happy and comfortable; practiced social interaction outside the classroom; and were learning team and other social skills
- **Teachers and After School Staff:** who were enthusiastic, invested and engaged; bilingual; contributing extra time and in some cases their own money
- **Programs:** that supported the school curriculum by providing homework help and enrichment; were free; were easily adapted to the site; were cost effective; and had volunteers and/or alumni who provided supplemental support
- **Principals:** that provided supportive leadership of after school programs which enhanced their campuses' overall contribution to the community
- **Organizations:** that built strong collaborative relationships with all their key stakeholders and were focused on both efficiency and effectiveness

The BTB branch is also a strength. By providing strong, nationally recognized, leadership and building collaborative relationships, the after school program has grown successfully over the last 6 years.

C. CONCERNS

Not all schools had the beneficial traits itemized above. The major concerns we identified during our site visits and from the survey data include:

- **Security:** some schools had open campuses, unknown adults around and no or lax sign in/sign out procedures
- **Teachers and After School staff:** some schools had high staffing ratios in excess of 35:1; staff that needed more training especially in classroom management; high levels of staff turnover and absenteeism; lack of certificated teachers for homework assistance; low levels of volunteers and/or parental involvement
- **Programs:** no snacks/beverages; offerings that were not uniform between schools; limited access to programs because of eligibility and affordability
- **Principals:** lack of support for and/or interest in integrating after school programs with school goals
- **Organization:** Federal, State, local and private funding are often restricted, which does not allow for the melding of funds to develop a seamless system with uniform, measured standards
- **Facilities and Equipment:** limited access to computers; inadequate sports equipment; limited supplemental educational materials; reticence to provide after school staff with access to additional space or equipment by some teachers and/or administrators

D. CONCLUSIONS

Based on our findings, we conclude that while the after school programs offer much enrichment, improvements can be made in several areas. These are addressed in our recommendations. Four of these areas are of most concern to us.

- 1) The lack of equity in program offerings on individual campuses can create a stigma for children excluded from certain programs and benefits. Because of different sources of funding, programs with different offerings are on the same campuses. Children see other children enjoying benefits that they cannot access. Some get snacks, some don't. Some get field trips, some don't. Children notice these differences and some wonder why they are left out.
- 2) Second is the need for consistent support throughout the District for after school activities. Beyond the Bell has been proactive in providing diverse after school programs to as many campuses as possible. We found many principals receptive, even eager, to have after school programs as an enrichment benefit. However, we also found that principal interest in and ability to access resources varied widely from school to school since there was no requirement that this be a part of their responsibilities. There are currently 112 elementary schools that do not have a comprehensive program available for their students.
- 3) The need for a longer-term evaluation of the "value added" benefit after school programs bring to children's learning experiences. Beyond the Bell should be commended for their focus on program evaluation. Contracts are routinely monitored and evaluated. Two major evaluation studies they have sponsored are cited in Appendix A. We believe however, that additional resources should be allocated to two types of studies: 1) a longer-term study that evaluates the differential impact of after school programs on student success throughout their academic careers. In this way, solid information will be available to judge the true cost/benefit of these programs that can then be used to justify the investment in their expansion and enrichment; and 2) regular reviews of the relative effectiveness of the different approaches being used by the various providers to identify best practices and ensure they are quickly shared across the system and with other jurisdictions.
- 4) The significant cut in the District's funding of the Youth Services program. Despite the growth in the number of schools served, the funding for this program has been cut from a high of \$11,342,171 or \$20,110 per school in 2002 - 2003 to \$8,212,717 or \$14,358 per school in 2005 - 2006. This is a cut of over 29% per school, which helps to explain some of the concerns raised by the stakeholders about this modestly staffed, highly utilized program.

III: RECOMMENDATIONS

The 2005-2006 Los Angeles County Civil Grand Jury recommends the following to be implemented by the Los Angeles Unified School District:

A. PROGRAMS

- 1) Provide nutritional snacks and beverages to **ALL** children who participate in any of the after school programs.
- 2) Provide programs that include enhanced academic assistance, enrichment, recreation, and nutrition at all LAUSD K-5 schools.
- 3) Increase the variety of programming and amount of enrichment.
- 4) Develop and implement evaluations on a regular basis to ensure that the best methods are promoted throughout the system.

B. SECURITY

- 1) Develop, implement and fund minimum-security systems and processes in all after school programs including some form of sign in/sign out.
- 2) Review the security proposals from the survey including: posting security personnel, safety training for the children, and a buddy system. Implement those deemed feasible and effective.
- 3) Develop and implement an annual security audit to ensure that current processes are being followed and to identify cost effective ways to constantly improve security.

C. COMMUNITY SUPPORT

- 1) Develop an adult volunteer program to assist the after school staff so that homework-help and other enrichment programs can be increased.
- 2) Develop a program with local high schools, both public and private, to provide community service credits to young people who are willing to provide volunteer support to after school programs.

D. FUNDING

- 1) Continue to pursue the additional Federal and State funding promised for after school programs.
- 2) Provide additional District funding to after school programs to allow for an increase in staff qualifications, additional staffing, and a staff backup strategy.

- 3) Devise and if necessary negotiate methods for melding Federal, State, District, Local, and Private resources into a seamless service at the schools.
- 4) Consider reallocating District funds to implement the changes defined in this report.

E. STAFFING

- 1) Develop higher minimum staffing levels and standards for the Youth Services program to ensure adequate supervision and the provision of an increased variety of recreational programs.
- 2) Enforce minimum staffing standards (quality, regular training and 20:1 student to staff ratio).

F. FACILITIES AND EQUIPMENT

- 1) Develop and implement a policy that requires schools to share their space with the after school program.
- 2) Provide additional funding for equipment specific to after school programs that can also be shared with the schools.
- 3) Wherever possible provide a dedicated storage area for the after school program for their specific needs.

G. ORGANIZATION

- 1) Make each principal responsible for supporting and ensuring that a comprehensive after school program operates at her/his school.
- 2) Encourage experimentation with and the development of “best practices” in all programs. Insure that successes are widely disseminated.
- 3) Develop seminars and an information packet for principals on how to bring more resources to their campuses and after school programs.
- 4) Provide better information on after school programs to parents and distribute the information more frequently.

APPENDICES

APPENDIX A: PROJECT RESOURCES

A. MULTIPLE INTERVIEWS/MEETINGS CONDUCTED WITH

Beyond the Bell Branch Officials and staff
All BTB Program Providers
Building Up Los Angeles
LA's BEST
State Evaluation Specialist
Student Auxiliary Services
Woodcraft Rangers
YS CARE

B. DOCUMENTS REVIEWED

21st Century Community Learning Centers Program: Request for Application (RFA) for Programs Proposing to Serve Elementary and Junior High/Middle School Students. California Department of Education After School Partnerships Office. Sacramento, California. 2004-2005.

A Guide to Developing EXEMPLARY PRACTICES in After School Programs: Andria J. Fletcher, PhD and Sam Piha MA, Center for Collaborative Solutions, the Community Network for Youth Development and the Foundation Consortium for California's Children and Youth. March 2005.

A Report to the Field, the After School Project: The Robert Wood Johnson Foundation.

Ashurst, Ph.D., James T., Anita L. Iannucci, Ph.D., and Maris del Pilar O' Cadiz, Ph.D. An Evaluation of After School Programs Provided by Partner Agencies of the Los Angeles Unified School District's Beyond the Bell Branch. Los Angeles Unified School District Program Evaluation and Research Branch. September 8, 2004. 125 pp.

Ashurst, Ph.D., James T., Anita L. Iannucci, Ph.D., and Maris del Pilar O' Cadiz, Ph.D. Evaluation of the YS CARE After School Program for California Work Opportunity and Responsibility to Kids (CalWORKS). January 2004. 98 pp.

Beyond the Bell Branch Master List. 2005.

Beyond the Bell Program Summary Data: Fact Sheet 2004-2005. April 18, 2005.

<http://www.lausd.k12.ca.us/lausd/offices/btb/>. Los Angeles Unified School District Beyond the Bell Branch website.

Huang, Denise, Kyung-Sung Kim, Anne Marshall and Patricia Perez. Keeping Kids In School, A Study Examining the Long-Term Impact of LA's BEST on Students' Dropout Rate. National Center for Research on Evaluation, Standards, and Student Testing (CRESST), University of California, Los Angeles, November 2005.

Improving the Quality of After-School Programs. Robert C. Granger, William T. Grant Foundation and Thomas J. Kane, University of California, monograph. January 2004.

LA's BEST 2004-2005 Annual Report.

Los Angeles Unified School District Beyond the Bell Branch: Cohort III Program Request for Proposal No BTB-05-001. Los Angeles Unified School District – Business Services Division. 2004.

Los Angeles Unified School District: Beyond the Bell Branch booklet.

Qualitative Narrative Evaluation Report 2004-2005: After School Education and Safety Programs. Los Angeles Unified School District Beyond the Bell Branch Expanded Learning and Enrichment Programs 2005.

APPENDIX B – SITES VISITED ANALYSIS

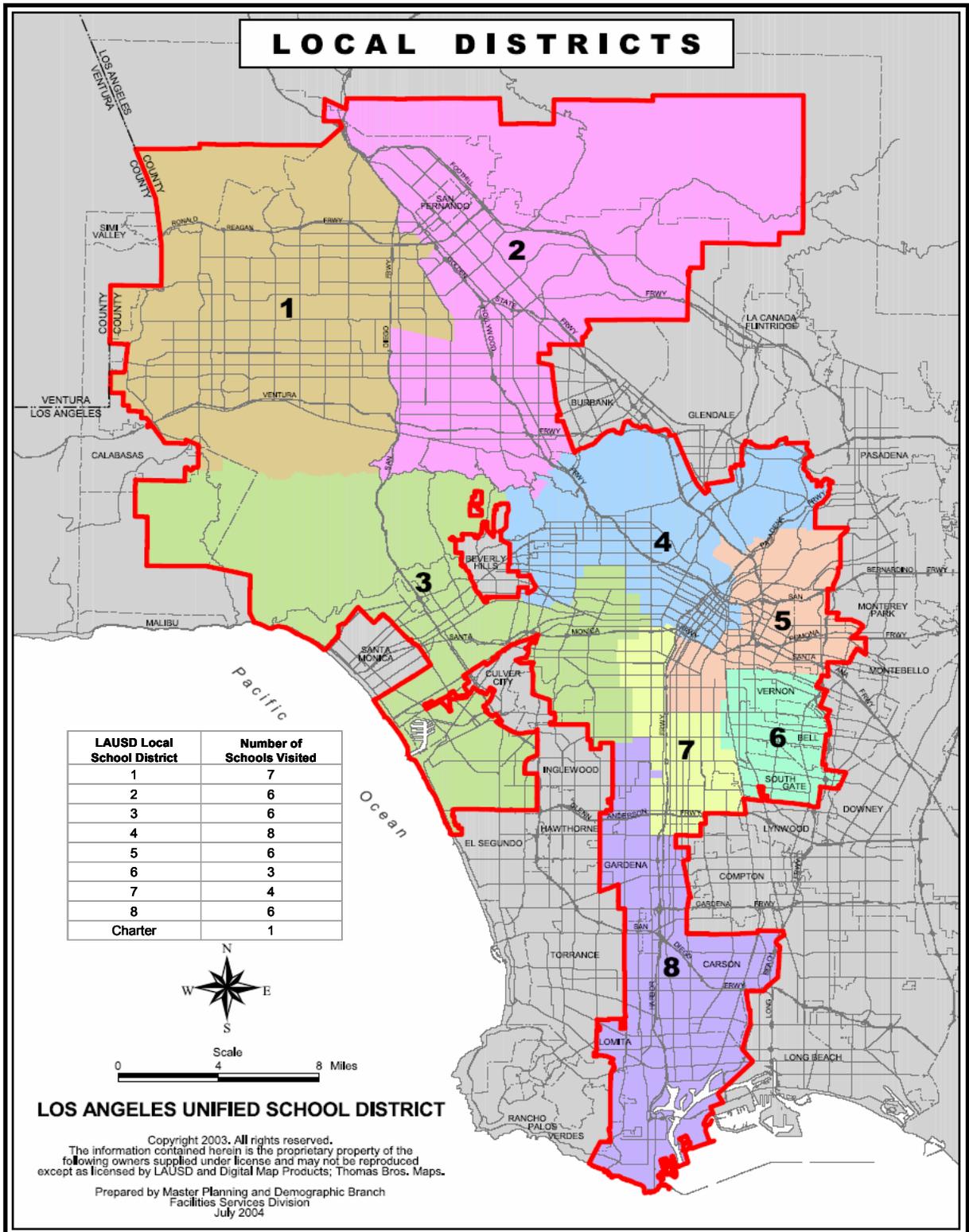
A. SITE VISITS CONDUCTED

Exhibit B-1: Site Visits Conducted

School	ZIP	District	School Enrollment	After School Program	Program Enrollment
116 th St.	90059	7	540	LA's BEST	115
				YS	50
15 th St.	90731	8	550	LA's BEST	100
				YS	50
4 th St.	90022	5	912	YS	150
				YS CARE	40
				Boys & Girls Club	200
				Kider Act	25
59 th St.	90043	3	476	21 st CCLC	60
				YS	30
				Star Education	78
61 st St.	90003	7	1000	21 st CCLC	50
Allesandro	90039	4	600	LA's BEST	280
Alta Loma	90019	3	600	LA's BEST	280
Apperson	91040	2	487	YS	100
Avalon Gardens	90061	8	263	Latchkey	54
				Star Education	83
				YS	25
Barrett	90003	7	1200	YS	150
Beckford	91326	1	580	YS	50
Bushnell Way	90042	4	620	ASESP	70
				LA's BEST	135
Canyon	90402	3	333	YS	100
Capistrano	91304	1	430	YS	130
Century Park	90303	8	790	YMCA	20
				YS	44
				Carney Education Services	120
City Terrace	90063	5	550	Intervention	100
				YS	60
				World Fit for Kids	35
Colfax	91607	2	496	YS	150
				YS CARE	75
Corona	90201	6	1,400	YS CARE	100
Dayton Heights	90004	4	600	YS CARE	150
Garvanza	90042	4	630	LA's BEST	140
				YS	80

School	ZIP	District	School Enrollment	After School Program	Program Enrollment
Glenwood	91352	2	700	YS	50
				LA's BEST	155
Granada	91344	1	480	YS	100
Grape	90059	7	760	YS	20
				LA's BEST	240
Harmony	90011	5	950	KidCare	60
				Learning for Life	48
				YS	80
Hyde Park	90043	4	950	YS CARE	460
Lassen	91343	1	650	YS	150
Leland	90731	8	570	YS	200
Logan	90026	4	912	YS/LA's BEST	245
Marquez	90272	3	644	YS	50
				Stars	20
Middleton	90255	6	1350	YS	150
				Woodcraft Rangers	150
Monlux	91606	2	750	YS	200
Multnomah	90032	5	668	YS	50
				Intervention	60
				KidCare	26
Nestle	91356	1	520	YS	150
Pomelo	91304	1	742	YS	200
Point Fermin	90731	8	330	YS	70
Ramona	90029	4	830	LA's BEST	90
Rio Vista	91602	2	500	YS	100
				LA's BEST	85
Roscomare	90077	3	530	YS	100
Solano	90012	5	246	YS	100
Sylmar	91342	2	1053	YS	12
				LA's BEST	350
Tarzana	91356	1	550	YS	100
Toland Way	90041	4	550	YS	100
				LA's BEST	88
Tweedy	90280	6	800	YS	120
Van Deene	90502	8	450	YS	70
Vaughn	91340	Charter	800	LA's BEST: 21 st CCLC	450
Virginia	90016	3	618	YS	60
				YS CARE	100
West Vernon	90037	5	900	YS CARE	40
				LA's BEST	150
				YS	60

B. LOS ANGELES UNIFIED SCHOOL DISTRICT MAP



APPENDIX C: ONLINE SURVEY ANALYSIS

A. BACKGROUND

The County of Los Angeles Civil Grand Jury retained KH Consulting Group (KH) to conduct an online survey of a variety of BTB stakeholders to obtain perceptions of BTB programs and services. Stakeholders surveyed include:

- Parents
- School Principals
- After School Program Administrators, Teachers, and Staff members
- BTB Contractors
- BTB Officials
- LAUSD Senior Officials or Board Members

KH provided the survey link to LAUSD officials who oversaw the dissemination of the survey to BTB stakeholders. The survey was bi-lingual, with questions asked in English and Spanish. The survey was open from January 17, 2006 until February 13, 2006.

Overall, survey responses reveal that stakeholders are somewhat satisfied with the access to and programming of After School Programs. Areas of greatest concern include:

- A lack of supervision and the understaffing of after school programs leading to a concern for child safety
- A lack of program variety and quality
- A lack of confidence in the quality and education of after school program staff
- Facility issues, the most serious being the unavailability of classroom space for after school programs
- A need for program supplies and equipment
- A need for more physical activity, health education, and the implementation of a snack service

B. RESPONSE RATES

Overall

KH tabulated the responses and did not share individual responses to maintain confidentiality. A total of 730 BTB stakeholders completed the survey. Exhibit C-1 displays response rates by BTB stakeholder affiliation.

Exhibit C-1: Respondents by BTB Stakeholder Affiliation

Stakeholder Category	Response Total	Response Percent
Parent	219	30%
Principal or Designate	176	24%
On-Site After School Program Administrator, Teacher, or Staff	201	28%
BTB Contractor	17	2%
BTB Official	14	2%
LAUSD Senior Official or Board Member	7	1%
Other	10	1%
Skipped this question	86	12%
TOTAL	730	100%

BTB Participation and Access

Respondents who identified themselves as Parents were asked to indicate their child's participation in and access to LAUSD BTB after school programming. Exhibit C-2 shows the results.

Exhibit C-2: BTB Participation and Access

Participation/Access Statement	Response Total	Response Percent
I have one or more child who attends a BTB after school program.	116	63%
I have one or more child who has a BTB after school program available at school, but who does not attend the program.	43	23%
I have one or more child at a school without a BTB after school program.	16	9%
Other	10	5%
TOTAL	185	100.00%

Respondents who identified themselves as Parents or school Principals were asked to indicate whether they have a child that participates in a BTB after school program in addition to Youth Services. Of the 185 who responded to this question, 116 (63%) have at least one child that attends a BTB after school program and 59 (32%) who do not. Ten responses remain in the other category, because they were not applicable or too general to further categorize.

BTB After School Programming

Respondents who identified themselves as Parents or Principals were asked which after school programs are provided at the school with which they are affiliated. Respondents could choose as many programs as were applicable. Exhibit C-3 displays the results.

C-3: Available BTB After School Programs

BTB After School Program	Response Total
Youth Services	201
YS-CARE	40
Carney's Educational Services	29
Woodcraft Rangers	26
Ready! Set! Go!	12
Keep Youth Doing Something	11
21 st Century Community Learning Center	10
LA's BEST	10
LACER	8
City of San Fernando After School Community Enrichment Program	7
Boys and Girls Club	6
STAR Enterprises	5
Para los Niños	4
DARE Dance	3
YMCA	3
A World Fit For Kids	2
Building Up Los Angeles	2
Extended Learning Program (ELP)	2
KidCare Program	2
Brainfuse	1
Child Youth Family Collaborative (CYFC)	1
College Bond	1
English Language Acquisition Programs (ELAP)	1
Gang Alternative Program (GAP)	1
Kid Protectors of the Environment	1
L.A. Bridges Program	1
PTA Creative Kids	1
Required Learning Academy (RLA)	1

BTB After School Program	Response Total
SCORES	1
South Bay Center for Counseling	1
Team Prime Time	1
TeamWorks	1
UCTP	1
Other	9
TOTAL	393

The 299 survey participants who answered this question gave 393 responses that represent over 34 after school programs and services. Nine responses remain in the “other” category because they were too general to categorize further.

Overall, the greatest number of respondents (201) indicated that there is a Youth Services Program at their school. Other widely mentioned programs include, YS-CARE (40), Carney’s Educational Services (29), and Woodcraft Rangers (26). The rest of the programs identified, were mentioned 12 times or fewer, 14 of which were only mentioned once each.

RESPONSE AVERAGES

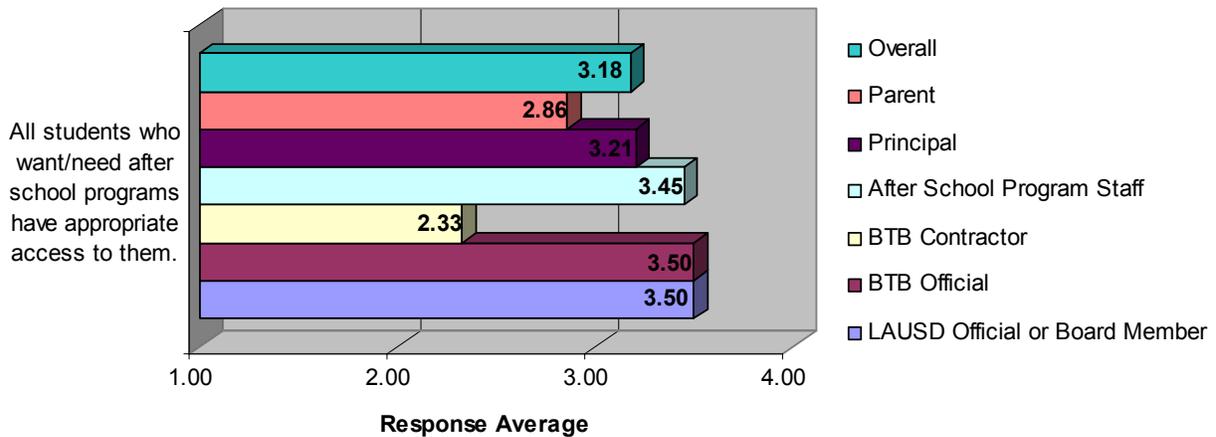
Respondents were asked to rank a series of statements as follows: Disagree, disagree somewhat, agree somewhat, agree, or no opinion. Assigning scores of 1, 2, 3, and 4 to these answers we developed Response Averages for each statement.

The reader should realize that a score of 2.5 is average, but that average falls half way between agree somewhat and disagree somewhat. Even a score of 3 means there still are some concerns since that is equivalent to agree somewhat.

Access

Survey respondents were asked to indicate their degree of agreement with statements concerning access to after school programs. 600 survey participants completed this section. Exhibits C-4 – C-7 display the overall and individual stakeholder Response Averages for each statement. Response averages are based on a 4.0 scale with 1.0 indicating disagreement and 4.0 indicating agreement.

Exhibit C-4: After School Program Access



Overall, with a Response Average of 3.18, survey respondents somewhat agree that after school programs are available to all students who want or need access to them. BTB and LAUSD Officials and After School Program Administrators and Staff are the most confident that access is adequate:

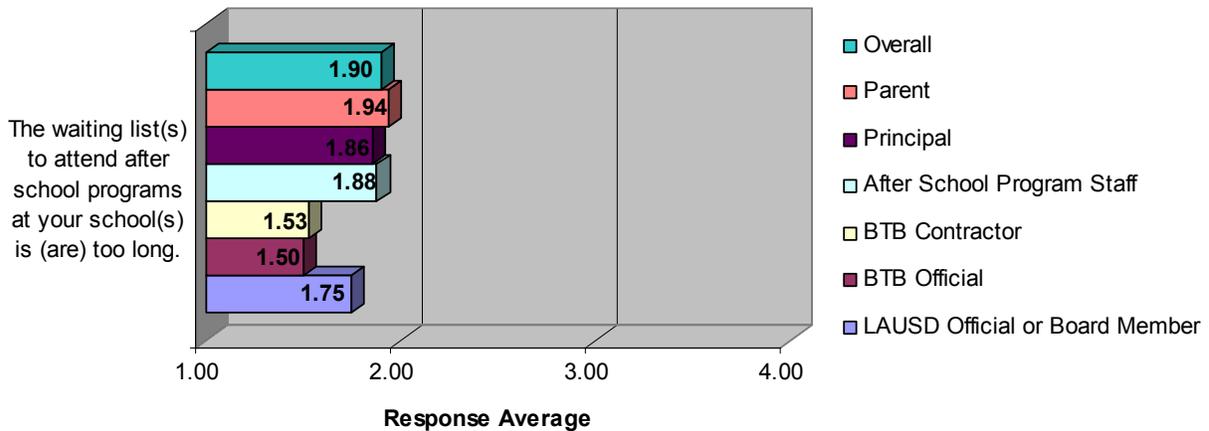
- BTB Officials – 3.50 Response Average
- LAUSD Officials – 3.50 Response Average
- After School program Staff – 3.45 Response Average

Parents and Principals are less sure of access:

- Parents – 2.86 Response Average
- Principals – 3.21 Response Average

BTB Contractors have the least confidence in program access with a 2.33 Response Average, indicating that they somewhat disagree with the statement.

Exhibit C-5: After School Program Waiting Lists

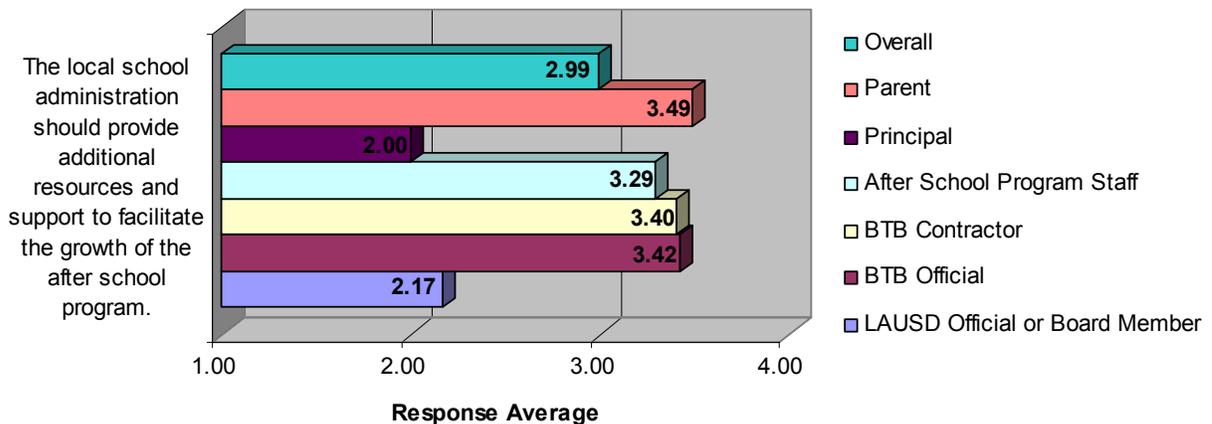


Overall, with a Response Average of 1.90, survey respondents disagree somewhat that the waiting lists to attend after school programs are too long. Individual Response Averages generally fell within a few points of the overall Response Average:

- Parents – 1.94 Response Average
- After School program Staff – 1.88 Response Average
- Principals – 1.86 Response Average
- LAUSD Officials or Board Member – 1.75 Response Average

Though, BTB Contractors and BTB Officials indicated a greater degree of disagreement with the statement with a 1.53 and 1.50 Response Average respectively.

Exhibit C-6: Resource and Support Provision



Overall, with a Response Average of 2.99, survey respondents somewhat agree that local school administration should provide additional resources and support to facilitate

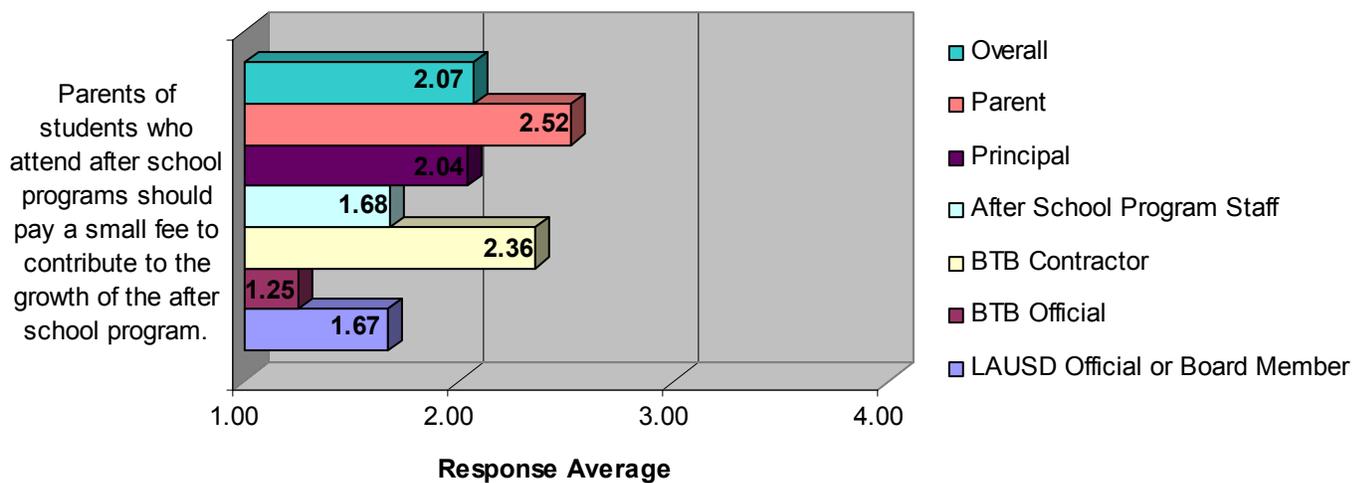
the growth of the after school program. Individually, Parents, BTB Contractors, and BTB Officials were in greater agreement with the statement:

- Parents – 3.49 Response Average
- BTB Contractor – 3.40 Response Average
- BTB Official – 3.42 Response Average

After School Program Staff agree somewhat with the statement as well, though indicating a somewhat lower Response Average of 3.29. LAUSD representatives, Principals, LAUSD Officials, and Board Members indicate considerably less agreement with the statement:

- Principal – 2.00 Response Average
- LAUSD Official or Board Member – 2.17 Response Average

Exhibit C-7: After School Program Fee



Overall, with a Response Average of 2.07, respondents disagree somewhat that Parents should have to pay a small fee for after school programs. Interestingly, Parents had the highest individual Response Average for this statement (2.52), though it still indicates that Parents disagree somewhat with the statement. The BTB Contractors are not far behind with a 2.36 Response Average. Principals had a 2.04 Response Average, and the following stakeholders fell well below the overall Response Average:

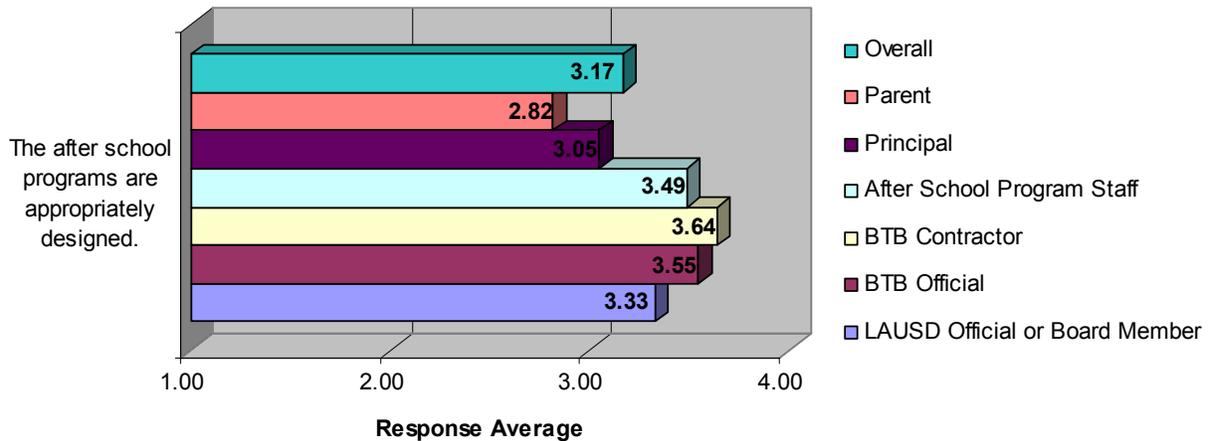
- After School Program Staff – 1.68 Response Average
- LAUSD Official or Board Member – 1.67 Response Average
- BTB Official – 1.25 Response Average

Programs

Survey respondents were asked to indicate their degree of agreement with statements concerning the design and quality of BTB after school programs. 586 survey

participants completed this section. Exhibits C-8 – C-13 display the overall and individual stakeholder Response Averages for each statement. Response averages are based on a 4.0 scale with 1.0 indicating disagreement and 4.0 indicating agreement.

