

2023 – 2024

LOS ANGELES COUNTY

CIVIL GRAND JURY



FINAL REPORT

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FINAL REPORT

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



FOREPERSON'S LETTER



County of Los Angeles **CIVIL GRAND JURY**

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To the Citizens of Los Angeles County,

The Los Angeles County Civil Grand Jury 2023-2024 is honored to submit our Final Report book. Fifteen investigative committees created finding and recommended for a diverse array of the County's operations with various purpose and aims.

These final reports reflect the best collaborative efforts of the Civil Grand Jury in carrying out its responsibilities and duties to study and report on governmental improvements and functions within the County.

Although this jury was faced with some unexpected encounters and challenges, we remained dedicated, committed and faithful to the charge given to us at the beginning of our term. This jury had a wealth of professional experience. Jurors ranging from the private sector to executive public government service. In this report, it is our hope that we have acknowledged some imperative areas with a need for action and that our contributions lend to the ever present goal of attaining perfection in local and county government, along with possible explanations.

I would like to especially thank Judge Ricardo Ocampo, Supervising Judge of the Criminal Division of the Los Angeles Superior Court and Judge Yvette Verastegui Judge of the Superior Court Los Angeles County for providing our jury the opportunity to serve. In addition, Judge Ocampo provided support, care and solutions throughout very difficult times on this tenure. I also want to thank Attorney Sumako McCallum, Los Angeles County Counsel, for providing respective and valuable legal advice during our jury term. I am also thankful to Mark Hoffman and his staff who were available to assist each and every one of the Jurors with their concerns and needs.

This Civil Grand Jury also acknowledges, and is extremely thankful, to those who left too soon but provided phenomenal contributions to these reports. Their knowledge and experience was greatly appreciated.

I encourage all concern, interested and qualified residents of Los Angeles County to apply and hopefully serve as members of the future Civil Grand Jury to enhance, develop and enrich the betterment of the County of Los Angeles.

The 2023-2024 Los Angeles County Civil Grand Jury contentedly submits this report to the Court, and to the residents of the Los Angeles County.

Thankfully Yours,

Irene Shandell-Taylor, Foreperson
2023-2024 Los Angeles County Civil Grand Jury

About the Civil Grand Jury

Annually, Superior Court systems across the fifty eight counties in the State of California assemble a volunteer body of *ordinary* citizens chosen at random. These people are selected to comprise a unique court function: a Civil Grand Jury. The jury's term can be tied to the calendar year or fiscal year as long as it spans twelve months.¹ The size of the jury is determined by that County's recorded population.

The Civil Grand Jury is unique to California, but the Grand Jury system as a whole is used nationwide. Being tried by a jury of one's peers is an American right, included in the United States Constitution and ratified in the Fifth Amendment of the Declaration of Independence.² The Constitution's Framers took this concept from the English court system, which had been adopted here in the '*New World*' by the early colonists and have not changed in form or function since.³

Nationwide, the criminal justice system uses two types of juries: grand juries and trial juries. Although grand juries and trial juries are both made up of randomly selected residents within a court's jurisdiction, they serve different purposes. A grand jury helps determine whether to bring charges against a suspect, while trial jurors render a verdict at the trial itself.⁴

The Grand Jury system's adoption in the United States Constitution as the sole method for determining charges in criminal cases shows the high place this type of system held as an instrument of justice. And in the United States, as in England, the Grand Jury convenes as a body, working together to find conclusions, free from technical rules, acting in secret, pledged to indict no one because of prejudice and to free no one because of special favor.⁵

CIVIL VS. CRIMINAL

Because of the wide spread use of trial juries and Criminal Grand Juries, most people have a general understanding of a jury's role in a courtroom should be. In criminal proceedings, the presiding judge entrusts a trial's sentence to be determined by the grand jury after careful review of all evidence, exhibits and testimonies. A grand jury focuses on preliminary criminal matters only. They assesses evidence presented by a prosecutor to determine whether there is "probable cause" to believe an individual committed a crime and should be put on trial. If the grand jury determines there is enough evidence, an indictment will be issued against the individual.⁵

¹ <https://www.courts.ca.gov/civilgrandjury.htm>

² https://constitution.congress.gov/browse/essay/amdt5-2-1/ALDE_00000854/

³ Ibid.

⁴ Olivia Wathne, Esq. Reviewed by Melissa Bender, Esq. FindLaw. *What's the Difference Between a Grand Jury and a Trial Jury?* <https://www.findlaw.com/criminal/criminal-law-basics/difference-between-grand-jury-and-trial-jury.html#:~:text=A%20grand%20jury%20helps%20determine,the%20end%20of%20the%20trial.> August 14, 2023.

⁵ <https://www.uscourts.gov/services-forms/jury-service/types-juries#:~:text=A%20grand%20jury%20focuses%20on,should%20be%20put%20on%20trial.>

A COMPARISON OF GRAND JURY FUNCTIONS

The Civil Grand Jury should not be confused with either a civil trial jury or criminal jury that people are most familiar with. The functions of these juries must be circumscribed or controlled because they are only allowed to consider evidence submitted by the lawyers that are admitted by the trial Court judge. Civil and criminal juries are not allowed to consider any other information. They cannot discuss the case with relatives, they cannot consume any televised or internet reporting, no newspaper articles and they cannot do any independent research (internet, site visits, investigative review conducted on personal time outside of the courtroom).

CRIMINAL GRAND JURY

For the legal nerds and interested laypeople reading this: When a case is submitted in a Criminal Grand Jury trial, the judge instructs the jury on the specific law to be applied to the facts and evidence submitted. During deliberation, it is common for disputes to arise, disagreements to become heated, or in some cases, a clear determination is reached quite easily.

The Presiding Judge uses this *stress* as an underlying motivator; a high-stakes environment incentivizes members of that jury to reach a verdict. The room the jury is held in during determinations is small and secluded, jurors are sat around a table face-to-face and must actively confront opposing viewpoints. Tensions often rise while arguing for or against the facts. Unless a juror wants to be held in contempt of court, they are unable to leave the jury until a resolution is reached.

It is in the moments of high friction and increasing tensions during heated idea exchanges that juries, in frustration, conclude that no verdict can be reached. They must inform the court of this impasse. *This is very common!* And it's more common for judges to say, "*Work it out,*" which, in effect, creates a working environment designed as an artificial pressure cooker. A juror can only be dismissed from duty by permission from the court.

CIVIL GRAND JURY

The Civil Grand Jury operates nothing like this. First, the jury determines their own course of investigation and assembles specific committees. There are no lawyers presenting evidence unless explicitly invited as a speaking engagement. There is no judge to rule on evidence. The judge overseeing the Civil Grand Jury reviews the Final Report book for any legal challenges, but has entrusted the content to be factual and appropriate at the discretion of the jury.

The rules of evidence have no application to what the Civil Grand Jury deems relevant in the writing of a report. The rules of civil procedure do not apply. The rules of criminal procedure do not apply. Jurors are free to travel anywhere in the County that they wish to look at or investigate. They do not follow discovery rules, they do not take depositions, although any executive or staff member publically employed, by law, must speak with jurors if requested.⁶ **In these instances, a civil grand juror acts more like a reporter than an investigator.** Sources must be kept

⁶ Civil Grand Jurors abide by the 'rule of two'. No juror can meet a source alone. This ensures safety and security for all parties.

confidential, therefore no attributions are made to specific people unless publically elected, the head of a department, or used as part of a quote made in another source. That said, the Civil Grand Jury is not *completely ungoverned*. They must comply with certain penal code sections requiring any published report to be approved by a vote of at least fourteen of the twenty three juries of Los Angeles County.

Frictions created in the pressure cooker in a criminal jury deliberation room are designed to be worked through. Civil grand jurors operate differently. They work *toward* something; they work toward the completion of a report. Unlike trial juries, where every juror is presented the same information, not all civil grand jurors see all the evidence and must trust their colleagues to submit factual reports. The civil grand jury truly works as a singular body. Trust, communication and open collaboration is *essential* for this type of work to be completed.

Unlike criminal or civil juries, the Civil Grand jurors can resign whenever they want. It is a volunteer position and there is nothing legal stopping someone from removing themselves during any point during the year.

The way a Civil Grand Jury operates should be acknowledged for its uniqueness and supported as such.

FUNCTIONS OF THE CIVIL GRAND JURY IN LOS ANGELES COUNTY

The term of service for the Los Angeles County Civil Grand Jury was July 1, 2023 through June 30, 2024. The Jury typically meets Monday through Friday and was given a stipend of \$60 per day worked plus mileage as a travel reimbursement. The primary functions are to investigate county, city, and joint-power agencies. *This is a significant civil function that many do not know exist or understand its role.* The Civil Grand Jury is often characterized as a County “watch-dog”. This is due to the jury acting as a *boots-on-the-ground* investigative monitor; closely evaluating the effectiveness of civil service. The Civil Grand Jury cannot investigate state or federal agencies as they lie outside their jurisdiction.⁷ To sum up the Civil Grand Jury, one can think of it as:

*A voice of the people, an arm of the Superior Court, and the conscience of the County.*⁸

The Civil Grand Jury is further charged with certain standing duties to be completed during the term. First, to investigate complaint submissions from citizens regarding civil matters. These are (unsurprisingly) called *Citizen Complaints*. If a complaint is determined to be more criminal in nature, it is turned over to the District Attorney’s office for further review. By statute, the Civil Grand Jury is required to conduct detention visits to evaluate the conditions and management of all jails, holding facilities and lock ups within the County. In years past, detailed reporting was included in a Detention Standing Committee report, but that function is now controlled on the State level through the Board of State and Community Corrections. The jury uses these visits not only

⁷ <https://www.lacourt.org/forms/pdf/grandjuryfacts.pdf>

⁸ This is the motto of the Los Angeles County Civil Grand Jurors Association (LAC-CGJA), an ancillary group of past participants meant to provide support, lobby for change and raise the public profile of the Civil Grand Jury. Website currently under construction.

to get an inside look at a necessary County function, but to ascertain if an investigation could be opened.

The Audit, Citizens Complaints, and Detention Committees are considered essential because of the Civil Grand Jury's mandate to audit the county, examine complaints from individual citizens, and inspect the jails. Although audits rarely happen and if so, must be identified and requested very early into the jury's term.⁹

No later than the end of its term (June 30 or the Friday before), the Civil Grand Jury is required by law to publish and release a Final Report Book containing all committee investigations including findings and recommendation to the Presiding Judge of the Superior Court. Responding agencies are required to submit their replies within ninety days.¹⁰

FOR MORE INFORMATION OR TO REQUEST AN APPLICATION:

For more information on what the Civil Grand Jury can do, please contact the Los Angeles County Grand Jury administrative staff at:

Clara Shortridge Foltz Courthouse
Superior Court of Los Angeles County
Civil Grand Jury Coordinator
210 West Temple Street
Thirteenth Floor, Room 13-303
Los Angeles, CA 90012

Telephone: (213) 893.0411

Fax: (213) 893.0425

Website: <http://www.grandjury.co.la.ca.us/>

⁹ Ibid.

¹⁰ California Penal Code §§933(c), 933.05(a), 933.05(b)

How to Respond to Recommendations Contained in this Report

2023-2024 Los Angeles County Civil Grand Jury

Pursuant to California Penal Code §933.05, the person or entity responding to each Civil Grand Jury finding shall indicate one of the following:

1. The respondent Agrees with the finding
2. The respondent disagrees wholly with or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include and explanation of the reasons therefore.

The person or entity responding to each Civil Grand Jury recommendation shall report one of the following actions:

1. The recommendation has been implemented with a summary regarding the implementation action. This implementation is from the governing body of the public agency.
2. The recommendations has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.
3. The recommendation requires further analysis, with an explanation and the scope and parameters of the analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigation or reviewed; including the governing body of the public agency where applicable. This timeframe shall not exceed six months from the date of the publication of this Civil Grand Jury Report.
4. The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.

Send All Responses to:

Civil Grand Jury 2023-2024
222 South Hill Street, Suite 670
Los Angeles, CA 90012

All Responses for the 2023-2024 Civil Grand Jury Final Report's recommendations must be submitted to the above address on or before the end of business on September 2, 2024, for all elected county officials or on or before the end of business October 1, 2024 by the governing body of a public agency.

2023-2024 Los Angeles County Civil Grand Jury Roster

Irene Shandell-Taylor – Foreperson

Mary Leos-Pacheco – Foreperson Pro Tem

Vicki King – Secretary

Robert Barrone – Secretary Pro Tem

Michelle M. Wilson – Sargent-at-Arms

Wayne Dodds – Sargent-at-Arms Pro Tem

Joan M. Alexander

Mark Calahan

Christine Elia

Leslie C. Flores

Norman Green

Darnell Groom

Jean C. Holden

Nicola Lamb

Noel G. Larson

Ray Lee

Maureen Smith

Victor H. Vidal



INVESTIGATIVE COMMITTEE REPORTS



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

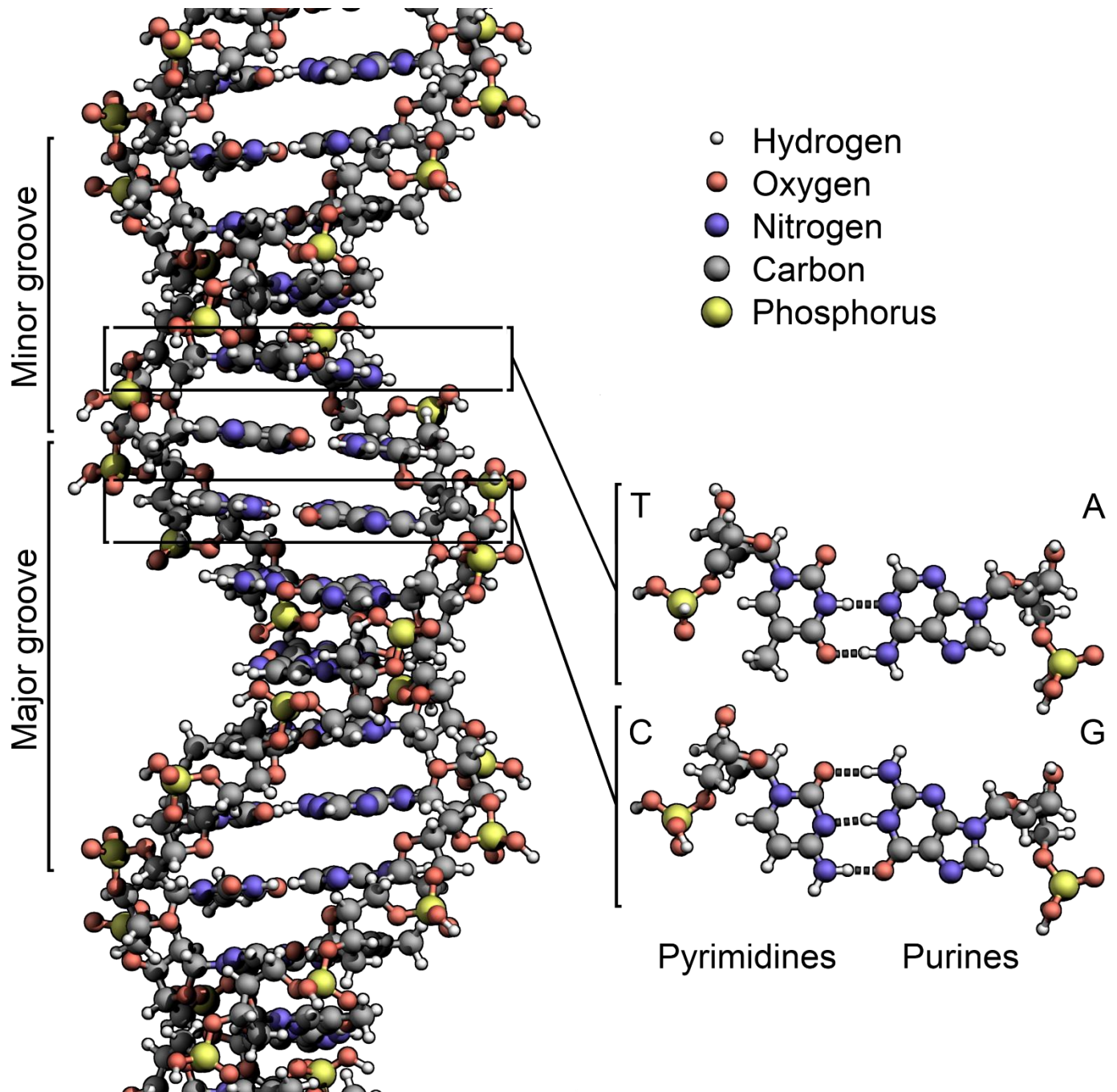
DEOXYRIBONUCLEIC ACID (DNA)

Department of Children and Family Service Reuniting
Orphan-Abandoned Children with Unknown Relatives



2023 – 2024

**LOS ANGELES COUNTY
CIVIL GRAND JURY**



ACRONYMS

AB	Assembly Bill
BOS	Los Angeles County Board of Supervisors
CDSS	California Department of Social Services
CWLA	Child Welfare League of America
CWS	Child Welfare Services
DCFS	Department of Children and Family Services
DNA	Deoxyribonucleic Acid
ER	Emergency Response
LA	Los Angeles (City or County)
RBS	Residentially Based Services
STRTP	Short-Term Residential Therapeutic Program
STRTC	Short-term Residential Therapeutic Centers

DEOXYRIBONUCLEIC ACID (DNA)

EXECUTIVE SUMMARY

This Committee investigation of the Los Angeles County (LA County) 2023-2024 Civil Grand Jury, is concerned with the limits of the Department of Children and Family Services (DCFS) Family Finding program; connecting orphaned children, aged eighteen and under, lost in the system, to potential biological relatives. For clarity, an orphan is simply a minor child who has lost both parents through disappearance, safe surrender or death. In addition, the Committee looked diligently into the realistic outcomes involved with using genetic matching, or DNA testing, to place a foster child under DCFS care into the home of blood relatives. The Committee will also review potential response outcomes from certain families once contacted. Family members often times have no idea about the existence of a child relative in foster care. The work of our inquiry is intended to search for welcoming family members through a DNA matching algorithm in hopes of reuniting children with surviving kindred. If such a happenstance occurs, the Committee's quest to include DNA testing as a component of the Family Finding toolkit would be validated. Most certainly, we would not want to recommend that a genetic match be the cause of connecting any lost orphan child with his/her antagonistic relatives or to be sent to an unsafe home environment.

Our Committee reviewed the current procedure for Family Finding and evaluated the possibility of collecting a child's DNA when all other avenues for reconnection have failed. We also evaluate why the adoption of this program might have pushback. Privacy concerns of the minor or the distant relative must be considered and the great possibility that in making contact with a blood relation, could have unforeseen repercussions for everyone involved.

Early on, as the Committee was a beginning this report's research phase, the leadership team at DCFS informed us that there were an indeterminate number of cases for orphaned children in LA and the hunt to locate them is not a priority, nor is it recorded because orphans are considered "unknown" and are grouped with other case types thus are prioritized under another designation.¹ This total includes children with families that have no clue nor idea that their child relative is currently in DCFS care. To reiterate, this investigation is not to place orphans or abandon children in an unsafe environment, simply because of a DNA match. So far, this Committee investigation has not been able to determine the specific statistical number for no parent orphans in DCFS.

BACKGROUND

The focus of this report is to address the issue of foster orphans that have no known relatives. There are 22,000 children that are currently in foster care in Los Angeles County.² Approximately 1,600 children in foster care are awaiting adoptive families. Nearly fifty percent all children in foster care in California reside in the County.³ The ability to use DNA matching as a tool for family finding is phenomenal. Relatives have the ability to now decide what level of engagement to have

¹ Interview with DCFS Executive on January 29, 2024

² <https://www.fostercarecounts.org/stats-and-sources>

³ Ibid.

with the newly discovered child, and DCFS can evaluate the potential success of a long-term placement. This committee investigation realizes that there are strong reasons for the child, the DNA match, and the Department to be cautious when opening this pursuit. The Committee has considered that there are very real possibilities of undesirable, harmful and detrimental outcomes when contacting potential family. The DCFS case workers' investigation should make that determination to the best of their ability. The adoption of a DNA matching program for family finding would be a truly positive additional tool to seek out and place these children with wholesome, safe, caring and supportive family members. Currently, it seems that there are no statistics dividing the children of deceased parents and other categories.

METHODOLOGY

This Committee started with a strong argument for DNA testing to be included as a final step in the family finding process. Unfortunately, in our meetings with DCFS there was no observable cognition amongst staff as to any understanding that DNA testing could aide and assist those in the Family Finding program to help orphan children find potentially satisfactory homes. This DNA family finding procedure, if implemented, is intended to connect and possibly place orphan children into a loving, safe structured, well-thought out family environment.

The members of this Committee met with the DCFS leadership team for open discussion and exchange of ideas to discuss a potential new DNA family finding procedure. Currently, it seems that there are no statistics distinguishing the children of deceased parents' from children in the foster care system DCFS should prioritize finding and possibly placing these orphans with appropriate relatives through DNA matches.

The committee also conducted interviews at the following agencies and facilities:

- DCFS Glendora office – February 20, 2024
- DCFS South County office – February 21, 2024
- DCFS Vermont Corridor office – February 26, 2024
- Loving Hands Children's Home – March 1, 2024
- Five Acres Foster Care and Adoption Services – February 28, 2024

DISCUSSION

LOVING HANDS

The Committee visited Loving Hands Children's Home, a care facility modeled as a therapeutic, working farm in Woodland Hills. Loving Hands is an innovative, collaborative approach to our mission: to promote dignity and the highest esteem in our clients while providing safe and compassionate care.⁴ The program's coordinator is also a foster mother, and has grown weary of observing the continuous cycle that results from the lack of consistent care that is faced by foster children in DCFS. Children often remained in the hospital for extended periods after receiving care -waiting to be placed in homes that were unable to accommodate for their sensitive physical, social, and mental health needs. All children she takes into her program are under the age of twelve.⁵



The funding is allocated by the state of California. Loving Hands also receives funding from various grants and individual donations. During our interview, we were told that those children placed more often returned to the hospital in need of repeat care. The children's lack of continuity of care stunted their progress. Furthermore, the constant instability had a greater impact on their ability to transition into stable environments impacting all aspects of their development.

It was reported to the Committee that Loving Hands has housed two children that were orphans since opening in 2008, and the outcome in both cases was that each child was eventually placed with long lost family member. The lengthy reunification process could have been significantly sped up if DNA matching was used.⁶

FIVE ACRES

Five Acres Foster Care and Adoption Services in Pasadena, was one of the Residentially-Based Services (RBS)⁷ pilot providers alongside twenty two other agencies across the State that help to lay the foundation of the vision that every foster child deserves a safe, loving and permanent family solution. During the course of the RBS pilot they were able to bring the most children into permanent family solutions. Five Acres (and Loving Hands) are considered Short-Term Residential Therapeutic Programs.



⁴ <https://lovinghandschildrenshome.org/>

⁵ Interview at Loving Hands Children's Home, February 26, 2024

⁶ Ibid.

⁷ <https://www.cdss.ca.gov/inforesources/residentially-based-services>

In an interview with Pasadena Star, Five Acres CEO, Chanel W. Boutakidis, observed:

“Even though we were an RBS provider, and probably the best prepared to implement STRTP, it has been a significant struggle because we are now serving young children that have never been in foster care to older children that have been in the system and exhibit high-risk behaviors. We are building new fences, developing new procedures, retraining our staff and learning how to work with this wider range of needs as we are implementing. It’s like building the ship while sailing.”⁸

Before the state reform, each residential facility was licensed for a particular level of service. This meant they worked with, and were familiar with, working with a defined segment of the foster care population. Some specialized working with children under the age of twelve, or young mothers, while others may have specialized with probation. With the reform, these specialized populations no longer exist, and STRTP providers have to serve the full range of foster child needs.⁹

Foster Youth AB743 and SB497 Reforms

At the same time, local government leaders continue to push for more help for foster children, particularly State Senator Anthony Portantio, who represents Pasadena in the State Assembly.