Exhibit C-8: After School Program Design

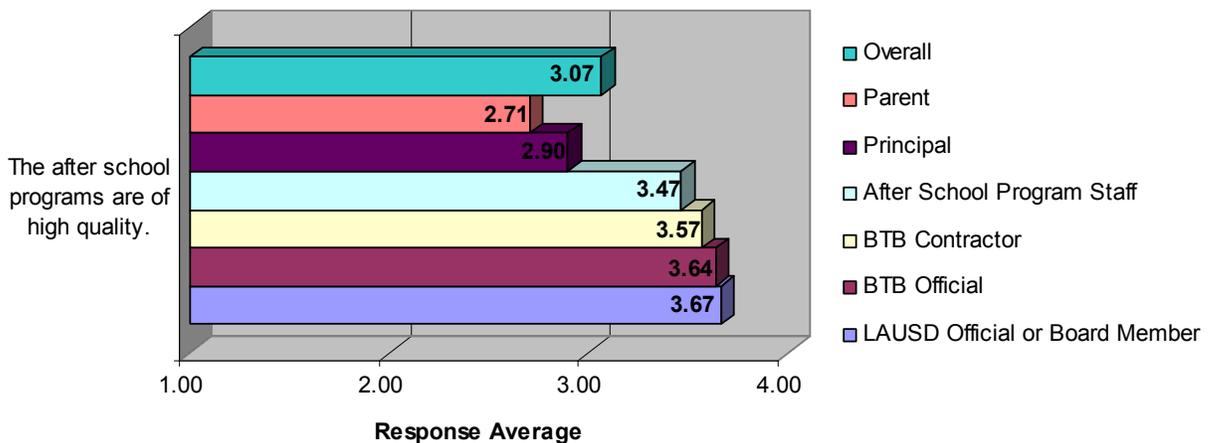


Overall, with a 3.17 Response Average, survey respondents agree somewhat that after school programs are designed appropriately. Individually, the following stakeholder groups had Response Averages at 3.33 and higher:

- LAUSD Officials and Board Members – 3.33 Response Averages
- After School Program Staff – 3.49 Response Average
- BTB Official – 3.55 Response Average
- BTB Contractor – 3.64 Response Average

Principals have a Response Average of 3.05, and Parents have a Response Average of 2.82, both falling below the overall Response Average and indicating a little less confidence in the after school program design.

Exhibit C-9: After School Program Quality

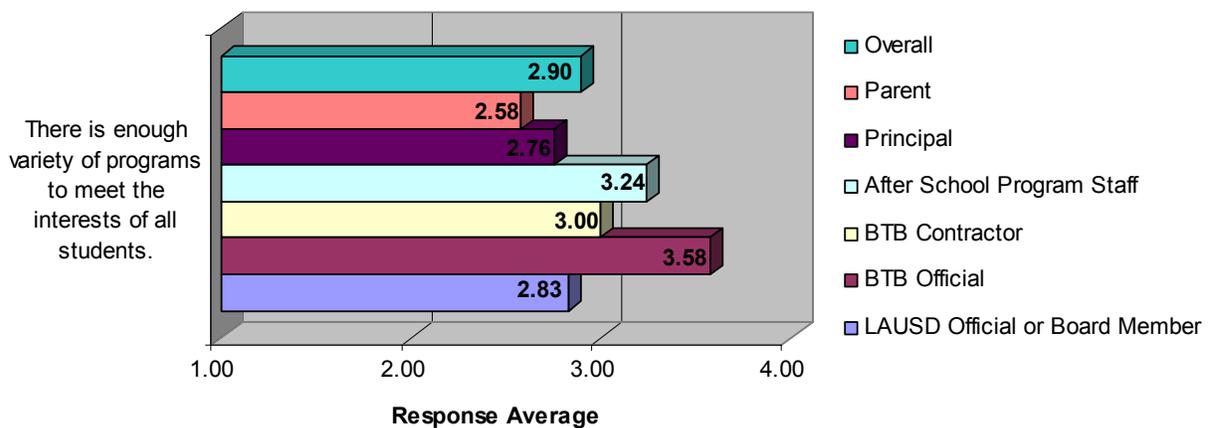


Overall, with a Response Average of 3.07, survey respondents agree somewhat that after school programs are of high quality. The following stakeholder groups have Response Average at least .40 points higher than the overall Response Average:

- After School Program Staff – 3.47 Response Average
- BTB Contractor – 3.57 Response Average
- BTB Official – 3.64 Response Average
- LAUSD Official or Board Member – 3.67 Response Average

Parents and Principals are less confident in the quality of after school programs, with Response Averages of 2.71 and 2.90 respectively.

Exhibit C-10: After School Program Variety



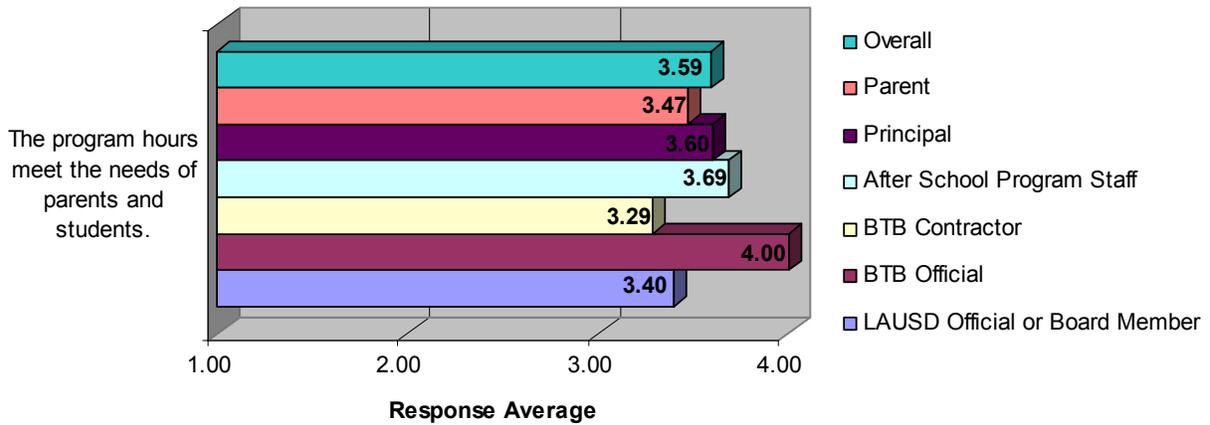
Overall, with a Response Average of 2.90, survey respondents somewhat agree that there is enough variety in After School programming to meet the interests of all students. Three stakeholder groups scored above the overall Response Average of 2.90:

- BTB Contractor – 3.00 Response Average
- After School Program Staff – 3.24 Response Average
- BTB Official – 3.58 Response Average

The remaining stakeholder groups scored below the overall Response Average:

- Principal – 2.76 Response Average
- LAUSD Official or Board Member – 2.83 Response Average
- Parent – 2.58 Response Average

Exhibit C-11: After School Program Hours



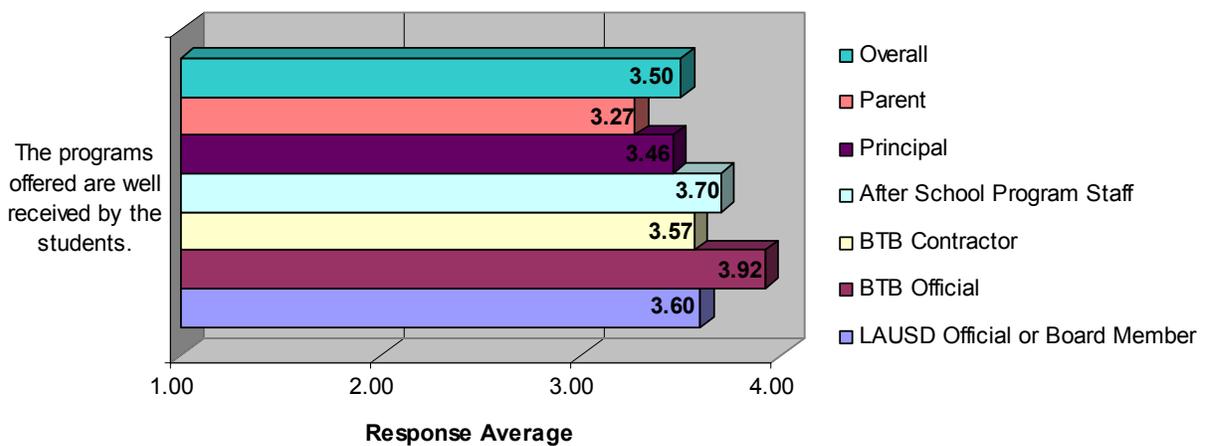
Overall, with a Response Average of 3.59, survey respondents agree that after school program hours meet the needs of Parents and students. The following stakeholder groups scored above the overall Response Average:

- Principal – 3.60 Response Average
- After School Program Staff – 3.69 Response Average
- BTB Official – 4.00 Response Average

The following stakeholders are a bit less confident, scoring below the overall Response Average:

- Parent – 3.47 Response Average
- LAUSD Official or Board Member – 3.40 Response Average
- BTB Contractor – 3.29 Response Average

Exhibit C-12: Reception of After School Programs



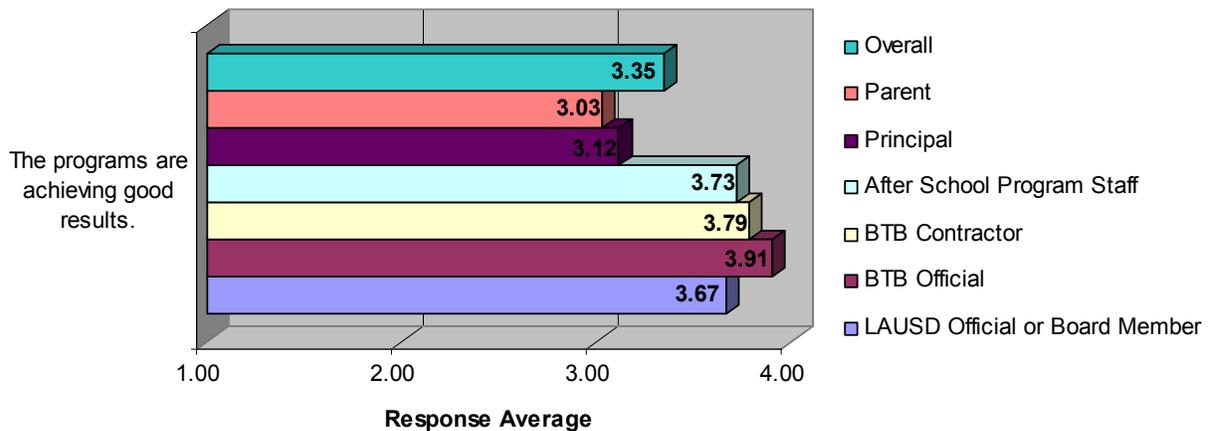
Overall, with a Response Average of 3.50, survey respondents agree that after school programs offered are received well by students. The majority of individual stakeholder groups scored above the overall Response Average, including:

- BTB Contractor – 3.57 Response Average
- LAUSD Official or Board Member – 3.60 Response Average
- After School Program Staff – 3.70 Response Average
- BTB Official – 3.92 Response Average

The following stakeholders are a bit less confident, scoring below the overall Response Average:

- Principal – 3.46 Response Average
- Parent – 3.27 Response Average

Exhibit C-13: After School Program Results



Overall, with a Response Average of 3.35, survey respondents agree somewhat that after school programs are achieving good results. The majority of individual stakeholder groups scored above the overall Response Average, including:

- LAUSD Official or Board Member – 3.67 Response Average
- After School Program Staff – 3.73 Response Average
- BTB Contractor – 3.79 Response Average
- BTB Official – 3.91 Response Average

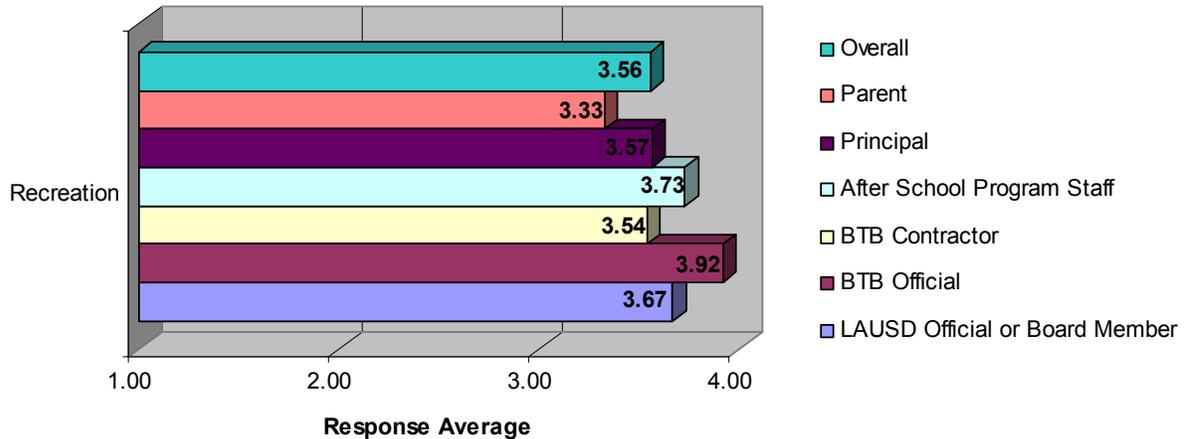
Again, Principals and Parents were less confident:

- Principal – 3.12 Response Average
- Parent – 3.03 Response Average

Program Components

Survey participants were asked to indicate whether they feel there is enough focus on and enough time allocated for a variety of BTB after school program components. A total of 583 survey participants responded to this section. Exhibits C-14 – C-18 display the overall and individual stakeholder Response Averages for each BTB program component.

Exhibit C-14: Recreation

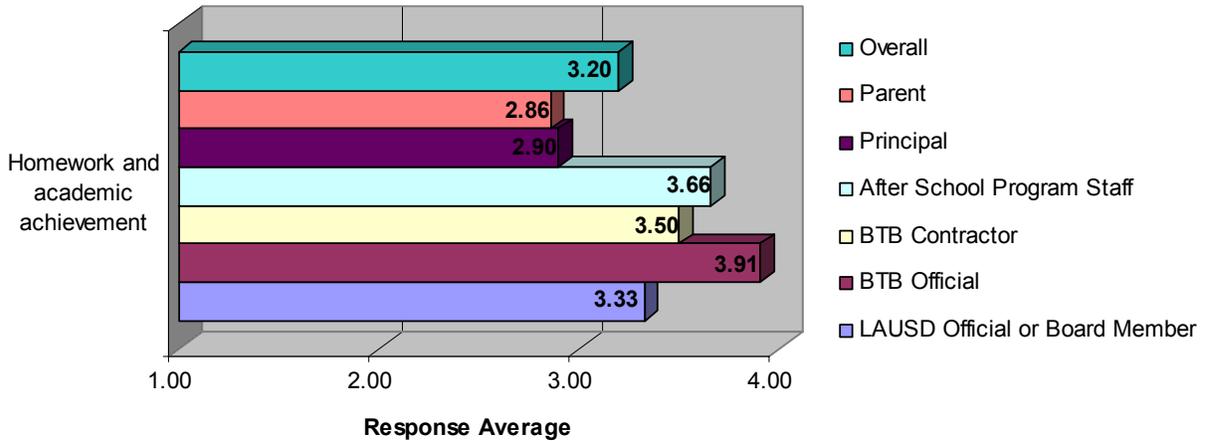


Overall, with a Response Average of 3.56, survey respondents agree that there is enough focus on Recreation. The majority of individual stakeholder groups scored above the overall Response Average, including:

- Principal – 3.57 Response Average
- LAUSD Official or Board Member – 3.67 Response Average
- After School Program Staff – 3.73 Response Average
- BTB Official – 3.92 Response Average

BTB Contractors and Parents scored somewhat less than the overall Response Average with 3.54 and 3.33 respectively.

Exhibit C-15: Homework and Academic Achievement

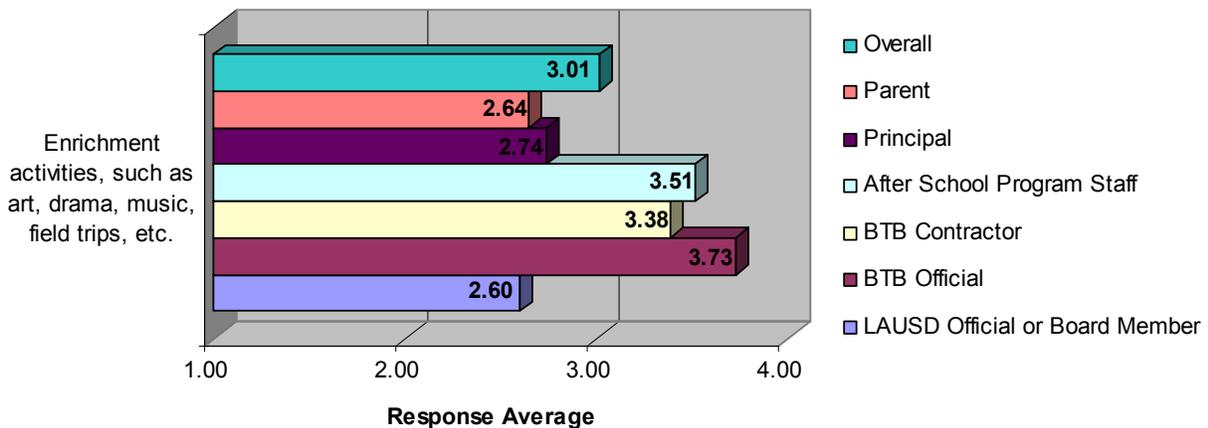


Overall, with a Response Average of 3.20, survey respondents agree somewhat that there is enough focus on Homework and Academic Achievement. The majority of individual stakeholder groups scored above the overall Response Average, including:

- LAUSD Official or Board Member – 3.33 Response Average
- BTB Contractor – 3.50 Response Average
- After School Program Staff – 3.66 Response Average
- BTB Official – 3.91 Response Average

Parents and Principals scored considerably less than the overall Response Average with 2.86 and 2.90 respectively, indicating a concern about focus on homework and academic achievement.

Exhibit C-16: Enrichment Activities



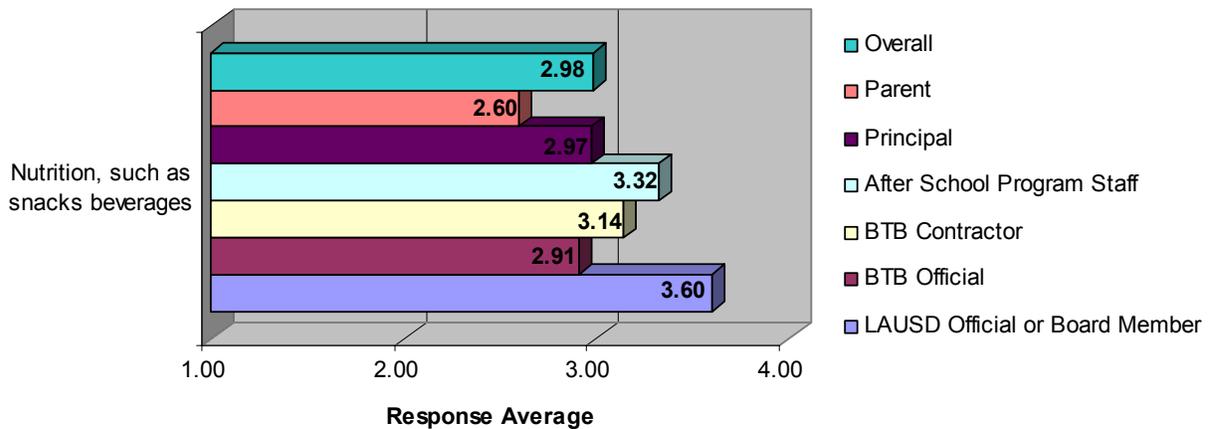
Overall, with a Response Average of 3.01, survey respondents agree somewhat that there is enough focus on Enrichment Activities. The following stakeholder groups scored above the overall Response Average:

- BTB Contractor – 3.38 Response Average
- After School Program Staff – 3.51 Response Average
- BTB Official – 3.73 Response Average

The following stakeholders scored considerably less than the overall Response Average:

- Principal – 2.74 Response Average
- Parent – 2.64 Response Average
- LAUSD Official or Board Member – 2.60 Response Average

Exhibit C-17: Nutrition



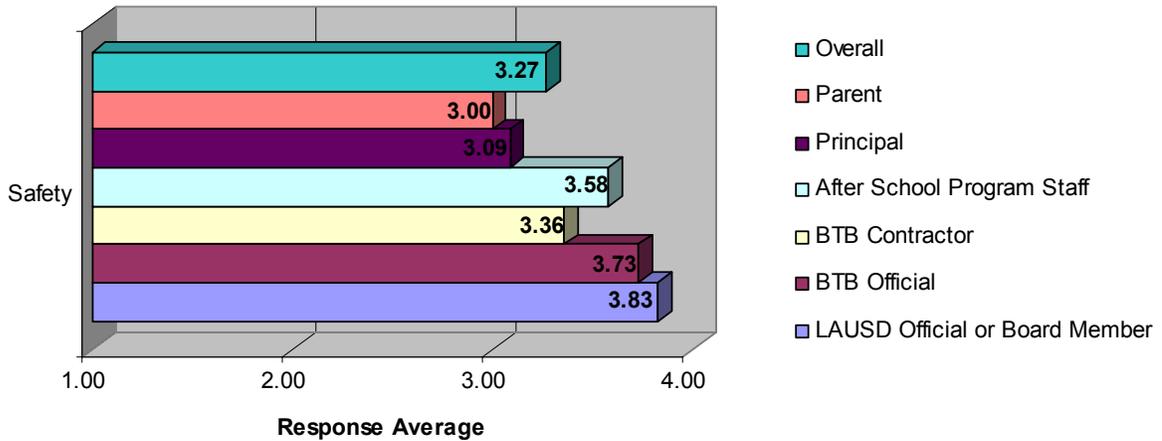
Overall, with a Response Average of 2.98, survey respondents agree somewhat that after school programs put enough focus on Nutrition. The following stakeholder groups scored above the overall Response Average:

- BTB Contractor – 3.14 Response Average
- After School Program Staff – 3.32 Response Average
- LAUSD Official or Board Member – 3.60 Response Average

The following stakeholders scored less than the overall Response Average:

- Principal – 2.97 Response Average
- BTB Official – 2.91 Response Average
- Parent – 2.60 Response Average

Exhibit C-18: Safety



Overall, with a Response Average of 3.27, survey respondents agree somewhat that after school programs put enough focus on Safety. The following stakeholder groups scored above the overall Response Average:

- BTB Contractor – 3.36 Response Average
- After School Program Staff – 3.58 Response Average
- BTB Official – 3.73 Response Average
- LAUSD Official or Board Member – 3.83 Response Average

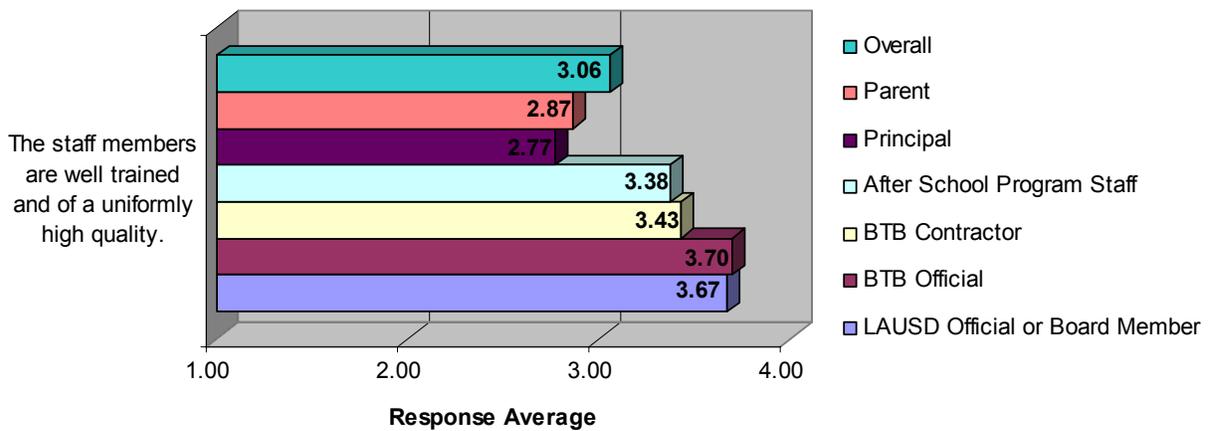
The following stakeholders scored less than the overall Response Average, but no one fell below 3.00:

- Principal – 3.09 Response Average
- Parent – 3.00 Response Average

Staffing of BTB After School Programs

Survey participants were asked to indicate their degree of agreement with statements concerning the staffing of BTB after school programs. 576 survey participants responded to this section. Exhibits C-19 – C-22 display the overall and individual stakeholder Response Averages for each statement.

Exhibit C-19: Staff Training and Quality



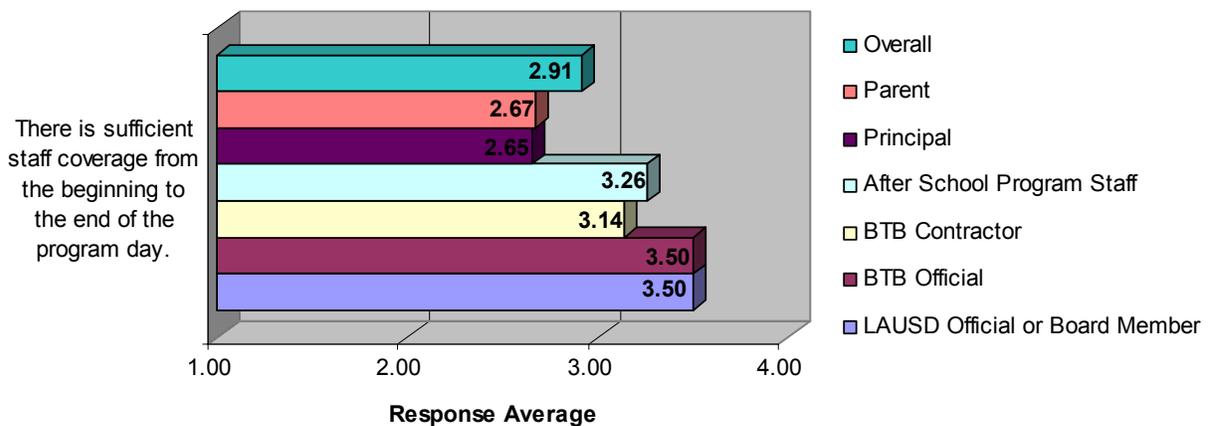
Overall, with a Response Average of 3.06, survey respondents agree somewhat that staff members are well-trained and of uniformly high quality. The following stakeholder groups scored above the overall Response Average:

- After School Program Staff – 3.38 Response Average
- BTB Contractor – 3.43 Response Average
- BTB Official – 3.73 Response Average
- LAUSD Official or Board Member – 3.67 Response Average

The following stakeholders scored less than the overall Response Average:

- Parent – 2.87 Response Average
- Principal – 2.77 Response Average

Exhibit C-20: Staff Coverage



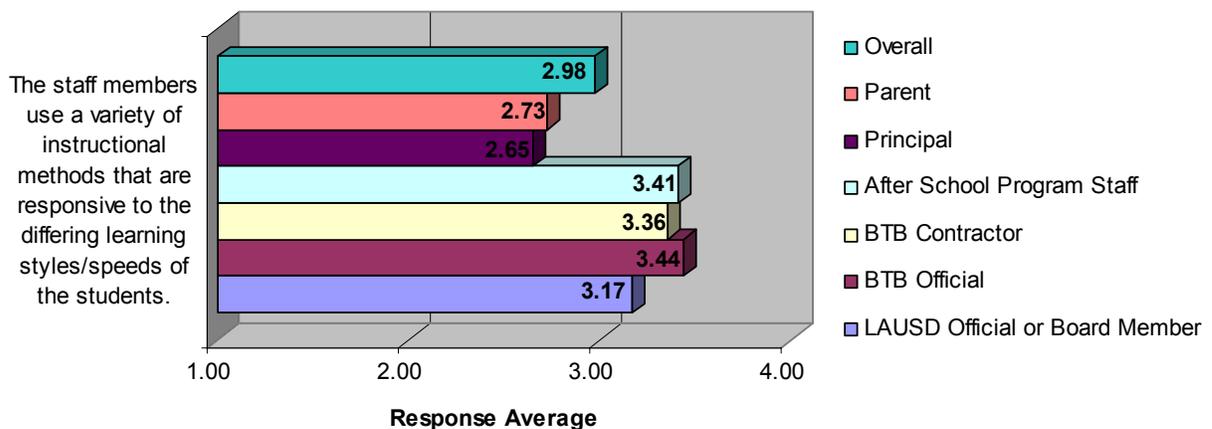
Overall, with a Response Average of 2.91, survey respondents agree somewhat that there is sufficient staff coverage from the beginning to the end of the school day. The following stakeholder groups scored above the overall Response Average:

- BTB Contractor – 3.14 Response Average
- After School Program Staff – 3.26 Response Average
- BTB Official – 3.50 Response Average
- LAUSD Official or Board Member – 3.50 Response Average

The following stakeholders scored considerably less than the overall Response Average:

- Parent – 2.67 Response Average
- Principal – 2.65 Response Average

Exhibit C-21: Instructional Methods



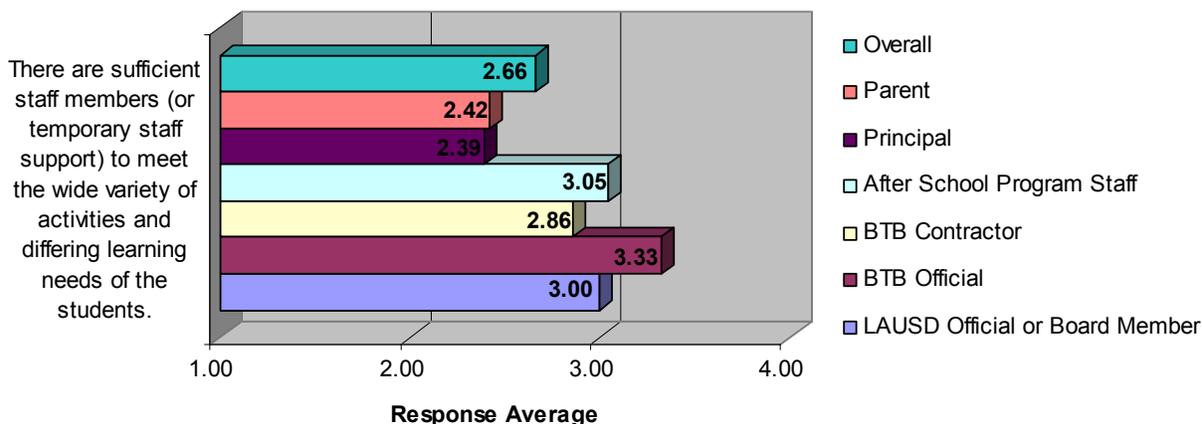
Overall, with a Response Average of 2.98, survey respondents agree somewhat that staff members use a variety of instructional methods that are responsive to students' differing learning styles and speeds. The following stakeholder groups scored above the overall Response Average:

- LAUSD Official or Board Member – 3.17 Response Average
- BTB Contractor – 3.36 Response Average
- After School Program Staff – 3.41 Response Average
- BTB Official – 3.44 Response Average

The following stakeholders scored considerably less than the overall Response Average:

- Parent – 2.73 Response Average
- Principal – 2.65 Response Average

Exhibit C-22: Meeting Different Learning Needs



Overall, with a Response Average of 2.66, survey respondents agree somewhat that there are sufficient staff members to meet the wide variety of activities and students' differing learning needs. The following stakeholder groups scored above the overall Response Average:

- BTB Contractor – 2.86 Response Average
- LAUSD Official or Board Member – 3.00 Response Average
- After School Program Staff – 3.05 Response Average
- BTB Official – 3.33 Response Average

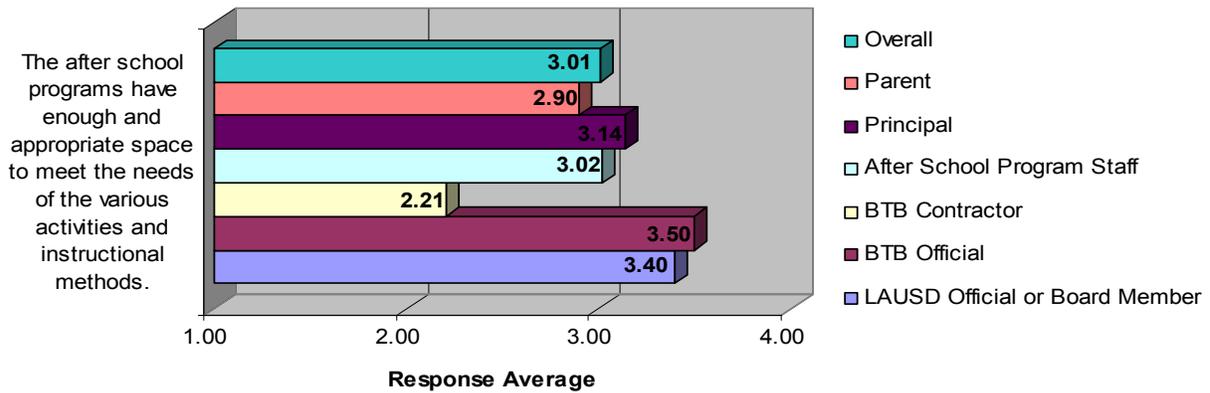
The following stakeholders scored considerably less than the overall Response Average:

- Parent – 2.42 Response Average
- Principal – 2.39 Response Average

Facilities and Equipment

Survey participants were asked to indicate their degree of agreement with statements concerning BTB after school program facilities and equipment. A total of 570 survey participants responded to this section. Exhibits C-23 – C-24 display the overall and individual stakeholder Response Averages for each statement.

Exhibit C-23: Space Availability



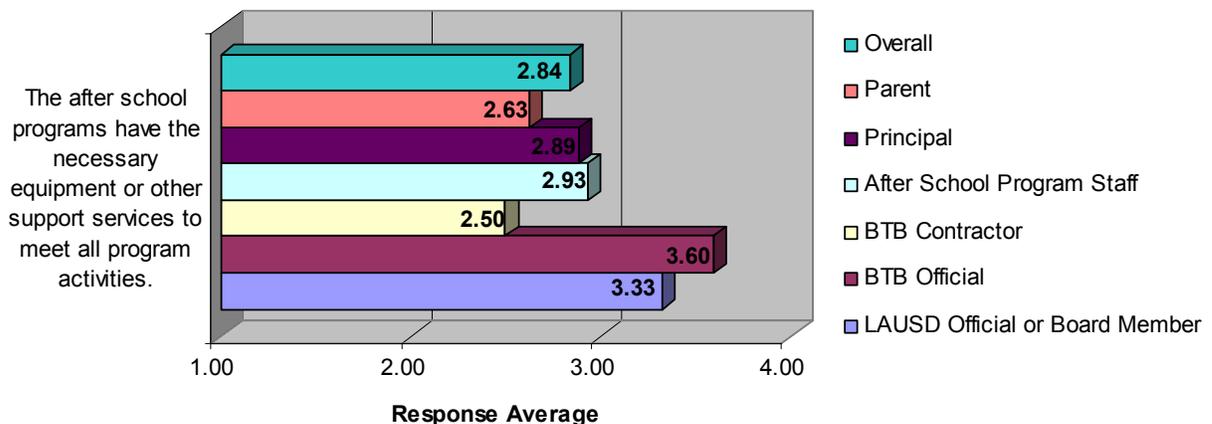
Overall, with a Response Average of 3.01, survey respondents agree somewhat that after school programs have enough and the appropriate space to meet the needs of the various activities and instructional methods. Following are the individual stakeholder groups that scored above the overall Response Average:

- After School Program Staff – 3.02 Response Average
- Principal – 3.14 Response Average
- LAUSD Official or Board Member – 3.40 Response Average
- BTB Official – 3.50 Response Average

Parents are less confident, scoring a bit below the overall Response Average, but BTB Contractors are in disagreement with the statement, scoring .80 points below the overall Response Average.

- Parent – 2.90 Response Average
- BTB Contractor – 2.21 Response Average

C-24: Equipment Availability



Overall, with a Response Average of 2.84, survey respondents agree somewhat that after school programs have the necessary equipment or other support services to meet all program activities. Following are the individual stakeholder groups that scored above the overall Response Average:

- After School Program Staff – 2.93 Response Average
- LAUSD Official or Board Member – 3.33 Response Average
- BTB Official – 3.60 Response Average

The following stakeholders are a bit less confident, scoring below the overall Response Average:

- Principal – 2.89 Response Average
- Parent – 2.63 Response Average
- BTB Contractor – 2.50 Response Average

Survey Respondents were asked to identify additional space, equipment, or other support that they feel is important to the success of BTB after school programs. Exhibit C-25 displays a summary of the space, equipment, or other support issues that survey participants identified as important to the success of BTB after school programs. Response rates are across the identified stakeholder groups.

Survey respondents identified 18 broad categories of space, equipment, and other support issues that they feel are important to BTB success. Survey respondents provided 440 individual comments concerning these issues. Exhibit C-25 displays the space, equipment, and other after school program support issues mentioned in the survey.

Exhibit C-25: Space, Equipment, and Other After School Program Support Issues

Issue	Stakeholder							TOTAL
	Parent	Principal	After School Program Staff	BTB Contractor	BTB Official	LAUSD Official	Other	
Facilities	13	20	42	10	1		1	87
Supervision/Safety	29	27	11				1	68
Equipment/Supplies	16	16	19	3		1	1	56
Staff training/ education/ quality/ diversity	15	24	2	1		1		43
Program Variety/Structure	20	14	3			1		38
Snacks	5	1	11	1	2		2	22
Fiscal Support		5	12	2	1		1	21
Homework help/time/area	15	3	2				1	21
Positive Comments	12	2	1					15
Athletics/Fun Activities	12		1					13
Program Availability	7	6						13
Communication/Responsiveness	8		2					10
Program Requirements	8	2						10
School Support	1	1	5	1				8
Program Fees	3	2						5
Community Involvement	2		2					4
Transportation	1		3					4
Cooperation				1	1			2
TOTAL	167	123	116	19	5	3	7	440

Overall, survey respondents mentioned facilities issues most frequently. Nearly half of the responses in this category were given by after school program administrators and staff who identify a need for the use of classroom space that many day school teachers are not willing to allow. The majority of responses from Principals and BTB Contractors support this tension. The Parents who identified facility issues were more concerned with the size and quality of space provided for after school programs. They indicate a need for more space in general and the provision of indoor space to use during inclement and cold weather.

Parents, as a stakeholder group, were most concerned with the supervision of after school programs, indicating that the instructor to child ratio is too great, sometimes upwards of 70 children per staff member. Responses from Principals and after school program staff support this claim.

Other areas of concern across stakeholder groups include:

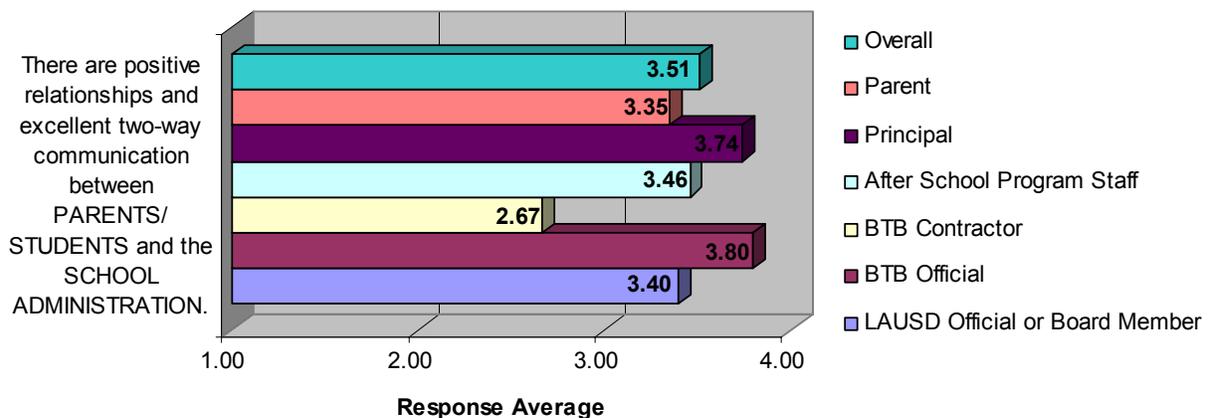
- The need for more updated equipment and supplies like sports equipment, playground equipment, and art supplies

- An increased number of and better trained program staff
- A greater variety of programming including, art, music, more sports, and foreign language classes
- The need for programs to provide daily healthy snacks to program participants
- Time, space, and qualified support for academic work, including homework

Relationship

Survey participants were asked to indicate whether they feel there are positive relationships and excellent two-way communication among a variety of BTB after school program stakeholders. Exhibit C-26 – C-34 displays the overall and individual stakeholder Response Averages for each statement.

Exhibit C-26: Communication Between Parents/Students and School Administration



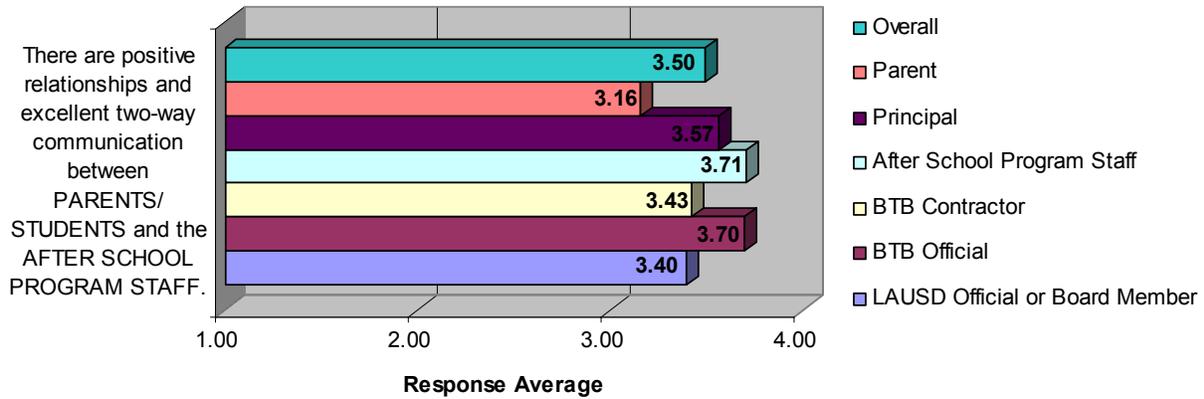
Overall, with a Response Average of 3.51, survey respondents agree that there are positive relationships and excellent two-way communication between Parents, Students, and School Administration. Following are the individual stakeholder groups that scored above the overall Response Average:

- Principal – 3.74 Response Average
- BTB Official – 3.80 Response Average

The following stakeholders are a bit less confident, scoring below the overall Response Average. Notice that BTB Contractors have scored nearly 1.0 below the overall Response Average.

- After School Program Staff – 3.46 Response Average
- LAUSD Official or Board Member – 3.40 Response Average
- Parent – 3.35 Response Average
- BTB Contractor – 2.67 Response Average

Exhibit C-27: Communication Between Parent/ Students and After School Program Staff



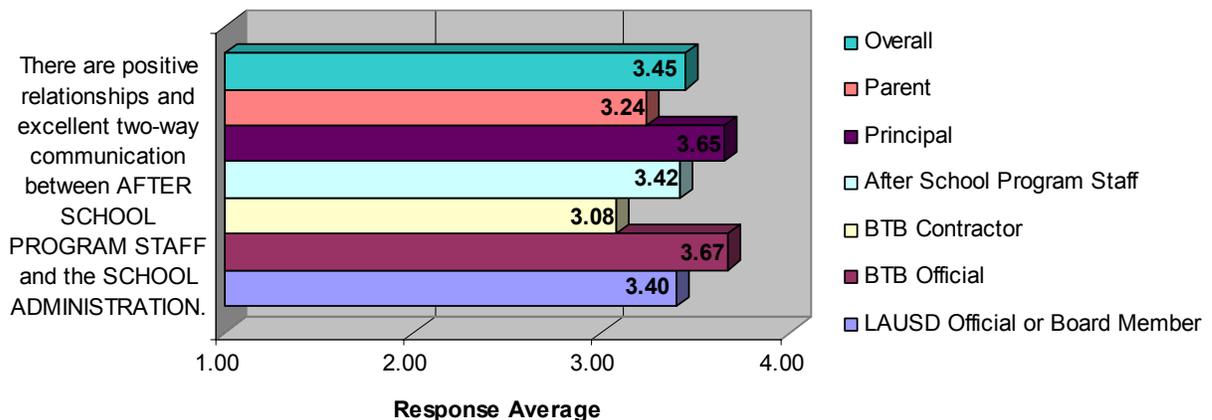
Overall, with a Response Average of 3.50, survey respondents agree that there are positive relationships and excellent two-way communication between Parents, Students, and After School Program Staff. Following are the individual stakeholder groups that scored above the overall Response Average:

- Principal – 3.57 Response Average
- BTB Official – 3.70 Response Average
- After School Program Staff – 3.71 Response Average

The following stakeholders are a bit less confident, scoring below the overall Response Average:

- BTB Contractor – 3.43 Response Average
- LAUSD Official or Board Member – 3.40 Response Average
- Parent – 3.16 Response Average

Exhibit C-28: Communication Between After School Program Staff and School Administration



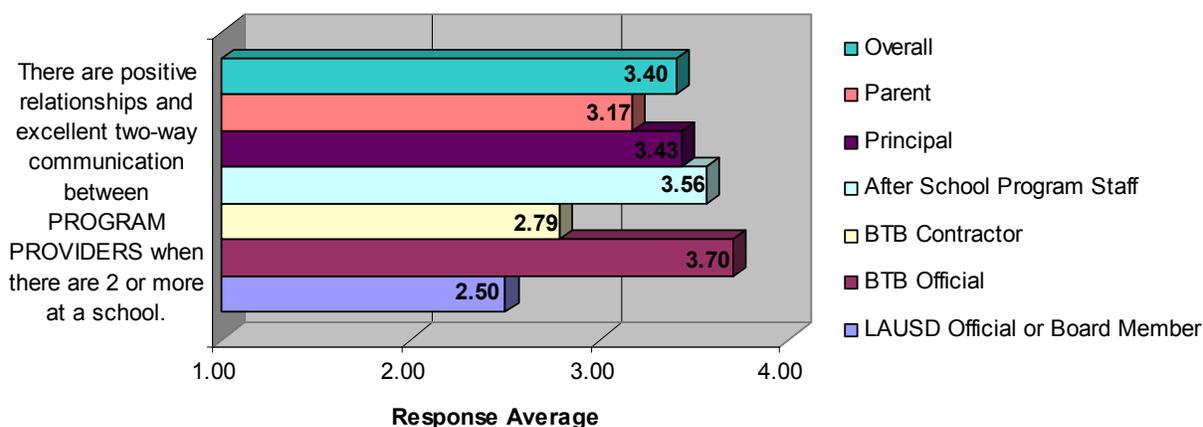
Overall, with a Response Average of 3.45, survey respondents agree somewhat that there are positive relationships and excellent two-way communication between After School program Staff and School Administration. Following are the individual stakeholder groups that scored above the overall Response Average:

- Principal – 3.65 Response Average
- BTB Official – 3.67 Response Average

The following stakeholders are a bit less confident, scoring below the overall Response Average:

- After School Program Staff – 3.42 Response Average
- LAUSD Official or Board Member – 3.40 Response Average
- Parent – 3.24 Response Average
- BTB Contractor – 3.08 Response Average

Exhibit C-29: Communication Between Program Providers



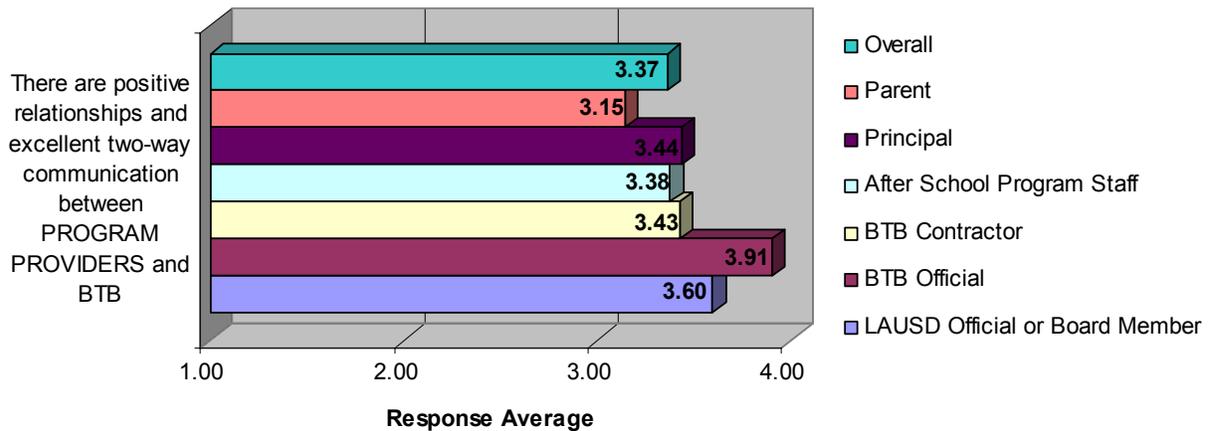
Overall, with a Response Average of 3.40, survey respondents agree somewhat that there are positive relationships and excellent two-way communication between Program Providers. Following are the individual stakeholder groups that scored above the overall Response Average:

- Principal – 3.43 Response Average
- After School Program Staff – 3.56 Response Average
- BTB Official – 3.70 Response Average

The following stakeholders are less confident, scoring below the overall Response Average. Notice that BTB Contractor and LAUSD Official and Board members are scored considerably below the overall Response Average.

- Parent – 3.17 Response Average
- BTB Contractor – 2.79 Response Average
- LAUSD Official or Board Member – 2.50 Response Average

Exhibit C-30: Communication Between Program Providers and BTB



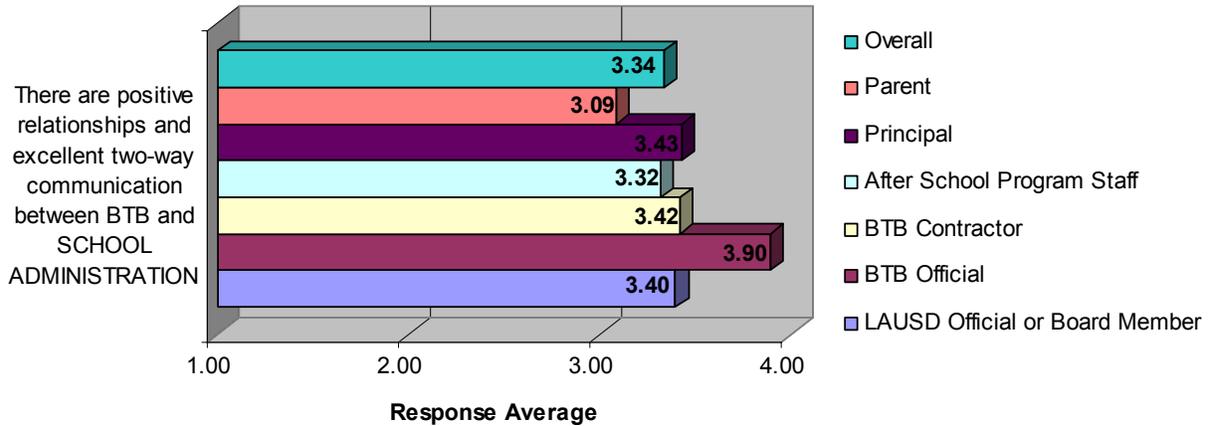
Overall, with a Response Average of 3.37, survey respondents agree somewhat that there are positive relationships and excellent two-way communication between Program Providers and BTB. The majority of individual stakeholder groups scored above the overall Response Average:

- After School Program Staff – 3.38 Response Average
- BTB Contractor – 3.43 Response Average
- Principal – 3.44 Response Average
- LAUSD Official or Board Member – 3.60
- BTB Official – 3.91 Response Average

Only Parents scored less than the overall Response Average:

- Parent – 3.15 Response Average

Exhibit C-31: Communication Between BTB and School Administration



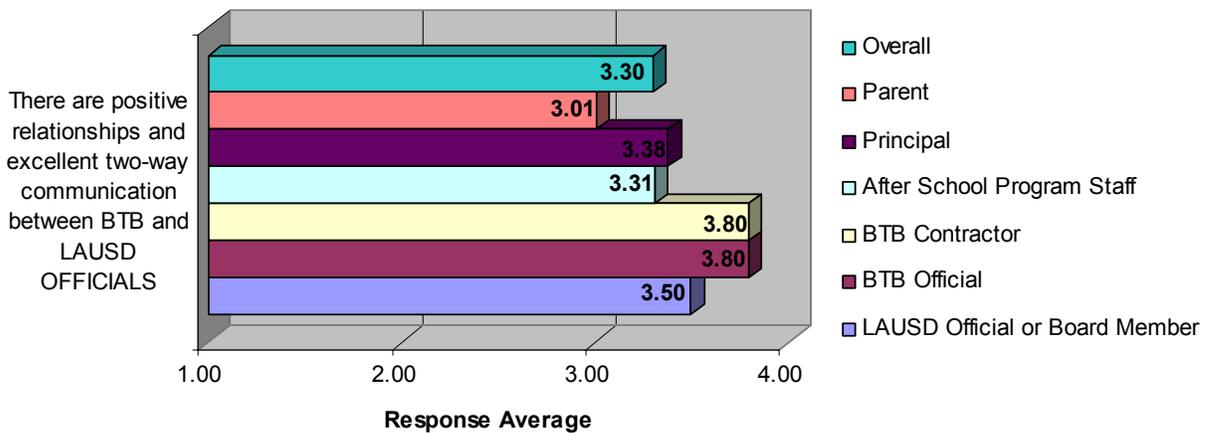
Overall, with a Response Average of 3.34, survey respondents agree somewhat that there are positive relationships and excellent two-way communication between BTB and School Administration. The majority of individual stakeholder groups scored above the overall Response Average:

- LAUSD Official or Board Member – 3.40 Response Average
- BTB Contractor – 3.42 Response Average
- Principal – 3.43 Response Average
- BTB Official – 3.90 Response Average

The following stakeholders are less confident, scoring below the overall Response Average:

- After School Program Staff – 3.32 Response Average
- Parent – 3.09 Response Average

Exhibit C-32: Communication Between BTB and LAUSD Officials



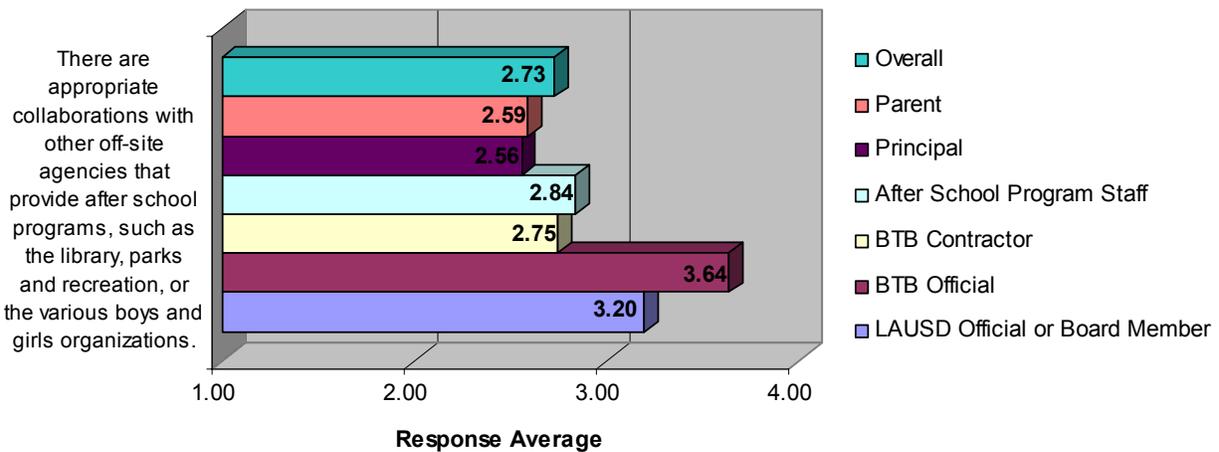
Overall, with a Response Average of 3.30, survey respondents agree somewhat that there are positive relationships and excellent two-way communication between BTB and LAUSD Officials. The majority of individual stakeholder groups scored above the overall Response Average:

- After School Program Staff – 3.31 Response Average
- Principal – 3.38 Response Average
- LAUSD Official or Board Member – 3.50 Response Average
- BTB Contractor – 3.80 Response Average
- BTB Official – 3.80 Response Average

Only Parents are less confident, scoring below the overall Response Average:

- Parent – 3.01 Response Average

Exhibit C-33: Collaboration with Off-Site Agencies



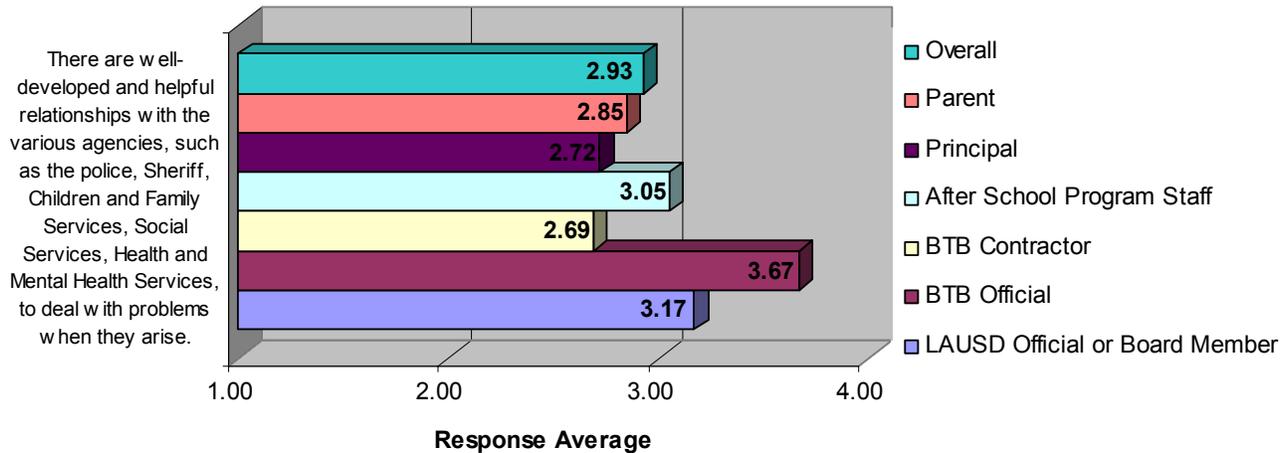
Overall, with a Response Average of 2.73, survey respondents agree somewhat that there are positive relationships and excellent two-way communication with off-site agencies. This Response Average indicates less confidence in this line of communication than those previously. Though, the majority of individual stakeholder groups scored above the overall Response Average:

- LAUSD Official or Board Member – 3.20 Response Average
- BTB Contractor – 2.75 Response Average
- BTB Official – 3.64 Response Average

The following stakeholders are less confident, scoring below the overall Response Average:

- Parent – 2.59 Response Average
- Principal – 2.56 Response Average

Exhibit C-34: Relationships with External Agencies



Overall, with a Response Average of 2.93, survey respondents agree somewhat that there are positive relationships and excellent two-way communication with External Agencies. Following are the individual stakeholder groups that scored above the overall Response Average:

- After School Program Staff – 3.05 Response Average
- LAUSD Official or Board Member – 3.17 Response Average
- BTB Official – 3.67 Response Average

The following stakeholders are less confident, scoring below the overall Response Average:

- Principal – 2.85 Response Average
- Parent – 2.72 Response Average
- BTB Contractor – 2.69 Response Average

Important Skills, Attitudes, and Attributes

Survey participants were asked to indicate whether a variety of skills, attitudes, and attributes are important for students to learn. Exhibits C-35 – C-43 display the overall and individual stakeholder Response Averages for each skill, attitude, or attribute provided for rating on the survey and indicate that all stakeholder groups agree that personal goal-setting, problem-solving, self evaluation, adaptability, motivation, self-esteem, conflict resolution, teamwork, and love of learning are important for students to learn.