As his office told Pasadena Now, Senator Portantio has authored four bills and co-authored eight bills that attempted to improve the lives of foster youth and change the welfare system. These bills provided expedited timelines for assessment and determination of special education eligibility (AB 497) and increased standards for sibling visitation (AB 743).^{10 11}

AB 181 also began the work to formalize a Foster Youth Mental Health Bills of Rights, while AB 671 worked to require that social worker supervisors have a master’s degree.^{12 13}

As chair of the Budget Sub Committee on Education, Senator Portantio also recently earmarked \$5.2 million in the State Budget for Cal Grants for foster youth. Last year, Senator Portantio was instrumental in placing \$20 million in the state budget for rapid rehousing at California State Universities and the University of California and \$9 million for wraparound services at Community Colleges. Many of the beneficiaries of these allocations will be foster youth.¹⁴

The Committee finds that even with new care and safety measures in place, that foster care is a struggle that is ongoing, and a constant battle.

⁸ <https://www.pasadenanow.com/main/the-lost-children-of-los-angeles-county-foster-care-reform-moves-steadily-through-growing-pains>

⁹ <https://www.pasadenanow.com/main/the-lost-children-of-los-angeles-county-foster-care-reform-moves-steadily-through-growing-pains>

¹⁰ https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180SB497

¹¹ http://www.leginfo.ca.gov/pub/09-10/bill/asm/ab_0701-0750/ab_743_bill_20100930_chaptered.html

¹² http://www.leginfo.ca.gov/pub/11-12/bill/asm/ab_0151-0200/ab_181_cfa_20110425_092934_asm_comm.html

¹³ http://www.leginfo.ca.gov/pub/11-12/bill/asm/ab_0651-0700/ab_671_cfa_20110425_092940_asm_comm.html

¹⁴ ¹⁴ <https://www.pasadenanow.com/main/the-lost-children-of-los-angeles-county-foster-care-reform-moves-steadily-through-growing-pains>

Child Welfare expert Renner noted, “The foster care system really presents a lot of opportunities to families. And what we have found is that they’re under-resourced in terms of looking for a loving and comforting home to serve our foster youth. We’re always looking for more families.”¹⁵

“We would never say that we have enough of the right homes for each youth,” Renner continued. “Every one of our kids that we work with presents a very unique set of circumstances. And so we, it’s hard to build a system that’s based on one set of circumstances when you actually need to be able to build a system based on very unique conditions of every child that we serve.”¹⁶

DCFS REPORT

According to the California Department of Health Care Services, accreditation of Short-term Residential Therapeutic Centers (STRTCs) and Foster Family Agencies began in 2016.¹⁷ Beginning January 1, 2017, new licensure, rate systems and mental health certification for STRTCs and FFAs were due to take effect, but an extension was granted for an additional year.¹⁸

The new Resource Family Approval process has also been in place statewide and is administered through the California Department of Social Services (CDSS) since then. An additional County review of children placed in STRTPs are completed if in care for more than six months.¹⁹ These contribute to the State Continuum of Care plans.

CONTINUUM OF CARE AND LA COUNTY

Pursuant to Assembly Bill (AB) 403, Continuum of Care Reform was established to ensure that, when children are removed from their families, they are supported by a broad-“continuum” of programs and services tailored for the child’s individual needs and their caretakers’ needs.^{20 21} In the context of this report, Continuum of Care is meant to help guide foster children and their caregivers. True ‘known’ orphans may not be able to access these same services due to the specific nature of the programming.

¹⁵ Ibid.

¹⁶ <https://www.pasadenanow.com/main/the-lost-children-of-los-angeles-county-foster-care-reform-moves-steadily-through-growing-pains>

¹⁷ https://www.dhcs.ca.gov/Documents/CSD_CMHCS/STRTP%20FAQs/STRTP-Version-II-FAQs.pdf

¹⁸ <https://www.pasadenanow.com/main/the-lost-children-of-los-angeles-county-foster-care-reform-moves-steadily-through-growing-pains>

See also:

California Department of Social Services. Short-Term Residential Therapeutic Program INTERIM LICENSING STANDARDS. Ch. 7.5. January 27, 2017. (p.7)

<https://www.cdss.ca.gov/portals/9/strtpilsv2.pdf?ver=2017-02-17-103558-330>

¹⁹ Ibid

²⁰ https://leginfo.ca.gov/faces/billNavClient.xhtml?bill_id=201520160AB403

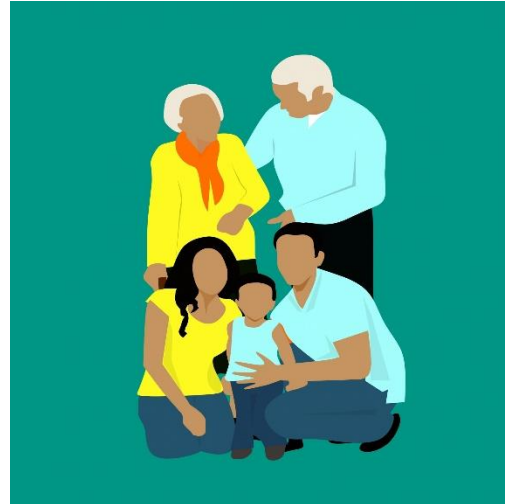
²¹ Department of Children and Family Services. Continuum of Care Reform. Level of Care (LOC) and Specialized Care Increment (SCI) Rate Determinations / Re-determinations. July 27, 2022.

[https://policy.dcfslacounty.gov/Policy?id=6110#Section Continuum of Care Reform \(CCR\)](https://policy.dcfslacounty.gov/Policy?id=6110#Section%20Continuum%20of%20Care%20Reform%20(CCR))

See also:

<https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.cdss.ca.gov%2Fccr%2Fres%2FFactSheets%2FCCRFS.docx&wdOrigin=BROWSELINK>

The Continuum of Care includes:²² *Approved Relative Caregivers Program* —participating counties support relative caregivers with a payment equal to the basic foster care rate. *Child and Family Teaming*—an effective approach to coordinated care and case planning for all children and youth in the child welfare system. *Pathways to Mental Health*—Originating from the *Katie A. v. Bonta* lawsuit settlement,²³ Pathways is intended to improve the coordination between child welfare and mental health systems so that children in foster care receive timely and effective individualized mental health services. *Quality Parenting Initiative* —will create new strategies and practices within child welfare for the recruitment and retention of quality care givers, and support biological parents with reunification efforts. *Residentially-Based Services Reform* — a demonstration project first began in 2008, which tested a short-term residential program model with ongoing community-based services and support, and which serves as the foundation for STRTP. *Resource Family Approval Program*—a pilot program that provides upfront training and assessment of families seeking to parent children in foster care will expand state-wide.



These programs potentially could be available for relatives of orphaned children if they were identified, found and approved to care for these children.

According to CDSS, Continuum of Care Reform “brings together new and existing reforms to our child welfare services program designed out of an understanding that children who must live apart from their biological parents do best when they are cared for in committed, nurturing family homes.”²⁴ Implementation of these reforms will be a multi-year effort that cuts across various levels and branches of government, the public and private human services delivery sector, and a wide array of stakeholders with diverse interests.”

The CDSS, in collaboration with the Department of Health Care Services, is the lead state agency for foster care implementation.

This type of reform for the state, as well as LA County, requires a county-wide team of leaders to rapidly help mobilize and change a historically cumbersome system with countless moving parts.

²² <https://www.cdss.ca.gov/inforesources/foster-care>

²³ *Katie A. v. Bonta* (C.D. Cal. 2006) 433 F.Supp.2d 1065 (concerning the availability of intensive mental health services to children in California who are either in foster care or at imminent risk of coming into care. A settlement agreement approved by the court in 2011 required State child welfare and mental health leaders to work together to establish a sustainable framework for the provision of an array of services that occur in community settings and in a coordinated manner.)

<https://www.cdss.ca.gov/inforesources/foster-care/pathways-to-well-being>

https://www.dhcs.ca.gov/services/MH/Pages/Court_Documentation.aspx#:~:text=As%20a%20result%20of%20the%20Settlement%20Agreement%20in,care%20placement%2C%20receive%20access%20to%20mental%20health%20services.

²⁴ https://cacfs.memberclicks.net/assets/docs/July28CDSS_CCR_Legislative_U.pdf

Five Acres CEO Chanel W. Boutakidis weighed in on the reform measures and noted, “as we all know, a vision is just a vision. It is the implementation that matters. It’s a great vision, but not one that will come quickly and easily. We are navigating the ship through new waters.”²⁵

The Deputy Director of DCFS has been quoted saying, “It’s going to take time to make the changes that we think are needed”²⁶ They go on to say,

“The types of changes that happen with Continuum of Care reform are universal to the entire system, and also incredibly comprehensive, because there are so many pieces and parts of the system that have to truly change. But it also is inclusive of the people running the system, and being able to see and evaluate the entire foster care system with the lens of the trauma that our youth have gone through, and that our families have gone through.”

It’s a cultural shift, and it takes time, but DCFS definitely headed in the right direction.

The Director of DCFS, reports the numbers are daunting, both in terms of the number of children affected, as well as the number of professionals working to reform and rebuild the system. The DCFS has approximately 9,000 workers, 4,000 of whom are social workers.²⁷ The Director puts a higher emphasis on not only training, but a clear understanding of the foster care system dynamic. In a Pasadena News article the Director is quoted,

“We try to hire the very best social workers possible, highly qualified in terms of degrees and, experience behind that,” Cagle told Pasadena Now recently, “and then really try to help them through the training process, to better understand all of the dynamics that they’ll be dealing with. There are families that come to our attention often times that have any number of difficulties from drug and alcohol use to domestic violence, to just homelessness and a pure poverty set of concerns.”

LA County’s foster care network besides DCFS includes the Departments of Mental Health; Probation; and other supportive community-based service providers.

Children in the foster care system come from all manner of difficulties and traumas that may manifest themselves in harmful or unlawful behavior, either in schools or in local communities.

Foster children are growing up and developing into young adults in very these kids are in a very difficult circumstances, through no fault of their own. For those classified as orphans, the hardships are magnified.

Youth in the care of DCFS have been through some of the most traumatic experiences a person can possibly imagine. The trauma starts with removal from the home. For orphans, it begins even before that. It is very difficult for them to equalize. Foster children also continue to experience difficulties based upon the trauma that they have.

These kids need a great deal of understanding from the public and from the communities in which they live because they have been so traumatized

²⁵ <https://www.pasadenanow.com/main/the-lost-children-of-los-angeles-county-foster-care-reform-moves-steadily-through-growing-pains>

²⁶ Ibid.

²⁷ Ibid.

DCFS Only Administers DNA Testing for Court-Ordered Paternity Cases.

A court-ordered DNA test is to determine paternity. This type of test is issued by a judge to legally establish the biological paternity of a child. The results are used to prove or disprove a biological relationship with a child. The court-ordered DNA test creates a genetic profile for the parent and child, and then compares the data to determine if there is a true match. The testing aims to provide vital evidence by analyzing genetic markers passed down between family members.

This Investigative Committee highly recommends that DCFS include the process of family finding through DNA for orphaned children when they are processed into the county system, in hopes of quickly placing them with law abiding loved ones. Based on our interviews of county officials, DNA matching is never used during this process. In fact, this would not be burdensome at all, because there's already a process in place to find relatives when a child is removed from a home. The DCFS has in place the *Identification of Appropriate Adult Relatives and Nonrelative Extended Family Members* for such situations. It is only lacking a DNA test. The same policy should be in place for orphaned-children but it would include a mandatory DNA test.

This committee recognizes that some investigative works should be done on relatives for precautionary purposes. This will ensure that the children will be housed in a safe environment. It appears that some factors may vary, but this process is for the good of the children.

It is well known that orphans face their own unique psychological issues due to their circumstances.²⁸ Finding relatives, if possible, can mitigate some of these issues. The Surgeon General of California, pediatrician Dr. Nadine Harris notes that childhood trauma causes “triple the risk” of serious disease and can lower life expectancy by twenty years.²⁹ Simply, doing a DNA search in order to find a relative can result in enormous benefits to a most vulnerable set of children.

ORPHANED CHILDREN

This Committee had a simple request of the DCFS:

Does the Department know how many orphan children are within the system for which there are no known family members (grandparents, aunts, uncles, siblings, cousins, great grandparents, great aunts or uncles, etc.) related to the child?

²⁸ TheNFT.org *Orphans in orphanages and their psychological problems*"/#...text=Psychological%20are%20widespread%20among.trauma%2C%20can%20cause%20these%20problems (February 15, 2023).

²⁹ A Child's Hope Foundation; <https://achildshopefoundation.org/2021/05/20addressing-mental-health-needs-of-orphaned-children/>

Simple question. One that requires a simple response: one, four, eight, thirty-six ... or none. If none:

- Is that a verified zero? *i.e.* does the Department actually keep track of that information?
- Because there are none-known, because the Department does not keep track of that information?

If the latter, the Department should keep track of that information, because there could be a relative out in the world somewhere, who, if found, might wish to care for the orphaned-child. Instead, this Committee was stoned walled by DCFS executives and administration. Late into the writing of this report, a letter (see Exhibit 1 *hereto*) that was delivered to the Civil Grand Jury. The contents are non-responsive to our inquiry.

GENETIC MATERIAL

Genetic testing and science is improving all the time. That it may seem pointless to create, or add to, a database of DNA should not be of concern. If closed, unsolved murder cases can be reopened, due to new DNA analysis, then finding the possibility of a relative should be of equal importance. No person should be left that they are alone in this world. The DNA information can be given to commercial DNA services such as *23andMe* so others may by chance learn of relatives they did not know they had.

FINDINGS

- 1.1 DCFS does not have adequate records to determine the number of orphaned children in the system.
- 1.2 DCFS is not authorized currently to conduct DNA testing independent of a court order. It is limited to establishing paternity.

RECOMMENDATIONS

- R1.1 BOS direct DCFS to review data collection procedures when processing children new to the system to include orphan status, allowing DCFS to establish whether or not a child is a true orphan or if there are known relatives for placement.
- R1.2 BOS and DCFS work with Court to expand authority to include genetic DNA testing when a true orphan has been identified. This will allow judges to expedite the testing process and potential placement. .

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R1.1, R1.2	Los Angeles County Board of Supervisors
R1.1, R1.2	Los Angeles County Department of Children and Family Services

COMMITTEE MEMBERS:

Michelle M. Wilson, Chairperson
Irene Shandell-Taylor, Co-Chair
Noel G. Larson
Ray Lee
Victor H. Vidal

EXHIBIT A: April 2, 2024 response from DCFS Director Brandon T. Nichols



BRANDON T. NICHOLS
Director

JENNIE FERIA
Chief Deputy Director

County of Los Angeles DEPARTMENT OF CHILDREN AND FAMILY SERVICES

510 S. Vermont Avenue, Los Angeles, California 90020
(213) 351-5602



Board of Supervisors
HILDA L. SOLIS
First District
HOLLY J. MITCHELL
Second District
LINDSEY P. HORVATH
Third District
JANICE HAHN
Fourth District
KATHRYN BARGER
Fifth District

April 2, 2024

Los Angeles County Civil Grand Jury
222 S. Hill Street
Los Angeles, CA 90012

Dear [REDACTED],

Please find below responses to the follow up questions requested on March 18, 2024.

1. How many children are in the foster care system with no family members?

Response: As of April 1, 2024, there were 107 children who were legally freed, meaning parental rights were terminated, are not necessarily placed with relatives, between the ages of 0 to 17 years old, and also not actively receiving adoption services.

2. Out of the children with no family members, how many get lost or run away?

Response: Of the 107 children youth, 12 are reported as missing: two as abducted, one as detained at large, and nine as runaways.

3. Out of the children who get lost or run away, how many get found? When found, where were they found?


Response: Four out of the 12 children are reported as found to date. Efforts to locate are ongoing; protective custody warrants have been issued by Dependency Court, Missing Person's Reports remain active, and all have been referred to the National Center for Missing and Exploited Children (NCMEC) who are actively looking for the children as well.

4. Once DCFS files a police report, how many children have been found in the last five years?

Response: During the calendar years 2019-2023, a total of 2,503 children ran away from care. During this same time period, there were 1,389 (55.5 percent) children's files that were closed as they were either located, or youth reached the age of adulthood (18 years) and their DCFS and Court cases were closed.

Please let me know if you have any other questions, or need clarification on any of the information.

Sincerely,


BRANDON T. NICHOLS
Director

"To Enrich Lives Through Effective and Caring Service"

MICROMOBILITY DEVICES
“PAY NOW OR PAY LATER”



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

DMV	California Department of Motor Vehicles
LADOT	Los Angeles City Department of Transportation
UCLA	University of California at Los Angeles
MMD	Micromobility Device

MICROMOBILITY DEVICES

EXECUTIVE SUMMARY

This investigation conducted by the 2023-2024 Los Angeles County Civil Grand Jury reviewed and evaluated the efficacy and facilitation of ubiquitous micromobility machines. The Micromobility Device Committee (MMD Committee) looked at whether the County of Los Angeles was doing what is necessary to ensure that all of its citizens have a safe and positive experience while using any of the micromobility devices (i.e., electric scooters (e-scooters) and electric bicycles (e-bikes), etc.). The MMD Committee also looked at how the operation of these machines impacts others. These devices are ubiquitous and their use will only increase in the future.

It is not uncommon to encounter someone flying by on the sidewalks in Los Angeles on an e-scooter just barely missing people. To avoid this situation, the objective of the MMD Committee is to look at how vendors were permitted to operate within the City of Los Angeles, what the California Department of Motor Vehicle (DMV) laws were that pertain to operating these devices, the use of private e-bikes and e-scooters, State legislation, community reactions, and injuries and/or deaths caused by the careless riding of these instruments. After looking at these areas, solutions were determined that could lessen the negative impact that e-bikes and e-scooters have brought to the people of Los Angeles and the impact economically it has on the same. The MMD Committee also found that by following certain recommendations for using e-scooters and e-bikes that the City of Los Angeles would contribute to the United States Long-Term Strategy of lower emissions in the environment.



Individuals riding e-bikes on sidewalks.

BACKGROUND

Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 25 km/h (15 mph) and driven by users individually. Micromobility devices include bicycles, e-bikes, electric scooters, electric skateboards, shared bicycle fleets, and electric pedal assisted bicycles. This report deals specifically with electric scooters and electric bikes.¹ Micromobility devices cost considerably less than other modes of transportation and have become ubiquitous in Downtown Los Angeles.

Until the introduction of micromobility devices, one could travel in dense urban areas by walking, hailing a taxi, arranging for an Uber/Lyft ride, or taking a bus or local train. None of these modes of transportation are optimum because of the parking limitations in downtown Los Angeles and downtown Long Beach and the limited number of bus/train stops in these urban areas, and the proliferation of one way streets in downtown areas. This led to the introduction of small micromobility devices that can be driven practically anywhere. The range of a typical electric scooter is about 15 miles which is more than enough for dense urban areas. Typical e-bikes can cover a distance between 15 to 60 miles per charge, but some high-end models can reach up to 75+ miles.

The primary user benefits of using e-scooters is that they are considerably less expensive than other rental mobility devices and they can be used to travel to virtually any location especially in dense urban areas. In a sense they are an equitable mode of transportation.

To use any electric scooter you need to download an app for the company that provides the electric scooter, then use the app to find a scooter. When you arrive at the scooter you can scan the QR code which unlocks the scooter. For example, in Los Angeles County, Lime (an e-scooter company) charges \$1.00 to unlock the scooter, \$0.54 for each minute of your ride, and an additional \$0.38 in local fees and costs. To end the ride, park the scooter in the appropriate parking spot as indicated on the app, press “End Ride” on the app and follow subsequent directions.²

The scooter explosion in LA can be traced back to 2017 when the City of Santa Monica-based-start-up Company, Bird, introduced dockless e-scooters to the city, seemingly overnight. The term dockless refers to the capability to park the scooter without the use of physical equipment to secure the scooter. In response to the rapidly increasing number of electric scooters in Los Angeles, the city implemented regulations to limit the number of scooters allowed on the streets. The Los Angeles City Department of Transportation (LADOT) introduced the one-year Dockless Mobility Program in 2019, providing guidelines and licenses for permitted scooter operators. This program limited the total number of scooters in Los Angeles to around 36,170 to be broken down by company into 10,500 allocated to Lime, 10,500 to Bird, 5,000 for Lyft, 3,000 to Bolt and 6,500 for Spin.³ However, the only vendors that the MMD Committee observed operating in Los Angeles were Bird, GCOO, Lime and Pedestrian. As of 2021, there were approximately 37,000

¹ "The Electric Assist: Leveraging E-bikes and E-scooters for More Livable Cities" (PDF). Institute for Transportation and Development Policy. 2019. Retrieved April 7, 2020.

² Information from iPhone Lime App. Information is not available on the Lime Website.

³ <https://www.levyelectric.com/resources/exploring-the-rise-of-electric-scooters-in-los-angeles>

electric scooters in Los Angeles County.⁴ The overall primary goal of the Dockless Mobility Program was to understand the dynamics of the private micromobility device market.⁵



Various Vendor's E-scooters

Los Angeles City's Regulation of Shared Mobility Devices

The Los Angeles Municipal Code provides that LADOT "shall implement a Shared Mobility Device Permit Program (Program) and may issue a permit on an annual basis to a qualified service provider (Provider) to operate a shared mobility device (Device) in the City. For purposes of this section, a 'shared mobility device,' as defined in Civil Code Section 2505, means an electrically motorized board, motorized scooter, electric bicycle, or a similar personal transportation device."⁶

In addition, LADOT's General Manager "shall have the authority to make technical changes to the Rules as needed, and to make changes necessary to implement the Program, including, but not limited to: (1) updating permit application procedures, permit standards, and permit conditions; and (2) updating operating standards for public safety, data sharing, data privacy, fleet size, and Provider maintenance of the Devices."⁷

Some of the problems the MMD Committee has identified associated with these devices are not wearing a helmet, riding on sidewalks, riding in the wrong direction, exceeding speed limits on

⁴ Ibid

⁵ <https://ladot.lacity.gov/projects/transportation-services/shared-mobility#shared-micromobility>

⁶ Los Angeles Municipal Code, Sec. 71.29. Regulation of Shared Mobility Devices.

⁷ Ibid

personal e-scooters and/or e-bikes, injuries, accidents or deaths, cars not watching for e-bikes and e-scooters, bike lanes not consistent and e-bikes/e-scooters just haphazardly placed on the sidewalk or left in the street.



E-scooter left in street

METHODOLOGY

In an effort to better understand the problems occurring with the use of the e-scooters and e-bikes in the County, the Committee looked at several areas.

- Are other cities having the same problems?
- Has there been an increase in injuries in emergency rooms in the Los Angeles area?
- How many vendors are providing these devices in Los Angeles and what are their responsibilities?
- What does the Transportation Department require?
- What are the requirements established by DMV?
- Observations by the MMD Committee while walking through Downtown Los Angeles
- The MMD Committee interviewed other Transportation Departments and Colleges in cities within Los Angeles County to compare if they are having similar problems.
- Whether children under the age of 16 should be able to drive an e-scooter
- The Committee also viewed the websites of California Department of Motor Vehicles (DMV) (dmv.ca.gov) and the California Highway Patrol (chp.ca.gov) to gain information about the legal definition of electric scooters.
- How adopting the recommendations regarding micromobility devices tie into the Long-Term Strategy of the United States.

DISCUSSION

United States Long-Term Strategy

In 2021, the United States rejoined the Paris Agreement, set an ambitious Nationally Determined Contribution to reduce the net greenhouse gas emissions by 50-51% in 2030. This 2021 Long-Term Strategy represents the next step: it lays out how the United States can reach its ultimate goal of net-zero emissions no later than 2050. Reducing air pollution through clean energy will alone help avoid 300,000 premature deaths in the United States. This will occur through lower vehicle costs; fuel economy and emissions standards in light-medium-and-heavy duty vehicles; incentives for zero-emissions vehicles and clean fuels; investment in a new charging infrastructure to support multi-unit dwellings, public charging and long-distance travel; scaling up biorefineries; comprehensive innovation investments to reduce hydrogen costs; and investment in infrastructure that supports all modes of clean transportation—such as transit, rail biking, micro mobility and pedestrian options.⁸

To support this outcome, the United States set a goal for half of all new light-duty cars sold in 2030 to be zero-emissions vehicles to produce 3 billion gallons of sustainable aviation fuel by 2030 and to accelerate deployment and reduce costs in every mode of transportation.