Exhibit C-35: Personal Goal-Setting

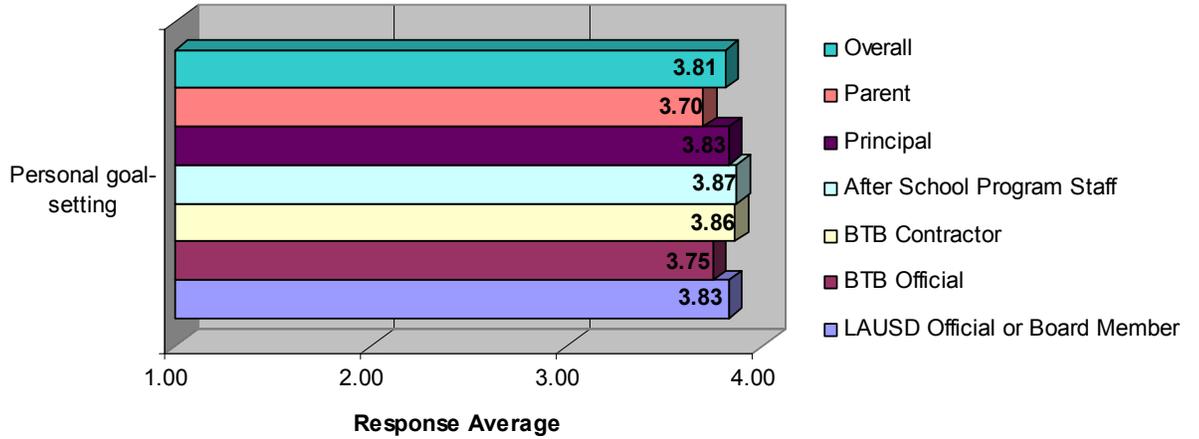


Exhibit C-36: Problem Solving

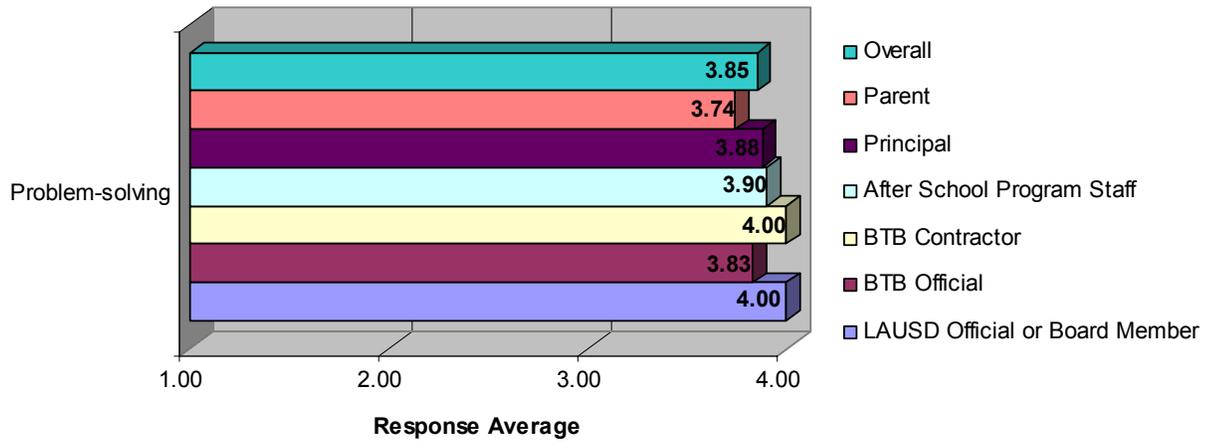


Exhibit C-37: Self Evaluation

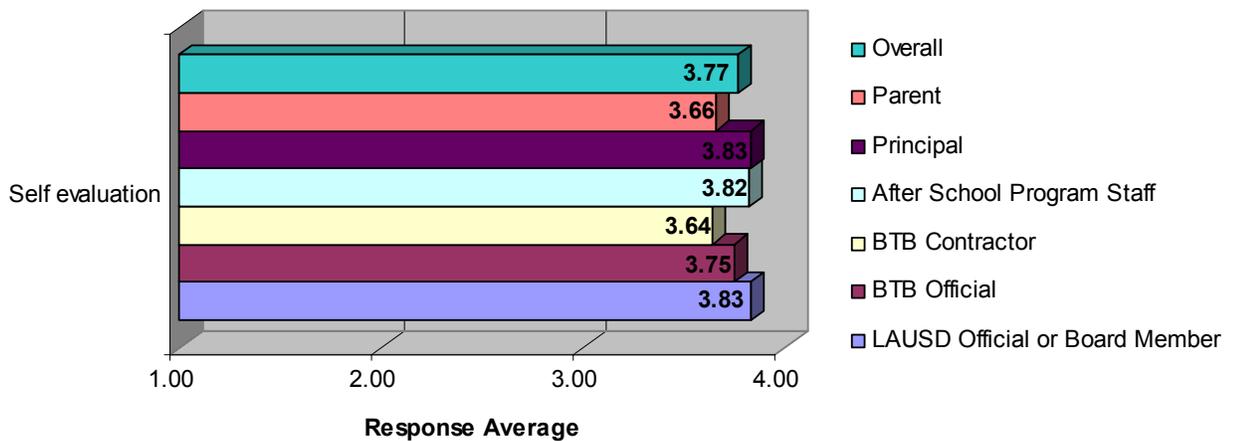


Exhibit C-38: Adaptability

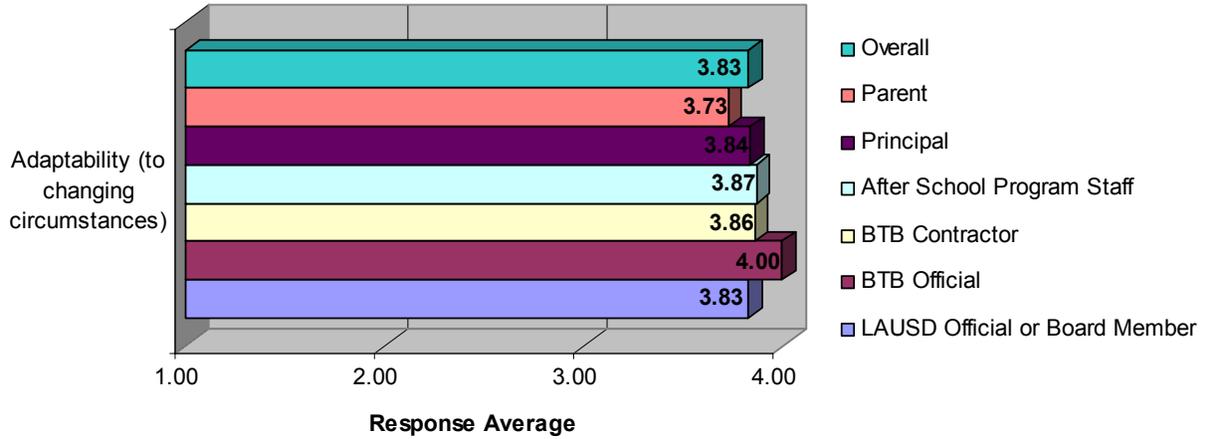


Exhibit C-39: Motivation

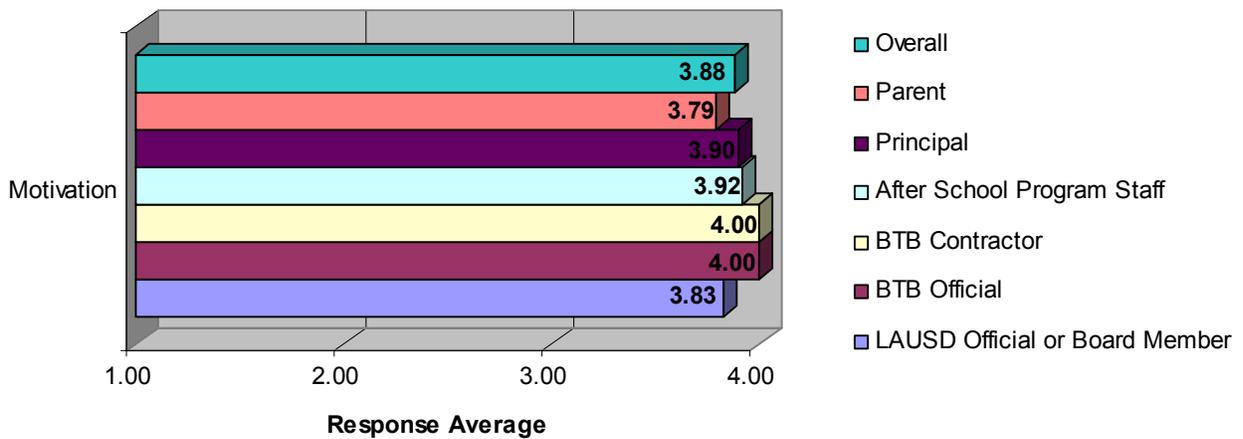


Exhibit C-40: Self-Esteem

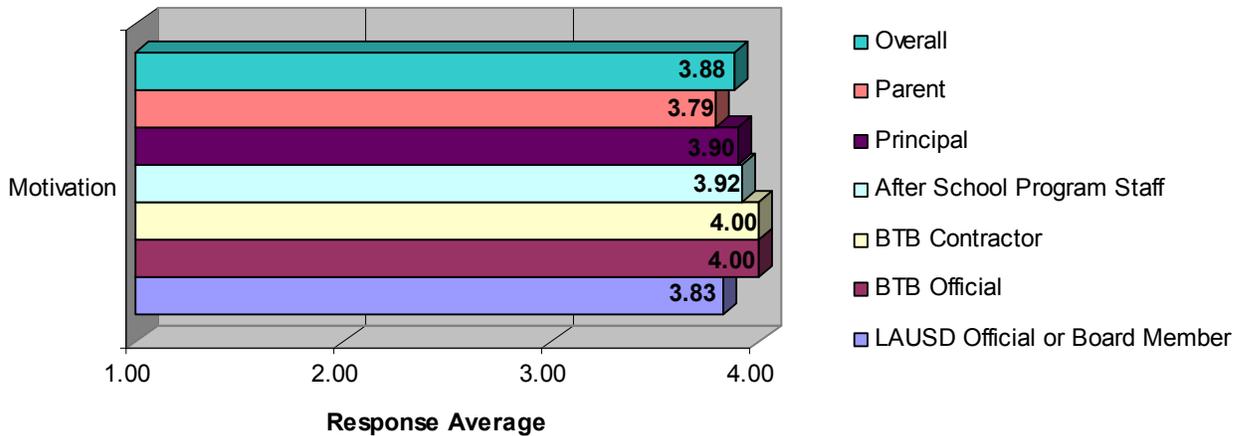


Exhibit C-41: Conflict Resolution

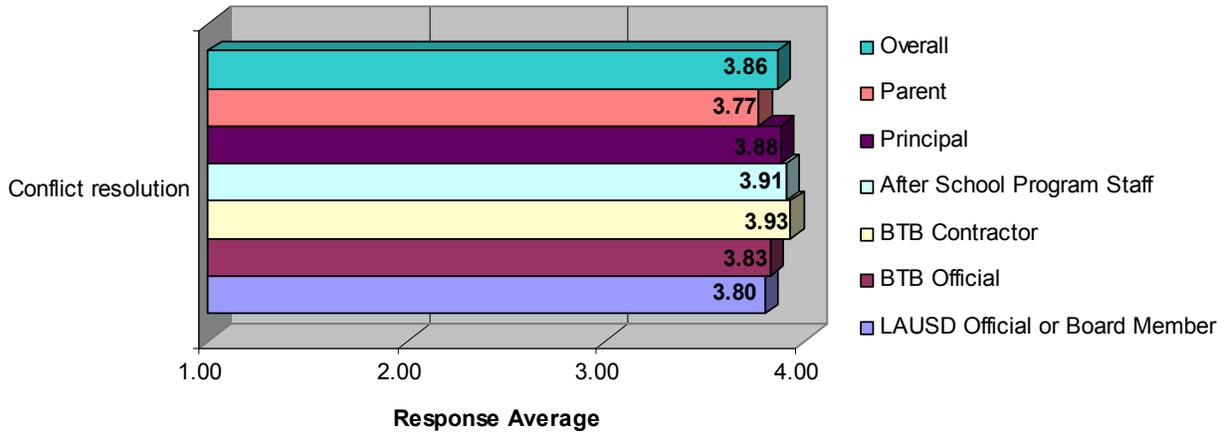


Exhibit C-42: Team Work

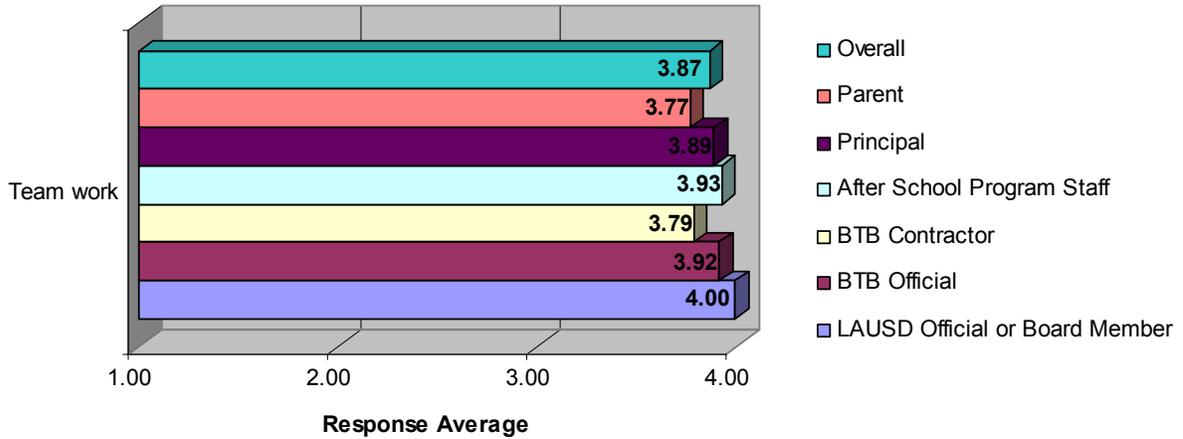
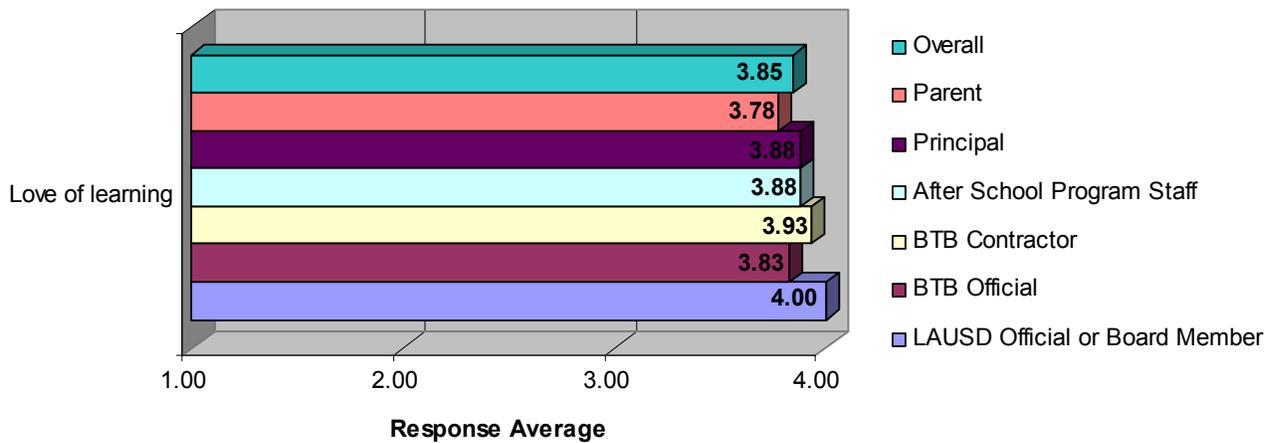


Exhibit C-43: Love of Learning



Contribution to Developing Skills, Attitudes, and Attributes

Survey participants were then asked to indicate their degree of agreement that the BTB after school programs makes a significant contribution to the development of a participating student's skills, attitudes, attributes. Exhibits C-44 – C-52 display the overall and individual stakeholder Response Averages for each skill, attitude, or attribute provided for rating on the survey.

Parents, Principals, After School Program Staff, and LAUSD Officials and Board Members indicate that they agree that After School Programs make significant contributions to the development of these skills, attitudes, and attributes. BTB Contractor and BTB Officials are less confident on all except for conflict resolution and teamwork, for which they show greater agreement with the other stakeholder groups.

Exhibit C-44: Personal Goal-Setting

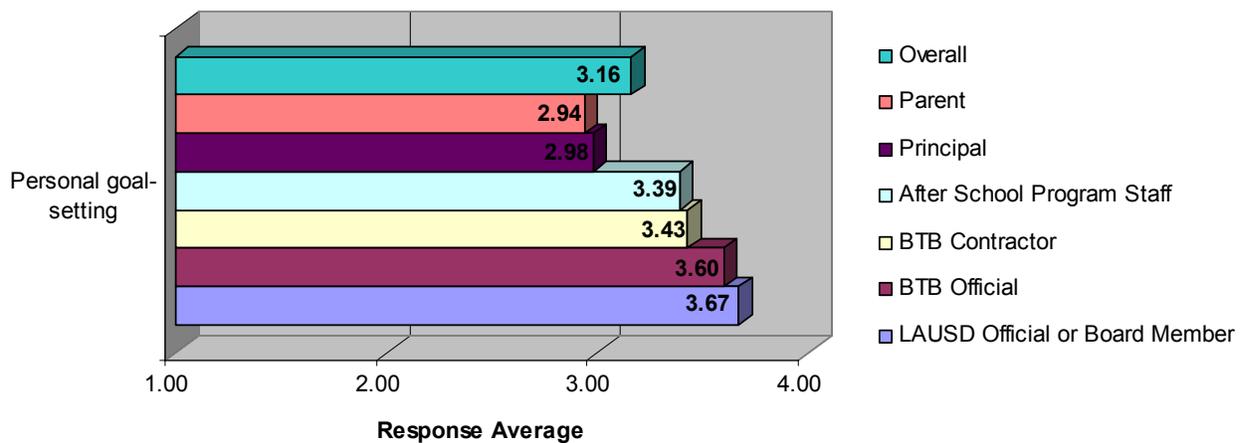


Exhibit C-45: Problem-Solving

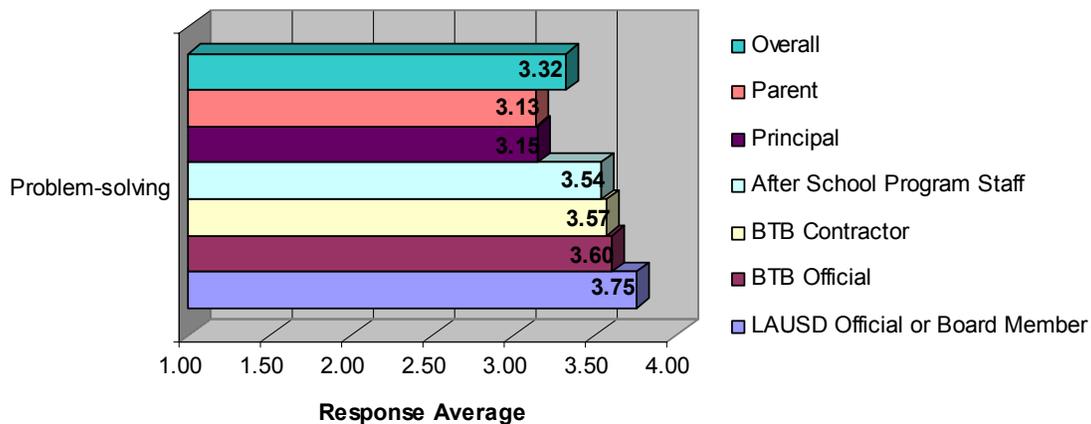


Exhibit C-46: Self Evaluation

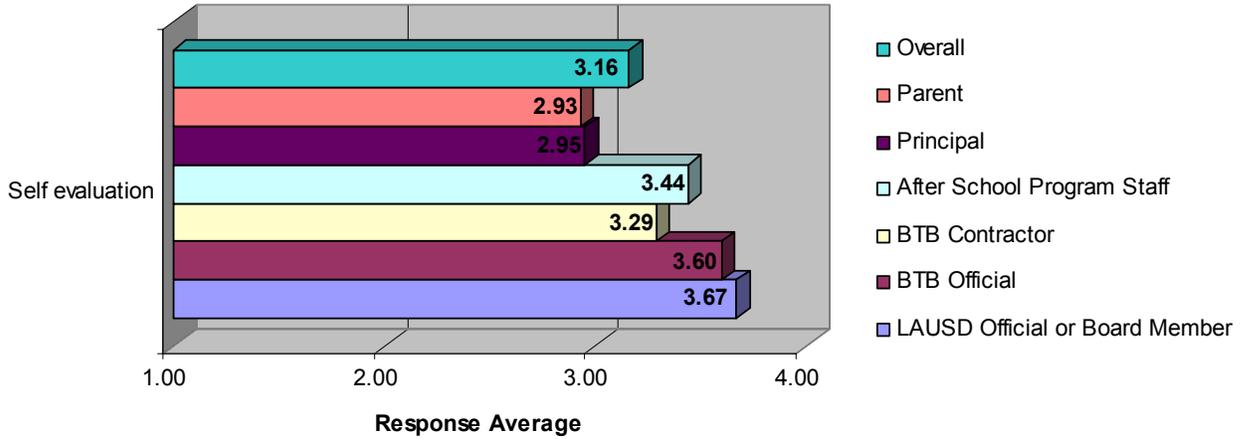


Exhibit C-47: Adaptability

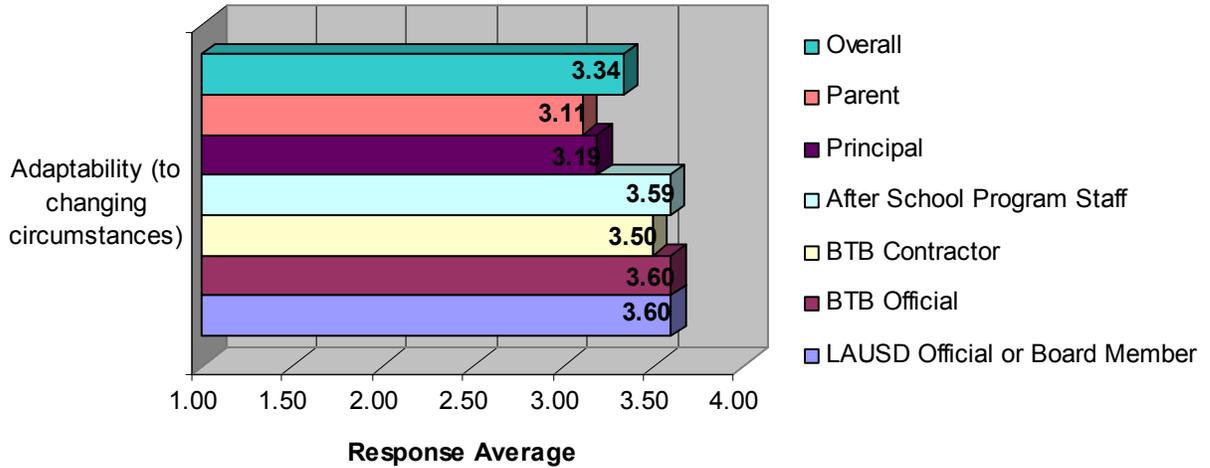


Exhibit C-48: Motivation

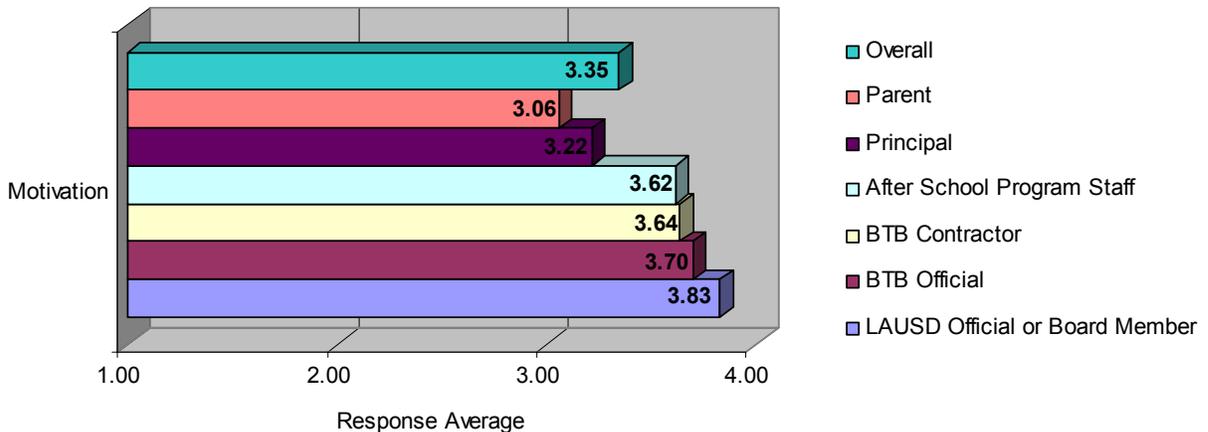


Exhibit C-49: Self-Esteem

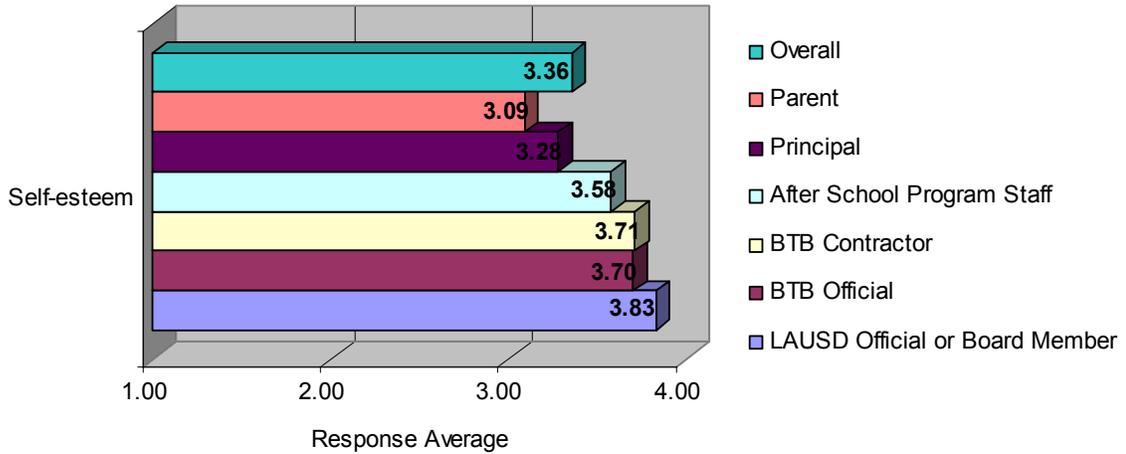


Exhibit C-50: Conflict Resolution

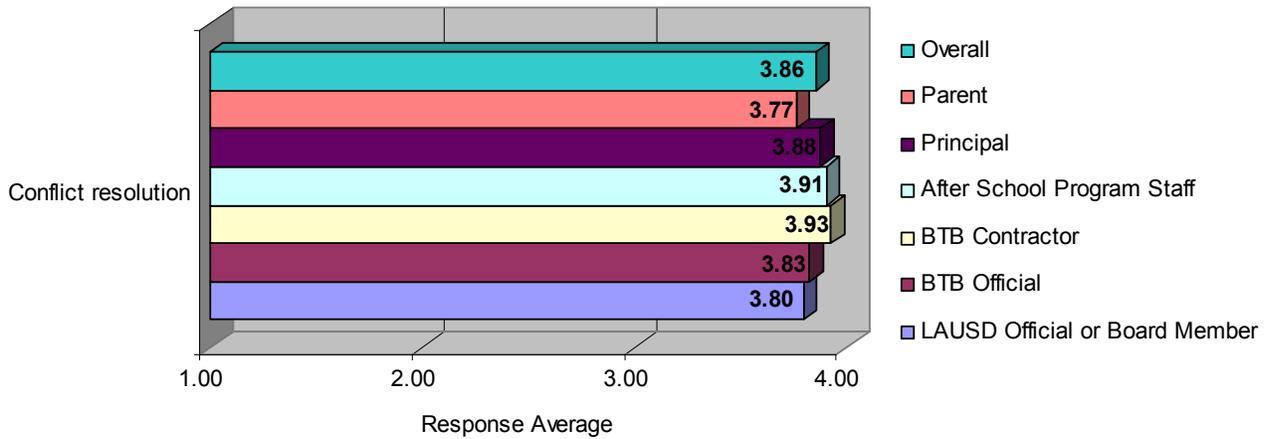


Exhibit C-51: Team Work

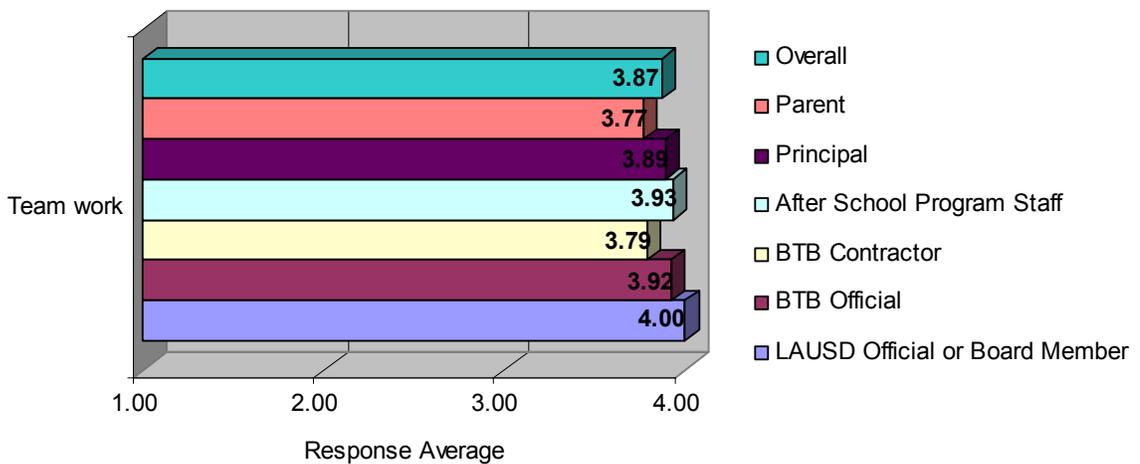
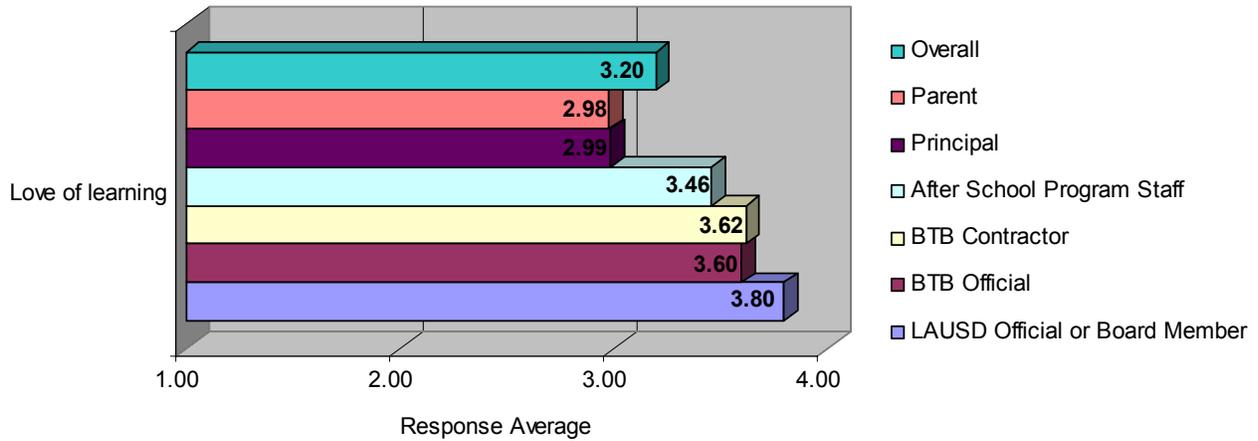


Exhibit C-52: Love of Learning



Survey participants were asked to indicate skills, attitudes, and attributes, in addition to those presented on the survey, that they feel the BTB after school program is also helping to develop. Exhibit C-53 displays the broad categories of issues and response rates across stakeholder groups.