The arrival of electric scooters in Los Angeles County has become a huge help in the city's battle with high carbon emissions. Through a lot of study and surveys, it has been shown that e-scooters play a bit part in reducing greenhouse gas emissions making them an environmentally friendly alternative to traditional forms of transportation. Low carbon emissions have been made possible by electric scooters. They provide an eco-friendly and practical way to travel short distances instead of waiting for an Uber or driving and sitting in traffic.⁹

⁸ The Long-Term Strategy of the United States, Pathways to Net-Zero Greenhouse Gas Emissions by 2050 (fao.org), pg. 15, 11/2021

⁹ <https://storymaps.arcgis.com/stories/d59c0e40db754ee2a64cdad8caf4eca4/print>

Vendors







Various E-scooters correctly placed on sidewalk

There are several vendors that provide e-bikes and e-scooters in the City of Los Angeles. Some of these vendors that the MMD Committee have seen on the streets of Los Angeles are Bird, Lime, GCOO and Superpedestrian. According to guidelines sent out from the City of Los Angeles Mayor's office in 2021, there are requirements for each vendor to operate in Los Angeles, including health and safety requirements such as encouraging helmet use and informing users of the prohibition of riding on sidewalks.¹⁰ In reviewing the websites for the above-mentioned vendors, each of these companies strongly recommend that their riders wear helmets and follow local traffic laws in the cities where they ride. Only one of these vendors instruct their riders to not ride on sidewalks. Bird is the only vendor so far that the MMD Committee has found that offers insurance coverage for bodily injury and property damage for riders using Bird devices.

¹⁰ <https://ladot.lacity.gov/sites/default/files/documents/final-year-two-rules-and-guidelines-updated-sla.pdf>

Table 1

Micromobility Device Vendor Comparison of Requirements					
Vendor	Helmet Required	Driver's License/Permit Required	Insurance Available or Required	Speed Limit Set on Device	Ride in Street/Bicycle Lane Required
	Recommend	Must be 18	Available	Beginner Mode Only	Yes
	Recommend	Yes	Unknown	Unknown	Yes
	Recommend	Unknown	Available	Yes	Yes
 Superpedestrian	Recommend*	Unknown	Unknown	Unknown	Yes

*Connects with BERN to obtain discounted helmets.

Metropolitan Transportation Authority (Metro)



Metro Bike

Metro in Los Angeles also provides access to both e-bikes and regular bikes through a bicycle sharing system throughout the Los Angeles area. The service was launched on July 7, 2016. It is administered by the Los Angeles Metropolitan Transportation Authority and is operated by Bicycle Transit Systems. The system uses a fleet of about 1,400 bikes and includes 93 stations in Downtown Los Angeles, Venice and the Port of Los Angeles.¹¹

According to the Metro's website, there are riding tips that stress the importance of riders to continue to practice safe riding habits, ride in the direction of the flow of traffic not against it, obey traffic signs and signals, be aware of hazards, including car doors, driveways and potholes, use hand signals, always wear a helmet and check e-bike for proper seat placement, air in tires, brakes and wheels.¹²

Local Colleges

Interviews were conducted with local law enforcement at several local colleges in the Los Angeles County area to determine the impact micromobility devices have had in their areas. The following are some of those comments:

- El Camino Community College – The use of e-bikes and e-scooters are voluntary by faculty and staff. Anyone using these devices is required to follow the California Vehicle

¹¹ https://en.wikipedia.org/wiki/Metro_Bike_Share

¹² <https://bikeshare.metro.net/how-it-works/riding-tips/>

Code. The only incidents reported are stolen e-scooters or e-bikes as a result of having inferior chains securing them. Being aware of someone riding on these devices is encouraged. One concern has been blind students getting startled when an e-scooter or e-bikes whizzes past them.

- Los Angeles Southwest College – The MMD Committee spoke with a Deputy at Los Angeles Southwest College. According to this individual, they have not seen anyone riding e-bikes and e-scooters on their campus nor have they had any incidents or litigation at this location. If someone does ride any of these devices, they would be expected to follow the California DMV rules.
- Cal State Los Angeles, Commuter Services, Transportation Department – Bicycles have to be registered. There are 52 lockers on the campus and they are free. You can also rent lockers. The cost is \$10 for students and \$20 for faculty. They are starting to register e-scooters but so far storage units are unavailable. However, e-scooters are not allowed on campus and must be walked into the campus. If there are any situations, they are handled by the Police Department but they are not allowed to issue citations.
- UCLA Police Department – The MMD Committee spoke with a person in the UCLA Police Department. It was confirmed that they do permit e-scooters and e-bikes on campus but in designated areas. Any personal scooters and motorcycles are to follow Vehicle Codes 407.5 and 212.35. Riders are required to wear helmets and obey traffic rules and DMV codes. The main company that UCLA has partnered with for the public e-scooters is Bird. Anyone renting these devices are required to follow all established DMV and UCLA policies and rules. There have been many complaints from people on the campus regarding both e-scooters and e-bikes. Included on the campus are an elementary school and high school. Also, there have been litigation/incidents following accidents. For the calendar year 2023, there were 13 incidents of which six were involving vehicle vs. e-scooter collision.



Individual riding while sitting on e-scooter

Legal Requirements

A motorized scooter has 2 wheels, a motor, handlebars, and a floorboard that you can stand on while riding it.¹³ The State of California DMV does not require a specific license for riding an electric scooter. You only need a Class C (Basic) regular driver's license or Class M1 (Motorcycle) license or a Class M2 (Motorized Bicycle) license to operate an electric scooter.¹⁴ Proof of insurance is also required. These devices do not need to be registered with DMV¹⁵. If you are under 18 years old, it is mandatory to wear a helmet. The speed limit is 15 mph on the road. The biggest concern with respect to the speed limit is when an individual is riding on the sidewalks. The following illustration of an electric scooter is from the DMV website.

It should be noted that some of the electric scooter manufacturers offer liability insurance and some don't. The jurisdictions that allow electric scooters should implement a regulation that requires these companies to offer liability insurance that is applicable when operating one of the electric scooters through their app.

It doesn't appear that regulations such as not riding electric scooters on sidewalks and electric scooter speed limits are regularly enforced. The Committee understands the difficulty in enforcing these regulations but in areas with high pedestrian traffic such as downtown Los Angeles and downtown Long Beach and nearby college campuses there should be an attempt to enforce these regulations.



Individual riding e-bikes on sidewalk

¹³ <https://www.dmv.ca.gov/portal/vehicle-registration/new-registration/motorcycles-mopeds-and-scooters/>

¹⁴ <https://www.dmv.ca.gov/portal/vehicle-registration/new-registration/motorcycles-mopeds-and-scooters/>

¹⁵ <https://www.dmv.ca.gov/portal/vehicle-registration/new-registration/register-a-motorcycle/>

Minors on E-Scooters

If you fall off an e-scooter, which can travel up to 15 and 20 miles per hour, you are going to get hurt. Period. The most common injuries are cuts, fractures and head injuries. Some of these injuries are severe. Many of these injuries are caused by incidents with motor vehicles or user-control issues of the e-scooter. All scooters pose a similar--if not increased—risk of head injury compared with bikes. Helmets are the best way to prevent serious head injuries, but usage remains low. A 2017 survey¹⁶ found that parents were less likely to make their child or adolescent wear a helmet while riding a scooter when compared to riding a bike. Only 57% of parents said they would make their child or adolescent wear a helmet while riding a scooter. E-scooter injuries in children are increasing, which is likely due to the rising popularity of e-scooter sharing apps. It is important that parents are aware of the dangers and regulations surrounding e-scooters.

Private Devices

There are private e-scooters and e-bikes used by some in the Los Angeles area that may go faster than the law allows. There are no controls in place to ensure that individuals using these devices follow the proper safety procedures that the vendors who the City has approved for use in Los Angeles are required to have in place.

There are serious concerns regarding some of the privately-owned e-bikes. One issue could be the assembly. With direct-to-customer e-bikes, the consumer assembles the bicycle by following the instructions instead of having them professionally assembled. This could lead to an introduction of errors that could result in accidents.

Industry experts argue that the real issue is a lack of regulations. They argue that more needs to be done by legislators to address the potential dangers of e-bikes. While the European Union has rigorous quality and safety standards for e-bikes, the U.S. does not.¹⁷

Injuries

From a recent six-year period, the injury rate for riders of electric scooters in one section of Los Angeles was higher than the national rates for riders of motorcycles, bicycles, cars, and pedestrians. A study conducted by UCLA researchers from UCLA Health, which includes the UCLA medical school using information from years 2016 through 2020, reported that people injured in e-scooter accidents often sustain fractures and head trauma requiring treatment in an emergency department.¹⁸ These type of injuries nearly tripled throughout the U.S. during the period from 2016-2020. The cost of treating scooter-related injuries rose from \$6.6 million in 2016 to \$35.5 million in 2020 and for bicycle injuries increased from \$407 to \$434 million.¹⁹

One of their conclusions is “Considering the rise in the number of hospitalizations and major operations for scooter-related injuries, it's crucial to elevate safety standards for riders,” said lead

¹⁶ <https://www.healthychildren.org/English/safety-prevention/on-the-go/Pages/E-Scooters.aspx>

¹⁷ <https://www.victimslawyer.com/blog/los-angeles-e-bike-lawsuit-sheds-light-on-dangers-of-electric-bikes/>

¹⁸ <https://www.uclahealth.org/news/hospitalizations-scooter-injuries-nearly-tripled-us-between>

¹⁹ Ibid

author Nam Yong Cho, a third-year medical student at UCLA and a research associate at the UCLA Cardiovascular Outcomes Research Laboratories. “Advocating for improved infrastructure, including enforced speed limits and dedicated lanes, is also vital to minimize risks for vehicles, scooter riders, and pedestrians alike.”²⁰

The MMD Committee interviewed an attorney who represents individuals injured by e-scooters or e-bikes. The MMD Committee was shown a video of a client who was walking out of a store. As soon as this individual walked out the door, the close circuit camera captured him being slammed by someone on an e-scooter who was riding on the sidewalk. This person was also adamant that something needs to be put in place to reduce the injuries that are occurring.

The MMD Committee contacted several hospitals in surrounding areas to see if the emergency rooms had an uptick in the number of injuries as a result of e-scooters and/or e-bikes. At the start of this investigation, most of these hospitals that the MMD Committee contacted during this period of the investigation did not maintain any statistics on these types of accidents.

According to the Consumer Product Safety Commission, “most deaths involve motor vehicles. Many micromobility products are small, quick and quiet, making it difficult for others to spot them, especially in parking lots and structures.”²¹ A study from the Los Angeles emergency rooms, which looked at riders admitted for scooter injuries, found that only 4.4% of riders were wearing helmets.^{22,23}

Legislation

Assemblyperson Tasha Boerner who represents the 77th District in San Diego introduced Assembly Bill (AB) 530²⁴ in the California Assembly Sacramento. This bill, if passed, would have required an on-line written test and prohibit children under 12 from riding e-bikes and e-scooters. This bill failed on February 1, 2024.

On January 1, 2024, Senate Bill (SB) 381,²⁵ introduced by Senator Dave Min who represents the 37th State Senate District in Orange County, California Legislature, was enacted. This bill requires the Mineta Transportation Institute at San Jose State University to conduct a study on injuries caused by e-bikes and how to improve rider safety.²⁶

Effective in 2024, California changed the laws pertaining to e-scooters as follows: Riders must use bike lanes, and keep maximum speed limit of 15 mph which keeps the speed of e-scooters in line with bicycles. Because not all pathways are open for e-scooters in LA, some of the important rules to follow are: riding on sidewalks is strictly forbidden, riders are required to have a valid driver’s license or learner’s permit, making left-hand turns while on an e-scooter requires the rider

²⁰ Ibid

²¹ <https://www.cpsc.gov/Newsroom/News-Releases/2024/E-Scooter-and-E-Bike-Injuries-Soar-2022-Injuries-Increased-Nearly-21>

²² <https://pubmed.ncbi.nlm.nih.gov/30681711/>

²³ <https://pubmed.ncbi.nlm.nih.gov/30681711/>

²⁴ <https://legiscan.com/CA/text/AB530/id/2834086>

²⁵ <https://legiscan.com/CA/text/SB381/id/2746256>

²⁶ Westways Spring 2024

to dismount and cross on foot to avoid accidents and e-scooters should be in designated areas, ensuring they do not block pedestrian pathways and are parked upright.²⁷

Department of Transportation

LADOT has invested in shared options to move people through the city. That is why there are several options for traveling throughout the city.²⁸ You can drive your car, take the bus, train, use an e-bike or e-scooter or schedule an Uber. The rules for each is available on the LADOT website (Rider's Guide | LADOT Transit <https://www.ladottransit.com/ridersguide.html>) for everyone.

Community Reactions

Opposition to these devices has been varied. The San Diego County Civil Grand Jury investigated electric scooters and as a result determined that there were two pervasive types of violations which include scooters operating on sidewalks and improper staging of scooters. Their report also suggested that these vendors obtain permits that will indemnify the City from claims and damages related to operation of the company's business within the city.²⁹ In interviewing officials from some of the cities in the Los Angeles area, the MMD Committee found that the City of Glendale did not amend their ordinance and do not permit any micromobility devices in their city.³⁰

The MMD Committee is unaware of any official education program related to electric scooters provided to the public by any city or county agency within Los Angeles County. LASD, LAPD, other law enforcement agencies within LA County and the County CEO should initiate a media campaign via social media, print media, radio, and television to warn pedestrians and electric scooter riders of their responsibility to follow the regulations associated with their use of e-scooters and e-bikes.

The MMD Committee on several occasions have walked through the downtown area of Los Angeles. In doing so, the MMD Committee encountered on many occasions individuals riding their e-scooters at rapid speeds on the sidewalks almost colliding with other people. We have seen some e-scooters dangling off the curbs or not placed back where other e-scooters were located.

²⁷ Electric Scooter Laws 2024: What You Need to Know About Regulations By State by Apollo Scooters USA, 2/14/24

²⁸ <https://ladot.lacity.gov/projects/transportation-services/shared-mobility>

²⁹ San Diego County Grand Jury Report 2018/2019

³⁰ https://www.glendalestar.com/news/article_46cf2f28-2e2e-11e9-9d05-7b6123b37cd9.html



E-scooter dangling off curb

Summary

It is becoming clear that these micromobility devices are here to stay but at what cost. Based on the various vendors' websites, all of the vendors authorized to provide their vehicles for use in the Los Angeles area have provided certain recommendations such as the rider should follow local traffic laws, not to ride under the influence, have only one rider on the device, wear a helmet and do not ride on sidewalks. The LADOT also makes clear on their website what is required to ride any of these vehicles, but it appears from the MMD Committee's observations that people are doing what they want to do without regard to the safety of other people. It is apparent that there needs to be a re-focus on educating the public about what to do when using any of the micromobility devices. It is strongly recommended that an educational and media campaign to reinforce the requirements for riding any of these vehicles be established. The MMD Committee also determined that micromobility devices did not have any horn or auditory signal device to warn others of the approach of the device.

By Los Angeles County and the cities within its boundaries adopting some of the recommendations suggested by the MMD Committee, the City will be doing its part in helping the country meet the standards established in the Long-Term Strategy of the United States by contributing to cleaner air. This will also play a significant part in helping people feel more secure and attracted to using e-bikes or e-scooters which will in turn help to lower emissions in our environment.³¹

³¹ The Long-Term Strategy of the United States, Federal Strategy, pg 15, 11/2021

FINDINGS

- 2.1 Serious injuries and fatalities connected with micromobility devices are steadily rising.
- 2.2 Some communities are rejecting vendors.
- 2.3 Some electric scooter manufacturers offer liability insurance and some do not.
- 2.4 There is limited enforcement on violators riding on sidewalks, going in the wrong direction on streets, or exceeding the electric scooter speed limits.
- 2.5 There is no warning to pedestrians when an individual riding an e-scooter or e-bike is approaching people on the sidewalk.
- 2.6 Costs associated with micromobility device-related injuries create an economic burden on cities and businesses.
- 2.7 Most riders of e-bikes and e-scooters are not wearing helmets.
- 2.8 There is no official (internet, television, periodicals, social media, etc.) campaign associated with electric scooter or electric bike safety for operators and pedestrians provided by (add who you think should be providing this).
- 2.9 There is inconsistency among the primary sellers of electric scooters as to the availability of liability insurance.
- 2.10 Senate Bill 381 requires the Mineta Transportation Institute to study injuries caused by e-bikes and how to improve rider safety.

RECOMMENDATIONS

- R2.1 Ensure LAPD, LBPD, other local municipal law enforcement agencies and campus police agencies and other local law enforcement agencies enforce electric scooters prohibition against riding on sidewalk, helmet requirements, and speed limits.
- R2.2 Municipal governments should update permit agreements to require electric scooter manufacturers to offer liability insurance.
- R2.3 Local Agencies should create local ordinances to make mandatory the use of helmets while riding any of the e-bikes or e-scooters.
- R2.4 Law enforcement agencies (LAPD, LBPD, Community College Campus Police) should create a campaign to educate pedestrians and operators to use safety equipment, e.g., helmets.
- R2.5 Law enforcement agencies (LAPD, LBPD, and Community College Campus Police) should create e-bike and e-scooter User Education Course (similar to driver education for autos).
- R2.6 Municipal governments should update permit agreements to require electric scooter and electric bike manufacturers to add some type of warning signal on their devices such as a horn or buzzer.
- R2.7 LA County Board of Supervisors, Los Angeles County CEO, and Los Angeles City Mayor and City Council, and other major local city governments should support the passage of AB 381.

COMMENDATIONS

The MMD Committee would like to thank all of the individuals at UCLA Police Department, El Camino Community College, Cal/State/Los Angeles, Commuter Services/Transportation Department, Deputies at Los Angeles South West College, Compton Community College, the Sheriff at Los Angeles City College and West Los Angeles College, the Transportation Department of the City of Glendale, City of Inglewood and the City of Long Beach for taking the time to speak with the MMD Committee. Your input in this investigation was important to us.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R2.2, R2.3, R2.6, R2.7	Los Angeles County Board of Supervisors
R2.2, R2.3, R2.6, R2.7	Los Angeles County Chief Executive Office
R2.2, R2.3, R2.6, R2.7	City of Los Angeles
R2.2, R2.3, R2.6, R2.7	City Council, City of Los Angeles
R2.3	Los Angeles County Department of Public Works
R2.1, R2.4, R2.5	Los Angeles Police Department
R2.1, R2.4, R2.5	Long Beach Police Department
R2.1, R2.4, R2.5	Los Angeles County Sheriff's Department
R2.1, R2.4, R2.5	City Council, City of Long Beach
R2.1, R2.4, R2.5	City Council, City of Glendale
R2.1, R2.4, R2.5	City Council, City of Santa Monica
R2.1, R2.4, R2.5	City Council, City of Santa Clarita
R2.1, R2.4, R2.5	Los Angeles Community College District

COMMITTEE MEMBERS:

Joan M. Alexander, Chair

Victoria King, Co-Chair

Nicola Lamb

Wayne Dodd

SCHOOL SAFETY

Equitable Safety for All



2023 – 2024

**LOS ANGELES COUNTY
CIVIL GRAND JURY**

ACRONYMS

CGJ	Civil Grand Jury
CCUSD	Culver City Unified School District
LAUSD	Los Angeles Unified School District
TUSD	Torrance Unified School District
LASPD	Los Angeles School Police Department
LAPD	Los Angeles Police Department

EXECUTIVE SUMMARY

Children spend an enormous portion of their lives in schools throughout the nation. Los Angeles County is home to 80 public school districts that serve 1.3 million elementary through high school students. The report is concentrated on public schools in the County. The Civil Grand Jury (CGJ) had no interactions with private schools. Of the 80 public school districts, Los Angeles Unified School District (LAUSD) is by far the largest in the County. The enrollment count for the 2022-2023 school year was 538,295 students for LAUSD while the total enrollment for all schools in LA County was 1,313,935 students.¹

The nation has been inundated with violence in schools directed at our children. There is violence at all ages and in all demographics in multiple states. Because of this school violence, the CGJ formed an investigative team to explore the safeness of various schools within LA County to determine the type of exposure and peril that were in the schools. The members of the investigative team's goal was to visit schools, speak with administrators and review their safety and emergency programs that they were following. The investigative team randomly selected schools within LAUSD as well as a few schools outside of LAUSD and met to discuss various school safety procedures.

BACKGROUND

Over the years, there have been several cases that have been publicized in California as well as other states, identifying unwanted sexual activity in schools at all levels. Students claim that on school campuses, molestation, assault and often threats are made against them. Yet, it appears that, at times, these allegations have been ignored, dismissed or if considered, later dismissed without any resolution to the victims. One such incident was at a local high school in LAUSD. The Los Angeles Police Department (LAPD) investigated a report of a sexual assault that allegedly took place at a local school. LAUSD notified local police who received a report of a female student that claimed she was a victim of sexual assault. The alleged incident took place inside the boy's bathroom involving several male students.²

A few years ago, schools around the country including LA County schools, increased school security in response to TikTok posts warning of shootings and bomb threats at schools around the nation. This social media threat had many educators on edge as they circulated in the aftermath of a deadly shooting in Michigan. The vague, anonymous posts circulating online warned that multiple schools would receive shooting and bomb threats. It caused administrators to contact local law enforcement nationwide to increase their presence around schools which included LA County elementary, middle and high schools.³

Following the return of most U.S. school children to full-time, in person learning after COVID-19, a raft of anecdotal reports indicate that violence was rising in K-12 schools. Teachers reported

¹ <https://www.ed-data.org/county>

² (10-25-2021)

³ [TikTok school threat December 17: School shooting, bomb threats of attacks circulate on social media - ABC7 Los Angeles](#) (12-18-2021)

breaking up fights in schools and raised concerns about their own safety with students. After the pandemic, more students were caught with guns and other weapons on campuses in several high-profile incidents. Criminologists note that the nation was in the grip of a general spike of violence probably due to the pandemic and also social unrest accompanying the murder of George Floyd in 2020 and stated that those trends are trickling inexorably, and tragically, down to K-12 students.

LOS ANGELES >> Students who allegedly took part in or witnessed an alleged sexual assault in a Hamilton High School bathroom have been suspended while an investigation continues, Los Angeles Police Department Chief Michel Moore said Wednesday. Moore, speaking on ABC7, said investigators were working to identify all parties involved, including “the assailant as well as those that simply stood by.” “It’s my understanding the school has suspended those individuals and they’re not in the school location, which I’m thankful for, so they don’t pose any further risks to the school population,” he said. The alleged assault occurred Oct. 20 in a boy’s bathroom at the campus in the 2900 block of South Robertson Boulevard. A video of the attack was posted on social media. Students told reporters the video depicts several male students surrounding and sexually assaulting a female student in the bathroom. Some students told reporters the girl was a special-needs student. Moore said he is also working with school administrators in hopes of determining “how do we prevent this from occurring in the future.”

“Safety of schools is paramount,” he said on Channel 7. “Kids cannot be educated, they cannot learn and develop into young adults if they’re not in a safe environment and one that’s conducive to ensuring a good learning environment. “I recognize this is an isolated incident, but the fact that it occurred, it’s just untenable. And we’re not going to allow it to go unmet with prosecutions and the actions against those involved.” The Los Angeles School Police Department, which initially responded to the report of an alleged sexual assault, issued a statement Wednesday saying the LAPD was leading the investigation “due to the nature of the allegations.” “The safety of students remains a top priority for the staff at Hamilton High School, as well as the Los Angeles School Police Department,” according to the agency.

Teachers, principals, and educators now say they saw an increase in school violence that roughly paralleled the return of most students to in-person schooling.⁴

Occurrences such as these prompted the investigative team to open an inquiry relating to school security issues and the procedures that schools are using to assure safety for their students.

⁴ <https://www.edweek.org/leadership/violence-seems-to-be-increasing-in-schools-why/2021/11> (11-01-21)

METHODOLOGY

The investigative team reviewed numerous websites, including the websites of at least three school districts, at least ten schools and one police department. It also interviewed several people at eight schools, two superintendents of instruction, and a police lieutenant with expertise and experience in the area. The team also examined numerous documents, forms, instructions, and other items issued by the various involved government entities, particularly including their written emergency plans.

The on-site school interviews included both middle schools and high schools; comprehensive high schools, magnet schools and charter schools; schools with student populations primarily of middle class backgrounds, schools with large populations, low income or immigrant students and many others demographics. The Investigative Team made a number of visits to schools in gathering information. The schools were visited to observe the campuses, the student population, the school surroundings and interview school principals, vice principals, security staff and officials from school superintendent's office. These schools were visited:

Middle Schools:

- Porter Ranch Community Middle School, Porter Ranch, California (LAUSD)
- Vista Charter Middle School, Los Angeles, California (LAUSD)

High Schools:

- Thomas Jefferson Senior High School, Los Angeles, California (LAUSD)
- Susan Miller Dorsey High School, Los Angeles, California (LAUSD)
- Venice High School, Los Angeles, California (LAUSD)
- Reseda High School, Los Angeles, California (LAUSD)
- West Torrance High School, Torrance, California (TUSD)
- Culver City High School, Culver City, California (CCUSD)

Guest Speaker:

- Alberto M. Carvalho, Superintendent (LAUSD)
- Los Angeles Police Department: West Valley Community Police, Reseda, California

DISCUSSION

PARKLAND SCHOOL SHOOTING

On February 14, 2018, 19-year-old Nikolas Cruz opened fire on students and staff at Marjory Stoneman Douglas High School in the Miami suburban town of Parkland, Florida, killing 17 people and injuring 17 others.⁵

⁵ <https://www.theguardian.com/us-news/2018/feb/14/florida-shooting-school-latest-news-stoneman-douglas>

The incident is the deadliest mass shooting at a high school in U.S. history. The shooting came at a period of heightened public support for gun control that followed mass shootings in Paradise, Nevada⁶, and in Sutherland Springs, Texas, in October and November, 2017.⁷

After the Parkland school shooting, the Los Angeles City Attorney at the time, Mike Feuer, convened an expert panel⁸. As a result, the panel made 33 recommendations to improve school safety at LAUSD⁹. Most were adopted by LAUSD.

The investigative team interviewed Principals and other personnel (Assistant Principals, security personnel), and although they informed the committee they were not aware of the panel's recommendations, the investigative team observed that at LAUSD schools, the specific recommended policies and procedures recommended by the panel had been generally implemented, usually within the last few years.

GENERAL OBSERVATIONS:

Schools not within LAUSD had a slight variation in their approaches to security matters, but it was clear that administrators and faculty alike were familiar with security and needs. Generally the Investigative Team was impressed with the high quality of routine security, plans for various kinds of emergencies (including school shootings) and proactive involvement in avoiding and managing anticipated security problems. All of the schools conduct appropriate drills for dealing with various kinds of emergencies, which includes fires, earthquakes, on campus shooters, etc.

CELL PHONES

Use of cell phones is a persistent problem in many secondary schools. However, one high school the team visited has dealt with this problem very effectively. They have installed cellphone lockers in all of their classrooms.¹⁰ Before a class hour begins, students can place their phone in a locker and take the key. At the end of the class hour, they use the keys to retrieve their phones. Use of the lockers is optional, but students understand that their phones must be silent and out of sight of the teacher throughout class time.



Schools in both LAUSD and schools outside LAUSD all stated that their students from sixth grade through grade twelve all bring cell phones to schools.¹¹ The parents and the administrators are aware that the cell phones in the schools are problematic.

Most school officials that were interviewed acknowledged that 90-95% of students own cell phones and bring them to school daily. Many students abide by school rules for the use of cell phones during school hours. All schools interviewed have basically the same rules. Cell phones cannot be used in classrooms. Before school and after school and at lunch breaks are allowed times for the use of cell phones. Students who use phones in the classroom will have the phones

⁶ <https://www.latimes.com/nation/la-na-las-vegas-mandalay-bay-20171001-story.html>

⁷ <https://www.latimes.com/newsletters/la-me-todays-headlines-20171106-story.html>

⁸ <https://www.latimes.com/local/lanow/la-me-edu-feuer-school-safety-taskforce-20180305-story.html>

⁹ <https://s3.documentcloud.org/documents/4637783/08-06-18-LA-City-Attorney-School-Safety-Blue.pdf>

¹⁰ February 23, 2024, interview with two assistant principals

¹¹ Based on interviews conducted by the Investigative Team at various schools

taken away and returned only when the class is over. After multiple offenses, the phone can be taken away for the whole day and not returned until school is out for the day. At times, some schools may have to contact a parent and turn the phone over to the parent if the student has abused his/her rights to use the phone. There is a chronic abuse of cell phone use at some schools.

PHYSICAL PLANT AND TRAFFIC

Some campuses have some very old buildings. The Investigative Team was informed that some of these buildings leak when it rains. This can make some rooms temporarily unusable. It can lead to mold or to structural instability. The Investigative Team observed that several of the schools visited were under construction. Many buildings were in the process of being torn down or renovated. Other parts of schools were adding totally new wings of the schools. The entrance and exits for students and visitors were being diverted in several schools because of the renovations at these schools. Security procedures were also affected at the schools causing additional scrutiny and alerts by the staff.



While visiting some of the schools on rainy days, the Investigative Team was informed that there were some areas of their schools that had water leaks in the ceiling and rain was coming into those rooms. They needed the ceilings repaired. LAUSD should pay close attention to reports of such problems and should not delay remediation. Additionally, the Investigative Team learned through interviews specifically with school safety officers that automobiles were not obeying posted speed limits, especially during school drop off and pick up times.

ATTENDANCE

In visiting and interviewing the various school officials in the LAUSD schools, it was determined that each school was still having some attendance issues. Principals and LAUSD Superintendent, stated that none of their schools have reached the attendance level pre COVID-19 (pandemic). The average attendance rate is 90% for the 2022-2023 school year. The Superintendent has stated that his goal is to improve this percentage to 95% attendance. When asked for reasons students miss school, a variety of suggestions were made:

- Health care issues
- Transportation issues
- Fear of safety
- Struggling with family issues (child care)
- Mental health issues



The non LAUSD schools have some attendance issues as well since COVID-19, however their percentage is slightly higher at 92%-94% attendance.

EMERGENCY PLANS

The Investigative Team found that visiting the schools and speaking with school administrators was extremely helpful in determining how proficient the school emergency procedures were and to review some of the policies at the meetings.

- School shootings – each of the schools visited (middle and high schools) all had extensive plans in place for an “active shooter” on campus. All schools have written safety protocols in place which details emergency procedures for an incident of this type. Many schools have procedures to either “stay in place” or escort the students to a “safe area” of their schools.
- Earthquakes – again all schools visited had extensive procedures and practices for earthquakes during school hours which included students taking cover and remaining in place until instructed that it was safe to move/leave the location. All schools use “Drop, Cover, and Hold” during these exercises.
- Fires – All schools have excellent procedures relating to fires at their schools. All schools have appropriate monitors who are in control and guide the students to a safe “assembly area” which is out of the school buildings. The students stay away and wait for the Fire Department to arrive.
- Lockdown Drill - Schools have excellent procedures on how students will respond when all doors are locked and no one can enter or exit the building. (e.g., active shooter situation)



At all the schools visited, the Investigative Team was told that the majority of their emergency drills were done monthly, with the exception of the Lockdown Drill which was done once a semester.

GANG ACTIVITY/BULLYING/FIGHTING

A big concern of the Investigative Team was potential violence on school property and danger of violence around and near the schools. This topic elicited a very energetic conversation at all schools. Some principals were pleased to inform the Investigative Team that there was very little or no gang activity at their schools and if there were students affiliated with specific gangs it was not actually known to them. Nevertheless, there were a few schools in which the administrators stated to the Investigative Team that they actually did have gangs in the area of their schools and possibly some students associated with a community gang. When asked, the Investigative Team was told at a few schools that a gang member was known to try to intimidate a student into joining a gang but that was a rare occasion. Most schools said their students were not shy about reporting being harassed and threatened by others. Unfortunately, in some areas of the county, there are gangs that hangout near the schools and at parks that are near the schools. This has caused problems in those areas as gang members have accosted students going to or coming from school trying to bully or harass students. Some of the students report these instances but most do not. There were two schools that the Investigative Team interviewed who stated there were older and bigger students who did “bully” some of the younger students on campuses in both middle and high schools. Of the schools that were visited, there were four schools who stated that school bullying occurred, most often on social media (“cyber bullying”). They have been told by students and also witnessed an upset and/or stressed student who had seen online websites which were “ominous, threatening, mean, and at times, depressing comments about one student to another.” This type of bullying is more prominent than face to face bullying in most schools based on the investigative team’s interviews. Three principals said that the word “bullying” was actually “over used” and often “misinterpreted”. Students, at times, might believe they are being mistreated but it actually is not bullying. (An example is a student who is in the lunch line and someone jumps in front of him/her in line.) School administrators would not consider this instance as bullying.

Every school visited by the Investigative Team has had issues with students fighting one another. Over the years, physical fights throughout a school year was a regular occurrence. The fighting would happen on campuses and before or after school just off campus. In the past, the remedy for fighting students would be suspensions from school, detention, etc. Depending on the severity of the fights, the number of students involved, use of weapons, and type of injuries could result in expulsion from school for students. Many teachers and/or security staff were breaking up fights in schools, often injuring the persons trying to stop the fighting. The Investigative Team was told that there are a variety of reasons that students are fighting in schools. Returning to school after the pandemic where students were isolated for long periods of times, anger at authoritative figures, toxic, divisive, and contentious times that society is currently experiencing causes a lot of frustration among students. Case in point, recently at a South LA High School, a student died as a result of a fight that could be attributed to the many of the listed factors.¹²

¹² <https://ktla.com/news/local-news/teen-girl-dies-after-alleged-fight-with-bullies-at-south-l-a-high-school/>

DISCIPLINE

One common practice that all of the middle and high schools in LA County utilize is the implementation of procedures that grant students more tolerance for a grievance committed, known as Positive Behavior Interventions and Support/Restorative Practices¹³. In the past, school administrators regularly used detention, suspension or expulsion from school depending on the severity of the offense. In today's schools, there are fewer recommendations for suspension of students. The LAUSD Superintendent and principals agree that if there are occurrences of fighting, bullying, vaping, etc. by a student on campus, suspension used to be an initial option for the student. This procedure was used by other non LAUSD schools in the past as well. However, after interviewing the administrators at the schools, many use "Restorative Justice" to resolve an occurrence. This practice in schools uses mediation and community building to shift away from a punitive discipline situation. It is believed that keeping a student away from his/her schoolmates and away from classroom studies had a negative effect on the student and could lead to further bad behavior. The schools have determined that instead of suspensions or detentions, students first must accept that they did something wrong, (accept responsibility) and making restitution. (Example: If there was a fight between two students, they need to talk to one another and determine why the fight occurred, who started it, how to resolve the issues between the students to make things right). This "Restorative Practice" being used in schools is helping extensively with disciplinary problems.

The infographic features a logo at the top center with the text "POSITIVE BEHAVIOR INTERVENTIONS & SUPPORTS/RESTORATIVE PRACTICES" and the tagline "WE ARE SAFE, RESPECTFUL, RESPONSIBLE, RESILIENT, & RESTORATIVE". To the left of the logo is a circular emblem with a sun and a person. The main title "Restorative Questions and Restorative Conferences" is in a green box. Below it, a subtitle "Use of Restorative Questions and Restorative Conferences" is in a smaller green box. The main text describes the approach: "When responding to behavior, get curious not furious to move forward together. Use restorative questions to explore motivations, perspectives, and solutions on conflict while looking for ways to build and restore relationships." It then lists six restorative questions in a bulleted format. The infographic is decorated with teal and yellow horizontal bars at the bottom.

Restorative Questions and Restorative Conferences

Use of Restorative Questions and Restorative Conferences

When responding to behavior, get curious not furious to move forward together. Use restorative questions to explore motivations, perspectives, and solutions on conflict while looking for ways to build and restore relationships.

The following restorative questions are asked:

- "What happened?"
- "What were you thinking at the time of the incident?"
- "What have you thought about since?"
- "Who has been affected by what happened, and how?"
- "What about this has been the hardest for you?"
- "What do you think needs to be done to make things as right as possible?"

¹³ <https://www.lausd.org/Page/16432>

VIOLENCE DROPPED AT CALIFORNIA SCHOOLS

A UCLA study¹⁴ found steady and steep decreases in California school violence over 18 years, including fights and reports of guns and other weapons on campus. This result indicates students generally felt safe at school despite nationwide mass school shootings.

The report documented a 56% reduction in physical fights and a 70% reduction in reports of guns being carried onto school campuses while reports of other weapons such as knives, fell by nearly 79%. Victimization reported by Black and Latino students, which includes instances of being bullied or assaulted, saw larger declines than victimization reported by white students. The survey took in 6.2 million seventh-ninth-and 11th-graders from more than 3,200 public schools. These findings were evident in more than 95% of California schools, in every county, and not in wealthy suburban schools only. This study suggests that gun violence should be treated as a separate social and psychological phenomenon. Mass shootings are just one part of this story. Overall, on a day-to-day basis for most students, American schools are safer than they have been for many decades. The study attributed the widespread decrease in school violence to a variety of factors including a focus of improving campus climate. Billions of dollars have been spent at the state, national, and local levels to invest in social-emotional programs and educating school staff on how to create more caring, welcoming settings. There was a massive influx of social workers, counselors, psychologists and other “people personnel” working on campuses.

CYBERATTACK ON LAUSD

A ransomware attack targeting the Los Angeles school district causing a complete shutdown of its computer systems in September 2022 as the new school year began. This caused over 500,000 students and 70,000 district employees to change passwords. This could have caused total “chaos” in the 2nd largest school district in the nation. The White House and the National Security Council were in constant contact with LAUSD throughout this ordeal. Passwords were changed quickly and schools opened without disruption and without payment from the district. A Pew Research Center survey found that 71% of Americans say cyberattacks from other countries are a major threat to the U.S. The principals at the schools interviewed agreed with this survey, but were greatly relieved that this type of security breach has not disrupted their schools. Because middle and high school students now have the use of computers for their day to day school work, the administrators commented on the disaster this cyberattack would have caused.¹⁵



¹⁴ <https://luskin.ucla.edu/steep-decline-in-day-to-day-school-violence>

¹⁵ <https://www.npr.org/2022/09/07/1121422336/a-cyberattack-hits-the-los-angeles-school-district-raising-alarm-across-the-coun> 2022/09/07

CONCLUSION & FINDINGS

It appears that school districts have given extensive thought to all sorts of security issues and have formulated effective plans and directions related thereto. All the schools the Investigative Team visited appear to be in substantial compliance with their districts' policies and procedures, are appropriately training teachers and other personnel on security-related matters, are conducting appropriate drills of many kinds, and have staffing and procedures geared to meeting the specific needs of their own schools and communities.

In speaking with an LAUSD administrator, the Investigative Team was informed that there are some overall goals that was needed for students:

- Improvement of overall math scores
- Improve graduation rates
- Provide more social and emotion assistance to students
- Create more arts programs in the schools
- Improve school attendance in the schools. Those who miss the most school are minority and low income students.
- Due to staffing issues, there are many substitute teachers in LAUSD in certain grade levels.
- Class sizes in LAUSD have been reduced.
- There are some problems with students having drugs on many LAUSD campuses. (Marijuana, Fentanyl, Vape Pens, and Vaping).
- There is a law enforcement agency who works for the LAUSD. That agency is Los Angeles School Police Department (LASPD). They handle violent crimes at the schools such as students with weapons, gangs, and they assist school staff other disturbances such as potential criminal activity on campuses and in the surrounding communities to the schools. Two principals at schools interviewed informed the Investigative Team that they have used the school police a few times during the year. Both schools got the LASPD involved because of student fights which got out of hand. School security would be contacted first then they would contact LASPD for assistance to control the fighting when warranted.

SMOKING/VAPING/DRUGS

The Investigative Team visited middle and high schools to gather information for this report. Based on interviews with school-site personnel one of the most problematic issues in LAUSD and other school districts in the county is the use of vapers and marijuana. In the majority of the schools, the principals, security staff and other school administrators expressed their concern for the practice of students bringing vaper pens, marijuana, fentanyl or some other narcotic onto school campuses.



Students have been caught vaping on campuses more than any other substance. Occasionally a student will be caught with marijuana or fentanyl (not nearly as often as with vapers). Students bring vapers and/or marijuana to school. However, some students use these stimulants before they

arrive on campus. Though students regularly use vapers and marijuana in the school bathrooms. At times students will have vapers in their pockets or backpacks. And marijuana's strong scent on a student's person usually is a sign that students have been smoking cannabis. The students use the bathrooms because there are no cameras near or around the bathrooms in which they may get caught. Schools' security officers have caught students who were vaping in bathrooms, though not often. The Investigative Team was told that many students smoke and vape while walking to school before they reach the campus. Two schools have caught students with fentanyl on their students.

CELL PHONES IN SCHOOLS

The principals/administrators that were interviewed acknowledged that 80%-90% of middle and high school students brought cell phones to schools. Problems arise when students do not abide by the school restrictions. Each school has written rules on the use of cell phones. Most of the administrators believe that using cellphones during school has negative consequences for social development and academics. They cited links between smartphone use and bullying and social isolation and the need to keep students focused on their schoolwork. They feel that the phones are a distraction.

Some school administrators do realize that students actually feel that their cell phones are a source of connection for them. However, during classroom hours, everyone felt that students should not be allowed to use their phones and must be attentive to school work. Some principals and other school staff have questioned students as to why they were using their phones in class and not participating in classroom work. While some students had little response to that question, others said the teachers' topics were not interesting enough or they had no connection to the subject matter. So they lost interest, therefore started using their phones.

Even though there are specific rules for cell phone use in each school visited, students often violated the rules. Most schools have the following rules:

- Allow the student to put away the phone.
- After the request, if the student does not, the teacher can take the phone from the student and return it at the end of the class.
- After several times of not following the rules, a student's phone may be taken away and after contacting a parent, hand the phone over to a parent.

RENOVATIONS/REBUILDING/SAFETY ISSUES

The Investigative Team was surprised to discover that several of the schools visited were in the process of demolishing and restoring some of the building on school campuses. Because of the construction at some schools, the entrances were closed and the Investigative Team had to detour to other areas of the school to gain entrance. The schools did provide security who met the Investigative Team and escorted the team to the proper entrance of the school. And there were more areas of lockdown at these schools. Many of the gates normally available for students to enter and exit the schools were closed while construction was being completed. Although many students complained, they understood. The Investigative Team was told that the schools that had

renovations being completed actually had better security at these schools because there was limited ways to get onto the campuses, thus keeping out unwanted and unauthorized visitors.

There were schools that the Investigative Team visited in which the administrators stated that areas of some of their older school buildings had leaking roofs. And especially during the severe rain the state was experiencing, these roofs needed to be repaired ASAP, but thus far, had not been. There should be immediate remediation of the roofs in these schools.

SAFETY AROUND SCHOOL AREAS

While interviewing principals and staff at a few of the schools, it was brought to the attention of the Investigative Team that parents and other relatives are daily dropping off and picking up students at the schools. And in high schools, many students drive themselves back and forth to classes. Administrators all agreed that speeding was a big problem near their schools. Some areas had “speed bumps”; however, not in all areas where needed. Without the “speed bumps” cars were driving much too fast near the schools, causing students to become vigilant while walking near the schools as cars driving in the areas were not slowing down.

WELLBEING CENTERS IN SCHOOLS

The Los Angeles County Department of Public Health has launched a landmark program for school-based student well-being centers at dozens of campuses throughout LA County. There will be a total of 50 schools in the initial phase of the Program.¹⁶ Twenty-Nine will be LAUSD schools and the remaining schools will be throughout public schools in other LA County districts. Because of school shootings to rising rates of teen depression and anxiety, students feel lost and sad. In December 2019, the Department of Public Health, Los Angeles County Office of Education, LAUSD, Planned Parenthood and Department of Mental Health announced the opening of 50 student well-being centers to provide students access to mental health, sexual health and a variety of other sources. Research suggests¹⁷ many students in LA County schools lack preventative care at an age when risk is highest for smoking, vaping, unsafe sex, drug and alcohol abuse as well as mental health issues.

WEST VALLEY COMMUNITY POLICE (GANG UNIT) LAPD

The Investigative Team visited with LAPD to discuss gang activity in various schools in the San Fernando Valley and met with a high ranking officer. They have a program Gang Reduction Youth Development (GRYD). This program was created to assist the police department in working with teenagers in the area to prevent them from joining and participating with various gangs in the community. The program is working well. They have seen no efforts of gang members trying to recruit students at the high schools in the area. LAPD works very successfully with school administrators. There are four (4) active gangs. The majority of the gangs in his area are Latino. Juveniles that are arrested are detained, parents are called and the student is released to the parent. Gang members consider it is a high honor to get arrested and may even get rewarded. The Investigative Team was told that middle schools also have gangs. The majority of the gangs are

¹⁶ <http://ph.lacounty.gov/pie/Education/wellbeingctr.htm>

¹⁷ Ibid

boys (90%) and girls (10%). The ages range is 13-25 year olds so a great number of gang members are school age; however though many attend school, they have a bad attendance record in school. A lot of the crimes in these gangs are violent crimes; shootings and beatings, but selling drugs is not prominent in the west valley. Assigned officers at this division are very active in controlling gang activity. Once a gang member, most do not normally leave the gang.

FINDINGS

- 3.1 There is an enormous cell phone issue at middle and high schools in LA County.
- 3.2 Many of the schools visited by the committee observed older buildings on the campuses that require renovations and restoration. Administrators at schools would like structures such as ceiling repairs and lighting fixtures repairs accelerated.
- 3.3 Many of the schools visited require additional “traffic bumps” at the schools as drivers coming to the schools are speeding and careless while driving near pedestrians.
- 3.4 Schools in LA County have a complicated variety of school problems: smoking cigarettes, vaping, smoking marijuana, bullying and fighting. Many of these things occur in or near school bathrooms.

RECOMMENDATIONS

- R3.1 All schools should investigate and consider purchasing and installing cellphone lockers in their classrooms as many students abuse the use of cellphones in the classrooms.
- R3.2 LAUSD, Culver City Unified School District and Torrance Unified School District should pay close attention to reports of leaky ceilings in school buildings, which once reported will expedite the repair and other remediation.
- R3.3 LAUSD, Culver City Unified School District and Torrance Unified School District Principals should work with the Board of Supervisors, city council members and school superintendents to get approval for installation of “traffic bumps” in all areas surrounding their school thus helping to slow down traffic and prevent car accidents or injury to students.
- R3.4 Install cameras near boys and girls restrooms which will help the following school problems:
 - a. Observe students with vapers, cigarettes, marijuana going into and coming out of restrooms
 - b. Observe any potential for a student’s unwanted sexual harassment of another
 - c. Observe student bullying as it happens
 - d. Observe potential student drug sales at the school
 - e. Observe potential students involvement in gang activity

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R3.3	Los Angeles County Board of Supervisors
R3.3	Los Angeles County Office of the Chief Executive
R3.1, R3.2, R3.3, R3.4	Los Angeles Unified School District
R3.1, R3.2, R3.3, R3.4	Torrance Unified School District
R3.1, R3.2, R3.3, R3.4	Culver City Unified School District
R3.4	Los Angeles Police Department

COMMITTEE MEMBERS:

Irene Shandell-Taylor, Chair
Jean C. Holden, Co-Chair
Mark Calahan
Norman Green

APPENDIX A

<https://s3.documentcloud.org/documents/4637783/08-06-18-LA-City-Attorney-School-Safety-Blue.pdf>

BLUE RIBBON PANEL PRESENTS: LA CITY ATTORNEY MIKE FEUER'S THE SCHOOL SAFETY REPORT

Los Angeles City Attorney Mike Feuer convened a Blue Ribbon panel as a response the Parkland Shooting to address school safety in Los Angeles Schools. The Report presents 33 recommendations to improve the safety of students at LAUSD. The vast majority of these recommendations reflect the consensus of the full Panel; dissent to any of the recommendations is reflected later in the Report. Below are 10 of the Panel's most significant recommendations:

1. Establish a New LAUSD School Safety Director. LAUSD should create the high-level position of School Safety Director to oversee the development, integration, implementation, and evaluation of the various District initiatives related to school safety.
2. Expedite Compliance with Minimum District Safe Infrastructure Guidelines. The District should expeditiously ensure that all schools—not just newly constructed or remodeled schools—meet the following key LAUSD design guidelines related to school safety:
 - a. Ensure a single point of entry for every campus
 - b. Install interior-locking devices in all classrooms
 - c. Ensure every classroom has a working two-way intercom and public announcement system.
3. Stress Safe Gun Storage by Parents. LAUSD should require parents to attest that any firearms at home are safely stored. In addition, the District, local law enforcement agencies, health agencies, and nonprofits like Women against Gun Violence and Moms Demand Action should collaborate to inform adults of their duty to safely store firearms, including relaying this responsibility in the Student Handbook.
4. Dramatically Expand School-Based Mental Health Resources. LAUSD should increase the number of Psychiatric Social Workers assigned to schools, with the ultimate goal of maintaining a full-time PSW on staff at every school.
5. Ensure an Adult Connection for Every Student. LAUSD should take measures to ensure that every student has a meaningful connection with an adult on campus.
6. Create a Unified Law Enforcement Approach to Neighborhood School Safety. The Los Angeles County Sheriff's Department, Los Angeles Police Department (LAPD), Los Angeles School Police Department (LASPD), other local police agencies and prosecutors should collaborate to share data about neighborhood crime around school sites to identify particularly at-risk schools and develop joint law enforcement strategies.
7. Update and Consolidate Systems for Reporting Threats of Violence. LASPD and LAUSD should consolidate their threat reporting efforts in one campaign with multiple mechanisms for reporting and monitoring threats
8. Build Comprehensive Safe Passage to School Program. LAUSD and stakeholders throughout the Los Angeles community should collaborate to dramatically enhance safe passages programs and bring these programs to scale throughout the District.