Exhibit C-53: Skills, Attitudes, and Attributes Provided by BTB After School Programs

Issue	Stakeholder							TOTAL
	Parent	Principal	After School Program Staff	BTB Contractor	BTB Official	LAUSD Official	Other	
Social Interaction/Communication	10	2	9			1		22
Physical Activity/Sportsmanship	6	8	3		1			18
Academic Skills	6	3	3	3				15
Responsibility	5	1	4	1		1		12
Tolerance	2	2	3	4				11
Leadership	1	3	4	2				10
Arts Knowledge	2	2	3	1	1			9
Health	1	2	3	2		1		9
Teamwork	2	1	4	1				8
Respect for Self and Others	3		4					7
Motivation/Determination	1	3	1	1				6
Attention		1	4					5
Conflict Resolution	1	2	1	1				5
General Comment		1	2			2		5
Limitations	1	3	1					5
Self-Esteem	2	1	1	1				5
Citizenry/Community Involvement	2		1			1		4
Discipline/Self-Discipline	3	1						4
Role Models		1	2	1				4

Issue	Stakeholder							TOTAL
	Parent	Principal	After School Program Staff	BTB Contractor	BTB Official	LAUSD Official	Other	
Career	1		1	1				3
Character	2				1			3
Individuality/Self-Expression	1		1		1			3
Kindness	1		1					2
Pride/School Pride		2						2
Cooking			1					1
Honesty	1							1
Love of Learning	1							1
Maturity			1					1
Peacemaking			1					1
Problem-Solving			1					1
Time Management		1						1
TOTAL	55	40	60	19	4	6	0	184

In answering this request, survey respondents often repeated the skills, attitudes, and attributes that were provided in the previous rating section of the survey. Therefore, the Response Averages only provide support to the previous tabulated responses and with no new skills, attitudes, or attributes identified.

Throughout the open-ended comments, there is an indication of a lack of organized programming and program variety in after school programs. The rating of skills, attitudes, and attributes that respondents feel are provided by BTB After School Programs tends to substantiate this opinion. As an example, the skills, attitudes, and attributes that received the highest response rates (social interaction, communication, physical activity, sportsmanship, academic skills, responsibility, tolerance, etc.) would develop with or without the implementation of organized programming and are circumstantial products of attending an after school program, playing and socializing with a diversity of children, and working on homework.

Survey participants were asked to indicate skills, attitudes, and attributes, in addition to those presented on the survey, that they feel the BTB after school program should be helping to develop, but is not. Exhibit C-54 displays the broad categories of responses and response rates across stakeholder groups.

**Exhibit C-54: Skills, Attitudes, and Attributes that the
BTB After School Program Should Provide, But Is Not**

Issue	Stakeholder							TOTAL
	Parent	Principal	After School Program Staff	BTB Contractor	BTB Official	LAUSD Official	Other	
Academic Skills	10	9						19
Conflict Resolution	4	5	1					10
Respect for Self and Others	4	2	4					10
Responsibility	4	4	2					10
Physical Activity/Sportsmanship	4	3	1					8
Social Interaction/Communication	1	4	2	1				8
Arts Knowledge	6		1					7
Love of Learning	5	1	1					7
Motivation/Determination	3		4					7
Problem-Solving	3	4						7
Teamwork	6			1				7
Health/Safety	2	1	1	1	1			6
Tolerance	3	1	1	1				6
Technical Skills	3		1	1				5
Discipline/Self-Discipline	1	2		1				4
Self-Esteem	4							4
Supervision	4							4
Honesty	1	2						3
Leadership	2		1					3
Reading	3							3
TOTAL	73	38	20	6	1	0	0	138

The areas of highest concern here, though, echoes a concern throughout the survey open-ended results, especially from Parents, for more time and resources to be provided for homework completion. In addition, conflict resolution, respect, and responsibility are skills, attitudes, and attributes that survey respondents feel should be provided by the BTB after school program.

High Priority Changes

Survey participants were asked to suggest BTB after school program changes that they feel are of high priority. Survey participants were prolific in answering this request and provided a total of 1042 individual responses. KH categorized the responses and Exhibit C-56 displays the Response Average per issue across stakeholder groups.

C-55: High Priority Changes that Would Improve the BTB After School Program

Issue	Stakeholder							TOTAL
	Parent	Principal	After School Program Staff	BTB Contractor	BTB Official	LAUSD Official	Other	
Supervision/Increased Staff Numbers/Safety	66	74	43	2	1	1	3	190
Program Structure and Variety	53	66	44	4	2	3	4	176
Staff training/quality/consistency	32	75	39	4		2	1	153
Academic Assistance/Homework	34	30	5				2	71
Facilities	20	12	31	4			1	68
Fiscal Support	6	6	45	7	4			68
Equipment and Supplies	16	11	32	1			1	61
Communication	12	14	22	6		1		55
Program Availability	22	19	10	2	1	1		55
School Support	2		33	5		1	1	42
Nutrition/Snacks	12	3	24	1	1		1	42
Parent/Community Involvement	3	6	23	1		3	1	37
Physical Activity/Sports	19	4	1					24
TOTAL	297	320	352	37	9	12	15	1042

Analysis revealed 13 broad issues that survey respondents are concerned about. Exhibit C-56 lists these 13 categories in order of frequency with the issue most mentioned across all groups first and so on. These are the areas that stakeholders feel warrant change that would improve the BTB After School Program.

According to the responses rates, the high student to staff ratios and a greater need for effective supervision is of greatest concern to survey respondents. Reportedly, student to staff ratios surpass 70:1 in some locations and there is little in the way of strategic supervision. Survey respondents make several suggestions for improvement, including:

- Increased staff numbers/smaller group sizes
- The implementation of a system for signing children in and out each day
- The posting of security personnel
- Providing workshops for children on the importance of safety and following Rules
- Training staff to better control program participants and monitor safety
- Implementing a buddy system
- Provide supervision training to after school program staff members

Survey respondents indicate the need for enhancement of the After School Program with a greater variety of activities, program restructuring, and organization. Specific program enhancement suggestions include:

- Increased arts activities including crafts, music, dance, drama, creative writing, and painting
- A greater variety of physical and organized sports activities
- A variety of organized enrichment activities that encourage personal growth, safety, hygiene, social interaction, etc.
- Organized tutoring and mentoring programs
- Greater focus on academic enrichment with classes in math, science, writing, and making computer labs available
- Thematic programming and activities (underwater exploration day, bring your bike to school day, dress backwards day, etc.)
- More field trips
- Counseling

Responses concerning restructuring emphasize a focus on strategic, organized programming rather than monitored free-time and intramural play activities. In addition, there are suggestions to coordinate after school activities with day school curriculum and hold programming to a higher standard.

The training and quality of staff is also of great concern to survey respondents. Many feel that the site staff members are often under qualified or too young or immature to handle the responsibility of instructing and supervising children. Respondents made several suggestions for improvement:

- Provide training to staff, including tutoring skills,
- Set more rigid hiring criteria

Providing academic programs and homework assistance and tutoring are concerns, especially for Parents and Principals. There is a need for staff members who are available to assist children with their homework and for areas dedicated to that purpose. This is a concern expressed by these two stakeholder groups both in previous open-ended questions and evident in tabulated results.

Parents and Principals also raise the issue of the availability and condition of after school program facilities, but the greatest concern is expressed by After School Program Staff. Relative to facility issues, Parents are most concerned with providing safe and appropriate areas for after school program activities and inside space in cases of inclement weather, extreme temperatures, or early nightfall. Principals often share this concern, but their responses also reflect the primary issue that After School Program staff members express; there is a tension between day school and after school instructors for the use of classroom space, as well as other areas of the school properties that needs to be resolved.

The discussion of facilities concerns leads into the next two issues, the need for more fiscal support and for equipment and supplies. The majority of those who mention a need for greater funding are suggesting so for additional or improved facilities, equipment, and supplies. Survey respondents request:

- Dedicated After School Program facilities
- Storage
- More sports and play equipment
- Instructional materials
- Basic school room supplies like pens, paper, and art supplies
- Use of school copier, fax, and phones

Survey respondents indicate a need for improved communication and collaboration among all stakeholders, including:

- Providing program information to Parents
- Collaborating with local businesses to develop partnerships for program improvement
- Communication between Site staff and school
- Collaborating with other agencies to develop partnerships for program Improvement
- Communication, collaboration, and cooperation between various BTB Contractors

Concerning program availability, survey responses indicate a need for BTB After School Programs to be available at all LAUSD schools, a need that is not presently met. In addition, there is a need for programs to be available in the morning and during the summer months. There is also a concern that the unavailability of transportation limits participation for some families, and some After School Program participation requirements make it difficult or impossible for some families to have their children attend even though they have a legitimate need. These include:

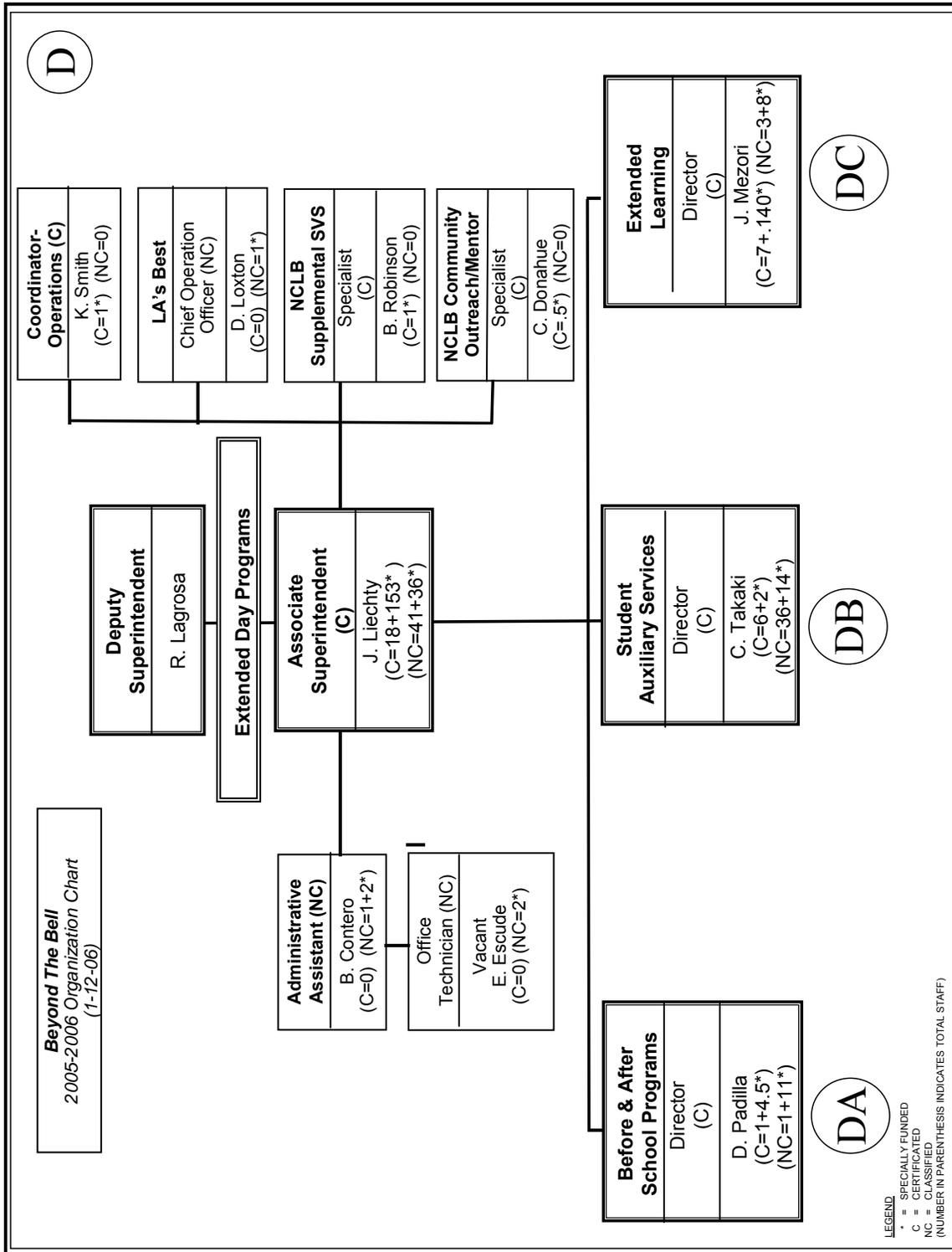
- A perception by some Parents that there is a requirement that children must live beyond a specific distance from the school to participate in after school programs
- Age requirements
- Income requirements
- Requirements that make special-needs children's participation difficult to organize

Relating to the tension between day and after school program instructors over facility use, there is an indicated need for greater support of After School Programs by host schools and their administration. It is the After School Program Staff members who indicate this need. In addition, After School Program staff members also indicate a need for the provision of nutritious snacks for program participants and a greater involvement of Parents and local communities in the After School Program. Survey respondents also indicate a need for increased physical activities and organized sports.

Appendix D: Acronyms and Glossary

Acronym	Description
21 st CCLC	21 st Century Community Learning Centers. A federally funded after school program partnership between schools and their communities.
API	Academic Performance Index
ASESP	After School Education and Safety Program – A state-funded after school program
BTB	Beyond the Bell Branch. A LAUSD program conceived in October 2000 to undertake an extensive review and coordination of all the out-of-school programs that exist.
ELAP	English Language Acquisition program, 4 th & 5 th grades
ELP	Extended learning program. An integral part of the LAUSD's Standards-Based promotion Program
KidCare	After school program
LAUSD	Los Angeles Unified School District
LA's BEST	Better Educated Students for Tomorrow is a partnership including the city of Los Angeles, the LAUSD and the private sector.
Youth Services	LAUSD-funded after school playground program.
YS CARE	After school program provided by the County Department of Social Services.

APPENDIX E – BTB ORGANIZATIONAL CHARTS





Before & After School Programs
2005-2006 Organization Chart
(1-12-06)

Associate Superintendent
J. Liechty

Before & After School Programs

Director (C)
(\$94+ Sites)
D. Padilla
(C=1+4.5*) (NC=1+11*)

Sr. Office Technician (NC)
R. Zuniga
(C=0) (NC=1*)

Administrative Assistant (NC)
C. Fiorino
(C=0) (NC=2*)

Assoc. Financial Analyst (NC)
B. Lam
(C=0) (NC=1*)

Financial Analyst (NC)
C. Bolante
(C=0) (NC=2*)

Budget Data Grants Website

Initiatives
Elementary Schools
Middle Schools
Senior High Schools

Before School Education & Safety Programs/ Skateboard Parks/Reading Challenge

Sr. Recreation Director
D. Stecchi
(C=0) (NC=5*)

After School Education & Safety Programs/Grants/Partnership/Evaluation /21st Century Community Learning Centers

Administrative Coordinator (NC)
R. Roberts
(C=1*) (NC=1*)

Out-of-School/ Intervention/ Technology Program Coordinator
L. Mora
(C=1*) (NC=1*)

Community Outreach/ Mentoring Program
Coordinator (C)
C. Donahue
(C=.5*) (NC=0)

Before/After School Education & Safety Program/ 21st Century Community Learning Centers

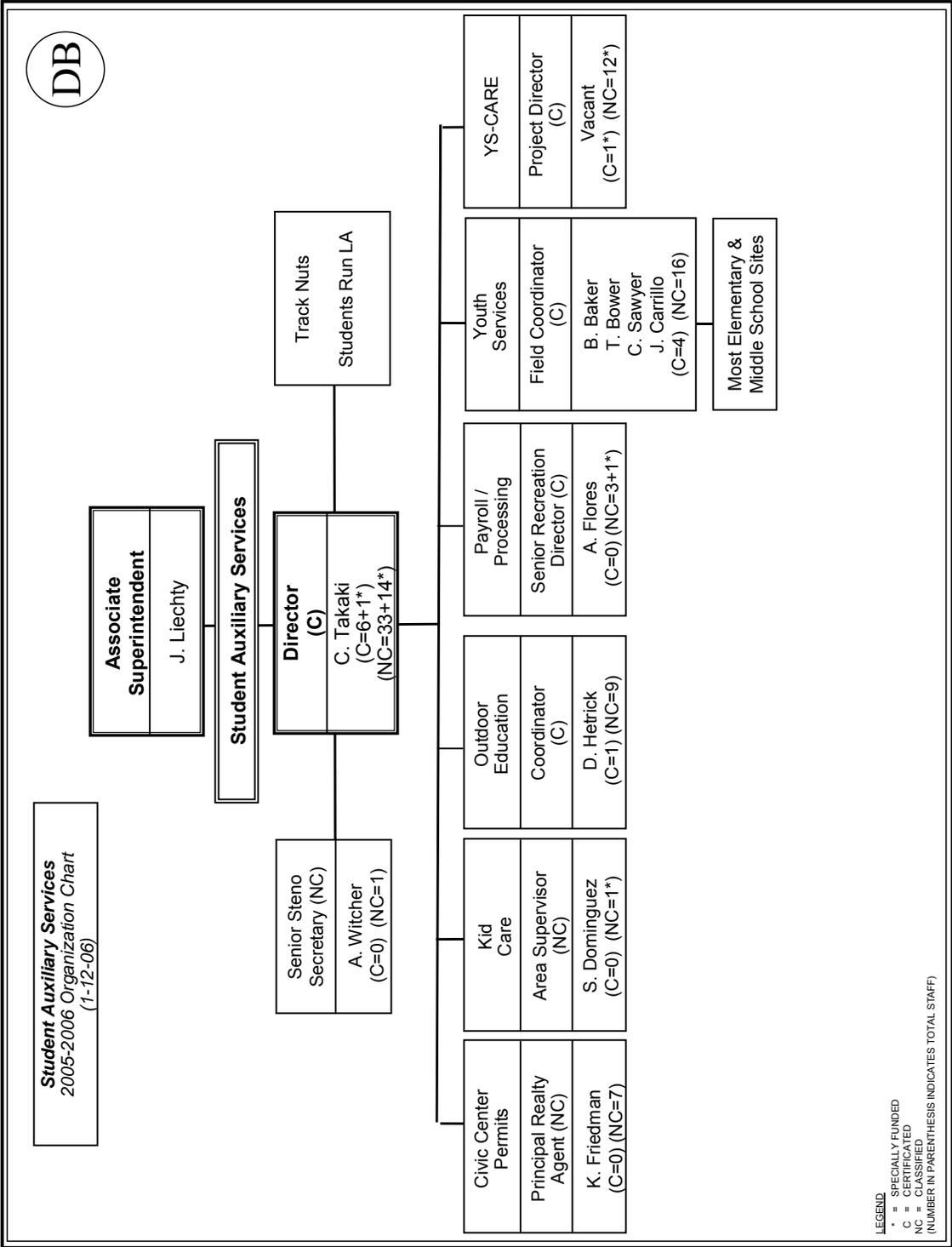
Teacher Advisor (C)
M. Peraza
(C=1*) (NC=0)

School Volunteer Program
Director (NC)
S. Snelgrove
(C=0) (NC=1)

Visual & Performing Arts/ Congressional Awards/ LA Bridges All City Band

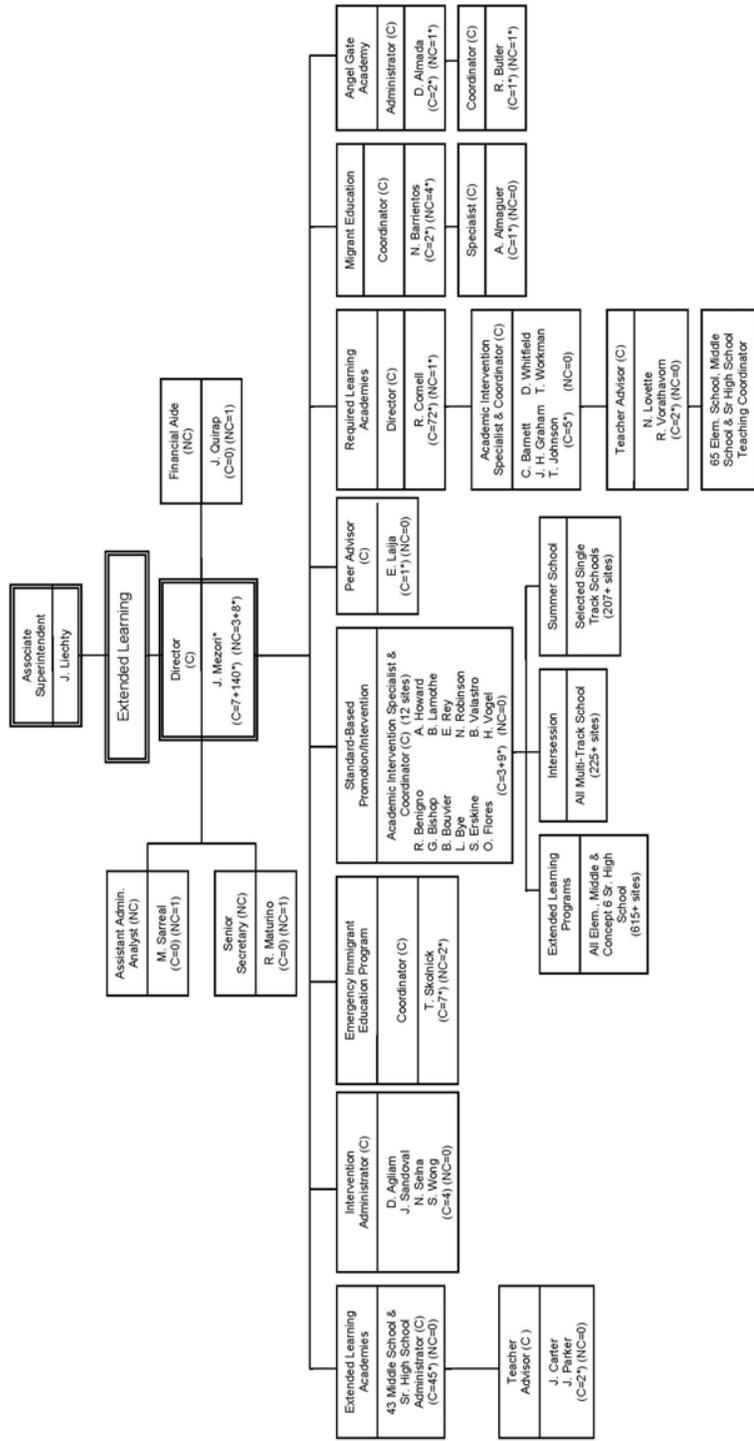
Specialist (C)
A. White
(C=1*) (NC=0)

LEGEND:
* = SPECIALLY FUNDED
C = CERTIFICATED
NC = CLASSIFIED
(NUMBER IN PARENTHESIS INDICATES TOTAL STAFF)





Extended Learning
2005-2006 Organization Chart
(1-12-06)



(NUMBER IN PARENTHESES INDICATES TOTAL STAFF)

MILLIONS OF TAX DOLLARS LOST TO CHILD CARE FRAUD

**Lois Gronauer, Chair
Patricia Baraz
Ernest Farkas
Zelda Plotkin
Royce Steward**

MILLIONS OF TAX DOLLARS LOST TO CHILD CARE FRAUD

EXECUTIVE SUMMARY

Millions of tax dollars have been lost to fraud from child care funds allocated by the State of California and administered by the County of Los Angeles Department of Public Social Services (DPSS) in a program entitled California Work Opportunity and Responsibility to Kids (CalWORKS). As currently administered, the program is equivalent to an ATM for thieves. Our research included previous civil grand jury reports, audits, contracts, other documents, and interviews with over 100 individuals involved in the CalWORKS program.

This 2005-2006 County of Los Angeles Civil Grand Jury investigation revealed:

- Only 28% of the children placed with license-exempt child care providers were verified as present with their child care provider, according to the April 2005 California Department of Education (CDE) Error Rate Study Report.
- Forty-nine (49) individuals who cheated the CalWORKS child care program of \$3,421,578, between September 2004 and February 2006, have been successfully prosecuted by the County of Los Angeles District Attorney.

DATE	DISPOSITION	AMOUNT
September 9, 2004	13 convictions	\$925,000
December 9, 2004	12 convictions	\$500,000
January 26, 2006	10 convictions	\$1,200,000
February 23, 2006	14 convictions	\$796,578

- Up to 50% of the more than one billion dollar CalWORKS program may be lost due to fraud and poor oversight as estimated by several of the DPSS personnel.

The 2005-2006 County of Los Angeles Civil Grand Jury recommends that DPSS require verification in each step of the CalWORKS process to ensure that parents have the work opportunity intended, that children are cared for in healthy, safe environments while their parents are working, and that tax dollars are used as authorized. Our study shows that child care welfare fraud is a continuing burden on the taxpayer. There is an urgent need for prompt and thorough implementation of our recommendations.

BACKGROUND

In 1996, the Federal Personal Responsibility and Work Opportunities Reconciliation Act combined federal funds for child care for welfare recipients. In 1998, California enacted the CalWORKS welfare to work program to conform to this law. The CalWORKS program includes monthly cash aid for eligible welfare recipients and former recipients, including child care support, and monthly cash aid for certain children until the age of 18.

- CalWORKS Stage 1 is administered in the County of Los Angeles by DPSS which receives its funds from the California Department of Social Services (CDSS). The funds include monthly cash aid to a parent in the welfare to work program who is enrolled in a job training, work, or school program. In addition to cash aid, paid child care and ancillary services are available for up to 6 months or until work and child care become stable enough for the parent to achieve independence. When the work income level increases to a predetermined amount, cash aid is discontinued but child care support can continue for up to 24 months.
- CalWORKS Stages 2 AND 3, administered by the California Department of Education (CDE), provide child care to parents whose stable circumstances permit them to transition off cash aid but still need child care support.
- CalWORKS allows parents or guardians of eligible children under the age of 18 to receive monthly cash aid. Until the age of 18, the child or children of an undocumented parent, a handicapped parent, or a child being raised by someone other than the parent, if approved for eligibility, can receive monthly payments up to: 1 child - \$359, 2 Children - \$584, 3 children - \$723....

This 2005-2006 County of Los Angeles Civil Grand Jury chose to study the Stage 1 program administered by the Department of Public Social Services.

The County of Los Angeles DPSS contracts with 13 Alternative Payment Providers (APPs) for the administration of the Stage 1 CalWORKS program. The APPs receive \$127.69 per month per case to manage the child care program and process payments. CDE contracts with the same APPs to administer the Stage 2 and Stage 3 programs.

The DPSS contract with the APPs provides funds for outreach to inform the citizens of the County of Los Angeles of the availability of this child care welfare program, in order to increase the number of parents and children in the program. We are not aware of any DPSS direction or any studies to evaluate the effectiveness of this outreach program.

In Stage 1, parents are not required to sign their children in and out at their child care provider's site, although Stage 2 and 3 have this requirement. The absence of these attendance sheets and the failure of DPSS to require the APPs to verify and copy only

original documents, rather than accepting copies by mail, provides an opportunity for fraud. Verification that signatures match signatures on file is not always done. Procedures for processing records are not routinely followed. Our investigation found a multiplicity of procedural errors and omissions. The APP contracts lack specificity and controls. Widespread abuse of this process has created a program culture that encourages fraud by parents, child care providers, and agency employees.

Several studies have been conducted during the past two years documenting problems with the CalWORKS program. These studies include:

1. The California Legislature directed the CDE to perform an analysis of administrative error and the potential for fraud in the local operations of CalWORKS and APP Child Care Programs. The CalWORKS Error Rate Study Report completed in April, 2005 revealed the following results.

	Attendance Verified		Attendance Not Verified		Visit Could Not Be Arranged	
	Percent	Number	Percent	Number	Percent	Number
Licensed Family Child Care Home	44.6	123	17.8	49	37.7	104
License-Exempt Trustline Approved	28.4	42	16.9	25	54.7	81
License-Exempt and Trustline Exempt	28.4	113	16.3	65	55.3	220

The study included random visits during the hours the, "...child was expected to be present." Providers were first contacted by phone to explain the child's name had been randomly selected, the caller was to confirm the provider's current address, and the caller asked permission to verify whether the, "...children were in attendance during the certified hours of care."

"If the provider declined a visit or if the provider could not be contacted, the reviewer classified the case as 'visit could not be arranged.' In some instances where the provider could not be contacted, if time were available, reviewers drove to the facility. If there was no one at home to contact, or if the occupants did not answer the door, cases were recorded as 'visit could not be arranged'. In a few instances, the provider's address may have been in a locked complex that was not accessible to the reviewer or the environment may have posed safety issues for the reviewer. In these instances, the case was also recorded as 'visit could not be arranged'."

Children's attendance could be verified in 44.6% of Licensed Family Child Care Homes and in only 28.4% of both License-Exempt Trustline Approved and Trustline Exempt.

2. As reported to the Board of Supervisors, on August 3, 2005, DPSS recognized a need to employ an outside auditor to study the APP payment system. The results of this study have not yet been released.

The CalWORKS eligibility determination and enrollment process involves: a receptionist, a case opening clerk, an eligibility worker (screener), an intake worker, a Home Interview Program (HIP) worker, an eligibility worker supervisor, a Greater Avenues to Independence (GAIN) worker, and a case maintenance worker. After the case is approved, the GAIN worker provides the orientation and appraisal: motivational training and supportive services and evaluation of the applicant's need for child care. If appropriate, the GAIN worker refers the parent to an APP child care resource and referral representative. The APPs administer the child care portion of the program as specified in a contract between DPSS and an APP.

This complex process triggers concern about actions taken. How often does DPSS verify that actions are performed at the proper time or done at all? Can DPSS verify the existence of a child care facility or that children assigned to that facility were there as reported? Do the APPs monitor the child care provider's performance for DPSS? Does the agreement between the APPs and the child care providers protect the interests of the child, the parent, the County and the State?

The parents eligible for the welfare to work program receive monthly cash payments and are provided with child care support determined necessary to enable them to work and become independent. Parents are allowed to choose the child care provider for their children. These child care providers are considered "an employee of the parent." The providers are classified as:

- (1) Non-exempt (State) Licensed Family Child Care facilities: These child care providers are on the APPs' resource and referral list. Parents are given a choice of child care providers from this resource and referral list.
- (2) License-exempt, Trustline approved: These child care providers are family members or anyone other than licensed providers chosen by the parents to supervise their children. "Trustline approved" means a background check is conducted which includes fingerprinting the child care provider.
- (3) License-exempt, Trustline-exempt: These child care providers do not have licenses and include only: aunt, uncle, grandmother, grandfather, great aunt, great uncle. There is no background check and no fingerprinting.

This category requires a "Health and Safety Self-Certification" form. All of the information on this form is provided by the child care provider and is approved by the parent who maintains all responsibility for the child care provided.

MAGNITUDE OF THE CalWORKS PROGRAM

The County of Los Angeles CAO's office provided the following data which shows the magnitude of the CalWORKS program.

Actual 2004-2005 revenue total of \$1,100,359,265.00 includes:

1. State appropriation- \$628,383,480.00
2. Federal appropriation- \$436,583,422.00
3. Miscellaneous Revenue- \$11,361,798.00 – includes expired and never cashed warrants (checks) returned by the post office and return of overpayments.
4. Sales tax realignment- \$5,304,677.00 – the state sets aside sales tax money to reimburse counties for social services and this amount is the CalWORKS portion.

Welfare fraud in the DPSS program has been studied many times. A July 8, 2003 study by the County of Los Angeles Auditor-Controller's office contains 20 recommendations for improved processing of claims. A response report dated February 7, 2006 titled "Department of Public Social Services Report to the Audit Committee, Regarding the Status of Recommendations in the Welfare Fraud Prevention Program Review" has been carefully reviewed by this Grand Jury. DPSS states all but one of the recommendations have been implemented for up to three years. In view of this report of implementation, there should have been a considerable decrease in the incidence of welfare fraud. THIS HAS NOT HAPPENED. Our study shows that welfare fraud is a continuing burden on the taxpayer.