9. **Develop Age-Appropriate Active Gunfire Response Trainings for Students.** LASPD should work with LAUSD to develop age-appropriate, trauma-informed active gunfire response trainings or discussions for students.
10. **Increase Cross-Jurisdictional Mental Health Collaboration.** LAUSD and stakeholders throughout Los Angeles should expand on existing partnerships to provide mental health services for students—for example, by advocating together for increased state funding and streamlining municipal grant applications.

**THE DEPARTMENT OF CANNABIS REGULATION
AND THE SOCIAL EQUITY PROGRAM**



**2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY**

ACRONYMS

AUMA	Adult Use of Marijuana Act
CCEA	California Cannabis Equity Act of 2018
CDTFA	California Department of Tax and Fee Administration
CEQA	California Environmental Quality Act
DCC	Department of Cannabis Control
DCR	Department of Cannabis Regulations
DFW	Department of Fish and Wildlife
DPH	Los Angeles County Department of Public Health
DWP	Los Angeles County Department of Water and Power
LAMC	Los Angeles Municipal Code
MAUCRSA	Medicinal and Adult Use Cannabis Regulation and Safety Act
MCRSA	Medical Cannabis Regulation and Safety Act
OCM	Office of Cannabis Management
SEIA	Social Equity Individual Applicant
SEP	Social Equity Program



EXECUTIVE SUMMARY

In 1996, California legalized marijuana for medical use and in 2016 they legalized it for recreational use. The State's support for this controversial, medicinal plant, also referred to as cannabis, has facilitated an explosion of new business opportunities for the selling, manufacturing, and cultivation of cannabis products. Although the term cannabis and marijuana have been used interchangeably, they are fundamentally different. Cannabis refers to the entire plant family, while marijuana refers to the portion of the plant that contains tetrahydrocannabinol (THC).¹ According to New Frontier Data, the "latest analysis of state legalization efforts, the likelihood for several new cannabis markets to legalize by 2030 will drive combined U.S. legal sales past \$72 billion in that year"². New cannabis businesses are appearing throughout the eighty-eight cities and unincorporated areas of Los Angeles County (LA/County). However, opening a new cannabis business, whether it be as a distributor, manufacturer, dispensary/retail store, cultivator, or micro business. A micro business is defined by the Department of Cannabis Control as, The Type 12 license is for businesses that do at least three of the following activities at one location:³

- Cultivation – up to 10,000 total square feet;
- Manufacturing – use of non-volatile solvents, mechanical extraction or infusion;
- Distribution or distribution transport-only;
- Retail – storefront or non-storefront; and
- Testing Laboratory.

All of this comes with a suffocating number of governmental regulations, permits and licenses to ensure proper compliance. To regulate and license the influx of new applicants, in 2017 the City of Los Angeles established the Department of Cannabis Regulations (DCR).

To remedy these past discriminations, California passed the California Cannabis Equity Act (CCEA) in 2018. In brief, the CCEA sought "to develop and operate local cannabis equity programs that focus on the inclusion and support of individuals in California's legal cannabis marketplace who are from communities negatively or disproportionately impacted by cannabis criminalization."⁴ During our investigation, the Committee found that new cannabis business owners in the City of Los Angeles faced regulatory obstacles and many people were eliminated from the permitting process.⁵

The Office of Cannabis Management (OCM) in LA County created a Social Equity Program (SEP) for unincorporated LA County, which was then adopted by the DCR for the City of Los Angeles.

¹ <https://www.goodrx.com/health-topic/cannabis/should-we-call-it-cannabis-or-marijuana>

² <https://newfrontierdata.com/cannabis-insights/new-state-markets-could-boost-u-s-legal-cannabis-sales-to-72b-by-2030/>

³ <https://cannabis.ca.gov/applicants/license-types/#:~:text=deliver%20cannabis%20goods,-.Microbusiness%20licenses,Distribution%20or%20distribution%20transport%20Only>

⁴ City of Los Angeles Department of Cannabis Regulation. About the Program. California Cannabis Local Jurisdiction Equity Grant. <https://tinyurl.com/55b8k5xv>

⁵ Extensive Committee Interviews.

Other jurisdictions in LA County may have their own programs. This report will discuss the challenges of the DCR and how they manage the SEP. It will identify the findings from the Committee’s interviews and their recommendations in assisting to make the SEP a viable and worthwhile program.

BACKGROUND

The history of cannabis use in California and attitudes in the State have swayed back and forth between being thought of as a dangerous gateway drug, to an alternative medicine used for pain relief and a therapeutic tool for mental health support. Beginning in 1907 California attempted to keep people off drugs by passing the Poison and Pharmacy Act.⁶ This act banned the sale of cocaine, opium and morphine without a prescription. Six years later, California amended the Act to include marijuana, making California one of the first states to outlaw cannabis.⁷ In fact, the very first marijuana raid in history happened in 1914 in the Los Angeles’ Mexican American Sonora town section. The Los Angeles Times states,

In what was likely North America’s first cannabis raid, Los Angeles police descended upon two High Street “dream gardens” in September 1914. Police reported that the “weed is much used in the local Mexican colony” and began finding it “in out-of-the-way nooks and corners” where it would sell for up to \$1 per ounce.⁸

This raid in Los Angeles was just the beginning as “anti-cannabis sentiment reached a fever pitch, the law began to tighten its grip on marijuana users”.⁹ By 1925, the Poison and Pharmacy Act was amended to make possession of marijuana punishable by six years in prison for a first offense, and by 1933 the prison term for a second offense was up to 10 years.¹⁰ By 1954, the law made a third offense for the sale or possession of marijuana imprisonment life sentence.¹¹

By 1932, approximately sixty percent of all narcotic arrests within the city of LA involved cannabis in some way.¹² In 1937, the nationwide Marihuana Tax Act made cannabis taxable in order to place tighter regulations and restrictions on its sale and possession.¹³ Furthermore, the government’s propaganda of “reefer madness” put most states in fear of the “maligned minority groups”.¹⁴ Making minorities a prime target of those being severely punished for possession of marijuana.

Then, with the beginning of the hippie movement in the early 1960’s, marijuana began to grow in popularity. As stated in a blog titled, ‘Cannabis the Hippie Revolution’, they state that “**We experienced marijuana and knew it was a good thing and that the government had lied about**

⁶ <https://www.thecannabiscommunity.org/history-legal-cannabis-california/>

⁷ Ibid

⁸ Ibid

⁹ <https://warmlandcannabis.com/2017/01/1-a-police-seize-stuff-of-dreams-from-indian-hemp-gardens-1914/>

¹⁰ <https://wayofleaf.com/blog/the-history-of-weed-in-california?q=history%20in%20california>

¹¹ Ibid

¹² Ibid

¹³ <https://www.govinfo.gov/content/pkg/STATUTE-84/pdf/STATUTE-84-Pg1236.pdf>

¹⁴ Organization of American History. Pondering Pot: America’s History with Marijuana and the Future of the War on Drugs. 2024. <https://www.oah.org/tah/august-2/pondering-pot/>

pot and refused to change. This showed that if the government lied about pot they would and do lie about other things. Pot smoking became the symbol of the resistance.”¹⁵ This resurrected interest in cannabis and the fight for legalization began.

As the push towards legalization grew in California, the nation was intent on harsher criminalization of marijuana. In the 1970’s, the United States declared a ‘War on Drugs’¹⁶ to combat illegal drug use by greatly increasing penalties, enforcement, and incarceration for drug offenders”¹⁷ This caused many people to be severely punished for being in possession of marijuana and/or growing plants on their property. Unfortunately, those most affected by this “War” were primarily in the African American and Latino communities from its beginning into the late 1980’s and early 1990’s. Mandatory minimums led to an unequal increase of incarceration rates for nonviolent Black drug offenders, as well as claims that the War on Drugs was a racist institution.¹⁸

In the 1990’s, California relaxed the laws surrounding cannabis use, cultivation and sale then in 1996 passed Proposition 215, the Medical Cannabis Regulation and Safety Act (MCRSA)¹⁹. Proposition 215 legalized medical cannabis patients to possess and cultivate marijuana as long as it was accompanied by the recommendation of a licensed physician. MCRSA lead the way for legalization of cannabis in other states. In 2004, patients were permitted to sell, produce and distribute medical marijuana products under the California Senate Bill 420, the Medical Marijuana Program Act.²⁰

Effective November 9, 2016, California passed Proposition 64, the Adult Use of Marijuana Act (AUMA) legalizing marijuana for recreational use.²¹ In 2018, AUMA and MCRSA were combined to become MAUCRSA, the Medicinal and Adult Use Cannabis Regulation and Safety Act.²² MAUCRSA allowed adults to possess and privately ingest up to one ounce of cannabis. In addition, adult Californians were allowed to cultivate/grow a maximum of six plants for personal consumption in their private residence.²³ Proposition 64 legalized cannabis businesses to be opened to the public for both medicinal and recreational use. This Proposition also included a provision for an equity program. Specifically, Prop 64 provides that social equity programs to ensure historically disadvantaged communities have a chance to enter and benefit from the formal legal cannabis industry. This provision was the basis for the California Cannabis Equity Act (CCEA).²⁴

¹⁵ <https://cliftonmiddleton.medium.com/the-hippie-revolution-650b9efd4c40>

¹⁶ <https://www.britannica.com/topic/war-on-drugs>

¹⁷ Ibid

¹⁸ Ibid

¹⁹ [https://ballotpedia.org/California_Proposition_215,_Medical_Marijuana_Initiative_\(1996\)](https://ballotpedia.org/California_Proposition_215,_Medical_Marijuana_Initiative_(1996))

²⁰ http://www.leginfo.ca.gov/pub/03-04/bill/sen/sb_0401-0450/sb_420_bill_20031012_chaptered.html

²¹ <https://www.courts.ca.gov/prop64.htm>

²² <https://bbkllaw.com/resources/new-california-law-simplifies-and-harmonizes-medical-and-recreational-cannabis-regulations#:~:text=MCRSA%20was%20passed%20by%20the%20Legislature%20in%202015,to%20license%20and%20regulate%20the%20nonmedical%20cannabis%20industry>

²³ Ibid

²⁴ <https://hightimes.com/news/california-governor-signs-california-cannabis-equity-act/>

In 2017, Measure M passed, which allowed the City to develop a licensing and regulatory framework for commercial cannabis activity in Los Angeles.²⁵ Measure M was the basis for the creation of the DCR. The purpose of the DCR is to monitor and provide guidance for the City of LA's cannabis program, with the special inclusion of an SEP. The DCR administers social equity programming for disadvantaged applicants and has become their department's primary focus. As previously explained, the DCR used the CCEA equity program definition to create their mission statement for an SEP which is "to promote equitable ownership and employment opportunities in the cannabis industry in order to decrease disparities in life outcomes for marginalized communities, and to address the disproportionate impacts of the War on Drugs in those communities."²⁶ In a cannabis-focused blog post entitled, *A Guide To Social Equity Programs and Hiring in Cannabis*, the writer outlines the importance of social equity explaining that:

*Social equity is an important topic in cannabis due to the history of systemic inequities against disadvantaged minorities during the war on drugs. These inequities include racial disparities involving marijuana arrests, fines, and sentencing.*²⁷

As the industry continued to grow, more and more regulatory agencies, such as the Department of Public Health (DPH), Department of Building and Safety (DBS), the Department of Fish and Wildlife (DFW), the Department of Water and Power (DWP), to name a few sought to impose their own regulations on Cannabis. Further, the California Environmental Quality Act (CEQA) also added specific provisions to regulate all aspects of the cannabis business.²⁸ Businesses such as cultivators, manufacturers, distributors, dispensaries/retailers and those retailers that include delivery service are all effected by one or all of these agencies. Supplemental agencies were established to govern the overall control of the cannabis industry. The Department of Cannabis Control (DCC) provides this at the state level, the Office of Cannabis Management (OCM) for Los Angeles County and the Department of Cannabis Regulation (DCR) for the City of Los Angeles.

To properly monitor these new regulations, and control reception of the flow of new Cannabis applications and licensing, the State adopted a programming system called Accela. Accela is a government software program used to process applications and permits and is used throughout the country by many government agencies. California's reasoning for using Accela is,

*The new IT systems for the cannabis industry — licensing and "track and trace" —are required by statute under the Medical Cannabis Regulation and Safety Act (MCRSA) of 2015. Officials also plan to build additional functionality within the licensing system to implement Prop 64, legalizing recreational use of marijuana by adults. California voters approved that measure in November.*²⁹

²⁵ <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>

²⁶ <https://cannabis.lacity.gov/social-equity/about-program/about-program>

²⁷ <https://www.kayapush.com/blog/a-guide-to-social-equity-programs-and-hiring-in-cannabis>

²⁸ <https://cannabis.ca.gov/applicants/ceqa-review-for-cannabis-businesses/>

²⁹ <https://www.govtech.com/civic/california-chooses-accela-software-for-cannabis-licensing-system.html>

Accela is a familiar software system and is used across California. However, each jurisdiction has its own platform to use as is appropriate for their needs. In LA, the DCR has adapted how Accela works with the cannabis industry and from a variety of interviews with cannabis business owners, the Committee has found that the current state of the DCR's use of the Accela program is actually causing more problems than providing support. The enormous load of permits, licensing and associated fees is shown to require much more money from the applicant.

As awareness increases around the SEP, more applications are received into the Accela's portal. As more and more people find out about the benefits of this SEP, the more applicants the DCR has to process and register through Accela's portal, which was not designed to process the current volume of applications. In addition, the more applications that are submitted, the more resources the DCR requires from the state to efficiently handle these new applicants. **To manage the amount of new SEP participants the Department needs to create new guidelines, streamline the system, and hire additional staff.** At this time, the DCR has not been able to create a framework of support and implementation of any new guidelines. Performing timely inspections of those existing businesses and making necessary changes to the Accela system is needed to assure that the applicants will be treated fairly and efficiently. In July 2020, the California Cannabis Equity Grant Program awarded the DCR \$6 million to help to launch the program.³⁰ As reported,

*Los Angeles will use the funding to provide verified Social Equity Program applicants various resources including workforce development and business development services, as well as a loan and/or grant program.*³¹

However, to date the program is still in flux and the DCR is struggling to keep up in creating equitable rules and regulations with the ever-changing circumstances encountered by SEP applicants.

While the DCR is working on improving their department, the aforementioned County departments are exacting more and more fees from the owner/operators of cannabis businesses, and because of these uncontrolled fee assessments, is causing cannabis business owners to struggle to stay open and viable.³²

The Committee finds that these mounting fee assessments are creating a cottage industry for illegal and unregulated stores to open.³³ These illegal stores sell dangerous and unclean products that can contain high levels of tetrahydrocannabinol (THC), contaminated with bits of debris such as pesticides, glass, dirt, insects, etc., which is unknown to the customer until they use the product. These stores also divert sales away from the legal store owners, causing even more financial stress due to loss of business.

³⁰ <https://www.nbclosangeles.com/news/local/las-cannabis-regulators-get-6-million-for-social-equity-program/2350084/>

³¹ Ibid

³² American Legal Publishing, https://www.codelibrary.amlegal.com/codes/los_angeles/latest/lamc/0-0-0-312273, Accessed March 25, 2024. "Application and Licensing Filing Fees," Subsection (a) ³³ Ibid

³³ Ibid

After extensive investigations and inquiries with SEP and non-SEP applicants, the Committee found several glaring areas of concern. Suggestions were offered from many people in different roles within the LA cannabis industry through interviews conducted by the Committee.

The Cannabis Investigative Committee (the Committee) of the County's Civil Grand Jury (CGJ) conducted interviews with a variety of cannabis businesses and organizations within LA County. As a comparison, the Committee also included interviews with cannabis businesses in other counties. From those interviews it was discovered that the current SEP in the City of LA is unclear and difficult to follow. Several of these existing businesses were unaware of the SEP or if they knew of it, did not know how to apply or if they were even eligible. Other concerns that the Committee found were the multiple and exorbitant taxes imposed on their businesses by federal, state and the city in which the business resides. In some of the cities, the taxes alone totaled up to 37% above the cost of the product. Although there might be a slight reduction for doctor prescribed medical marijuana products, which would bring the percentage down to 29-31%, the taxes are still, in the opinion of the Committee, excessive as these are extra costs are passed onto the consumer.

With the amount of red tape and excessive taxes the legal cannabis stores have to contend with, it is no wonder that illegal cannabis stores have been appearing all over the city. These illegal stores may provide a more affordable product for both recreational and medicinal use, but they do not have the regulatory oversight and safety guarantees provided by legal stores.

In order to better understand how to navigate the various issues related to Cannabis in LA County, information gathered during interviews with shop owners of a variety of cannabis businesses, as well as discussions with the DCR has shown an obvious cause for concern surrounding the LA cannabis program. There is a high need for oversight and revision. These business owners deserve to be protected from being overcharged for permits and license fees. The City needs to create safeguards to prevent these SEP applicants from being forced out of business by illegal cannabis dispensaries who do not possess nor pay for these permits and licenses. In addition, the current multi-taxation fee structure needs to be rectified.

METHODOLOGY

The methodology used by the Committee was extensive. Over sixty off-site visits were taken, and interviews with over eighty individuals familiar with or working in the local cannabis industry. The Committee obtained information needed to determine the actual help provided by the DCR to SEP applicants in the cannabis industry.

The Committee visited retail cannabis stores that sell the cannabis to the public, cultivation warehouses which grow and produce the cannabis products, as well as labs that test cannabis products for potency, impurities and other contaminants. The Committee also visited manufacturing and distribution locations that package and deliver cannabis products to the retail stores. Locations the Committee inspected can be found on the following page.

To have a well-rounded understanding of cannabis regulations in the city of LA, the Cannabis establishments visited by the Committee during our investigation spanned a range across all of LA County. Site visits to similar businesses in Orange, Ventura and San Bernardino Counties were made for comparison with LA.

Entity Type	City/County	SEP Participant	Grant Money
Department of Cannabis Regulation	Los Angeles, CA	No	No
Retail Dispensary	Ventura, CA *		
Retail Dispensary	Los Angeles, CA	Yes	
Retail Dispensary	Los Angeles, CA	Yes	Yes
Retail Dispensary	Port Hueneme, CA*		
Retail Dispensary	Torrance, CA		
Retail Dispensary	Oxnard, CA*		
Retail Dispensary	Canoga Park, CA		
Retail Dispensary	San Bernardino, CA*		
Retail Dispensary	North Hollywood, CA		
Retail Dispensary	Perris, CA*		
Cannabis Lawyer	Los Angeles, CA	Yes	Yes
Cannabis Lawyer	Granada Hills, CA		
Retail/Delivery	Long Beach, CA	Yes	Yes
Retail/Delivery	Los Angeles, CA	Yes	Yes
Retail Dispensary	Moreno Valley, CA*		
Retail Dispensary	Panorama City, CA		
Retail Dispensary	Ojai, CA*		
Cannabis Testing Lab	Los Angeles, CA		
Cannabis Testing Lab	Long Beach, CA		
Cannabis Testing Lab	Commerce, CA		
Cannabis Testing Lab	North Hollywood, CA		
Dispensary/Cultivator	Woodland Hills, CA		
Cultivator	Los Angeles, CA		
Manufacturing/Distributor	Long Beach, CA	No	Yes

* Establishment outside of LA County

The Committee developed a simple script to ensure the same information was received during every interview. Because there were so many, this allowed a more accurate picture of the state of the cannabis industry to develop. Questions included:

- What were the requirements for them to obtain their licenses and permits?
- When they obtained their license?
- How long it took to get their license?
- What taxes they have to pay?
- How often they have to pay taxes?
- How often are they audited?
- How many licenses they are obligated to operate?
- Did they receive any training from the DCR?
- What type of training did they receive?
- What if any assistance they received from the DCR?
- How often do they have to renew their license or permit?
- How often are they inspected by the DCR?
- Are they a SEIA?

The Committee also conducted numerous phone calls to various SEP applicants, interviewed them as far as the aspects of their DCR training, assistance with their license(s) and overall establishment of their cannabis business.

DISCUSSION

Cannabis criminalization and its enforcement has had long-term, adverse impacts on the City of LA, particularly for low income and minority community members.³⁴ With the legalization of cannabis in 2016, the city of Los Angeles voted in Measure M, which created the Department of Cannabis Regulation in 2017. In 2018, the state voted and approved Senate Bill 1294 which created the California Cannabis Equity Act of 2018 and the Budget Act of 2019 appropriated funding for the state to provide to local jurisdictions to develop and operate local cannabis equity programs. These programs will focus on the inclusion and support of individuals in California's legal cannabis marketplace who are from communities negatively or disproportionately impacted by cannabis criminalization.

Cannabis/Marijuana Retail Operation

In 2018, AUMA and MCRSA were combined to become MAUCRSA, the Medicinal and Adult Use Cannabis Regulation and Safety Act. This allowed persons with a medical voucher from an authorized medical doctor to purchase cannabis from a regulated cannabis dispensary for medical reasons. Effective November 9, 2016, California passed Proposition 64, the Adult Use of

³⁴ The Complete Guide to Social Equity Programs for Dispensaries, California Programs, City of Los Angeles Department of Cannabis Regulation Social Equity Program, <https://flowhub.com/cannabis-social-equity-programs-complete-guide#:~:text=Social%20equity%20is%20impartiality%2C%20fairness,and%20works%20to%20eliminate%20them>, accessed April 17, 2024.

Marijuana Act (AUMA) legalizing marijuana for recreational use. This allowed all adults over the age of 21 years to purchase, use and have in their possession of up to one ounce of marijuana.

The legal cannabis/marijuana industry consists of seven distinct legal operations. **Testing**, which tests all cannabis products to be sold to consumers, **Cultivation**, which grows cannabis plants to be sold to licensed, legal retail dispensaries, **Manufacturing**, the packaging of cannabis products that have been tested and passed for consumer consumption. Further, operations also include **Volatile Manufacturing**, which in plain English means the chemical processing of cannabis flower into other products such as gummies, edibles and various other consumable cannabis products ready for packaging for distribution to retail dispensaries and **Non-Volatile Manufacturing**, which is the process of getting marijuana flower plants ready for packaging for distribution to retail dispensaries. Additionally, operations also include **Distribution**, which is the packaging of cannabis products for delivery to retail dispensaries, and **Delivery**, which is self-explanatory, the final cannabis consumables being delivered to retail dispensaries for consumers to purchase, Retail Dispensaries, which receives and sells the cannabis products to consumers through legal retail outlets.

Social Equity Program (SEP)

As part of that effort, cannabis business licenses for retail, delivery and cultivation are exclusively available to verified Social Equity Individual Applicants (SEIA) until January 1, 2025.³⁵ To be eligible to become SEIA, as of 2019, an individual must meet at least one of these minimum requirements under LAMC §104.20:

- An applicant must have had a cannabis arrest or conviction in California prior to November 8, 2016,³⁶ an arrest, prosecution, or conviction for a violation of Proposition D.³⁷
- An applicant must have lived in a “Disproportionately Impacted Area,” means eligible zip codes based on the “More Inclusive Option,” as described on page 23 of the “Cannabis Social Equity Analysis Report.”³⁸
- An applicant must have lived in a “Low Income” community which means 80 percent or below of an Area Median Income for the City based on the 2016 American Community Survey.³⁹
- “Tier 1 Social Equity Individual Applicant” is an individual who meets the following criteria at the time of applying for a license: (1) Low-Income and prior California Cannabis Arrest or Conviction; or (2) Low-Income and a minimum of five years' cumulative residency in a Disproportionately Impacted Area.⁴⁰

³⁵ <https://legiscan.com/CA/text/SB51/id/2615927>

³⁶ American Legal Publishing, https://www.https://codelibrary.amlegal.com/codes/los_angeles/latest/lamc/0-0-0-312273, accessed March 25, 2024. Sec. 104.20., “Social Equity Program,” subsection (i), item 1. “California Cannabis Arrest or Conviction,” item 2. “Disproportionately Impacted Area,” item 3. “Low Income,” item 4. “Tier 1 Social Equity Individual Applicant,” item 5. “Tier 2 Social Equity Individual Applicant,” item 6. “Tier 3 Applicant.”

³⁷ Ibid

³⁸ Ibid

³⁹ Ibid

⁴⁰ American Legal Publishing, https://www.https://codelibrary.amlegal.com/codes/los_angeles/latest/lamc/0-0-0-312273, accessed March 25, 2024. Sec. 104.20., “Social Equity Program,” subsection (i), item 4

- “Tier 2 Social Equity Individual Applicant” is an individual who meets the following criteria at time of applying for a license: (1) Low-Income and a minimum of five years' cumulative residency in a Disproportionately Impacted Area; or (2) a minimum of 10 years' cumulative residency in a Disproportionately Impacted Area.⁴¹
- "Tier 3 Applicant" is a Person who applied for a Commercial Cannabis Activity License under Section 104.08 and does not meet the criteria of a Tier 1 Social Equity Individual Applicant or Tier 2 Social Equity Individual Applicant.⁴²

While the SEP was supposedly created to help and assist those affected by the “War on Drugs,” to get a head start and a foot in the door of the fledgling cannabis industry, **our Committee has found that the DCR is doing an inadequate job assisting those the program was intended to help.** Our Committee discovered through various sources that the DCR has not been successful in informing all SEIA that the DCR provides financial assistance through grants, providing pro bono and low bono⁴³ law assistance, business location assistance and online training on their website.⁴⁴ The Committee found through interviews with SEIA One, Two, Three and Four on March 24, 2024 and extensive research that most SEIA do not know that the eligibility criteria for verification has changed since it was implemented in 2019.⁴⁵

Social Equity Individual Applicants (SEIA)

The Committee spoke with many SEIAs about their experiences with the application process, timeframes, fees and other associated information surrounding their SEIA licensing. We also had several extensive and personal in-depth conversations with those who will be anonymously identified.

Social Equity Individual Applicant One (SEIA One) applied for their license in September 2019. They received their license in December 2019. After receiving their SEIA Tier 1 license, SEIA One was approached by a potential business partner, Investor One (PI One), a cannabis investment company. SEIA One stated PI One received their information from the DCR/Accela website.

SEIA One, self-described as homeless and vulnerable, was offered better living conditions and money as part of a management agreement that was drawn up by PI One. SEIA One agreed and according to a statement from SEIA One, PI One found a location and entered a commercial lease agreement for operation of a marijuana dispensary. PI One started paying rent on a storefront location in the name of SEIA One. While the DCR location compliance inspection and other inspections took much longer than anticipated an unspecified rift between SEIA One and PI One began to form, and as the DCR delay continued, PI One pulled out of its deal with SEIA One. PI

⁴¹ Ibid

⁴² Ibid

⁴³ Department of Cannabis Regulation, Licensing 101, SEP Resources, Pro Bono/Low Bono Legal Assistance, <https://cannabis.lacity.gov/sites/g/files/wph1726/files/2023-04/LICENSING%20101%20Slides.pdf>

⁴⁴ Department of Cannabis Regulation, Licensing 101, <https://cannabis.lacity.gov/sites/g/files/wph1726/files/2023-04/LICENSING%20101%20Slides.pdf>

⁴⁵ Interviews with SEIA One, Two, Three and Four, March 24, 2024

One is now suing SEIA One for the monies they spent on the location rent as well as for a larger share of SEIA One's license ownership.

DCR failed to inform SEIA One about available training opportunities, possibly contributing to SEIA One losing the initial investor. PI One subsequently filed a lawsuit against SEIA One, forcing SEIA One to fight the lawsuit to protect his interest in the license. **The Committee subsequently learned that SEIA One decided to sell his interest due to overwhelming difficulties.**⁴⁶

The Committee asked SEIA One when they received their SEIA license and if they had been informed by the DCR of the assistance they provide to SEP applicants. SEIA One told us they were not aware of any assistance or training supplied by the DCR. The Committee then asked what financial assistance SEIA One received from or through the DCR, for which the Committee was told that they had worked with PI One to acquire grant money from the DCR, which was then split between SEIA One and PI One. All grant money issued by the DCR is intended to be used for business establishment expenses, but due to lack of training, SEIA One was unaware of this.

SEIA Two⁴⁷ applied for their license in September 2019. SEIA Two received a retail and manufacturing license, however SEIA Two's license was not issued until August 2021. SEIA Two currently has an open and functioning retail facility. They did not receive any training from the DCR on how to navigate the SEP, but they were able to eventually get through and receive their license. Since they are now aware that training is available, they are currently working in concert with the DCR to help new SEIA's receive training and access on the DCR website. According to SEIA Two, training is limited due to budget constraints on the DCR.

SEIA Three is another applicant that has fought to get into the SEP. They applied for a cultivation and dispensary license, but their application was denied because the location selected for the business was too close to an existing dispensary, even though that dispensary was slated to move to another location. SEIA Three learned later that the DCR was giving out grants but was too late to apply because the specified window had closed. Observing the high costs connected with obtaining an SEP license, SEIA Three decided the costs required would not make obtaining a cannabis license profitable so they discontinued their efforts and withdrew from the process.

SEIA Four has a open and functional dispensary and delivery license and is partnered with a group in downtown Los Angeles. During their application process, they were invoiced to pay an initial \$10,000 fee and then were asked to pay another \$5,000. They were one of the original Phase 3 Round 1 applicants, out of the first one hundred approved license holders.

According to SEIA Four there was a lawsuit and an audit of the DCR, and as a result of the audit and lawsuit, the DCR made another one hundred SEP licenses available and SEIA Four was awarded one of these new licenses.

⁴⁶ A phone interview with SEIA One, March 17, 2024

⁴⁷ A phone interview with SEIA Two, March 24, 2024

The Department of Cannabis Regulation and Social Equity Applicant

The DCR set a qualifying policy that states if the top two hundred licensees of Phase 3 Round 1 did not acquire a compliant facility and a Temporary Pre-Application Approval, their licenses would be abandoned in the DCR system.⁴⁸ Meaning they would lose any license they had that did not meet the aforementioned qualifications.

SEIA Four informed the Committee that in June 2022, a week before the qualifying date, the other one hundred ninety-nine Phase 3 Round 1 licensees received an invoice from the DCR to pay \$15,000.⁴⁹ A number of the Phase 3 Round 1 licensees paid the \$15,000 invoice and almost immediately their licenses were abandoned by the DCR with no refund of their \$15,000 invoice investment. The DCR took their money, cancelled their licenses and made no restitution.

Phase 3 Round 1 of the SEP licensing lottery began on September 3, 2019 and ended on September 17, 2019.⁵⁰ This would have placed the selected lottery applicants in the COVID Pandemic in 2020. Most established businesses were closed, which would place their attempts to comply with DCR policies such as locating and acquiring a compliant facility an uphill battle with pandemic restrictions. These limitations were placed on property owners which precluded the SEIA from getting the necessary Temporary Approval.

The DCR was also closed at this time, which made it difficult to pay invoice fees.⁵¹ It appears that DCR took none of these factors into consideration. If the SEIA was late or missed paying an invoice on time, they were assessed a late penalty fee.⁵²

According to SEIA Four, in the summer of 2020, the DCR began adding more and more new fees for SEIA to pay. Most SEIA could not keep up with the fees and had to abandon their licenses. For those SEIA who were lucky enough to find financing to stay in the hunt for a license and a compliant facility, another prevalent problem cropped up. When a SEIA located a possible facility and engaged a property owner about renting a location and the property owner found out a SEIA was going to use the property for cannabis, they would charge anywhere from double to quadruple the rent and security deposits and in some cases five times as much as any other tenants with the same square footage.⁵³

A resolution, 2021 Budget Trailer Bill,⁵⁴ was passed which forced the DCR to give the licensees 3 years until January 1, 2025, when the SEP would expire, to find and acquire a compliant facility and get a Temporary Approval or face the abandonment of their licenses.⁵⁵

⁴⁸ A phone interview with SEIA Four, March 24, 2024

⁴⁹ Ibid

⁵⁰ Ibid

⁵¹ A phone interview with SEIA Four, March 17, 2024

⁵² Retailers With Cannabis Businesses, 50 Percent Penalty for Late Payment of Cannabis Excise Tax, <https://www.cdtfa.ca.gov/industry/cannabis/retailers.htm#:~:text=50%20Percent%20Penalty%20for%20Late,of%20cannabis%20excise%20tax%20due.>

⁵³ Interviews with several Cannabis Store owners

⁵⁴ <https://vicentellp.com/insights/california-cannabis-provisional-licensing-dcc-ceqa/>

⁵⁵ A phone interview with SEIA Four, March 17, 2024

Besides having to pay rent for a facility for up to two years before being allowed to sell cannabis, there are numerous other expenses SEIA are required to pay before receiving their license.

DCR SEP Fees

For instance:

• Pre-Application Review	\$597 ⁵⁶
• Temporary Approval Application	\$5720 ⁵⁷
• Annual License Application	\$7,691 ⁵⁸
• Los Angeles Fire Department Inspection	\$1,444+* ⁵⁹
• Annual Primary Personnel LiveScan Review	\$450+** ⁶⁰
• Primary Personnel Background Review	\$614+** ⁶¹
• SEIA 2 Eligibility Verification (Section 104.06.1)	\$597 ⁶²
• Environmental Assessment / Initial Study	\$6,024 ⁶³
• Addendum prior to Environmental Determination	\$4,137 ⁶⁴
• Environmental Impact Report - Initial Deposit	\$16,454 ⁶⁵
• Publication Fee	\$732 ⁶⁶
• Written Notice	\$484 ⁶⁷
• Mailed Notice	\$1,683 ⁶⁸
• Printed Notice	\$484 ⁶⁹
• Community Meeting	\$986 ⁷⁰
• Cannabis Regulation Commission Hearing	\$1,940 ⁷¹
• Cannabis Public Convenience or Necessity Filing Fee	\$1,592 ⁷²

*+ increases if inspection is performed outside of regular business hours

**+ per employee

⁵⁶ American Legal Publishing, <https://www.seia.ca.gov/SEC.104.19.SOCIAL-EQUITY-PROGRAM>. (amlegal.com), accessed March 25, 2024. “Application and Licensing Filing Fees,” Subsection (a)

⁵⁷ Ibid

⁵⁸ Ibid

⁵⁹ Ibid

⁶⁰ Ibid

⁶¹ Ibid

⁶² Ibid

⁶³ Ibid “Environmental Assessment Fees,” Subsection (c)

⁶⁴ Ibid

⁶⁵ Ibid

⁶⁶ Ibid

⁶⁷ Ibid “Notice Fees,” Subsection (d)

⁶⁸ Ibid

⁶⁹ Ibid

⁷⁰ Ibid “Meeting, Hearing and Appeal Filing Fees,” Subsection (e)

⁷¹ Ibid

⁷² Ibid

While the aforementioned fees are charged per application to every SEIA, the charges and fees do not stop there. If after submitting application forms to the DCR an SEIA, for whatever reason, wishes to change information on a form, they are charged \$542.⁷³ If an SEIA decides to move their business location they are charged \$3,554.⁷⁴ If they change their business diagram they are charged \$3,368.⁷⁵ If they change their business ownership structure they are charged \$3,870.⁷⁶

And these charges continue to stack up. SEIA are also charged an additional cumulative charge over \$9500 for items like System Plan Document Review, Staff Plan Document Review, Standard Operating Procedures Review, Standard Inspection, Proof of Bond or Insurance Document Review, Management Company Agreement Document Review, Labor Peace Agreement Document Review, Financial Information Document Review, Commercial Cannabis Activity Plan Document Review, Certificate of Occupancy Document Review, Waste Management Plan Document Review, Indemnification Agreement Document Review, Equity Share Documents/Social Equity Agreement Review, History of Denial Document Review, Ownership Disclosure Form Document Review, Organizational Chart Document Review, Business Formation and Organization Document Review, Business Premises Diagram Document Review, Executed Lease or Property Deed Document Review, Evidence of Legal Right to Occupy Document Review, Site Plan Document Review, Dated Radius Map Document Review and Land-Use Document Review for a grand total of \$79,881.⁷⁷ **All of these charges come before one gram of cannabis can be sold by the dispensary store owner.**

While these charges are the initial fees facing every SEIA, these are not the only items delaying and blocking the application and minimizing the SEP's ability to navigate the system. The policies the DCR employs make it harder for all SEIA. If anyone compares the fees charged to SEIA to **any other business** operating in the City of Los Angeles, one will quickly see there is a vivid unfairness to how the DCR standard operating procedures are not performing as the SEP was intended.

According to a recent audit by the LA's City Controller, DCR is not operating efficiently and has many areas it needs to improve, including addressing of complaints and regulatory monitoring of licensees.⁷⁸ The City enacted Measure M to license and regulate commercial cannabis activity and mitigate its potentially negative impacts which include: (1) increases in use, particularly among youth; (2) quality-of-life issues for neighborhoods and communities near cannabis businesses; and (3) other unlawful activities such as drug trafficking or product diversion to or from the unlicensed

⁷³ American Legal Publishing, [https://www.SEC.104.19.SOCIAL.EQUITY.PROGRAM.\(amlegal.com\)](https://www.SEC.104.19.SOCIAL.EQUITY.PROGRAM.(amlegal.com)), accessed March 25, 2024. "Application and Licensing Filing Fees," "Modification and Other Filing Fees Subsection" (h)

⁷⁴ Ibid

⁷⁵ Ibid

⁷⁶ Ibid

⁷⁷ American Legal Publishing, [https://www.SEC.104.19.SOCIAL.EQUITY.PROGRAM.\(amlegal.com\)](https://www.SEC.104.19.SOCIAL.EQUITY.PROGRAM.(amlegal.com)), accessed March 25, 2024. "Application and Licensing Filing Fees," "Modification and Other Filing Fees Subsection" (h)

⁷⁸ <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>,

market.⁷⁹ According to interviews with the DCR, The Committee learned that all feed collected are placed in the City of Los Angeles Mayor's general fund.⁸⁰

On a last note, the Committee members have been told by a number of SEIA that in order to keep up with payments to the DCR, some licensed dispensaries have resorted to selling legal cannabis to illegal dispensaries and buying unlicensed product from illegal cultivators and distributors in order to escape some of the 4% gross sales tax and the 15% excise tax.⁸¹

Taxes

Beside the 4% gross sales tax, the California 15% excise tax⁸² is fourth highest in the nation for states that allow cannabis sales. According to the Cannabis Tax Rate Table, cannabis retailers in Los Angeles must pay a ten percent Adult Use Tax on every one thousand dollars in sales.⁸³ **According to every SEIA interviewed, including those who lost their licenses by not being able to keep up with taxes and fees and those who are still operating a retail facility, these taxes are a great contributor to their failure and still pose serious threat to them.**

When you compare the taxes cannabis retailers have to pay with the excise taxes liquor retailers have to pay (\$.20 per gallon for beer, still wines, sparkling hard cider, \$.30 per gallon for sparkling wine and champagne \$3.30-\$6.60 per gallon for distilled spirits depending on its proof,⁸⁴ plus a sales and use tax rate of 9.5%)⁸⁵, any reasonable person would say cannabis is getting the short end of the stick when it comes to fair taxation. Seeing as how both products alter a persons' perception and reasoning. As with fees collected by the DCR,

DCR Problems

In 2022, when the City Controller's audit was completed, thousands of cannabis related complaints have not been addressed.⁸⁶ From January 2018 through June 2022, over seven thousand cannabis-related complaints were lodged to the DCR. Of those complaints, only twelve hundred have been even slightly investigated.⁸⁷ Case notes have been logged and other investigative activity indicating some level of review by the DCR has been conducted. This leaves over five thousand

⁷⁹ High Maintenance: Review of the City's Cannabis Regulation Efforts, Regulatory Monitoring of Licensees is Lacking, <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>, accessed April 5, 2024

⁸⁰ Committee Interview with the DCR; December 12, 2023

⁸¹ High Maintenance: Review of the City's Cannabis Regulation Effort, Enforcement Against Unlicensed Cannabis Businesses, <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>

⁸² Ibid

⁸³ Cannabis Tax Rate Table, <https://www.finance.lacity.gov/cannabis-tax-rate-table>, accessed April 5, 2024

⁸⁴ California, Alcoholic Beverages, CA 37-001, Alcoholic Beverages, [https://answerconnect.cch.com/document/jca0109013e2c8616829c/state/explanations/california/alcoholic-beverages#:~:text=Current%20tax%20rates%20per%20gallon,100%20proof%20or%20less\)%%20%243.30](https://answerconnect.cch.com/document/jca0109013e2c8616829c/state/explanations/california/alcoholic-beverages#:~:text=Current%20tax%20rates%20per%20gallon,100%20proof%20or%20less)%%20%243.30), accessed April 5, 2024

⁸⁵ Find a Sales and Use Tax Rate By Address, <https://maps.cdtfa.ca.gov/>, accessed

⁸⁶ <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>

⁸⁷ Ibid

complaints unprocessed.⁸⁸ The overall budget of the DCR is inadequate to properly fund all necessary infrastructure, including the application process.⁸⁹

The Committee's interviews with high-ranking DCR personnel point to a major shortage of staff. A lack of manpower contributes too many of the DCRs efficiency shortfalls. When the Committee analyzed the tax contributions to the LA city's budget by commercial cannabis businesses, the Committee found that the marijuana industry contributes up to twenty percent of all city tax resources, but less than a minimal amount of funds are redistributed to the DCR budget.⁹⁰ To quote the LA City Controller Audit of the Cannabis Industry:

"Finance Should Reevaluate Its Cannabis Audits

As the industry continues to mature, cannabis has become a valuable source of General Fund revenue for the City. In FY2021, business taxes from the cannabis industry alone accounted for 20% of all business taxes collected by the City. To ensure that licensed cannabis businesses are current on their tax obligations, the City's goal is to audit every business every two years. However, as DCR licensed more cannabis businesses, Finance has struggled to keep pace with this objective."⁹¹

Tax revenue from the cannabis industry from 2019-2023 was expected to be over half billion dollars to the L.A. City General Fund.⁹² Of that contribution, over the same time period, \$27 million was distributed to the LAPD, 0.1 million was distributed to the DCR and only \$6 million was distributed to SEP support.⁹³



Public photo example of a Cannabis Dispensary

⁸⁸ Ibid

⁸⁹ Various interviews with DCR Officials

⁹⁰ High Maintenance: Review of the City's Cannabis Regulation Efforts, Finance Should Reevaluate Its Cannabis Audits, <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>

⁹¹ Ibid

⁹²High Maintenance: Review of the City's Cannabis Regulation Efforts, The City Does Not Allocate Cannabis Business Taxes for Any Special Purposes, <https://controller.lacity.gov/audits/review-of-the-citys-cannabis-regulation-efforts>, "Table 12,"

⁹³Ibid

FINDINGS

- 4.1 DCR delays in the application processing causes SEP applicants to lose money.
- 4.2 DCR delays in compliance inspections can cause SEP applicant to lose facilities.
- 4.3 Most SEP applicants do not know that the eligibility criteria has changed since it was first implemented in 2019. The DCR appears not to be helping SEP applicants navigate the myriad of rules to follow in order to receive a license.
- 4.4 DCR's failure to adequately inform SEP applicants of training and assistance available for the SEP and Accela system has caused SEP applicants to lose potential funding from outside sources.
- 4.5 Excessive DCR, City and State fee requirements can cause SEP applicants to engage with predatory business partners.
- 4.6 DCR's current budget is inadequate to fully develop education programs and DCR infrastructure. Without this, DCR is unable to fully assist new SEP participants as they learn the Accela system.
- 4.7 DCR's lack of personnel delays the SEIA application processing and compliance inspections.
- 4.8 DCR's Accela application system is not secure enough to protect the SEIA from predatory investors trolling the system for new SEP applicants with whom to partner. An applicant's full personal details and potential funding sources are publicly accessible through Accela.
- 4.9 The amount of fees, taxes and permits charged to an SEIA, compared a comparable business like a cigar shop or liquor store operating within the City of Los Angeles is much higher. The DCR's standard operating procedures are unable to perform as the SEP was intended.
- 4.10 Due to system inefficiencies, Accela creates a bottleneck in the application process and requires money to continue to be paid by the SEP applicant to keep their application current.
- 4.11 DCR requires application fees, and has the ability to, but does not refund any money if an SEP application is indefinitely stalled or ultimately abandoned because of the Department's internal review processes. The combination of the bottleneck from Accela, the mounting fees, and the slow process has been found to stall licenses to actually be granted.

RECOMMENDATIONS

- R4.1 DCR should offer more transparent information and educational opportunities for SEP applicants from the time they apply.
- R4.2 DCR should put in system notifications when the process is delayed, to automatically notify the Department and SEP applicants and should consider extending the application deadline to accommodate for delays.
- R4.3 DCR should adopt an efficient and more interactive scheduling system that the SEIA can also access.
- R4.4 The DCR needs to provide more training for the SEP applicant to use the Accela software before the applicant begins their SEP application.

- R4.5 Additional monetary assistance from the City of Los Angeles' General Fund should be considered to assist with DCR's social equity program which will help the SEP applicant avoid losing funding sources.
- R4.6 DCR should consider additional training for staff and SEP applicants to better navigate the SEP program and in the use of the Accela system.
- R4.7 No Recommendation.
- R4.8 DCR should provide a more secure Accela platform to aid in protecting SEIA's personal information from bad actors.
- R4.9 The DCR should review the current fee structure charged to a comparable non-cannabis business.
- R4.10 The DCR should review the current Accela system to expand its processes to efficiently handle the amount of applicants entering the licensing program.
- R4.11 DCR should review the requirements that meet 'discretion' regarding refunding a stalled or abandoned SEP application.

COMMENDATIONS

We would like to give our thanks to Damian Martin, Esq. a Cannabis Attorney whose input assisted the Committee with focus and direction throughout our investigation. We would also like to thank Tatyana Brenner, Esq., another Cannabis Attorney, for her insight, and also our appreciation to the forthright responses and valuable information from dispensary owners Whitney Beatty, Timeka Drew and Carlos Zepeda. We would also like to give our thanks and appreciation to all the various individuals who took time from their busy schedules to speak candidly with us and provided valuable information for our investigation.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R4.5	City of Los Angeles
R4.5	Los Angeles City Council
R4.5	Los Angeles City Controller
R4.1, R4.2, R4.3, R 4.4 R4.5, R4.6, R4.8, R4.9, R4.10, R4.11	Department of Cannabis Regulation

COMMITTEE MEMBERS:

Michelle M. Wilson, Chairperson
Joan M. Alexander
Darnell Groom
Victoria King
Victor H. Vidal

ROOM TO BREATHE

An Analysis of Guaranteed Basic Income and LA County's
Pilot Initiatives.