METHODOLOGY

Previous Civil Grand Jury reports and the "CalWORKS Error Rate Study Report", prepared by the CDE, dated April 2005, show evidence of procedural failures. We studied other audits, reports, letters, documents, and contracts, together with information about child care welfare fraud arrests and prosecutions. Additionally, we met with and interviewed over 100 individuals involved in the CalWORKS process. Visits were made to DPSS offices, GAIN offices, and several APP facilities to observe the administrative process.

FINDINGS AND RECOMMENDATIONS

The first seven Findings and Recommendations refer to the contract between the County of Los Angeles Department of Public Social Services (DPSS) and the Alternative Payment Providers (APPs). By incorporating the recommendations into the contract, mandatory contract compliance will ensure a process that better serves the needs of all involved parties.

Finding 1. Although the child care payment amount is based on an approved number of child care hours, DPSS does not verify the actual number of attendance hours and does not require the APPs in the current contracts to verify the number of hours provided.

Recommendation 1. There should be random and unannounced visits at least once every ninety days to the child care sites to verify the childrens' presence. This verification should be done either by DPSS or be required by the APPs in revised DPSS-APP contracts.

Finding 2. Although DPSS procedures require original documents from parents and child care providers, copies are often accepted.

Recommendation 2. DPSS should require the APPs to accept only original documents or copies that have been seen and annotated by DPSS.

Finding 3. Although the CalWORKS California-administered Stage 2 and 3 child care programs require sign-in and sign-out sheets for children in day care, the County of Los Angeles-administered child care Stage 1 program has no such requirement.

Recommendation 3. DPSS should require by incorporation in the APP contract daily parental sign-in and sign-out sheets.

Finding 4. Signatures of the parent or child care provider on forms being processed by the APPs are not always matched to other documents in the file.

Recommendation 4. DPSS should ensure by monthly file reviews that signatures on signature cards in files match the signatures of the parent and child care provider. The Auditor-Controller and contracts department of DPSS must also have access to these records for audits. These requirements must also be included in the APP contract.

Finding 5. Agreements between the APPs and the child care providers may not stipulate all the requirements of DPSS and the State-required child health and safety issues.

Recommendation 5. DPSS should review the DPSS-APP contracts and agreements to ensure that child health and safety requirements are addressed by both the APPs and child care providers.

Finding 6. A Contract Monitoring Project and a Contract Monitoring Division Report, both completed by the County of Los Angeles Auditor/Controller, cited the following:

- A parent reported that neither she nor her child had received services from the child care provider for which the County was billed \$12,400.
- A parent case file did not contain a copy of the day care provider's current business license, taxpayer identification number, or Social Security number as required by the contract.
- Child care payments were made to child care providers for parents who were not qualified or enrolled in any activity which qualified them for benefits.
- DPSS was billed twice for the same retroactive services.

Recommendation 6. Each step of the DPSS process should be verified, and APP contracts and files should be monitored and audited: to prevent paying for child care not provided, to ensure that parents are eligible for child care support, to eliminate double billing, and to ensure that documentation required by the contract is in place through random reviews of APP files. DPSS has the primary responsibility for verification and should request assistance as needed from the Auditor-Controller, District Attorney and Chief Administrative Office.

Finding 7. The APP child care outreach marketing program lacks County of Los Angeles direction. We are not aware of documentation as to the effectiveness of this program, the reach of the marketing, media used, or responses.

Recommendation 7. Marketing of the APP CalWORKS child care outreach program should be regularly evaluated by DPSS to determine its effectiveness.

Finding 8. DPSS and the APPs communicate primarily through the GAIN Employment Activity and Reporting System (GEARS) computer system which is maintained by DPSS. The APPs report that when the system is down, data communication with DPSS ends. The GEARS system is supposed to provide the APPs with correct and current information. However, we are told the data on the GEARS system may be out of date by as much as one to two weeks.

Recommendation 8. DPSS should designate staff and a contact phone number for the APPs to call for case information when the GEARS data system is down and circulate a memo to all APPs with this information. DPSS should ensure that participant data is entered into the GEARS system daily.

Finding 9. Some personnel of DPSS and APPs advise that changes in employment, job training, or school hours are entered into the GEARS system by DPSS only at the beginning of the month. If any of these hours of attendance change on the 2nd of the month or thereafter, the full payment for child care continues until the end of the month.

Recommendation 9. Any changes in attendance should be entered daily on the GEARS system by DPSS to eliminate overpayment.

Finding 10. The DPSS process requires that the parent report their attendance at school or training. APP personnel and DPSS investigators indicate that self-certification is not always reliable.

Recommendation 10. The school or the training site should send to DPSS a monthly attendance verification based on records which are retained by the school or training site and made available to county auditors.

Finding 11. Any changes in the parent's schedule that would affect child care hours are reported by the parent on a Quarterly Report (QR7) form supplied by DPSS.

Recommendation 11. Any changes in the parent's schedule that would affect child care hours should be reported monthly instead of quarterly and verified by DPSS to eliminate overpayment for child care. This monthly report and the record of its verification should also be available to county auditors.

Finding 12. Not all DPSS forms specify that the parent or child care provider is signing under penalty of perjury.

Recommendation 12. DPSS should require that all forms are signed under penalty of perjury.

Finding 13. Alleged child care fraud is referred by the APPs to the DPSS Welfare Fraud Prevention Section. This section checks the referral to ensure that all pertinent documents are attached to the referral. DPSS investigates the allegations of fraud and may refer the case to the County of Los Angeles District Attorney for prosecution. The Civil Grand Jury is concerned that in a one year period hundreds of referrals from the APPs to the DPSS Welfare Fraud Section resulted in only ten referrals to the District Attorney's office. Some DPSS Welfare Fraud Prevention Section personnel have inadequate training to detect evidence of fraud.

Recommendation 13. DPSS should develop and implement an enhanced welfare fraud detection and investigation training program for employees in the Welfare Fraud Prevention Section in conjunction with the Los Angeles County District Attorney and receive periodic State and local training. Personnel trained and employed by this program should be compensated commensurate with their increased responsibilities.

Finding 14. Misrepresentation of employment is a major source of welfare fraud:

- Some parents in the welfare to work program earn very little income - a few hundred dollars per month - but are reimbursed thousands of dollars per month for miles driven and child care expenses.
- The same person (child care provider) who is paid by the County to provide child care services may also be receiving In Home Support Services (IHSS) from the County. The IHSS worker is provided to individuals to assist them in activities of daily living. A CalWORKS participant/parent could be employed to provide IHSS services to the same person (child care provider) providing their child care. There is no cross check.
- Fictitious names of employers and places of employment have been "verified" by phone calls made to co-conspirators.
- Some parents work as aides with the IHSS Program and receive thousands of dollars in mileage.
- Some parents claim to work for relatives.
- Some parents conspire with friends or relatives to fraudulently claim child care benefits and split the money.
- Some parents claim to provide tutoring during the hours the child is in school.
- Some child care providers claim hours for care during the hours the child is in school.

Recommendation 14. If the parent is working for cash or for relatives, the payer should sign, under penalty of perjury, certifying the hours, the amount paid, and the work accomplished. A cross check between child care provider services and IHSS services, requiring copies of tax returns, and random field checks at the employment location should be mandatory. DPSS should eliminate child care allowance if employment legitimacy cannot be determined.

Finding 15. DPSS has stated that: “There is no limit, currently, to the number of hours allowed to the parent for paid child care per day”.

Recommendation 15. Any paid child care in excess of ten hours per day for 5 days per week or 12 hours per day for 4 days per week should be monitored and verified on site by DPSS.

Finding 16. Trustline Registry Form: this form “...was created by the California Legislature to offer parents, employment agencies, Child Care Resource and Referral Programs (APPs and DPSS), and child care providers access to a background check conducted by the California Department of Social Services (CDSS) which includes checks of the California Criminal History System and Child Abuse Central Index (CACI) at the DOC and FBI records.” This form is processed for DPSS by the appropriate State licensing department and the State advises that it may take six weeks or more to complete.

Recommendation 16. Trustline Registry Form background check must be approved and received by DPSS prior to any authorization for child care (including License-exempt and Trustline Exempt). DPSS should work with the State to expedite the Trustline Registry Form.

Finding 17. The County of Los Angeles Administrative Memorandum Number 00-10, dated 5-22-00, defines a license-exempt provider’s own children in the following way: “The definition of a license-exempt child care provider’s own children include all grandchildren, nieces, nephews, and first cousins for whom child care services are being provided. These children are considered immediate family members and there is no limitation on the number that may be cared for. In addition, the license-exempt provider may also provide child care services for the children of one other family. Child care payments may be authorized during the same time period for all of the children whose parents are participating in CalWORKS welfare-to-work activities or working.” This broad, unlimited definition of license-exempt provider’s own children encourages fraud and abuse of the system.

Recommendation 17. The definition of “own children” should be limited to only the biological or legally adopted children of the child care provider. A limit should be placed on the number of children cared for by one child care provider, based on the capacity of the provider and the site, to provide safe and healthy child care.

Finding 18. DPSS contracts with outside agencies to provide services for the GAIN case management in two new GAIN regional offices to perform vital steps in the CalWORKS process. These contract worker positions include case workers, supervisors, and clerk typists.

Recommendation 18. Contract agency employees should be required by DPSS to undergo the same background checks required of DPSS employees in the same job category.

CONCLUSION

The Los Angeles DPSS CalWORKS program, with a budget in excess of one billion dollars, is huge and complex. The California Department of Education Error Study Report statistics, interviews with individuals convicted of welfare fraud, and the continuing multiple arrests by the District Attorney's office confirm the need for immediate tightening of program controls. As currently administered by DPSS, the CalWORKS program invites fraud estimated at 50% by some DPSS and APP personnel. Fraud is less likely to occur in a program with increased supervision, regularly-scheduled training, and checks and balances for each step of the process. The citizens of Los Angeles County deserve better so their tax dollars are used wisely and more eligible parents and children can be helped.

GLOSSARY

APP	Alternative Payment Provider (State and County)
CACI	Child Abuse Central Index (State)
CalWORKS	California Work Opportunity and Responsibility to Kids (State and County)
CAO	Chief Administrative Office (County)
CDE	California Department of Education (State)
CDSS	California Department of Social Services (State)
DOC	Department of Corrections (State)
DPSS	Department of Public Social Services (County)
DSS	Department of Social Services (State)
FBI	Federal Bureau of Investigation (Federal)
GAIN	Greater Avenues to Independence (County)
GEARS	Gain Employment Activity and Reporting System (County)
HIP	Home Interview Program (County)
IHSS	In Home Support Services (County)

RECYCLED WATER

**Myra Kendall, Chair
Franki Horne
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RECYCLED WATER

EXECUTIVE SUMMARY

Water recycling is an umbrella term encompassing the process of treating wastewater, storing, distributing, and using the recycled water. Recycled water is defined in the California Water Code to mean “water which, as a result of treatment of waste, is suitable for a direct beneficial use or a controlled use that would otherwise not occur.” Water recycling is viewed as an important component in the State’s overall water supply solution as it is a reliable local resource that would help lessen the region’s dependency on imported sources. In the last ten years, the Metropolitan Water District of Southern California (MWD), the City of Los Angeles Department of Water and Power (DWP), the Los Angeles County Department of Public Works (DPW), and the Sanitation Districts of Los Angeles County (SDLAC) have cooperated in studies and in developing projects for producing, saving and using recycled water. However, too much of treated water still goes to the ocean unused, leaving the more expensive imported water to be used for projects that could be utilized with recycled water. A consistent water policy regarding the permit procedure, regulations, and education of the public concerning recycled water is needed.

BACKGROUND

Ten years ago the Los Angeles County Civil Grand Jury did an investigation of water usage after a drought which created a water shortage. The 2005-2006 Civil Grand Jury thought it feasible to see what is now happening in the area of recycled water. This report includes current information provided by the four entities listed above.

PROCEDURE

This committee met with personnel from all four of the entities listed above. We visited some of their facilities and talked with managers and technicians to gain some knowledge of their operations. The following section will be divided into the four entities. There may be some overlap of departments within each section.

FINDINGS

The 2005-2006 Civil Grand Jury feels that much progress has been accomplished in the area of recycled water in the last ten years. There is now more interaction among the four entities, having cooperated in studies and in developing projects for producing, saving, and using recycled water.

The people we talked to in all four entities all voiced their concerns about the amount of unused recycled water going into the ocean. They all feel there is a need for a more

consistent interpretation and application of the standards that would reduce the obstacles in the permit procedure. They would also like a review of the current regulations.

Another concern of the people we talked to is the need for more public educations as to what recycled water is and how it is used, in order to alleviate the misconceptions the public may have.

Metropolitan Water District of Southern California

The MWD of Southern California was established in 1928 by the State Legislature to import water supplies for the Southland and to educate residents on water-related issues. It is a public agency and a regional water wholesaler. It is governed by a 37-member board of directors representing 26 member public agencies who purchase the imported water. DWP is one of their customers. The mission of MWD is to provide its 5200 square-mile service area with adequate and reliable supplies of high-quality water to meet present and future needs in an environmentally and economically responsible way. MWD draws supplies through the Colorado River Aqueduct, which it owns and operates. Water supplies also come from Northern California via the State Water Project and from local programs and transfer arrangements.

MWD's new rate structure implemented in January 2003 for their member public agencies includes a Water Stewardship Rate which funds conservation, water recycling, groundwater recovery and other local projects through MWD's Local Resources and Conservation Credit programs. A two-tiered water rate for imported water provides price signals to encourage water agencies to invest in cost-effective conservation, water recycling, transfers, seawater desalination and groundwater programs. In addition, the two-tiered rate structure allocates a greater share of costs to MWD's member public agencies that will use more water in the future. On July 1, 1995, MWD wholesale rates were \$428/acre foot. The rates now are for treated Water-Tier 1 is \$443/acre foot and Tier 2 is \$549/acre foot. When cities use their own water, MWD stops supplying. An acre-foot is the amount of water that would cover one acre one foot deep, equal to 325,851 gallons, or enough water to supply the needs of two typical Southland families in and outside their homes for one year. MWD invested \$15 million in water recycling projects that produced 75,000 acre-feet of water in fiscal year 2004, enough to supply roughly a quarter-million Southern Californians. When other member agency projects that do not receive Metropolitan incentives are included, the total rises to 209,000 acre-feet.

MWD is collaborating with the United States Bureau of Reclamation on a \$360,000 grant (Industrial Recirculation Study) to analyze the cost-saving opportunities for industry using on-site or centralized water treatment and recirculation technology.

MWD provides financial incentives to its member agencies for recycling projects through its Local Resources Program (LRP), established in 1982, originally called the Local

Projects Program (LLP). It is done on a competitive basis which pays for Acre Foot per Year (AFY). The member agencies submit project proposals for evaluation, which fosters competition and encourages the development of cost-effective recycled water and groundwater recovery projects. Only the most cost-effective projects are selected for funding. It has provided more than \$186 million so far. The member agencies pay for capital improvement and operation costs, and MWD provides them up to \$250 per acre-feet produced for up to twenty-five years. Currently, MWD has funding agreements for 59 member agency water-recycling efforts; 44 of which are currently in operation. Together, these projects produced about 73,000 acre-feet of recycled water, with MWD contributing about \$14 million toward production in fiscal year 2004-2005. Local agencies produced an additional 127,000 acre-feet of recycled water without financial assistance from MWD.

In March 2004, MWD selected 13 projects for funding through the LRP, out of 27 responses received under the 2003 Request for Proposals. MWD plans to provide about \$158 million toward development of these projects over the next 25 years. These new groundwater recovery and recycled water projects are expected to collectively produce about 65,000 AFY of local supplies and improve the region's water supply reliability by reducing demands for imported supplies.

Thirteen Local Resources Program Projects Selected in 2004

Project/Member Agency	Yield AFY	Contributions \$Acre-feet
City of Industry Regional WRP/Three Valleys MWD	8867	50-200
Direct Reuse Phase IIA/Upper San Gabriel Valley MWD	2258	65-200
Groundwater Replenishment System/MWDOC	31,000	100-137
Hansen Area WRP/LADWP	3665	12-250
IRWD Recycled Water System Upgrade/MWDOC	8500	117
Pomona Well No. 37/Three Valleys MWD	1100	100
RW Distribution Extension/Las Virgenes MWD	225	155
RW Distribution Ext. Malibu Golf Course/Las Virgenes	300	175
RW Pipeline Reach 16/Eastern MWD	820	82
Sepulveda Basin WRP Phase IV/LADWP	546	125
South Valley Water Recycling Project/LADWP	1000	175
Tapo Canyon WTP/Calleguas MWD	1445	100
Wells No. 7 & 8/Torrance	5189	160

WRP=Water Recycling Project RW=Recycled Water WTP=Water Treatment Project

In 2004, MWD issued 10 contracts worth nearly \$250,000 to evaluate proposals for new water sources that could benefit Southern California. Among the cutting-edge technologies to be investigated under the Innovative Supply Program are: harnessing more storm water run-off for groundwater recharge, new techniques to increase reservoir yields, and new approaches to localized recycled water treatment.

The West Basin Municipal Water District, a member agency of MWD, was formed in 1947 to protect against seawater intrusion and to supply the region with recycled water for municipal, commercial and industrial use. The West Basin Water Recycling Facility (WBWRF), constructed in 1998, provides recycled water for landscape irrigation, seawater barrier, cooling towers, refineries and innovative applications such as street sweeping and toilet flushing in office buildings. Now, more than 28,000 acre-feet of recycled water are annually distributed to 206 facilities in the South Bay. The goal is to eventually recycle 100,000 AFY of wastewater from the Los Angeles Hyperion Treatment Plant.

WBWRF produces five different types of recycled water which they call “designer water,” all of which meet the treatment and water quality requirements specified in the California Department of Health Services Water Recycling Criteria for the different recycled water applications. They are: 1. Tertiary Water – Secondary treated wastewater that has been filtered and disinfected for a wide variety of industrial and irrigation uses. 2. Nitrified Water – Tertiary water that has been nitrified to remove ammonia for industrial cooling towers. 3. Softened Reverse Osmosis Water – Secondary treated wastewater pretreated by either lime classification or microfiltration (MF), followed by reverse osmosis (RO) and disinfection for groundwater recharge which is superior to state and federal drinking water standards. 4. Pure Reverse Osmosis Water – Secondary treated wastewater that has undergone MF/RO for Chevron’s low-pressure boiler feed water. 5. Ultra-Pure Reverse Osmosis Water - Secondary treated water that has undergone MF and two passes through RO for high-pressure boiler feed water.

To meet the region’s water demand, the WBWRF has expanded to increase its production of high-quality recycled water. During 2003-2004, the WBWRF produced more than 8.8 billion gallons of recycled water, and after two successful expansion projects, West Basin is moving forward with its \$52-million Phase IV Expansion Project. The expansion will ultimately increase production of recycled water for the West Coast Groundwater Basin by 5 million gallons per day and will increase the production of Title 22 (tertiary) recycled water by 10 million gallons per day. Upgrades to the existing barrier water production system will also be installed, improving the efficiency of the treatment process and increasing the quality of the barrier product water.

The Central Basin Municipal Water District (CBMWD), another member agency of MWD, was established in 1952 to supply water used for groundwater replenishment and provide the region with recycled water for municipal, commercial and industrial use. It obtains recycled water from the San Jose Creek Water Reclamation Plant in Whittier and the Los Coyotes Water Reclamation Plant in Cerritos, both owned and operated by the Sanitation Districts of Los Angeles County. CBMWD’s recycling program is comprised of two distribution systems – the E. Thornton Ibbetson Century Water Recycling Project and the Estaban Torres Rio Hondo Water Recycling Project. This combined more than 50-mile distribution system operates as one recycled water supply system, referred to as the “Central Basin Water Recycling Project”. It delivers about

3800 acre-feet of recycled water to more than 200 industrial, commercial, and landscape irrigation sites throughout southeast Los Angeles County.

THE CITY OF LOS ANGELES DEPARTMENT OF WATER AND POWER

DWP's water recycling program is dependent on the City's wastewater treatment infrastructure. The Los Angeles Department of Public Works Bureau of Sanitation is responsible for the planning and operation of the wastewater program. The City has four wastewater treatment plants and seven sewersheds that feed into the plants. All recycled water used within the City is given, at a minimum, tertiary treatment and disinfection.

The Donald C. Tillman Water Reclamation Plant, in service since 1985, doubling in size in the 1990's, has a rated capacity of 80 million gallons per day (MGD), and currently treats about 52 MGD. The current level of treatment is tertiary, but soon a nitrogen removal process will be operational. Currently, this plant is providing nearly 30 MGD of recycled water to the Japanese Garden, Wildlife Lake, and Lake Balboa. The remaining tertiary-treated water is discharged into the Los Angeles River, and on to the ocean. There are parks and a golf course close by that could benefit from the recycled water that is now going to the ocean. The permits that now exist prevent them from doing any more recycling.

The Los Angeles-Glendale Water Reclamation Plant, a joint project of the two cities, began treating wastewater in 1976. Originally designed without considering nutrient removal, its design capacity is 20 MGD and currently treats about 17 MGD. Nitrogen removal is soon to be implemented, so the hydraulic capacity could decrease to 15 MGD to meet Los Angeles River discharge requirements. As much as 6 MGD of recycled water from this plant provides landscape irrigation for Griffith Park and the Los Angeles Greenbelt Project. The City of Glendale retains the right to half of the recycled water produced at the plant and serves a number of customers in their service area. The remaining tertiary-treated water is discharged into the Los Angeles River.

The Terminal Island Treatment Plant, originally built in 1935, has been providing secondary treatment since the 1970's. Tertiary treatment was added in 1996. Water from the plant is currently discharged into the Los Angeles Harbor. With the completion of the Advanced Wastewater Treatment Facility, which adds MF/RO treatment to a portion of the wastewater effluent, this recycled water can be used for seawater barrier at Dominguez Gap and industrial and landscaping uses in the harbor area. Approximately 5 MGD of advanced treated recycled water will initially be produced. The current capacity of the plant is 30 MGD, with average flows of 16 MGD.

The Hyperion Treatment Plant is the oldest and largest of the City's wastewater treatment plants, operating since 1984. Its \$1.2 billion construction upgrade, completed in 1999, allows for full secondary treatment. A majority of the treated water is discharged through a 5-mile outfall into the Santa Monica Bay, and approximately 34,000 AFY (50 MGD) of secondary effluent is delivered to the West Basin Reclamation

Plant. A portion of this water is sold back to DWP for the Westside Water Recycling Project. The current capacity of the Hyperion Treatment Plant is 450 MGD, with an average wastewater flow of 360 MGD.

The Urban Water Management Planning Act became effective on January 1, 1984 and requires that every urban water supplier that provides municipal and industrial water to more than 3000 customers (or supplies more than 3000 AFY) prepare and adopt an urban water management plan in accordance with prescribed requirements. The most recent plan, adopted in December 2005, includes significant additional emphasis on water use efficiency and recycled water. In 2005 the City's Departments of Public Works and Water and Power introduced four alternatives for an Integrated Resources Plan for 2020 and beyond which will include water recycling. The Integrated Resources Plan is to be adopted in the fall of 2006.

LOS ANGELES COUNTY DEPARTMENT OF PUBLIC WORKS

The County of Los Angeles Department of Public Works (DPW) has long recognized the importance of conserving valuable local water resources. DPW has an ongoing commitment for using recycled water for two different purposes: groundwater replenishment and seawater barrier injection. For over 41 years, DPW has been actively utilizing recycled water to recharge groundwater supplies. In 1995, DPW started injecting recycled water at the West Coast Basin Sea Water Barrier to minimize the use of imported water.

The Water Recycling Projects for seawater barriers are the West Coast Basin Recycling Water Project, the Alamitos Recycling Water Project, and the Dominguez Gap Recycled Water Project. In Los Angeles County in the last ten years, 484,100 acre-feet of reclaimed water has been conserved and 67,376 acre-feet of reclaimed water has been injected through the sea water barriers.

The Southern California Comprehensive Water Reclamation and Reuse Study, Phase II, focused on developing a long-term regional recycling strategy and identifying short-term opportunities for implementing the strategy. DPW was one of the 86 local agencies that actively participated in the Project Advisory Committee on the development and analysis of regional water recycling projects. The Project Advisory Committee has identified 34 projects for implementation by 2010, as well as the continuous development of a long-term regional strategy for recycled water projects by 2040. The 34 identified projects represent an annual yield of approximately 450,000 acre-feet with estimated unit costs of between \$600 and \$700 per acre-foot.

The Antelope Valley Recycled Water Project will provide a system for transmitting and distributing recycled water from existing wastewater treatment plants in the cities of Palmdale and Lancaster to the surrounding unimproved areas of the Antelope Valley. These treatment plants are currently expanding operations to increase the capacity and quality of the recycled water produced to be used for irrigation at commercial, industrial,

and recreational facilities, and will be offered at a lower cost than drinking water. By 2014, full implementation of this project will provide 16,000 AFY.

SANITATION DISTRICTS OF LOS ANGELES COUNTY

In addition to its mission of collecting, treating and disposing of municipal wastewater, the Sanitation Districts of Los Angeles County (SDLAC) have adopted a goal of maximizing the beneficial reuse of the highly treated effluents produced by its water reclamation plants. The SDLAC work with a number of local, regional and state agencies and other entities in an effort to more fully develop recycled water as a local water supply to supplement the area's limited groundwater and imported water supplies.

SDLAC operate a total of 11 wastewater treatment facilities, 10 of which are classified as water reclamation plants (WRP). Eight of the ten water reclamation plants are capable of producing tertiary treated water suitable for reuse. The remaining two facilities at Lancaster and Palmdale are scheduled for tertiary treatment in the next 3-5 years, leaving the Districts' Joint Water Pollution Control Plant in the City of Carson produces secondary effluent that is discharged to the ocean. These ten water reclamation plants serve approximately five million people in 78 cities and unincorporated county areas within Los Angeles County.

Effluent (treated waste material) quality from the WRPs ranges from undisinfected secondary to semi-solid, filtered, disinfected tertiary. During Fiscal Year 2003-2004, the Districts' facilities produced an average of 509.72 MGD (572,727 AFY) of effluent, compared to about 200,000 AFY in 1995. Of the total effluent produced, 188.15 MGD (211,413 AFY) was reclaimed water suitable for reuse.

For the future, SDLAC is currently planning on connecting three County operated facilities to existing recycled water systems: Rancho Los Amigos Golf Course, Victoria Park and Alondra Golf Course. They also have some potential sites to be served with recycled water from a new distribution system: Whittier Narrows Golf Course and Recreation Area, Los Angeles Arboretum, Arcadia County Park, Santa Anita Golf Course, San Angelo Park, Bassett Park, Avocado Heights Park, and Santa Fe Dam Recreation Area. Also, the Castaic Lake Water Agency has a goal of using 17,000 AFY by 2020 for landscape, golf courses and other appropriate uses to offset future imported water demands.

In the Status Report on Reclaimed Water Use developed by SDLAC for Fiscal Year 2003-2004, it states that several recycled water distribution projects throughout the SDLAC's service area are in various stages to make use of up to an estimated 86,530 AFY of the remaining 54.7% of the recycled water currently produced but not yet beneficially reused. Unsecured funding, institutional concerns and lack of regulatory approval have caused the anticipated completion dates for several projects to become undetermined.

SUMMARY OF FUTURE RELATED RECLAIMED WATER PROJECTS

Project Name	Reclaimed Water Source	AFY	Anticipated Completion
Long Beach Water Dept.	Long Beach WRP	5600	2006-07
Walnut Valley Water District	Pomona WRP	3000	2006-07
Main San Gabriel Basin Recharge	San Jose Creek WRP	10,000	TBD
Water Replenishment District	San Jose Creek WRP	10,000	TBD
East San Gabriel Valley Regional	San Jose Creek WRP	7600	2007
Southeast Water Reliability Project	San Jose Creek WRP	5600	2007-08
Whittier Narrows Recreation Area	Whittier Narrows WRP	2650	2006-08
Castaic Lake Water Agency	Valencia & Saugus WRPs	8600	2003-23
City of Lancaster – Division St.	Lancaster WRP	1100	End of 2006
Agricultural Effluent Storage & Reuse	Lancaster WRP	1100	End of 2006
City of Arcadia	Whittier Narrows WRP	2000	2008

TBD = To Be Determined

RECOMMENDATIONS

The Metropolitan Water District of Southern California, the City of Los Angeles Department of Water and Power, the Los Angeles County Department of Public Works, and the Sanitation Districts of Los Angeles County should convene a summit of experts in the field of recycled water, along with the appropriate regulatory agencies, to review current regulations of recycled water for non-potable uses and make recommendations to the Board regarding policies that would increase and/or mandate the ability to implement the use of recycled water within Los Angeles County.

In addition to whatever information is now available to the public, a comprehensive educational curriculum should be established for public schools, institutions of higher learning, and community interest groups to incorporate recycled water education, thereby changing the public perception and acceptance of recycled water.

LIST OF ABBREVIATIONS

AF	Acre-foot
AFY	Acre-foot per year
CBMWD	Central Basin Municipal Water District
DPW	County Department of Public Works
DPW	City of Los Angeles Department of Water and Power
LRP	Local Resources Program
MF	Microfiltration
MGD	Million gallons per day
MWD	Metropolitan Water District
RO	Reverse Osmosis
SDLAC	Sanitation Districts of Los Angeles County
WBMWD	West Basin Municipal Water District
WRP	Water Reclamation Plant

DEFINITIONS

1. Levels of Water Reclamation:

Primary Treatment – When sewage enters the plant, the solid materials are removed for treatment elsewhere and the remaining wastewater containing dissolved materials (mostly organic) move to the second phase.

Secondary Treatment – The secondary tank is mechanically fed with air to supply oxygen. The microorganisms in the wastewater grow as they feed on the organic materials.

Tertiary Treatment – Filters then remove the suspended materials from the water. The reclaimed water is then disinfected with chlorine. Any extra chlorine is removed before the water leaves the plant. It is now safe for human contact and water recycling.

2. Potable/non-potable - Drinkable water. Non-potable means non-drinkable,

3. Seawater Barrier – Seawater barriers protect coastal groundwater basins from seawater intrusion, typically by injecting fresh water into wells along the coast. The injected fresh water acts like a wall, blocking seawater that would otherwise seep into groundwater basins as a result of pumping.

STRATEGIC PLANNING IN THE CITY OF LOS ANGELES

**Jeffery Wallace, Chair
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STRATEGIC PLANNING IN THE CITY OF LOS ANGELES

EXECUTIVE SUMMARY

The Los Angeles County Civil Grand Jury has conducted an investigation of strategic planning in the City of Los Angeles. The purpose of this 2005-2006 Civil Grand Jury investigation is to learn how strategic planning, both formal and informal, is conducted at the top decision making levels within the City of Los Angeles. This included the Mayor's Office, the City Council and support offices, as well as a sample of seven City departments and agencies. Strategic planning can provide a visionary blueprint to assist City government in focusing its priorities, refining what role the City has in addressing the community's most pressing challenges, and provides goals and timetables to assess how well City government is doing in meeting those challenges.

We recommend that the Mayor's Office develop a City-Wide Strategic Plan to provide an overall vision for the community, establish priorities for City government, and provide direction and a framework for City department and agency strategic planning efforts. The City should develop a consistent approach or model, under the leadership of the Mayor's Office and assistance of the City Administrative Office, for City departments and agencies to use in developing and implementing strategic plans. This model or framework should be developed, implemented, and overseen by a steering committee or guiding coalition of City executive and management personnel.