2023 – 2024

**LOS ANGELES COUNTY
CIVIL GRAND JURY**

ACRONYMS

AMI	Area Mean Income
BIG:LEAP	Basic Income Guaranteed: Los Angeles Economic Assistance Pilot (GBI Model)
BIG:LEAP	Basic Income Guaranteed : Los Angeles Economic Assistance Pilot
BIPOC	Black Indigenous People/Person of Color
BOS	Los Angeles County Board of Supervisors
CEO	Los Angeles County Chief Executive Officer
CGIR	University of Pennsylvania Center for Guaranteed Income Research
COVID	COVID-19 SARS Corona Virus and Global Pandemic
GBI	Guaranteed Basic Income
LA County	Los Angeles County
ORF	Oakland Resilient Families (GBI Model)
PAI	Poverty Alleviation Initiative
PPIC	Public Policy Institute of California
SEED	Stockton Economic Empowerment Development (GBI Model)
UBI	Universal Basic Income

RELEVANT TERMS

Area Median Income (AMI): Area median income is defined as the midpoint of a specific area’s income distribution and is calculated on an annual basis by the Department of Housing and Urban Development.¹ The area median income for Los Angeles County is approximately \$98,000.²

Census Tract: In current practice the census tracts are small areas, having a population usually between 3,000 and 8,000, into which a city is subdivided, more or less arbitrarily, for statistical and local administrative purposes.³

Guaranteed Basic Income (GBI): A cash payment provided on a regular basis to carefully-chosen people. Money given within a GBI program is untaxed and unregulated; participants have total freedom to spend on anything they want (“no strings attached”). Participants are not required to fulfill any work requirement and often there are no drug or alcohol screenings. GBI could be

¹ Housing and Urban Development, HUD Loans Blog, *What is the Area Median Income*, June 5, 2023. www.hud.gov/hud-loans-blog/what-is-area-median-income-ami/ (Accessed on)

² Department of Regional Planning. *Housing and Income Limits for LA County*. 2023. https://planning.lacounty.gov/wp-content/uploads/2023/06/housing_2023-income-limits-costs.pdf (Accessed on April 24, 2024)

³ US Census Bureau, *Census Tract Manual*, <https://www.census.gov/library/publications/1934/dec/census-tract-manual.html>

“targeted” or “universal”. Programs are tailored to a specific sampling of individuals within a specific community/area targeting those far below the poverty line.⁴

Universal Basic Income (UBI): - Universal basic income is an income support mechanism typically intended to reach all (or a very large portion of the population) with no (or minimal) conditions.⁵

⁴ Economic Security Project, Resource Page, Guaranteed Income: A Primer for Funders. *Funder Primer*, ADD DATE. <https://economicsecurityproject.org/resource/funder-primer/>

⁵ Maura Francese and Delphine Prady. International Monetary Fund. *What is Universal Basic Income?*. December 2018. <https://www.imf.org/en/Publications/fandd/issues/2018/12/what-is-universal-basic-income-basics> (Accessed on April 23, 2024)

EXECUTIVE SUMMARY

The poverty rate in Los Angeles County (LA/County) is 15.5 percent according to a 2023 study.⁶ ⁷ LA is the unfortunate leader for people experiencing extreme financial insecurity.⁸ With a population of nearly ten million people, this means there are approximately one and a half million county residents residing in economic uncertainty. Among these people are countless families struggling to make ends meet and put food on the table. There is an urgent need within civic leadership to create and implement new, future-leaning tactics for addressing long term cycles of poverty and its lasting effects. Many of ‘the working poor’ require outside assistance to buy essentials; let alone the economic instability brought on by the COVID-19 pandemic in 2020.

COVID and the subsequent “safer-at-home” emergency lockdown had many residents of the County out of work or in unstable economic situations. The Federal government provided supplemental income for out-of-work adults of working age. Poverty, social welfare benefits and how local governments could better support their constituents rose to the top of public conversation.

The County’s Board of Supervisors (BOS) used the momentum of this unconventional conversation to try a new approach when dealing with the very real impacts of poverty. In May 2021, the BOS passed a resolution directing the Chief Executive Officer (CEO) to assemble, fund and provide administrative services for creating pathways to directly impact the County’s poorest residents.⁹ The Poverty Alleviation Initiative (PAI) is able to carry out these directives by advocating for productive policies at the local, State, and Federal levels; improving access and experiences for people obtaining County services; and solidifying relationships with existing community assets and strategize ways for these to be strengthened and expanded.¹⁰ The most unique charge PAI has, and the focus of this report, the administration of the county’s own guaranteed BASIC income (GBI) initiative, BREATHE: Los Angeles County’s Guaranteed Basic Income Experiment (BREATHE).

GBI programs, like BREATHE, are modeled as short-term pilots and are not meant to be an ongoing or a sustainable source of supplementary income for the people involved.¹¹ The data and outcome metrics collected during the duration of the program contributes to the development of a partnered research project. Further, the data will contribute all findings to a larger argument for widespread GBI adoption at the Federal level. BREATHE’s research component is operated by the University of Pennsylvania (UPenn).

⁶ *The Public Policy Institute of California is the leading non-profit, non-partisan ‘think tank’ for research and development in key policy issues throughout the state.* <https://www.ppic.org/about-ppic/> (Accessed March 27, 2024)

⁷ US Census Bureau, *Quickfact Page: Los Angeles, California*, 2020-2023.

<https://www.census.gov/quickfacts/fact/table/losangelescountycalifornia/PST045223> (Accessed March 27, 2024)

⁸ <https://www.kcrw.com/news/shows/zocalos-connecting-california/pandemic-inequity-poverty-los-angeles>

⁹ LA County BOS Resolution, Agenda Item 20 – Establish a LA County Poverty Alleviation Policy Agenda & creating Countywide GBI program) May 21, 2021.

¹⁰ Los Angeles County Office of the CEO, *Poverty Alleviation Initiative: Our Approach*, 2024.
<https://ceo.lacounty.gov/pai/>

¹¹ Many Interviews with Poverty alleviation Initiative Staff members.

The County (and other local municipal jurisdictions) can use the findings generated from BREATHE to learn more about the true impacts of access to an unrestricted stipend. There are very real implications GBI can have on a person's emotional and mental wellbeing, their ability to access productive resources, and how a short-term boost of support can affect a person's overall stability.¹²

BREATHE launched on March 31, 2022 and is expected to conclude in May 2025.¹³ This Report will analyze the program's implementation, how funding sources can effect data, the long term effects (if any) of GBI models on impacted communities, and identifying room for potential improvements if and when running future models. The Committee also evaluates similar GBI initiatives administered elsewhere in the State of California as a reference to pros and cons of a program's parameters. Given the enormity of the poverty problem in the County it is encouraging to see local leadership addressing inventive economic models with an open-mind.

BACKGROUND

Free government money, given to residents *no strings attached*, first entered the wider public consciousness during the 2020 United States presidential election campaign season. Presidential candidate Andrew Yang proposed a Federal adoption of a Universal Basic Income (UBI) model to replace antiquated social welfare programs. UBI was his key campaign promise.¹⁴ Although he eventually withdrew from the race, the conversation surrounding UBI programs and their implications only got started. In the State of California, proposals for pilot programs using more effective methods to evaluate the potential of "free money" programs. All the pilot studies implemented in the State, to date, have used a Guaranteed Basic Income framework.

Guaranteed Basic Income (GBI) distributes money to supplement a person's existing income in order to reach a **guaranteed minimum** income amount. This is in contrast to Universal Basic Income (UBI), where a fixed amount is provided to all adults, regardless of wealth or income status.¹⁵ UBI has a high initial cost and would be funded by a big tax bump nationwide in order to cover the creation and implementation of administrative functions and program operations.¹⁶ Comparatively, GBI can be designed to replaces other social welfare programs and benefits with the intention to efficiently reduce overall government spending. In theory, GBI are cheaper to manage than existing allowances because of the significant reduction in administrative work to operate the program.¹⁷

¹² Ibid.

¹³ Ibid.

¹⁴ Yang 2020. *The Freedom Dividend*. 2020. <https://2020.yang2020.com/policies/the-freedom-dividend/>

¹⁵ Charles Towers-Clark. Forbes. *Should Only the Rich be Allowed Purpose?* April 18, 2024. <https://www.forbes.com/sites/charlestowersclark/2023/04/18/should-only-the-rich-be-allowed-purpose/?sh=6ae84d0f10d9> (Accessed April 23, 2024)

¹⁶ <https://www.procon.org/headlines/universal-basic-income-top-3-pros-and-cons/>

¹⁷ <https://ace-usa.org/blog/research/economic-policy/universal-basic-income/#:~:text=UBI%20would%20likely%20cost%20less,cost%20for%20those%20in%20need.>

GBI pilots usually have a program run between one to three years.¹⁸ This allows the researchers overseeing the study to collect a statistically significant amount of data to analyze a program's results. Currently, all GBI are categorized as research projects or studies. They are experimental and are not meant to provide participants long term financial support solutions. Each GBI pilot is designed to target a different demographic and have different expected outcomes. They all generate operate off of the following a hypothesis:

“If people are given a guaranteed, unconditional direct cash transfers per month by the government, or a quasi-government agency, for a set duration of time to “carefully chosen” residents, regardless of their earnings or employment status; this extra, free money may help the household to survive another month of bills and other obligations.”¹⁹

GUARANTEED BASIC INCOME IN LA COUNTY

On May 18, 2021 the LA BOS approved a motion by Supervisor Holly Mitchell and Supervisor Sheila Kuehl by a 4-1 vote to establish a guaranteed income Pilot Program (Agenda Item 20 – Establish a Los Angeles County Poverty Alleviation Policy Agenda and Creating a Countywide Guaranteed Income Program) within this Poverty Alleviation Initiative. This was to be completed within 30 days after the vote and was to include *at least* 1,000 County residents. The program was to be funded for three years with an income support of at least \$1,000 per month. (The dollar amount was determined using best practices from other jurisdictions.)²⁰ The Board directives to the CEO were as follows:

1. *Identify appropriate funding and administrative support to provide \$1,000 per month to 1,000 County residents for three years;*
2. *Work with appropriate experts to design the pilot experiment based on best practices from other jurisdictions;*
3. *Identify the target population to be served by the pilot;*
4. *Develop an academically-recognized method of qualifying and selecting the pilot program participants;*
5. *Engage community organizations, advocates, and service providers to support the program.*

The subject matter expert consultants were tasked with advising on the appropriate mechanisms to disburse funding; conduct research throughout the duration of the pilot; and analyze the impact and efficacy of the pilot on the target population at its completion. This program, **BREATHE: LA County's Guaranteed Income Program** was launched on March 31, 2022.²¹

PILOT PROGRAM PARAMETERS AND RESEARCH

The BREATHE Program selected one thousand individuals from census tracts with median income below the median income for the County. In many Committee interviews, we asked how applicants were selected, but no one was able to give a concrete answer. We found that the

¹⁸ Many Interviews with Poverty Alleviation Institute Director and staff.

¹⁹ Interview with the Executive Director of PAI. September 8, 2023, Stanford Basic Income Lab <https://basicincome.stanford.edu> ; Center for Guaranteed Income Research <https://www.pennncgir.org>

²⁰ “What can COVID relief do for families?”; Erika Smith; LA Times 3/14/21

²¹ LA County BOS Motion, [Item #?], *BREATHE: LA County's Guaranteed Income Pilot Program*, May 18, 2021

randomization process PAI and UPenn used to select the participants was not well-defined. The program's scope of work was to evaluate the economic, social and unintended outcomes for the pilot's participants by providing a supplemental, non-taxed income stipend of one thousand dollars per month with no strings attached. The program is funded to last three years from June 2022 to May 2025. An evaluation of this research effort will be done within a year after the conclusion of the program, which is sometime in 2026.

When the application process began, the BREATHE administrators observed an unexpected response to the initial invitation to apply. Approximately one hundred and eighty thousand County residents signed up for consideration in the study. Over ninety-five thousand people applied on the very first day of open enrollment.²² The applications were submitted directly to UPenn and those qualified for inclusion were then selected at random. *When* or *how* one applied had no impact on the selection process.²³

After the treatment group (those receiving the thousand-dollar stipend) assembled, a control group was put together. The controls are expected to complete periodic surveys and engage in interviews about their well-being state-of-mind so that the information collected may be compared to the treatments, who will be subjected to the same questions, and help researchers to determine whether the program was effective.²⁴

Another way of saying the same thing is that while the benefits of GBI programs have been documented, this independent research project will be “tailored-made” to study the effects specific to the needs of low income residents living and working locally. The County and other municipal jurisdictions can learn about the project's impact on the economic stability of a household and their emotional well-being.²⁵

QUALIFICATIONS FOR CONSIDERATION:

- be at least 18 years old,
- A resident of the County's census tracts,
- Earn below the Area Mean Income (AMI) for single applicants and below 120% of the AMI for families of two or more individuals,
- The applicants were negatively impacted by COVID-19 and
- Not enrolled in another guaranteed basic income program such as the City of Los Angeles' BIG LEAP or the City of Compton's Compton Pledge.

²² Ibid.

²³ Los Angeles County's Guaranteed Income Project Research & Evaluation Plan (Handout) from PAI (Received September 2024.)

²⁴ Los Angeles County's Guaranteed Income Project Research & Evaluation Plan (Handout) from PAI (Received September 2024.)

²⁵ Interview with the Director of PAI on October 13, 2024.

INCOME REQUIREMENTS FOR APPLICANT ELIGIBILITY

Number of Persons Residing in Your Household	Maximum Annual Household Income Amount*
1	\$56,000
2	\$76,800
3	\$86,400
4	\$96,000
5	\$103,700
6	\$111,350
7	\$119,050
8**	\$126,700 **

* *These amounts are for your pre-tax or gross income.*

** *For every additional member of your household above 8, add another \$7,700.*

The goals of the program are to provide financial relief, expand the research into various guaranteed basic income programs, reform government policy related to poverty alleviation, transform how local governments can serve constituents better, connect households to a social safety net, and make more opportunities to raise generational wealth.²⁶

BREATHE: LA COUNTY'S GUARANTEED INCOME PROGRAM

BREATHE pilot program is set to run from June 15, 2022 through May, 2025 (exact end date is yet to be determined).²⁷ One thousand County individuals are currently receiving \$1,000 per month, dispersed monthly over the duration of the program and two thousand individuals in the control group. The BREATHE money can be spent anyway applicants like.²⁸ The program's administration and data analysis is overseen by the UPenn's Center for Guaranteed Income Research lab. An evaluation of this research effort will be completed and published within a year after the BREATHE'S conclusion, which projected to be released sometime in 2026.²⁹

The application period for potential applicants interested participating in the BREATHE program filled out an application composed by the researchers submitted an application for which the specific questions are considered proprietary by the UPenn.

The random process by which the recipients were selected, was not defined clearly to LA County residents. During our investigation, our Committee found that this was because the study needed to be secret to prevent outside influence from affecting the study's outcomes.

²⁶ <https://guaranteedincome.us/los-angeles-county>

²⁷ Many Interviews with Poverty Alleviation Initiative staff members.

²⁸ UPenn Center for Poverty Alleviation. *Pilots-BREATHE*. 2024. <https://www.pennagir.org/pilots> (Accessed April 24, 2024)

²⁹ Ibid.

METHODOLOGY

To properly evaluate LA County’s BREATHE GBI pilot project, the Committee took a *deep breath* of our own, and dove into an investigative comparison review of four recent, major GBI research programs implemented throughout California. The studies were set in the City of Stockton (Stockton Economic Empowerment Demonstration), the City of Oakland (Oakland Family Resilience), the City of Los Angeles (BIG LEAP) and the City of Compton (Compton Pledge).³⁰ Each GBI model had unique characteristics meant to target specific, unique population data sets. Studying these four most similar GBI models gave our Committee a basis for understanding the design, systematic groupings, functional order, & hierarchic flow for comparison to the County’s pilot model.

There were also similarities between the programs that mirrored BREATHE’s participant parameters for inclusion.

BREATHE began in 2020 and adjusted as necessary as the pilot progressed. PAI and UPenn will finish the study in 2025. Once it concludes, researchers can then use all corresponding data and evaluate the outcomes of the program for any strengths and weaknesses against a control group. The Committee hopes that the benefit BREATHE was able to provide during the two years of its run was able to springboard the participating families into a more economically secure future.

Because the study is still ongoing, results should be released to the public in 2025,³¹ it was necessary for the writing of this report to have access to a County source with a deep knowledge and understanding of BREATHE’s administrative duties and research objectives. We found our “in”, with the Director of PAI, and “picked” their brain extensively.

Between September 2023 and March 2024, the Committee worked closely with the Director to truly understand the goals BREATHE was meant to reach. Their knowledge and responsiveness was an invaluable help when creating the outline for this Report. When a new Director was appointed, we created another open channel of communication, which was also such a helpful resource, to find out their vision for the future of GBI initiatives and updates on the ongoing pilot.

The Committee also spoke with a sociology professor at USC who also worked on the research component for the City of LA’s BIG LEAP GBI pilot. He not only worked on the research, but was participating as a volunteer mentor as part of a totally separate GBI pilot running elsewhere in the State. The researcher unique perspective helped shape the Committee’s understanding of how exactly GBI programs can fit into long terms solutions for local government.

³⁰ 33 Basic and Guaranteed Income Programs Where Cities and States give Direct Payments to Residents no Strings Attached, Business Insider (December 16, 2021) <https://www.businessinsider.com/how-many-ubi-guaranteed-basic-income-programs-us-citizens>

DISCUSSION

Reducing Poverty

LA County is the largest county by population in the state. It has the highest poverty rate (15.5 percent) and therefore has more people leaving at poverty than any other county in California.. By comparison, San Diego County has the second highest poverty rate at fifteen percent.³²

The poverty data from PPIC mirrors the findings of the United States Census Bureau's supplemental poverty measure, which also placed California's poverty rate at 13.2 percent for the between 2020-2022.³³ Compare this to the national average of 9.8 percent during the same time period.³⁴

PPIC, in collaboration with researchers from Stanford University's Center on Poverty and Inequality, used statistical analysis to measure an individual's income earned in a specific area against the average cost of necessities (these include rental payments and grocery bills) in that same area.³⁵ ³⁶ These figures, once extrapolated, determine the dollar amount that qualifies a person as being very low income. Income earned is adjusted for the cost of living.

COMPARING CALIFORNIA'S STATEWIDE GBI INITIATIVES

Stockton Economic Empowerment Demonstration (SEED) | 2022-2023



Only a few policy ideas have the potential to disrupt racial wealth gaps or cycles of poverty. GBI is the most radical; its promise depends on how it's presented, its design, and the public narrative. In various guises, GBI has gained attention in policy circles, and field demonstrations have been mounted worldwide.. And though various GBI schemes differ

in their details, all provide unconditional money to participants, with no work requirements or limitations on how the funds may be used. This model is markedly different from contemporary US welfare programs, which tend to have strict requirements and limitations.³⁷ That's why the *Stockton Economic Empowerment Demonstration*, or SEED, implemented in an ethnically diverse community of 324,888 residents experiencing high rates of poverty and racial income disparities, is such an intriguing program.³⁸

³²

Census.gov/quickfacts/fact/table/losangelescountycalifornia,miamidadecountyflorida,sandiegocountycalifornia/BZA115221

³³ US Census Bureau 2022

³⁴ Ibid.

³⁵ <https://inequality.stanford.edu/>

³⁶ To learn more about how these costs are determined, please visit:
https://www.epi.org/publication/books_howmuch/

³⁷ <https://www.cdss.ca.gov/getinfo/faq/faqsprogram.html>

³⁸ The Public Policy Institute of California (PPIC) devised an updated poverty threshold that takes into account costs and standards of living on a regional level, called the California Poverty Measure (CPM). As of Fall, 2021, the poverty

In 2020, the City of Stockton, California's Mayor Michael Tubbs, brought into fruition the nation's *first*, city-led GBI initiative. The SEED pilot was supported entirely through philanthropic funding sources. No public money was used.³⁹ One hundred and thirty residents were randomly selected citywide where the median income was at or below \$46,033. Participants in the pilot received five hundred dollars per month over the duration of eighteen months. There were *no strings attached* on how this money was to be spent.⁴⁰ The research evaluation for SEED was overseen by two head researchers, Dr. Stacia Martin-West of the University of Tennessee, and Dr. Amy Baker of UPenn.⁴¹ An expert team is investigating all sorts of potential consequences from work effort to health, civic engagement to financial wellbeing.⁴²

SEED was meant to illustrate that any poor or economically disadvantaged individual given 'free money' through a GBI initiative can be trusted to make the best financial decisions for themselves and their families. A controversial idea with the capacity to address deep-rooted racial and economic inequalities.⁴³ Financial incentives can be a powerful force for change and there is no greater incentive than financial security and job security.

Critics were worried that when something (like "free money") comes easy, it is easily taken for granted. And while it would be nice to believe otherwise, giving cash handouts to everyone would incentivize them to put out less and less effort.⁴⁴

By removing the financial incentive to work, the state is encouraging idleness, something contrary to the entrepreneurial spirit so deeply woven throughout our country's history. Critics argue that providing a GBI might remove the motivation to work, as individuals may simply rely on basic income instead of seeking employment. This may lead to a possible decline in economic productivity.⁴⁵

rate in San Joaquin County is 7.7% (+/- 1.5). The number of people in poverty is 57,300 (+/- 11,400). The child poverty rate is 4.1% (+/- 2.0). Lastly, the poverty (CPM) threshold for a family of four that is renting is \$31,398.

Isaiah Anderson. San Joaquin Council of Governments California. *Poverty*. 2024.
<https://www.sjcog.org/388/Poverty> (Accessed on April 23, 2024)

³⁹ Rachel Treisman. KQED. NPR. *Like Being Able to Breathe: Stockton's UBI Experiment Paid Off*. March 5, 2021.
. <https://www.kqed.org/news/11863446/like-being-able-to-breathe-stocktons-universal-basic-income-experiment-paid-off-study-finds> (Accessed on April 23, 2024)

⁴⁰ CBS News. *Basic Income Program Put to Test in Stockton*. CBS News. June 14, 2019.
<https://www.cbsnews.com/news/basic-income-program-put-to-test-in-stockton-california/> (Accessed on April 23, 2024)

⁴¹ <https://sp2.upenn.edu/center-for-guaranteed-income-research-recently-launched/> (Accessed on April 24, 2024)

⁴² Ibid

⁴³ <https://www.npr.org/2021/03/04/973653719/california-program-giving-500-no-strings-attached-stipends-pay>

⁴⁴ NPR. All things Considered. *Martin Luther King Jr.'s Vision For Economic Justice*. January 18, 2021.
<https://www.npr.org/2021/01/18/958120759/martin-luther-king-jr-s-vision-for-economic-justice>

⁴⁵ <https://articles.wordpress.ncsu.edu/2023/12/13/unraveling-universal-basic-income-pros-and-cons-explored/>

Oakland Resilient Families (ORF) | 2021-2022



Beginning mid-July 2021, three hundred people living in the poorest-designated neighborhood of East Oakland, California received their first monthly untaxed, unrestricted cash transfer of \$500.00.⁴⁶ They were participants in Phase 1 of one of the largest basic income pilot programs in the nation, Oakland Resilient Families (ORF). ORF was the city's novel take on guaranteed basic income (GBI). The eighteen

month study, deployed in two phases containing three hundred families each, was designed to evaluate the effect supplemental income received by high-need, minority-identified Black, Indigenous People of Color (BIPOC) works to "eliminate racial wealth inequality."⁴⁷

When the call for applications was announced on March 23, 2021, Mayor Libby Schaaf made clear that ORF was only accepting applications from BIPOC families. The program drew criticism for centering race as the main qualifier for project inclusion; low-income White and Asian applicants were purposefully excluded from consideration. After reviewing the methodology ORF used for this project, a more nuanced reasoning for choosing the sample population was able to unfold.