The Mayor's Office should clearly define the categories of performance indicators to be used by City departments and agencies. Departments and agencies should define a manageable set of key performance indicators that are directly related to strategic visions, goals, or objectives.

Strategic Planning has proven to enhance government efficiency and service delivery effectiveness, which can lead to meaningful cost efficiencies.

During the course of our investigation, we found that:

- Many of the City of Los Angeles departments and agencies have initiated the development of strategic plans or used elements of strategic planning in their planning efforts. Several of these plans have provided direction and improved the delivery of services.
- The Mayor's Office has made changes in the City's management and is currently developing a management approach and system that could provide strategic direction. "A Fresh Start" document provides some City-wide strategic direction for the City of Los Angeles. In this document, the Mayor's Office establishes five top priorities for the City and several initiatives for making progress on these priorities.
- The implementation of Priority Based Budgeting, beginning with the fiscal year (FY) 2004-2005 budget, provides some City-wide strategic guidance for the City of Los Angeles. However, this budget approach is short-term in nature and does not provide long-term strategic direction.
- Some City of Los Angeles departments have not used strategic planning as a tool for identifying and focusing on City-wide priorities.
- The City of Los Angeles has not yet developed nor implemented a standard City-wide approach or model for City departments and agencies to use in developing and implementing strategic plans, nor has a mechanism been developed for communicating accomplishments of City government to those served by the City.
- Until July of 2000 the structure of the City provided an obstacle to developing and implementing a City-wide strategic plan. The adoption of the new City Charter provides opportunity to change the management and operation of the City to a more strategic approach. Term limits for the Mayor and City Council are perceived as the most substantial current obstacle to City-wide strategic planning.

METHODOLOGY

This investigation was conducted at a top administrative level – reviewing the City-wide approach to strategic planning and strategic planning efforts of a sample of City departments and agencies. Several steps were taken to assess the City of Los Angeles' strategic planning efforts and outcomes. These included:

- Introductory Letter - outlining the purpose and approach of the investigation and inviting City department management to attend an Entrance Conference to obtain an overview of the project approach. The letter was sent by the Civil Grand Jury to City officials and executives of a selected sample of City departments and agencies including:
 - Mayor's Office
 - City Council
 - City Administrative Office
 - Department of Water and Power
 - Department of Recreation and Parks
 - Department of City Planning
 - Department of Public Works
 - Office of General Services
 - Emergency Preparedness Department
 - Information Technology Agency
- Entrance Conference – provided an overview of the project's objectives and approach, an overview of strategic planning elements, and an opportunity to ask questions and discuss the project. Participants were asked to begin collecting and providing strategic planning information and to arrange times for key staff to meet with members of the Civil Grand Jury project team.
- Interviews - with City officials and staff, and members of department and agency management, were conducted. The purpose of these interviews was to determine the extent to which strategic planning or elements of strategic planning were being used by the City as a whole and selected City departments and agencies.
- Review of Strategic Planning Information - The City of Los Angeles provided hundreds of documents in response to our request for strategic plans and supporting documents. These were reviewed by the Project Team.

WHAT IS STRATEGIC PLANNING?

There are numerous approaches to developing and implementing strategic plans, each with its own set of strengths and weaknesses. For this evaluation of the City of Los Angeles' strategic planning, we felt it was important to provide a definition of what we meant by strategic planning, as well as a definition of the common phases and elements of strategic planning.

Strategic planning is a disciplined effort to produce fundamental decisions and shape and guide what an organization is, what it does, and why it does it. When the strategic plan is effectively linked to operations all segments of the organization have a clear understanding of the purpose of the organization, the strategies being implemented to achieve that purpose, and how progress is measured.

PHASES AND ELEMENTS OF EFFECTIVE STRATEGIC PLANNING

Effective strategic planning is often conducted in five phases – analysis, decision making, implementation, evaluation, and revision. The following provides an overview of each phase as well as the key elements comprising each phase.

Strategic Analysis

An understanding of current strengths, weaknesses, issues, and challenges provides a foundation for effective decision making. This requires collection and analysis of information, including:

- ***Identification and assessment of key trends*** – including demographic, social, legal, regulatory, and technological changes that could positively or negatively impact an organization's ability to accomplish its mission.
- ***Assessment of internal resources, capabilities, strengths, and weaknesses*** – including financial capacity, facilities, human resources, and technological advantages. Strengths can include distinctive competencies, areas where the organization is seen as a market leader, and unique external relationships. Weaknesses may include deficiencies in resources, skills, or capabilities. Workload, in terms of current demands and projected future demands, should be identified and analyzed. Additionally, understanding employee attitudes in terms of their work environment, communication, management support and fairness, and their motivation and morale levels are important.

- **Identification and assessment of key constituencies / clients** – including efforts to identify and understand the specific expectations and issues of constituents and clients. This analysis needs to focus on four key questions: What are the constituents’ and clients’ priorities? How satisfied are they with current services or products? What are their service or quality expectations? What concerns or issues do they have?
- **Review of best practices or industry leaders** - to identify alternative approaches or strategies that could potentially be implemented by an organization.
- **Development and analysis of alternative approaches and strategies** – including the search for, and analysis of, alternatives to achieving goals and objectives. This includes estimating the likely benefits, cost, and feasibility of alternatives.

Strategic Decision Making

The first decision is to define the preferred view of the future, reflected in a vision statement. The vision should be clear, concise, and easily generate commitment and enthusiasm.

The second decision is to establish priorities, reflected in goals and objectives. Goals and objectives must be clearly related to the vision and mission. They must be explicit, precise, and measurable. They must also be strategic rather than operational in nature, focusing on what is to be accomplished (e.g. protect the public), not on how the organization is doing it (e.g. improve the training of staff).

Once a vision, goals and objectives have been determined, strategies for accomplishing them should be developed. Strategies establish the basic or specific approaches to achieving the defined vision, goals, and objectives. There are several types of strategies, including:

- **Technical Change Strategies** - changing the way services are provided and output is produced. These changes occur through process reengineering or similar approaches.
- **Structural Change Strategies** - altering the structure of specific jobs or modifying roles or relationships. Combining similar or dependant functions, changing the number or reporting relationship of departments or divisions, or otherwise changing structure are examples of this type of change strategy.

- **Managerial Change Strategies** - changing management policies or practices, such as changing reward systems or the relationship between management and labor. Examples include broad banding a personnel classification system, implementing results based reward systems, or involving employees in decision making.
- **People Change Strategies** - actively engaging the people working in an organization, through changing their attitudes or beliefs, or upgrading their skills and capabilities.

Strategy Implementation

Effective strategy implementation requires that strategies be translated into action. This involves clearly assigning responsibility for specific strategies and related tasks, tracking implementation progress, and holding those responsible accountable. Systems for tracking and reporting progress can help support implementation.

Strategy Evaluation / Revision

It is important to evaluate the extent to which implemented strategies are working to achieve the established mission, vision, goals and objectives. This requires establishing and using a set of performance indicators that specifically measure progress toward the vision, goals, or objectives. These indicators should be focused primarily on outcomes or results.

Indicator information needs to be accurate and valid. It should also be presented in a way that clearly demonstrates progress toward the vision, goals, or objectives. If progress does not meet expectations, strategies adopted should be reconsidered and modified or replaced.

LOCAL GOVERNMENT STRATEGIC PLANNING

Many local governments have found that developing and implementing a City-wide strategic plan is beneficial. A City-wide strategic plan provides an overall roadmap for the future of the community – one that all members of the community can work toward, not just the government. It clearly identifies key issues and challenges that must be addressed to achieve the future vision, and establishes long-term strategies for addressing those issues and challenges.

A City-wide strategic plan also serves as a common foundation for City departments and agencies to develop organizational strategic plans, building on the community strategic plan. It can also facilitate communication among City departments and agencies. A City-wide strategic plan provides a mechanism for demonstrating to the community the progress being made and the impact of City government and services.

FINDINGS

The findings resulting from our investigation are as follows:

Finding: Although some City of Los Angeles departments have used strategic planning, the City as a whole has not used strategic planning as a tool for identifying and focusing on City-wide priorities and managing its operations to address those priorities.

While there have been several recent efforts to provide City-wide strategic direction, a City-wide strategic plan has not been developed.

Most of the City of Los Angeles personnel interviewed as part of this project stated a City-wide strategic plan would be beneficial and could help address some current City issues. Many felt the City was too focused on tactical issues rather than strategic issues. Other perspectives were that a City-wide strategic plan, by providing a common vision and direction, could help pull City departments and agencies together and improve coordination. A City-wide strategic plan could also potentially help identify strategic issues and challenges earlier, and reduce the amount of management time and effort spent on managing crises.

A City-wide strategic plan could also provide a framework for decision-making within departments and agencies, allowing them to align their strategic plans and efforts with the City's overall strategic vision and priorities. It could also help to clarify the contribution each department and agency is making toward the City-wide vision and priorities.

Recent Efforts to Provide City-Wide Strategic Direction

Although the City of Los Angeles has not developed a City-wide strategic plan, several recent efforts have provided valuable strategic direction for the City. These include Priority Based Budgeting and the Mayor's Office "A Fresh Start" document. In addition, the Mayor's Office is currently developing a management approach and system that could provide substantial strategic direction.

Finding: The implementation of Priority Based Budgeting, beginning with the FY 2004-2005 budget, provides some City-wide strategic direction for the City of Los Angeles.

Beginning with the FY 2004-2005 budget process the City's budget attempted to provide strategic direction by organizing the presentation of the budget around six priorities. These priorities were:

1. Making Los Angeles the safest big City in America
2. Ensuring neighborhoods are good places to live

3. Getting where I want to go safely and reliably
4. Creating quality jobs, developing a competitive workforce, and enhancing Los Angeles's business climate
5. Improving the quality, quantity, and affordability of housing in Los Angeles
6. Supporting a Los Angeles City government that works better and costs less

The City's budget summary was organized around these priorities, and presented information on City services across organizational lines that supported these priorities. The budget summary also presented a series of strategies for each priority. For example, the strategies to support the priority of making Los Angeles the safest big City in America were:

- Reduce crime in Los Angeles by providing proactive crime prevention programs
- Provide timely and appropriate emergency response
- Save lives by preparing Los Angeles for natural disaster or terrorist incident
- Provide a safe and clean neighborhood environment

A particular strength of this effort was the use of Neighborhood Councils to identify service priorities for City government. Representatives of the Neighborhood Councils were surveyed regarding the priority of City services. These survey results were used in developing the Mayor's Office service priorities.

Although the Priority Based Budget approach was a step in the right direction, it does not meet the strategic planning needs of the City. Because this is a budget approach, it is by definition short-term and provides only a short-term perspective – tied to the one year budget process. Long-term strategic direction, ranging from 5 to 10 years, is needed.

The budget is a powerful tool for implementing strategic direction. The strategic plan should be clearly linked to the budget process. However, the strategic planning process should precede and direct the budget process.

Additionally, the Priority Based Budgeting approach does not appear to have had any substantive impact on City services. The budget summary organizes and presents existing City services in the six priorities. However, there does not appear to be any re-alignment of City functions or services to reflect these priorities.

Implementation of an effective strategic plan should result in some structural and budgetary re-alignment of City functions and services to reflect the strategic vision and priorities.

Finding: The Mayor's Office "A Fresh Start" document provides some City-wide strategic direction for the City of Los Angeles.

In May 2005 the incoming Mayor issued a document entitled "A Fresh Start." This document established the top five priorities for Mayor in his management of City

departments. Each priority included several initiatives for making progress on these priorities. The following outlines these priorities and initiatives:

1. Ethics
 - Establish the Office of Counsel to the Mayor
 - Strengthen City ethics and campaign finance laws
 - Remove lobbyists from all City boards and commissions
 - Require all Mayoral staff, department general managers, and commissioners to sign an ethics pledge
2. Public Safety
 - Expand the size of the Los Angeles Police Department
 - Defend Los Angeles against terrorist attacks
 - Enhance fire and ambulance services
 - Prevention and intervention
 - Improve protections for civil rights
3. Education
 - Expand the Mayor's role and responsibilities in education
 - Make schools the centers of our communities
 - School safety
 - Advocate for smaller schools with increased local control
4. Traffic
 - Implement short-term solutions
 - Develop a long-term strategic plan for reducing traffic congestion
 - Expand and enhance public transportation
5. Jobs and the Economy
 - Revitalize the Mayor's Business Team
 - Create an environment to attract and foster businesses
 - Continue efforts to reform the business tax system

These priorities and initiatives could provide a strong foundation for a broader and more comprehensive City-wide strategic plan.

Finding: The Mayor's Office has made changes in the City's management and is currently developing a management approach and system that could provide strategic direction.

City personnel interviewed as part of this project reported substantial positive changes have occurred in how the City is managed under the Mayor's Office. One significant change has been the implementation of monthly meetings with the Mayor, City general managers, and Mayor's Office senior staff. The stated purpose of these meetings is to: "make very good use of your individual managerial expertise and the broad capacities of the general manager corps; to raise and address problems in a timely fashion; and to create synergy – all in a culture of continuous improvement."

The Mayor's Office has also developed specific expectations for department and agency directors. These expectations, communicated through letters from the Mayor to each general manager, establish clear accountability.

The Mayor's Office is also developing cross-functional teams of department and agency management to address higher level issues and challenges. This approach is intended to begin to break down barriers among departments and provide more of a City-wide perspective.

Perhaps most substantially, the Mayor's Office is currently working to develop a management approach and system that balances the need for long-term strategy with political demands to deliver short-term results. The Mayor's Office is also developing a written plan and associated performance indicators. Specific details about the approach system and plan were not available as they are still in development. Preliminary overview information indicates it will consist of many of the key elements of strategic planning. These include:

- Identifying and involving key stakeholders
- Setting measurable goals or targets
- Developing plans to meet goals, including milestones
- Reporting monthly on progress and outcomes
- Reviewing progress on goals or targets every six months
- Taking corrective action where necessary

Obstacles to City-wide Strategic Planning

As stated previously, most Los Angeles City personnel interviewed expressed the view that a City-wide strategic plan would be beneficial. Given this, it was important to determine what obstacles prevented the City from developing a City-wide strategic plan.

Finding: Until July of 2000 the structure of the City provided an obstacle to developing and implementing a City-wide strategic plan. The adoption of the new City Charter provides an opportunity to change the management and operation of the City to a more strategic approach.

Under the previous City Charter the City lacked the central executive and management authority and control that would be necessary to develop an effective City-wide strategic plan. The development and adoption of the new City Charter granted strong central control to the Mayor. The Mayor is designated as the "Chief Executive Officer" of the City, and is given substantial control over the management and operations of City government. A primary role of the Chief Executive Officer of any organization is to develop a long-term strategic direction for the organization.

Finding: Term limits for the Mayor and City Council are perceived as the most substantial current obstacle to City-wide strategic planning.

Term limits were identified as the primary current obstacle to City-wide strategic planning during interviews conducted as part of this project. Given the limit of two terms, or a total of eight years, there is much more turnover among elected officials. As a result, there is less depth of understanding of strategic issues, and less patience for longer-term strategic solutions. Elected Officials tend to focus more on short-term issues where they feel they can have a greater impact.

While term limits may increase the difficulty of developing a City-wide strategic plan, they also create an increased need for one. Term limits may increase the potential for political volatility. A City-wide strategic plan can help provide some consistency and stability of direction.

Recommendation 1: The Mayor's Office should develop a City-Wide strategic plan to provide an overall vision for the community, establish priorities for City government, and provide a framework for City department and agency strategic planning and operations.

REPORTING PROGRESS ON CITY-WIDE ISSUES

For any City government to be successful it must have the confidence and support of those it serves. Maintaining this confidence and support is often difficult because it is often difficult to clearly demonstrate what has been accomplished and what progress is being made. Is the City safer? Are neighborhoods improving? Is it easier to travel throughout the City? Are jobs and the economy improving?

Finding: The City of Los Angeles has not developed a mechanism for communicating the outcomes and accomplishments of City government operations to those served by the City.

Reporting to those served by the City on outcomes achieved, or progress toward the City's strategic vision, goals or objectives would likely increase interest and confidence in, and support for City government. A best practice in reporting to those served is to form a Citizen Advisory Group or Citizen Performance Partnership to help determine how best to communicate accomplishments and progress. The Neighborhood Councils could potentially play a valuable role in determining how best to communicate progress and achievements.

Recommendation 2: The Mayor's Office should develop an annual "State of the City" or performance report that focuses on City government's accomplishments, key outcome information, and progress toward the City's strategic vision, goals, or objectives.

CITY DEPARTMENT AND AGENCY STRATEGIC PLANNING

In addition to a City-wide strategic plan, it is important that individual City departments and agencies use strategic plans to help define and focus each organization's priorities and operations. Ideally, these strategic plans would be consistent with the framework established by a City-wide strategic plan.

Developing strategic plans to direct government or agency operations has become a best practice in public sector management. Many states have passed legislation requiring each state agency to develop a strategic plan. The Federal government passed the Government Performance and Results Act requiring all federal agencies to develop strategic plans and performance indicators focused on outcomes or results. Many local governments require departments to develop long-term strategic plans, with some requiring they be updated yearly through development of an annual business plan.

Finding: Many City of Los Angeles departments and agencies have initiated the development of strategic plans. Many of these strategic plans have provided needed direction, focused the organization on key issues, and resulted in improved service delivery.

As part of this investigation we reviewed the strategic planning efforts of a sample of seven City departments or agencies. The purpose of this review was to determine the extent to which City departments and agencies used strategic planning as a tool for directing and managing operations. We found that of the seven, five used strategic planning as a key tool for managing department or agency operations.

While each of these City departments or agency strategic planning approaches and efforts had their strengths and weaknesses, each was fairly comprehensive and included most of the key elements of effective strategic planning. A scorecard showing the elements contained in each strategic planning effort, as well as a summary of each effort, is presented on page 281 of this report.

Finding: The City of Los Angeles has not developed nor implemented a consistent approach or model for City departments and agencies to use in developing and implementing strategic plans.

As stated previously, under the previous City Charter the City lacked central authority and control. Such central authority and control would have been necessary to develop and implement a consistent approach or model for City department and agency strategic planning. As a result, those departments and agencies that viewed strategic planning as an important management tool proceeded with developing and implementing strategic plans. Each developed using individual approaches and models, each with very different elements, terms, and structures.

Developing a consistent strategic planning approach and model provides substantial benefits. These include:

- Provides a common strategic planning language to facilitate discussion among City departments and agencies
- Allows consistent training and assistance on strategic planning across department and agency lines
- Facilitates the identification of common missions, goals, and objectives among departments and coordination and cooperation on strategies
- Reduces the learning curve as management personnel move from one department or agency to another
- Ensures each City department or agency has an approach for identifying strategic issues, determining its purpose and priorities, and measuring results in place
- Reduces strategic planning costs through shared or coordinated efforts

Recommendation 3: The Mayor's Office should develop a consistent approach or model, with the assistance of the City Administrative Office, for City departments and agencies to use in developing and implementing strategic plans.

The executive management team of the City of Los Angeles has a substantial amount of knowledge and experience in strategic planning, using several different models and approaches. This knowledge and experience can be used to develop a consistent approach or model for strategic planning.

A guiding coalition, taking advantage of the City's strategic planning expertise could be formed to develop and oversee the implementation of an approach or model for City departments to use in developing and implementing strategic plans. In addition to strategic planning expertise, the guiding coalition must include key City leaders with the position power and credibility necessary to drive the implementation of the model and ensure progress is made.

Recommendation 4: The Mayor's Office should establish a steering committee or guiding coalition of City executive management personnel to develop and oversee the implementation of an approach or model for City departments and agencies to follow in developing and implementing strategic plans.

A best practice among local governments is to hold an annual strategic planning conference for departments and agencies to share and coordinate their strategic planning efforts. The benefits of such a conference could include:

- Reinforces the need for and importance of department and agency strategic planning
- Provides an opportunity to share and discuss City-wide strategic information such as key trends, issues, and priorities

- Highlights past successes resulting from strategic planning, as well as shortcomings in the approach or model that need to be addressed
- Facilitates discussion and coordination of common or overlapping missions, goals, and strategies

Several City of Los Angeles personnel interviewed discussed the benefits of the annual Emergency Preparedness Planning Meeting held at the UCLA Conference Center. Many stated this provided an excellent opportunity for departments and agencies to discuss and coordinate on emergency planning issues and strategies. A similar planning meeting, focused on broader strategic issues facing the City, would likely have similar benefits.

Recommendation 5: The Mayor’s Office should conduct an annual strategic planning conference for City departments and agencies to share and coordinate their strategic planning information and successes.

A key element of effective strategic planning is establishing and using a set of performance indicators that specifically measure progress toward the vision, goals, or objectives. These indicators should be focused primarily on outcomes or results.

Finding: The City of Los Angeles has implemented LA-STAT, an ongoing performance measurement program for tracking and reporting the performance of City departments and agencies. Many of the performance indicators reported in the LA-STAT system are not reporting on the results or outcomes of City operations and efforts. Most report on workload, or operational characteristics.

Performance indicators are intended to demonstrate the success or effectiveness of organizational or program activities in addressing a specific need or attaining a specific goal. They serve much the same purpose that keeping score in a competitive sport serves, demonstrating what is and what is not working, and which team’s approach is working best.

For a performance measurement system to be meaningful it must be relevant to the organization or program – focused on the real outcomes that are to be achieved or the benefits the organization or program was created to provide. The performance measurement system must also be aligned with the organization’s mission, goals and objectives. The system should be measuring things that are directly related to the organization’s or program’s goals. A performance measurement system must be used to “inform decisions” and to modify approaches and activities. Not using the information would be similar to a coach not using game scores to target and improve the team’s performance.

While some of the performance indicators included in LA-STAT are focused on true outcomes, many are process indicators. These process indicators are essential for managing the operation, but should be clearly outlined in a hierarchy of performance indicators as contributing to a final outcome.

Recommendation 6: The Mayor's Office, with the assistance of the City Administrative Office, should clearly define the categories of performance indicators to be used by City departments and agencies. City of Los Angeles departments and agencies should define a manageable set of key performance indicators that are directly related to strategic visions, goals, or objectives.

Finding: The LA-STAT performance measurement system is not effective at communicating to constituents and clients or employees what the City departments and agencies are providing or accomplishing, or in identifying areas in need of management attention and change.

A key purpose of performance measurement is to communicate to key stakeholders, including constituents, clients, and employees, what an organization is contributing and accomplishing, as well as the benefit provided by that organization. Performance measurement can also be used as the basis to share and celebrate the success of an organization, as well as to identify and clearly communicate areas that need further improvement and change.

Recommendation 7: City of Los Angeles departments and agencies should identify best practices, develop clear and concise performance reports, with easy to read and understand graphics and charts, demonstrating the impact of department and agency programs and activities. These reports should be provided to constituent groups and employees, and should be used to share and celebrate successes, and to identify and communicate areas where additional focus and change is required.

It is important that performance information reported be based on sound data and that the information be complete, accurate, and consistent. The intent of providing performance information is to provide a basis for evaluating the organization and to support decision making at various levels.

SPECIFIC CITY DEPARTMENT AND AGENCY STRATEGIC PLANNING EFFORTS

As part of this investigation we reviewed the strategic planning efforts of seven City departments and agencies. The phases of strategic planning, and the key elements of each as described in the introductory section of this report, were used to evaluate these efforts. The following Strategic Planning Scorecard summarizes the results of our review. Specific information on each department or agency is presented following the scorecard.

STRATEGIC PLANNING SCORECARD

	City Planning	Emergency Preparedness	General Services	Information Technology
Strategic Analysis				
Trends	No	Yes	Yes	Yes
External Issues	No	Yes	Yes	Yes
Internal Issues	No	Yes	Partial	Yes
Decision Making				
Mission/Vision	Partial	Yes	Yes	Yes
Goals/Objectives	Partial	Yes	Partial	Yes
Strategies/Approach	No	Yes	Partial	Yes
Implementation				
Responsibility Assigned	No	Yes	Yes	Yes
Tracking Tools	No	Yes	Yes	Yes
Evaluation/Revision				
Performance Indicators	Partial	Yes	Yes	Yes
Customer Feedback	No	Yes	Yes	Yes

	Public Works	Recreation/ Parks	Water / Power
Strategic Analysis			
Trends	Yes	Yes	Yes
External Issues	Yes	Partial	Yes
Internal Issues	Yes	Partial	Partial
Decision Making			
Mission/Vision	Yes	Yes	Yes
Goals/Objectives	Yes	Yes	Yes
Strategies/Approach	Yes	Yes	Yes
Implementation			
Responsibility Assigned	Yes	Yes	Yes
Tracking Tools	Yes	Yes	Yes
Evaluation/Revision			
Performance Indicators	Yes	In Development	Yes
Customer Feedback	Yes	In Development	Yes

Department of City Planning

The Department of City Planning:

- Prepares and maintains a general plan which is a comprehensive declaration of purposes, policies and programs for the development of the City including such elements as land use, conservation, circulation, service systems, highways, public works facilities, branch administrative centers, schools, recreational facilities, and airports.
- Regulates the use of privately-owned property through zoning regulation specific plan ordinances and State laws and through the approval of proposed subdivisions.
- Investigates and reports on applications for amendments to zoning regulations, and passes upon zone variance and conditional use applications.
- Reviews the acquisition of land by the City for public use and the disposition of surplus land.
- Conducts studies relating to environmental quality, and provides advice and assistance relative to environmental matters.

The Department does not have any meaningful strategic plan in place. The Department has a mission statement. However it is not tied to any strategic issues, vision, or goals. The Department has developed budget goals. However, these are short-term (one-year) goals tied to the Department's budget requests. The Department has also developed performance indicators that are part of LA-STAT. However, again these are not related to a strategic direction or priorities.

The Department did provide a draft Strategic Management Plan for the Department developed in June of 1989 and intended to cover the period from 1989 to 1994. This plan began to establish some specific objectives for the Department, as well as specific strategies for achieving those objectives. However, there is no indication that the draft plan was ever finalized or implemented.

Emergency Preparedness Department

The Emergency Preparedness Department is responsible for planning for and preparing the City of Los Angeles for a disaster. The Department coordinates the interdepartmental preparedness, planning, training, and recovery activities of the Emergency Operations Organization, its divisions, and all City departments. Additionally, it serves as a liaison with other municipalities, state and federal agencies, and the private sector; and performs related public education and community preparedness activities. The Department is relatively small, with a total of 17 employees.

The Emergency Preparedness Department provided two Departmental Strategic Plans, one developed in 1999, and one developed in 2004.

Strategic Analysis

The Emergency Preparedness Department identified key strategic issues as a foundation for their strategic plans. Many of these issues are identified through an annual staff strategic planning meeting. Being a small Department provides the capability to include the entire staff in such strategic discussion and planning meetings.

Strategic Decision Making

Both Emergency Preparedness strategic plans provide clear mission and vision statements, establish clear priorities through goals.

Strategy Implementation

Specific strategies are assigned to staff, and progress is monitored through reporting at regular staff meetings.

Strategy Evaluation and Revision

The Emergency Preparedness Department strategic plan establishes performance measures to evaluate progress toward the vision and goals. Additionally, progress is evaluated each year at the annual Department strategic planning meeting and adjustments made as needed.

Department of General Services

The Department of General Services provides services to support City government. This includes managing facilities, equipment, supplies, security, communication, maintenance, and other support services for City departments.

The Department of General Services did not provide a specific Department-wide strategic plan. However, the Department has some of the key elements of strategic planning.

Strategic Analysis

The Department of General Services has developed substantial information on key trends that impact its ability to provide service. This information is compiled into monthly and quarterly Scorecard Review Reports. These reports include substantial operational information, as well as information on customer services and satisfaction. This information could provide a strong foundation for Departmental strategic planning.

Strategic Decision Making

The Department of General Services has established an overall mission statement. The Department has also developed a list of the Department's visions for the future – to be implemented between 2005 and 2009. The Department has developed budget goals. However, these are short-term (one-year) goals tied to the Department's budget requests. The Department has also developed what it terms goals for many of its functional areas. These goals are really more tasks or projects and do not reflect the priorities of the Department or functional units. The Department has also developed performance indicators that are part of LA-STAT. However, again these are not related to a strategic direction or priorities.

Strategy Implementation

The Department of General Services has a very extensive project tracking and reporting system, providing executive management with a good overview of progress being made on specific projects or tasks. This could provide a good foundation for tracking on progress toward Department priorities.

Strategy Evaluation and Revision

The Department conducts regular review meetings on the progress made on projects and tasks. Again, this could provide a strong foundation for evaluation and revision of strategic in support of goals.

Information Technology Agency

The Information Technology Agency is responsible for managing the City's information technology. Core services provided include E-Services, Policy & Planning Services, Application Portfolio Management, Communications Infrastructure Services & Support, Agency Business Support, and End User Support Services.

The Information Technology Agency has a long history of developing and implementing strategic plans for its operations – dating back to an Integrated Systems Plan developed in 1975. Currently, the agency is operating under the guidance of two complementary strategic planning documents.

The strategic planning document currently being used by the Information Technology Agency is the Information Technology Strategic Plan for the City of Los Angeles. This plan, developed with the assistance of Gartner Consulting, focused on the information technology needs of the City as a whole. This plan includes a City-wide vision for information technology focused on how information technology can be used to meet City business needs. The plan outlines specific strategies for City-wide information technology governance, a City-wide data architecture, and strategies to meet specific City business needs.

It is apparent that the Gartner Consulting methodology for developing the City-wide Information Technology Strategic Plan was to build the plan on the mission, vision, goals or priorities of the City as a whole. However, since no City-wide strategic plan exists, it was necessary to extrapolate the key strategic elements from such things as speeches made by the Mayor and budget documents.

A 2003 strategic planning document, also currently being used by the Information Technology Agency, is referred to as the Chief Information Officer (CIO) Initiative. This document and approach is focused on changing the way the City manages and deploys information technology products and services. The focus of this effort is on how the Information Technology Agency provides service and making improvements in those services.

Strategic Analysis

Both strategic planning efforts used by the Information Technology Agency are based on comprehensive strategic analysis efforts. Key trends have been identified and analyzed, and the perspectives of key stakeholders and customers have been collected and analyzed using both focus groups and surveys. Best practices have been identified using both outside peers and industry experts such as Gartner. Alternative strategies have been developed and analyzed.

Strategic Decision Making

The Information Technology Agency's strategic plans have established clear visions and missions, and priorities reflected in goals and objectives. They also establish a broad range of strategies for achieving the vision and goals. Additionally, the Information Technology Agency has made strong use of steering committees and similar decision making bodies to ensure there is both a broad perspective available when decisions are made, and that there is involvement and ownership by those impacted by decisions or responsible for implementation.

Strategy Implementation

The Information Technology Agency has used a project management approach for assigning and creating accountability for implementing strategies, with routine review of progress.

Strategy Evaluation and Revision

The Information Technology Agency has established a comprehensive set of performance indicators or metrics to monitor and evaluate progress. This includes both general customer surveys and point of service surveys to determine satisfaction with services provided.

Department of Public Works

The Department of Public Works, the City's third largest Department, is responsible for construction, renovation, and the operation of City facilities and infrastructure. The Department builds the City streets, installs its sewers, and constructs storm drains as well as public buildings and service facilities.

The Department is comprised of five Bureaus:

- Contract Administration
- Engineering
- Sanitation
- Street Lighting
- Street Services

The Department of Public Works is overseen by the Board of Public Works. The Board is an executive team composed of five members, selected and appointed by the Mayor, and confirmed by City Council to five year terms. The Board of Public Works Commissioners serve as the General Managers of the Department of Public Works.

The Department of Public Works developed its current strategic plan beginning in 1997, publishing the plan in 1999. The intent of the plan was to “institutionalize a continuous planning process” and “proactively address key operational and organizational issues”. The plan included four key themes or guiding principles – customer service, infrastructure, employee involvement, and one Department.

Strategic Analysis

The Department of Public Work’s Strategic Plan was developed on a strong foundation of strategic analysis. Customers were identified, and satisfaction surveys were used to identify their perspectives. Meetings were held with the Mayor’s Office and City Council Offices to get feedback on services and performance of the Department. Focus meetings were also held with staff from other City Departments and agencies, and a special meeting was held with the Systems Technology staff to identify issues from their perspective.

To obtain input from Department employees a Department-wide Employee Conference was held. Employee surveys were also distributed to Department employees, as well as a strategic planning newsletter.

The Department identified key strategic issues – developing an Issues Framework. These issues were reviewed by the Strategic Planning Committee as well as the Strategic Planning Joint Labor-Management Committee.

Strategic Decision Making

Through the strategic decision making process the Department developed a clear mission and vision. Strategic priorities were also developed – termed as strategic directions. Additionally, a broad range of specific strategies were developed and adopted.

Strategy Implementation

A key element in the implementation of the Department of Public Works' Strategic Plan was for each of the Department's bureaus to develop strategic plans to focus and direct individual bureau operations. Each bureau has developed such plans, and included both strategic focus and direction as well as specific tasks, with responsibility assigned.

Strategy Evaluation and Revision

The Department of Public Works established performance indicators. Initially these were included in a Monthly Status Report provided to Department of Public Works management. The report included high level, summarized information on financial, budgetary, personnel, and performance management Department-wide. Much of this information is now part of the LA-STAT system.

The Department has also developed an annual report which summarizes the functions of each part of the Department, and outlines goals, achievements, and awards for the Department. The Department also initiated an extensive review of the Department Strategic Plan, and is in the process of updating it.

Department of Recreation and Parks

The Department of Recreation and Parks provides programming including recreational activities, classes, facilities, and sports programs. They also provide recreational facilities including swimming pools, lakes, playgrounds, skate parks, and golf courses. The Department also operates 390 parks, 177 recreation centers, 59 swimming pools, nine lakes, seven camps, and more than a dozen museums and historic sites.

The leadership of the Department of Recreation and Parks changed in mid-2005. One of the first actions of the new leadership was to initiate the development of a Department Strategic Plan. This included establishing an annual strategic planning cycle.

The Department has completed this cycle through writing the initial strategic plan. Activity is under way to complete this cycle with the plan being communicated and developing a balanced score board (for tracking performance) by June of 2006. Monitoring progress is slated to be an ongoing effort beginning in July 2006 and continuing through June 2007.

Strategic Analysis

The Department of Recreation and Park's recently completed Strategic Plan demonstrates a good understanding of the need for strategic analysis as a foundation for an effective strategic plan. The plan presents key trends among those the Department serves that will impact the Department and its ability to provide effective service. These trends include:

- An aging society
- Increasing childhood obesity
- A growing young adult population that is out of school, unemployed and disconnected
- Teenagers who are increasingly at-risk due to negative influences in their environment
- Shifting family dynamics
- A continually growing diversity in Los Angeles

The Department Strategic Plan also demonstrates an understanding of the need to clearly identify strategic issues facing the Department. Issues, or current challenges, identified in the plan include:

- Need for more parkland
- Failing park system infrastructure
- Failing pool infrastructure
- Need to respond to the City's cultural diversity
- Need for increased staff training and development

- Lack of adequate financing for capital development
- Need to make the parks safe
- Need to respond to changing demographics and needs in the City
- Increasing problem of unfit (unhealthy) children

The Department's approach to developing its strategic plan discusses using employee driven focus groups, interviewing public officials, customers and stakeholders, and conducting benchmarking or best practices reviews. However, we did not see any evidence that these were actually conducted or used in developing the Strategic Plan. We believe the Department's strategic planning efforts would be substantially enhanced if a thorough internal assessment, key customer / constituency assessment, and best practice review were conducted.

Strategic Decision Making

The Department of Recreation and Parks developed and adopted mission and vision statements that clearly reflect the purpose of the Department and where the Department wants to be in the future. The plan also established a Department motto and a series of values to guide the organization. Both can be very helpful in communicating to the Department's work force and the community it serves the benefits provided by the Department and the parameters within which they operate.

The Department's Strategic Plan also includes an explicit and measurable set of goals and objectives for achieving the mission and vision. Each objective includes a series of goals, each with a series of strategies. These provide a broad range of strategies to achieving the Department's strategic goals and objectives.

Strategy Implementation

The Department Strategic Plan includes a work plan of specific goals and objectives.

Strategy Evaluation and Revision

The Department's approach to strategy evaluation and revision is in the process of being developed using a balanced score board approach.

Department of Water and Power

The Los Angeles Department of Water and Power is the largest municipal utility in the country. It provides water and electric power to the City. The Department is organized around these two primary service areas – Water Services and Power Services. Each of these major organizations has developed a strategic plan.

The Water Services strategic plan is titled the LADWP Water Services Organization 2003 to 2008 Business Plan. This plan clearly communicates the mission, vision and values of the organization. It also establishes a series of 10 Water Services Priorities. Each of these priorities includes a rationale for the priority, goals to achieve that priority, and key measurements for determining progress.

The Power Services strategic plan is titled the 2000 Integrated Resource Plan. This plan outlines three primary objectives – reliable service to customers, competitive price, and environmental leadership. The plan also presents and discusses a series of key assumptions and policy issues, and provides a series of strategies for achieving the stated objectives.

Strategic Analysis

The Department of Water and Power has conducted substantial strategic analysis to support its decision making. This includes identification and analysis of key trends, including projections where appropriate. The Department also conducts very thorough analyses of their customers' perspectives. This includes conducting annual surveys of residential and commercial / industrial customers. The Department has also done a thorough competitive analysis, including determining how they compare with competitors in terms of rates and reliability.

Like most other City departments, the Department of Water and Power could do a more thorough assessment of internal capabilities, strengths, weaknesses, and issues. Management personnel interviewed were aware of key internal issues including difficulties in recruiting and concerns regarding succession planning for key positions. However, these had not been identified as strategic issues, and strategies have not been developed to address them.

Strategic Decision Making

The Department of Water and Power has developed and adopted clear mission and vision statements, and have developed clear goals or priorities. They have also developed a comprehensive set of strategies for achieving their mission, vision, and goals.

Strategy Implementation

The Department of Water and Power has a system for assigning strategies and related projects, and for tracking progress made.

Strategy Evaluation and Revision

The Department of Water and Power has developed a series of performance indicators as part of the LA-STAT system. Performance information is tracked and reported monthly, and briefings are held with executive management to discuss progress and address changes needed.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

City-wide Strategic Planning

Findings:

- Although some City of Los Angeles departments have used strategic planning, the City as a whole has not used strategic planning as a tool for identifying and focusing on City-wide priorities and managing its operations to address those priorities.
- The implementation of Priority Based Budgeting, beginning with the FY 2004-2005 budget, provided some City-wide strategic direction for the City of Los Angeles.
- The Mayor's Office "A Fresh Start" document provides some City-wide strategic direction for the City of Los Angeles.
- The Mayor's Office has made substantial changes in the City's management and is currently developing a management approach and system that could provide substantial strategic direction.
- Until July of 2000, the structure of the City provided an obstacle to developing and implementing a City-wide strategic plan. The adoption of the new City Charter provides opportunity to change the management and operation of the City to a more strategic approach.
- Term limits for the Mayor and City Council are perceived as the most substantial current obstacle to City-wide strategic planning.
- The City of Los Angeles has not developed a mechanism for communicating the outcomes and accomplishments of City government operations to those served by the City.

Recommendations:

1. The Mayor's Office should develop a City-Wide Strategic Plan to provide an overall vision for the community, establish priorities for City government, and provide a framework for City department and agency strategic planning and operations.
2. The Mayor's Office should develop an annual "State of the City" or performance report that focuses on City government's accomplishments, key outcome information, and progress toward the City's strategic vision, goals, or objectives.

City Department and Agency Strategic Planning

Findings:

- Many City of Los Angeles departments and agencies have initiated the development of strategic plans. Many of these strategic plans have provided needed direction, focused the organization on key issues, and resulted in improved service delivery.
- The City of Los Angeles has not developed nor implemented an approach or model for City departments and agencies to use in developing and implementing strategic plans.
- The City of Los Angeles has implemented the LA-STAT system as a mechanism for tracking and reporting the performance of City departments and agencies. Many of the performance indicators reported in the LA-STAT system are not reporting on the results or outcomes of City operations and efforts. Most report on workload, or operational characteristics.
- The LA-STAT performance measurement system is not effective at communicating to constituents and clients or employees what the City departments and agencies are providing or accomplishing, or in identifying areas in need of management attention and change.

Recommendations:

3. The Mayor's Office should develop a consistent approach or model, with the assistance of the City Administrative Office, for City departments and agencies to use in developing and implementing strategic plans.
4. The Mayor's Office should establish a steering committee or guiding coalition of City executive management personnel to develop and oversee the implementation of an approach or model for City departments and agencies to follow in developing and implementing strategic plans.
5. The Mayor's Office should conduct an annual strategic planning conference for City departments and agencies to share and coordinate their strategic planning information and successes.
6. The Mayor's Office, with the assistance of the City Administrative Office, should clearly define the categories of performance indicators to be used by City departments and agencies. Departments and agencies should define a manageable set of key performance indicators that are directly related to strategic visions, goals, or objectives.
7. City of Los Angeles departments and agencies should identify best practices, develop clear and concise performance reports, with easy to read and understand graphics and charts, demonstrating the impact of department and agency programs and activities. These reports should be provided to constituent groups and employees, and should be used to share and celebrate successes, and to identify and communicate areas where additional focus and change is required.

HOW TO RESPOND TO RECOMMENDATIONS

HOW TO RESPOND TO RECOMMENDATIONS

RESPONSES

The California Penal Code §933 (c) specifies both the deadline by which responses shall be made to Civil Grand Jury Final Report recommendations and the required content of those responses.

DEADLINES FOR RESPONSES

California Penal Code §933(c)

“Not later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge or the superior court on the findings and recommendations pertaining to matters under the control of the governing body, and every elected county officer or agency head for which the grand jury has responsibility pursuant to §914.1 shall comment within 60 days to the presiding judge of the superior court, with an information copy sent to the board of Supervisors on the findings and recommendations pertaining to matters under the control of that county officer or agency head and any agency or agencies which that officer or agency head supervises or controls. In any city and county, the mayor shall also comment on the findings and recommendations. All of these comments and reports shall forthwith be submitted to the presiding judge of the superior court who impaneled the grand jury. A copy of all responses to grand jury reports shall be placed on file with the clerk of the public agency and the office of the county clerk, or the mayor when applicable, and shall remain on file in those offices. One copy shall be placed on file with the applicable grand jury final report by, and in control of, the currently impaneled grand jury, where it shall be maintained for a minimum of five years.”

CONTENT OF RESPONSES

Per the California Penal Code §933.05 for each civil grand jury recommendation, the responding person or entity shall report one of the following actions:

- The respondent agrees with the findings.
- The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reason therefor.
- The recommendation has been implemented, with a summary regarding the implemented action.
- The recommendation has not been implemented, but will be in the future, with a time frame for implementation.
- The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.
- The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

Responses to the Grand Jury Final Report recommendations should be sent to:

Presiding Judge
Los Angeles County Superior Court
111 North Hill Street
Mosk Courthouse
Room 204
Los Angeles CA 90012

STANDING COMMITTEES

AUDIT

Jeffery Wallace, Chair
Octavio V. Chavez, Vice Chair
Adele Coy
Sidney Munshin
Arnie Spears
Royce Steward

AUDIT COMMITTEE

INTRODUCTION

The Audit Committee was charged with assisting the Civil Grand Jury by developing a process and procedure for the identification and selection of consulting or auditing firms to be engaged to conduct investigations under its purview.

BACKGROUND

Under California Penal Code sections 925, 925(a), 933.1, and 933.5 the Los Angeles Civil Grand Jury was empowered to investigate local government agencies in the County of Los Angeles. To assist the Civil Grand Jury, the Los Angeles County Board of Supervisors provided the Civil Grand Jury an operating budget which included monies to engage independent consultants and/or auditors as needed.

METHOD

The Audit Committee reviewed the County's list of approved vendors and established an initial list of firms that met the committee's criteria. An invitation to make a general presentation to the Grand Jury was extended to these vendors.

Following the presentations, several vendors were invited to respond to a Request for Proposal (RFP). The Audit Committee reviewed all of the proposals submitted and recommended firms for full Civil Grand Jury approval.

Upon selection of audit firms, an audit liaison was assigned to each of the investigative committees. The liaisons attended meetings with the auditors, committees, and representatives of governmental agencies. The Audit Committee monitored project progress, interim reports, and billing requests.

SUMMARY

During the 2005-2006 Civil Grand Jury term, two audit/consulting firms were engaged to assist with three investigations.

CITIZEN COMPLAINTS

**Patricia Baraz, Chair
Sally James, Vice Chair
Arnie Spears, Secretary
Franki Horne
Robert Howell**

CITIZEN COMPLAINTS COMMITTEE

INTRODUCTION

It is the right of all Los Angeles County citizens to bring to the attention of the Civil Grand Jury those matters, about local government, which concern them. This is done by a letter or a completed citizen complaint form which can be found on the Civil Grand Jury website (<http://lasuperiorcourt.org>), or (Attachment A). The jury is sworn to secrecy and all complaints are confidential.

The Citizen Complaints Committee is one of two mandated jury activities; the Jails Committee is the other. The Citizen Complaints Committee reviews every complaint received and recommends to the full Grand Jury what action should be taken. The Civil Grand Jury's jurisdiction is restricted to County government, city governments within the county, and local governmental districts.

METHODOLOGY

At the beginning of the 2005-2006 Civil Grand Jury term, the Citizen Complaints Committee adopted a complaint processing procedure for uniform, unbiased review and disposition of all citizen complaints. This procedure includes the following eight steps:

1. Committee Chair receives the complaint, assigns a number, establishes a complaint file, and enters it in the complaint log with the date of receipt. The chair requests the Grand Jury staff to send a receipt letter (Attachment B).
2. Committee Chair assigns the complaint to a committee member for review.
3. Committee member reads the complaint and recommends one of three resolutions: No jurisdiction, No action, or Refer to committee.
4. Citizen Complaints Committee meets once a week to review and vote to adopt or reject recommendations.
5. Citizen Complaints Committee forwards recommendations to full Grand Jury.
6. The full Grand Jury acts on the committee recommendations.
7. Grand Jury Foreman signs off on the approved recommendations. Non-approved recommendations are referred back to the committee for further deliberations.
8. Final disposition following the full grand jury approval is one of the following:
 - a. A letter of recommended referral is forwarded to the complainant.
 - b. No further action is taken and the case is closed.
 - c. Complaint letter is referred to the appropriate Grand Jury committee for further investigation.

FINDINGS

During its tenure, the 2005-2006 Civil Grand Jury reviewed 88 complaints. The nature of the complaints varied, but can be categorized as follows:

CATEGORIES	# OF COMPLAINTS
Law Enforcement	12
No Grand Jury Jurisdiction	23
Governmental Mismanagement, Waste or Incompetence	12
Jury Service System	6
Inmate and/or Prison	7
Personal Disputes	26
Miscellaneous	2

Some citizens sent multiple letters with the same complaint. In many instances, there were insufficient facts to support the complaint. Illegibility and the absence of clarity have been factors in understanding some of the complaints received. One individual, who complained about governmental mismanagement, was invited by the entire Civil Grand Jury to discuss the complaint issues. With the permission of the complainant, additional information was forwarded by the jury to the appropriate County investigative office. It was then determined the allegations of governmental mismanagement by the complainant were unfounded.

CONCLUSIONS

Although the Civil Grand Jury has a limited statutory ability to provide solutions, it believes that all Los Angeles County citizens have the right to communicate their grievances, relating to local government entities, to the Civil Grand Jury for its consideration.

CITIZEN COMPLAINT FORM

Los Angeles County
CIVIL GRAND JURY
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor, Room 11-506
Los Angeles, CA 90012

Please Review Complaint Guidelines

DATE: _____

PLEASE PRINT

1. Who: Your Name: _____

Address: _____

City, State, Zip, Code: _____

Telephone: (____) _____ Extension: _____

2. **What:** Subject of Complaint. Briefly state the nature of complaint and the action of what *Los Angeles County* department, section, agency, or official(s) that you believe was illegal or improper. Use additional sheets if necessary.

3. **When:** Date(s) of incident: _____

4. **Where:** Names and addresses of other departments, agencies or officials involved in this complaint. Include dates and types of contact, i.e. phone, letter, personal. Use additional sheets if necessary.

5. **Why/How:** Attach pertinent documents and correspondence with dates.



County of Los Angeles **CIVIL GRAND JURY**

CLARA SHORTRIDGE FOLTZ CRIMINAL JUSTICE CENTER
210 WEST TEMPLE STREET • ELEVENTH FLOOR • ROOM 11-506 • LOS ANGELES, CALIFORNIA 90012
TELEPHONE (213) 893-1047 • FAX (213) 229-2595
<http://www.grandjury.co.la.ca.us/>

(Date)

(Name and address of complainant)

Dear (Name of complainant):

Your letter to the Civil Grand Jury, dated (date), has been received. The Civil Grand Jury's review of this matter does not mean that the Grand Jury will conduct a full investigation into your complaint.

You will not receive any further communication from the Grand Jury. By law, the Grand Jury cannot communicate the results of investigations to you personally. Reports of the Grand Jury investigations are available to the general public when published.

Please note that the Los Angeles County Civil Grand Jury has no jurisdiction or authority to investigate Federal agencies, State agencies, or the Courts. Only local governments within Los Angeles County are subject to Grand Jury review.

Sincerely,

Grand Jury Staff

sjp

CONTINUITY

Dick Lewis, Vice Chair
Michael Roberts, Secretary
Patricia Baraz
Beverlee Bickmore
Richard Niederberg
Zelda Plotkin

CONTINUITY COMMITTEE

BACKGROUND

The 2005-2006 Civil Grand Jury Continuity Committee had a two-fold responsibility for helping the Jury move forward in a timely manner. The first step was to connect the new Jury to past Juries by providing easy access to all past Jury's reports and documented methodology. This access is an essential tool for the incoming Jury understanding of how to successfully begin their work. Secondly, the Committee's responsibility was the tracking of all recommendations made by the previous Jury.

The 1998-1999 Los Angeles County Grand Jury formed a Research and Follow-Up Committee whose purpose was to track and determine the ultimate disposition of its recommendations. The Jury also recommended that the 1999-2000 Grand Jury, and all future Juries appoint a similar committee to monitor the content and status of the previous Jury's report. There are no records or evidence to indicate that, prior to that date, there was a tracking system in place to determine if there were responses to each recommendation. The Research and Follow-Up Committee was given the responsibility of identification of all recommendations made to cities, agencies, or county departments by the previous Grand Jury. When the Los Angeles County Grand Jury was bifurcated into the Criminal and Civil Grand Juries, the Civil Grand Jury assumed this responsibility. With the 2003-2004 Civil Grand Jury term, the name of the follow-up committee was changed to the Continuity Committee.

Webster's New World Dictionary defines continuity as: "the state or quality of being continuous; connectedness; coherence." The committee continued the work of the 2004-2005 Civil Grand Jury and expanded the reference library. By locating, reading and indexing previous reports or audits, the Civil Grand Jury can determine if further investigation of certain topics is warranted. The use of this index could also identify a starting point for a new investigation and help channel the Civil Grand Jury's efforts more effectively.

Responses to recommendations, dating back five years, can be found online at www.lasuperiorcourt.org/.

METHOD

According to the Penal Code, the Civil Grand Jury may investigate and make findings and recommendations to Los Angeles County governing bodies, elective officers, or agency heads. The governing body of the public agency shall comment to the presiding judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the governing body. Every elected county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the Superior Court. The code specifically states that elected county officers or agency heads must respond to the presiding judge within 60 days and that governing bodies are required to respond within 90 days.

It is the responsibility of the Continuity Committee to follow up on all recommendations made to cities, county department heads, redevelopment agencies, and the Board of Supervisors. This means to verify that responses were received from the appropriate agencies in accord with the statutes. The process began by identifying all recommendations made by the 2004-2005 Civil Grand Jury as soon as our committee was established. We developed methods for reporting the existence of all responses made to those recommendations.

It is essential that the recommendations made by the jury be clear, concise, and have actual merit. It is also necessary that responses made to recommendations demonstrate an understanding of the content of the recommendation and provide a clear blueprint for implementation, or a clear reason why it would not work. In some cases a city/agency indicated that they agreed with a recommendation and would implement it on a particular date.

SUMMARY OF RECOMMENDATIONS AND RESPONSES

The 2004-2005 Civil Grand Jury studied eleven subjects, made seventy-two recommendations and made no recommendations on two subjects.

Nine County agencies and local police departments submitted 114 responses to the recommendations in the 2004-2005 Civil Grand Jury final report. Note that multiple agencies responded to the Health Authority recommendations as well as those regarding the availability of Citizen Complaint Forms in police stations and the recommendations of the Jails Committee concerning breathing apparatus in jails. In several cases, two or more departments saw fit to respond to the same recommendation.

The recommendations, responding agencies and number of responses are summarized in the following table.

Subject of Study	Recommendations	Agency	Responses
Hybrid Vehicles	1	ISD	1
Seawater Desalination	None	None	None
Health & Social Services – Martin Luther King	2	DHS, DHR	3
Department of Children and Family Services	1	DCFS	1
Psychotropic Medications	1	DMH	1
Health Authority			
Components and Role	10	CAO, DHS, DHR, DMH	15
Governance	4	DHS	4
Finance	5	CAO, DHS	9
Human Resources	6	CAO, DHS, DHR	12
Procurement	7	DHS, DHR	10
Information Technology	7	DHS, DHR	10
County Support Services	5	CAO, DHS	10
Transfer of Assets	7	CAO, AC, DHS	17
Legislation	5	CAO, DHS	10
Homeless Services Authority	1	CAO	1
Public Integrity	5	Public Defender	5
Procedure for use of Outside Counsel	None	None	None
Real Estate Collaboration	2	CAO	2
Jails	3	Sherriff Department	2
		Los Angeles PD	1

ABBREVIATIONS:

AC Auditor Controller, Los Angeles County
 CAO Chief Administrative Office, Los Angeles County
 DCFS Department of Children and Family Service
 DHS Department of Health Services, Los Angeles County
 DHR Department of Human Resources, Los Angeles County
 DMH Department of Mental Health, Los Angeles County
 ISD Internal Services Department, Los Angeles County

EDIT

Richard Niederberg, Chair
Ernest Farkas, Vice Chair
Adele Coy, Secretary
Beverlee Bickmore
Regina Block
Lois Gronauer
Solomon Hailpern
Myra Kendall
Dick Lewis

EDIT COMMITTEE

BACKGROUND

Penal Code §933(a) requires the County of Los Angeles Civil Grand Jury to submit a final report to the Presiding Judge of the Los Angeles County Superior Court at the end of each jury term. This report should summarize the result of the activities, inquiries, audits, and investigations conducted by the various committees.

METHOD

The County of Los Angeles Civil Grand Jury determined its topics of concern, conducting studies, gathered pertinent data, and wrote reports. Each report was submitted to the Edit committee for editing and publication. The committee was authorized to suggest minor changes, such as, commas, spelling and format. The committee was not permitted to alter facts, delete material or make changes in content. Once the Edit committee found the report to be in order it was then submitted to the full jury for approval.

The Edit Committee was also responsible for determining layout, format, photos, styles of type, and disposition of final reports.

SUMMARY

All reports submitted to, and approved by County Council and the presiding judge, are final. After approval there can be no changes.

The law does not permit minority reports or minority opinions.

A final report is the only document through which the County of Los Angeles Civil Grand Jury communicates with the public.

SPEAKERS AND EVENTS

Regina Block, Chair
Lois Gronauer, Vice Chair
Marilyn Holley, Secretary
Edna Anderson
Dick Lewis
Michael Roberts

SPEAKERS AND EVENTS

BACKGROUND

The Speakers and Events Committee of the 2005-2006 Los Angeles County Civil Grand Jury was formed at the beginning of the term to provide exposure and education to its members on the functions and operations of local governments.

OBJECTIVE

The responsibility of the Speakers and Events Committee was to provide guest speakers and to arrange tours and field trips within the County of Los Angeles. The tours and field trips were to enable the 2005-2006 Los Angeles County Civil Grand Jury to better carry out its mandate.

FINDINGS

The speakers who appeared before this body were the individuals most knowledgeable in their respective fields and departments. We found most speakers more than willing to answer our myriad of questions and in many cases went back to their offices, did further research, and returned to provide us with completed information.

The field trips involved viewing the day to day operations, physical structure, managerial/employee composition, and budgetary issues of many departments, agencies, and districts. We found that by virtue of the members' visitations, the various departments, agencies, and districts were put on high alert to present their best profile.

Through our speakers and field trips, the Civil Grand Jury became aware of issues which formed the basis of several investigations. It is also through this method that we viewed extraordinary elements of our government at work. We observed impressive amounts of significant information, statistical data, insights, and experiences. We came to realize that the average County of Los Angeles citizen does not have a realistic view or understanding of many aspects of our government, as they are not highly profiled on a day to day basis. It is because of this that the true appreciation of our job description came to light. Being the "watch dog" faction gave our small group of 23 citizens the opportunity to be the eyes and ears for the more than 10 million citizens of Los Angeles County.

SPEAKERS

- Michael D. Antonovich – Los Angeles County Supervisor, 5th District, and 2006 Mayor
- Rick Auerbach – Los Angeles County Assessor
- Leroy Baca – Los Angeles County Sheriff
- Cynthia Banks – Interim Chief, Los Angeles County Community and Senior Services
- Steve Belhumeur – Community Affairs Liaison, City of Los Angeles, Bureau of Sanitation
- Yvonne Braithwaite-Burke – Los Angeles County Supervisor, 2nd District
- William Bratton – Chief of Police, Los Angeles Police Department
- Philip L. Browning – Director, County of Los Angeles, Child Support Services
- Laura Chick – Controller, City of Los Angeles
- Steve Cooley – Los Angeles County District Attorney
- Pete Delgado – Chief Executive Officer, Los Angeles County+USC Medical Center
- David E. Demerjian – Los Angeles County Deputy District Attorney, Office of Public Integrity
- Edmund D. Edelman – Los Angeles County Supervisor, Emeritus
- Mike Frazer – Chief Lifeguard, Los Angeles County Fire Department, Lifeguard Operations Division
- P. Michael Freeman – Fire Chief, Los Angeles County
- William Fujioka – Los Angeles City Administrative Officer
- James E. Henwood – President, CEO Fairplex
- Robert D. Herman – Author, Professor Emeritus, Pomona College
- Anthony T. Hernandez – Director, Los Angeles County Department of the Coroner
- Joaquin J. Herran – Captain, Los Angeles County Sheriff's Department
- Pastor Herrera, Jr. – Director, Department of Consumer Affairs, County of Los Angeles
- Paul Higa – Chief, Probation Department, County of Los Angeles
- Carlos Jackson – Executive Director, Community Development Commission/Housing Authority
- David E. Janssen – Chief Administrative Officer, Los Angeles County
- Greg Johnson – Captain, Los Angeles County Sheriff's Department
- Sammy L. Jones – Chief, Custody Division, Los Angeles County Sheriff's Department
- Michael Judge – Los Angeles County Public Defender
- Marc L. Klugman – Chief, Correctional Services Division, Los Angeles County Sheriff's Department
- Jack Kyser – Chief Economist, Los Angeles County Economic Development Corporation
- Dee Lewis – Docent, Music Center

- Donald Long – Superintendent, Challenger Memorial Youth Center
- Jay Malinowsky – Water Consultant, former Director of Operations, Metropolitan Water District
- Tyler McCauley – Los Angeles County Auditor/Controller
- Conny B. McCormick – Los Angeles County Registrar-Recorder/County Clerk
- Gloria Molina – Los Angeles County Supervisor, 1st District
- Michael Nash – Supervising Judge, Superior Court of California, Juvenile Division, Los Angeles County
- Valerie Orange – Chief Executive Officer, Rancho Los Amigos Hospital
- Sil Orlando – Executive Director, Optimist Youth Home
- Allan Parachini – Public Information Officer, Los Angeles County Superior Court
- Mike Phippen – Lieutenant, Los Angeles Sheriff's Department, LCMC Unit Manager & Training and Personnel, Twin Towers Correctional Facility
- Mark Pisano – Director, Southern California Association of Governments
- Roy Romer – Superintendent, Los Angeles Unified School District
- Mark J. Saladino – Treasurer & Tax Collector, County of Los Angeles
- David Sanders – Director of Children and Family Services, County of Los Angeles
- Ellis Stanley, Sr. – General Manager, City of Los Angeles, Emergency Preparedness Department
- Lakshmanan Sathyavagiswaran, M.D. – Chief Medical Examiner/Coroner, Los Angeles County Department of the Coroner
- Maurice Suh – Deputy Mayor, Homeland Security & Public Safety City of Los Angeles
- Robert B. Taylor – Ombudsman, County of Los Angeles
- Violet Varona-Lukens – Executive Officer, Los Angeles County Board of Supervisors
- David S. Wesley – Supervising Judge, Superior Court of California Criminal Division, Los Angeles County
- Monty Westmore – Principal, Juvenile Court and Community Schools, Challenger Camp School
- Zev Yaroslavsky – Los Angeles County Supervisor, 3rd District
- Bryce Yokomizo – Director, Los Angeles County Department of Public Social Services

EVENTS

A.T.S.A.C. – Automated Traffic Surveillance and Control Center, City of Los Angeles
 Century Regional Detention Center
 Challenger Memorial Youth Center
 City of Los Angeles Central 911 Center
 City of Los Angeles City Council Meeting
 City of Los Angeles Department of Public Works Solid Resource Operation
 City of Los Angeles Emergency Operations Center

City of Los Angeles Fire Department 911 Center
City of Los Angeles Police Department Academy Graduation
City of Los Angeles Police Department Davis Training Facility
County of Los Angeles Board of Supervisors Meeting
County of Los Angeles Crime Laboratory
County of Los Angeles Emergency Operations Bureau
County of Los Angeles Fire Department Lifeguard Operations
County of Los Angeles Hall of Justice Tour
County of Los Angeles Men's Central Jail and Twin Towers
County of Los Angeles Office of the Coroner
County of Los Angeles Sheriff's Academy Graduation
Disney Concert Hall/Music Center
Hyperion Treatment Plant – Department of Public Works Bureau of Sanitation
LAC+USC Medical Center
Metropolitan Transit Authority
Optimist Youth Home
Pitchess Detention Center
 East Facility
 North Facility
 North County Correctional Facility
Rancho Los Amigos Hospital
Walking Tour of Los Angeles
West Basin Municipal Water District

IN APPRECIATION

The Speakers and Events Committee of the 2005-2006 Los Angeles County Civil Grand Jury would like to thank the Transportation Unit of the Sheriff's Department for transportation arrangements for many of the tours and field trips. In addition, we would like to express our gratitude for their help, kindness, courtesy and safe driving throughout the jury's tenure.

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