ORF used California's first GBI program, SEED, which completed in 2020, as a model framework. To align ORF's goal of wealth realignment for low-income BIPOC, the researchers used Census data to hone in on the area of Oakland experiencing the highest level of poverty.⁴⁸ It was found that within one square block resided the perfect sample population for ORF's goals; the people living in this one small area were at the intersection of extreme poverty and everyone was BIPOC-identifying.⁴⁹

COMPTON PLEDGE (City of Compton) | 2021-2022



A Community's Vision for Freedom. Out of the City of Compton's 95,000 recorded residents, 30% are Black and 68% of are Latino. The city structural inequalities in welfare provision have left more than 1 in 5 living below the poverty line.⁵⁰

The pandemic's devastating effects in 2020 left a further one in five residents unemployed, and many became underemployed. Residents of Compton

⁴⁶ [Oaklandside.org/2023/04/11/whats-next-for-oaklands-guaranteed-income-program](https://oaklandside.org/2023/04/11/whats-next-for-oaklands-guaranteed-income-program) (April 11, 2023); <https://guaranteedincome.us/Oakland> ; [Oaklandca.gov/news/mayor-schaaf-announces-guaranteed-income-pilot-oakland-resilient-families](https://oaklandca.gov/news/mayor-schaaf-announces-guaranteed-income-pilot-oakland-resilient-families)

⁴⁷ [Oaklandca.gov/topics/oaklands-guaranteed-income-pilot-oakland-resilient-families](https://oaklandca.gov/topics/oaklands-guaranteed-income-pilot-oakland-resilient-families), guaranteedincome.us/about

⁴⁸ [Oaklandca.gov/news/mayor-schaaf-announces-guaranteed-income-pilot-oakland-resilient-families](https://oaklandca.gov/news/mayor-schaaf-announces-guaranteed-income-pilot-oakland-resilient-families)

⁴⁹ <https://www.newsweek.com/fact-check-oakland-poverty-500-checks-1579070> (March 26, 2021) Newsweek

⁵⁰ Erika D. Smith. LA Times. *Why Compton's Guaranteed Income Program Matters During COVID*. January 15, 2021. <https://www.latimes.com/california/story/2021-01-15/compton-pledge-guaranteed-income-essential-worker-covid-coronavirus-stimulus> (Accessed April 24, 2024)

widely face chronically low wages. Housing assistance is at capacity, with waiting lists closed.⁵¹ As COVID cases continued to surge nationwide a conversation on systematic racial imbalances showcased a dire need for change. Mayor Aja Brown recognized the pivotal role a GBI initiative could take for her residents struggling to break free from COVID instability and generational cycles of poverty. The Compton Pledge pilot program began in late 2020, with recruitment continuing through March 2021.

Brown ran the Pledge in partnership with the Director for the Fund for Guaranteed Income, Dr. Nika Soon-Shiong. The mission of this pilot was to demonstrate investment in, "the economic self-determination of a community disproportionately affected by COVID-19 as well as a pervasive pall that was casted over its collective head of the city after decades of police brutality and poverty."⁵²

Compton Pledge guaranteed recurring cash transfers between three hundred and six hundred dollars per a month (or between nine hundred and eighteen hundred dollar quarterly payments) to eight hundred "pre-verified" and 'randomly-chosen' residents for two years.⁵³ Anonymous private donors bankrolled the program with \$9.2 million.⁵⁴

All low-income residents of Compton were eligible for consideration, including anyone with undocumented status, formerly incarcerated, and anyone otherwise ineligible for existing social welfare programs. No personal identifying information was required during the submission process and a social security number was not required to receive a cash payment if accepted into the pilot program. Once the potential list had been narrowed, the final eight hundred recipients were randomly chosen from the most accurate list of residential addresses in Compton, with input from the city and many community-based organizations.

The directors of the pilot (The Mayor, Dr. Soon-Shiong) worked with community-based organizations to complement the potential candidates with individuals who often fall outside of governmental resources. Then, they selected randomly from those lists of qualifying low-income households. Despite widespread media coverage in local and national news outlets, Compton's enrollment, like many pilots, required a careful process to build trust through local partners, and many town halls and in-person appearances. For Compton Pledge, transparency was critical to maintain the community's trust. It was crucial to make *very clear* to everyone living in Compton how the program's participants would be selected.

The variation in disbursing amounts varied depending on members of a participant's household and how many children were claimed as dependents. Another variable the researchers were interested in was frequency of payments; half of the recipients were given three hundred to six

⁵¹ Compton Pledge. *Compton Pledge Fact Sheet*. 2020. https://comptonpledge.org/wp-content/uploads/2020/12/Compton-Pledge-Factsheet_Final_3.pdf

⁵² Compton Pledge Fact Sheet

⁵³ 2023 Implementing the Compton Pledge f4gi.org/app/uploads/2023/06/2023-Implementing-the-Compton-Pledge.pdf ; Erika D. Smith LA Times *Just when they need it most, 800 Compton residents are about to get free money* (Jan. 15, 2021) [latimes.com/California/story/2021-01-15/Compton-pledge-guaranteed-income-essential-worker-covid-coronavirus-stimulus](https://www.latimes.com/California/story/2021-01-15/Compton-pledge-guaranteed-income-essential-worker-covid-coronavirus-stimulus)

⁵⁴ "Why Compton's guaranteed income program matters during COVID" Erika Smith LA Times 1/15/21

hundred dollars per month and the other half received between nine hundred and eighteen hundred dollars quarterly. Everyone participating in the study received thirty-six hundred dollars perennially.⁵⁵

The Researchers administering the Compton Pledge wanted to create GBI policy frameworks for future pilots. The research aimed to assess which parameters produced the best research data. Empirical evidence seems to indicate that the added money helped to reduce income volatility.⁵⁶ It also enable many to take the opportunity forre-training for advanced work and allowed participants to have better control over their time and decision-making. Further, the program improved the recipient's psychological and physical well-being and provided more time to socialize and spend time with children.⁵⁷

Pledge transfers continued over a two-year period. Every six months, preliminary findings were made available as the Community Advisory Council weighs in on how to ensure the initiative best serves the community.⁵⁸ Our Committee was impressed that there was an independent oversight body involved with the administration of the Pledge pilot.⁵⁹ The Advisory Council was able to give interim reports to the stakeholders (residents) living in Compton.

The Compton Pledge project was an extraordinary effort by the native folks to run a seamless operation benefiting its own community. And it appears that the results have shown to be absolutely *marvelous!* Over two years, the program disbursed \$9.3 million with a 99.9 percent delivery success rate to eight hundred families, which covers seventeen hundred and eighty beneficiaries.⁶⁰ Ninety five percent of funds given directly to recipients, incurring low administrative overhead.⁶¹ With what available empirical data or anecdotal accounts our Committee has found that the added money was able to, in some small part, help the recipients in some tangible way. The Compton Pledge pilot is a model for future outreach operations of this kind that pursue economic opportunities for all.

⁵⁵ Erika D. Smith. LA Times. *Why Compton's Guaranteed Income Program Matters During COVID*. January 15, 2021. <https://www.latimes.com/california/story/2021-01-15/compton-pledge-guaranteed-income-essential-worker-covid-coronavirus-stimulus> (Accessed April 24, 2024)

⁵⁶ Compton Pledge. *2023 Implementing the Compton Pledge*. June 16, 2023. (p.5) <https://f4gi.org/app/uploads/2023/06/2023-Implementing-the-Compton-Pledge.pdf> (Accessed May 1, 2024)

⁵⁷ Basic Income Earth Network. *The People's Pledge: Building Guaranteed Income as Communities' Vision for Freedom in California*. March 15, 2023. <https://basicincome.org/news/2023/03/the-peoples-pledge-building-guaranteed-income-as-communities-vision-for-freedom-in-california/> (Accessed on May 1, 2024)

⁵⁸ Ibid.

⁵⁹ comptonpledge.org/advisory-council

⁶⁰ 2023 Implementing the Compton Pledge f4gi.org/app/uploads/2023/06/2023-Implementing-the-Compton-Pledge.pdf

⁶¹ Jason Lalljee. Business Insider. *Compton California GBI Program Fuels Arguments for UBI*. November 23, 2021. <https://www.businessinsider.com/compton-california-guaranteed-income-program-fuels-arguments-for-ubi-2021-11> (Accessed April 24, 2024)

BIG:LEAP

There seems to be a national movement to better understand and address rising economic inequality. There is no better model in the County than the *City of Los Angeles* and its entrenched poverty situation. Then-Mayor Eric Garcetti established the city's GBI program, *Basic Income Guaranteed: Los Angeles Economic Assistance Pilot* (BIG:LEAP) in 2020.

BIG:LEAP's program model was designed to include thirty two hundred city residents who were at least eighteen or older had a minimum of one child (or more), earned less than the Federal poverty level, and had experienced documented hardship due to the COVID pandemic.⁶² The applicants were randomly-chosen (ie, average age thirty eight, median income of eleven thousand dollars; eighty percent female, sixty five percent single, fifty percent Latino and thirty percent Black) from a pool of fifty thousand hopefuls.⁶³

Those that were chosen received one thousand dollars per month for one year, *no strings attached*, regarding how the money was to be spent. Unlike traditional social welfare benefit programs, there was no work requirement for inclusion in the BIG:LEAP study.

To create a control group to compare pilot outcomes, another thirty-seven hundred applicants from the pool were used for 'control group' purposes. The money rolled out January 2022 and stopped on March 25, 2023. In total, \$38.4 million of city funds was disbursed plus admin costs plus thousands of gift cards.⁶⁴

In the aftermath, the LA Times reported on the account of a single mom, who's a freelance cosmetologist, bettered her lot in life by changing direction in her present circumstances to attend nursing school; and a mom of two pre-teenagers invested in a dress shop to make a difference in her life's pathway.⁶⁵ Guaranteed income helped by smoothing out any income volatility with predictability to help achieve economic mobility and calm mind & spirit.

⁶² Aaricka Washington. LAist. *What Happened A Year After LA Launched Its First Cash Assistance Program (And Other Headlines)*. June 1, 2023. <https://laist.com/news/how-to-la/what-happened-a-year-after-la-launched-its-first-cash-assistance-program-and-other-headlines> (Accessed May 1, 2024)

⁶³ BIG:LEAP. Frequently Asked Questions. <https://bigleap.lacity.gov/faq> (Accessed on May 1, 2024)

⁶⁴ Rebecca Plevin. LA Times. *"How are LA guaranteed income recipients faring a year later?"* January 1, 2024 <https://www.latimes.com/california/story/2024-01-12/la-guaranteed-income-are-they-more-financially-secure> (Accessed May 1, 2024)

⁶⁵ Aaricka Washington. LAist. *What Happened A Year After LA Launched Its First Cash Assistance Program (And Other Headlines)*. June 1, 2023. <https://laist.com/news/how-to-la/what-happened-a-year-after-la-launched-its-first-cash-assistance-program-and-other-headlines> (Accessed May 1, 2024)

BREATHE: LA COUNTY'S GBI | 2021- *Ongoing...*

When our Committee was analyzing certain aspects of the original program model, we noticed that the researchers selected applicants at random. To date, there has been zero information released on the exact criteria that was needed to be met by the selected participants. BREATHE was and still is funded with public money, but public transparency has not been met. There is a lack of on-going reporting to the most important stakeholder: LA County residents. We have been told in many interviews that the reason for this is to ensure that the data and outcomes remain uncompromised from outside influences. If the Compton Pledge can report the same information through an Advisory Body, LA County could follow the same path.

During our investigation, we were advised that the BREATHE pilot offered optional supportive services..⁶⁶ However, we find that there should be a reasonable effort by GBI administrators to include life coaching or financial literacy classes. These courses should be made available and potentially mandatory so at the end of the program, the participants are in better shape than when they started.

As of April 2024, the BREATHE pilot is set to serve as a model for any potential permanent programs implemented by the county. According to the program's webpage on the Office of the CEO's website, the first expansion is already green-lit. BREATHE researchers are now working with a GBI program studying the effects of "free money" with the County's former foster youth.⁶⁷ The requirements for applicants is largely the same as the original program with a few slight modifications to target the specific population needed to participate in the study. According to BREATHE:⁶⁸

To be eligible for the expanded program for former foster youth, you must meet all of these requirements:

- Be between 21 years old and under 24 (won't turn 24 until September 1, 2023 or later) when applying
- Be a former Los Angeles County DCFS foster youth who was in care on or after their 18th birthday (AKA "aged out")
- Live in a Los Angeles County neighborhood that falls at or below 100% of the County's Area Median Household Income (AMI)
- Have a household income that falls at or below 100% of the County's AMI, for a single person household

OR

⁶⁶ Many Interviews with Poverty Alleviation Initiative Director and Staff.

⁶⁷ LA County. Office of the CEO. 2024. <https://ceo.lacounty.gov/pai/breathe/> (Accessed on May 1, 2024)

⁶⁸ <https://ceo.lacounty.gov/pai/breathe/>

- Have a household income that falls at or below 120% of the County's AMI for households with two or more persons (see Income Eligibility Table below)
- Have been negatively financially impacted by the COVID-19 pandemic
- Not be currently enrolled in another Guaranteed Income project offered by the County, a city, or other public or private entity (EXAMPLES INCLUDE: Breathe, Long Beach Pledge, West Hollywood Pilot for Guaranteed Income, El Monte Guaranteed Income Program, Miracle Messages, TAYPortunity, or others)⁶⁹

Note: Only one person will be eligible to participate in the project per household.

In previous programs it was found that these guaranteed income programs tend to reduce income volatility, allow recipients to move-up to full time employment, allow participants to be physically and mentally healthier, and created new opportunities for self-determination, making choice, goal setting, and risk taking. It is hoped by programming administrators, UPenn researchers and this Committee, that this GBI iteration program will further the campaign that supplemental income is successful.

There are no plans currently to implement another GBI program in Los Angeles County once the BREATHE program concludes its latest cycle. Collection of data follows with analysis and interpretation to be shared in "a national conversation" All data sets involved with the program's findings and outcomes are meant to contribute to a larger conversation on the national stage. LA County and UPenn intend for the evaluation of BREATHE to further the case for nationwide GBI adoption.

The Committee dares to go boldly where William Shatner's Captain Kirk does not. We are entering into an unknown future, hoping to catch a glimpse of alternate routes for exiting the cycle of poverty.. It is time to take a new approach. BREATHE can be a guide into a future that addresses real needs of LA and empowers the individual to feel supported by local government, and feel a sense of self-sufficiency in making positive financial choices, unimpeded by typical social welfare benefit programs.

⁶⁹ Ibid

FINDINGS

Although the BREATHE program is a pilot research project and is not likely to be repeated under the same conditions without significant changes, the following recommendations are meant to provide guidance for any future GBI initiatives implemented by LA County.

- 5.1 The BREATHE Pilot had a few supportive services offered for participants during the course of the pilot. The services that were offered were optional and did not affect the supplemental payment. UPenn researchers selected applicants for the pilot at random. To date, there has been no information released on the exact criteria that was needed to be met by the selected participants. BREATHE is funded with public money but transparency is lacking of on-going reporting to the most important stakeholder: LA County residents.
- 5.2 BREATHE's success metrics and expected outcome criteria are not publicly defined.
- 5.3 Since this program uses LA County tax payer funds (\$40.8 million dollars), transparency is critical. UPenn insisted that the program remain confidential as it is still ongoing. Their research needed to remain untainted, and therefore no interim reports are scheduled to be released during the length of the program. This also applies to annual overview reports during this same time period. There is *one* report expected to be released in 2026, a year after the pilot's termination.
- 5.4 There are no plans currently to implement another Guaranteed Basic Income program in Los Angeles County once the BREATHE program concludes its latest cycle. All data sets involved with the program's findings and outcomes are meant to contribute to a larger conversation on the national stage. LA County and UPenn intend for the evaluation of BREATHE to further the case for nationwide GBI adoption.

RECOMMENDATIONS

- R5.1 BOS should collect data about how many participants used the income for job training, education and childcare at the end of the program. Any future programs similar to BREATHE that the BOS chooses for their own policy reasons should be part of any success metrics by which to analyze such programs, if any
- R5.2 BOS should disclose the amount of money paid by quarter to date: (a) to the University of Pennsylvania to run and administer the BREATHE program; (b) the amounts paid to the treatment group (those paid, as opposed to the control group); and (c) administrative costs incurred by the County.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R 5.1, R5.2	Los Angeles County Board of Supervisors
R 5.1, R5.2	Los Angeles County Chief Executive Office

COMMITTEE MEMBERS:

Ray Lee, Chair
Irene Shandell-Taylor, Co-Chair
Wayne Dodds
Leslie C. Flores

LOS ANGELES RIVER
Let It Flow, Let It Flow, Let It Flow (NOT!)



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

BOS	Board of Supervisors
CGJ	Civil Grand Jury
DPH	Department of Public Health
DPW	Department of Public Works
EPA	Environmental Protection Agency
LACDA	Los Angeles County Drainage Area (Lower LA River including Rio Hondo Channel, and Compton Creek confluences)
UCLA	University of California Los Angeles
USACE	United States Army Corps of Engineers (Federal)
USC	University of Southern California

EXECUTIVE SUMMARY

The Los Angeles River (LA/River) is a complex *system of systems* in which people, places and the environment coexist. It is not a wild river, located deep in nature, inaccessible, free flowing, and unpolluted. It is not a scenic river, somewhat accessible, but with underdeveloped shorelines and primitive watersheds.¹ It is not used as a commercial waterway, supporting barges and ships like the Mighty Mississippi. *In fact, water in the River is oftentimes less than a trickle!*

The River was not formalized until 1938, in response to repeated flash flooding events throughout the watershed. Federal intervention was requested by local leaders to spearhead the massive public works project. The United States Army Corp of Engineers (USACE/Corps) *channelized* undeveloped creeks and riverbeds into a consistent corridor and efficient method of flood control. They did this by removing the unpredictable path of the earthen riverbed and riverbank and reengineering with cement.^{2 3} By 1960, final infrastructure was completed, and a fully engineered waterway became the River we know today.⁴

The fifty-one-mile system of interconnected waterways are not a single-use corridor, but an interdependent network of tangible community resources.⁵ Again, it is not a wild river, a scenic river, not used as a vehicle for commerce, and not even a river that has continuous moving water. The LA River Master Plan (Master Plan), released in 2022 by the Department of Public Works (DPW) has declared the River to be a recreation river, and a place for all County residents to access and make use of.⁶

The Master Plan lays out an extremely robust and extensive strategy for system-wide redevelopment, however, the reality is that not all segments are maintained equitably. Economically disadvantaged and historically underserved municipalities within the County do not have access to the same funding and resources for upkeep. Community support and advocacy (*or apathy*), urgency of local leadership's political will, and less generation of municipal tax dollars are not the only factors working against neglected areas. Much like how the River's main artery, tributaries, sloughs and watershed create a *systems of systems*, the jurisdiction, ownership, rights and maintenance are also arranged as an interconnected *system of systems*. Federal, State, County, municipalities, special districts and special interest groups all contribute as stewards of the waterways.

Overlapping responsibilities can create confusion when working cross-sector. Inter-agency refusal to cooperate, lack of accountability and willingness to collaborate may lead to routine duties and

¹ National Parks Service. What We Do. *What are Wild and Scenic Rivers?* 2024.

<https://www.nps.gov/orgs/1912/what-are-wild-and-scenic-rivers.htm> (Accessed April 26, 2024)

² <https://larivermasterplan.org/about/background/river-miles-and-river-rulers/> (Accessed on April 29, 2024)

³ *Channelized*: (verb) to straighten by means of a channel. <https://www.merriam-webster.com/dictionary/channelize>

⁴ US Army Corps of Engineers. Los Angeles River. 2024. <https://www.spl.usace.army.mil/Missions/Asset-Management/Los-Angeles-River/> (Accessed on April 30, 2024)

⁵ LA River Revitalization. LA River Resources. Explore LA River. 2024. <https://lariver.org/explore-la-river> (Accessed April 26, 2024)

⁶ Department of Public Works. LA River Master Plan. *Goals*. 2022. <https://larivermasterplan.org/> (Accessed April 30, 2024)

priority initiatives to stall, draw out project timelines, and even get dropped altogether. No one entity should simply *pass the buck* for river projects. As a result, the River is an assemblage of disparate sections which lack uniformity of purpose and do not reflect the overall scheme of the Master Plan.

Our Committee, acting as part of the 2022-2023 LA County Civil Grand Jury has tried to honor the enormous complexity surrounding the LA River and how that complexity can translate into an Investigative Report. We found that narrowing focus to determine how questions of ownership, jurisdiction and political work alongside or against policies that historically have ignored the River system's importance as a component to sustainable municipal infrastructure.

The purpose of this Report is to determine which agencies or organizations are responsible for the upkeep of the River. This encompasses removing debris such as garbage, rubble, abandoned cars, bicycles, computers, appliances and other waste. A large portion of the LA River is pristine and not polluted at all. Nevertheless, various parts of the system are soiled, polluted and potentially hazardous. Our Committee determined that Compton Creek, located in the municipalities of the City of Compton, Unincorporated LA County (Rancho Dominguez) and the City of Long Beach. Pollutants such as algae, oils, pesticides and other chemicals are also contaminating the Compton Creek.

BACKGROUND

For millennia, seismic shifting and rain waters washed down from the mountains to the northwest and east of what is now LA County, the floodwater carving free-flowing pathways toward the Pacific Ocean ultimately formed the LA River Basin.⁷ The main channel worked its way down from the Ventura-Los Angeles County border eastward through the San Fernando Valley, then making a sharp right handed ninety-degree turn around Glendale then heading straight down to the River's mouth letting out to the ocean in Long Beach.⁸ As the river water flows southward, passing the County's topography changes from mountainous down into a basin which spreads out into a large relatively flat, open plain.⁹

The full reach of the LA River is called its *watershed*. At eight hundred twenty-four square miles, the River's watershed clocks in as one of the largest in the regions.¹⁰ Watersheds contain the total area within a shared water system that collects landscape drainage and rainfall run off. Watersheds are comprised of surface waterways like streams, underground aquifers, and drainage areas that

⁷ Department of Public Works. LA River Master Plan. *Natural History: Basin Formation, River Hydrology, and Native Species*. 2022. <https://larivermasterplan.org/about/river-history/natural-history-basin-formation-river-hydrology-and-native-species/> (Accessed April 26, 2024)

⁸ See Exhibit map of county river system

⁹ Department of Public Works. *Los Angeles Flood Control District. History of the LA River*. 2024. <https://ladpw.org/wmd/watershed/LA/History.cfm> (Accessed on April 26, 2024)

¹⁰ CA State Water Resource Control Board. *Los Angeles River Watershed*. Undated Web Page. https://www.waterboards.ca.gov/rwqcb4/water_issues/programs/regional_program/Water_Quality_and_Watersheds/los_angeles_river_watershed/la_summary.shtml (Accessed April 26, 2024)

feed into common bodies of water.¹¹ When waterways are clean, natural habitats are restored, floodwaters are controlled, and local communities can depend on a watershed's effectiveness. If the watershed is contaminated with naturally occurring or manmade pollutants, communities can be greatly impacted for generations to come.

Historically, the large, violent winter rainstorms would run in torrents down from the mountains and then dissipate throughout the southern part of the County as these rushing waters met the flood plain. Every year, heavy precipitation fell and the amount of water in streams and channels swelled far beyond the amount found during dry conditions. The annual water cycle continues to this day. As of 2024, the rainy season in the LA Basin typically falls between November and April.¹² On average, the County receives about 14.5 inches of rainfall per year with all runoff and drainage entering the River system.¹³ Flooding was expected, and the environment adapted to the River's large *watershed*. The ecosystem of prehistoric LA was considered a *coastal prairie*.¹⁴ A coastal prairie supports a habitat of interconnected networks of dense plant life and extensive vernal pools (*seasonal wetland areas*).

Indigenous people learned to live with fluctuations of this ecosystem and knew where to settle during the dry season and at what point in the year it was time to move. But property lines and plat maps documenting the development of the region, as it transformed from Mexico to territory transferred to the United States in 1848 to Statehood in 1950, do not recognize ecosystems.¹⁵ As a result, Los Angeles County, as it grew from sparsely populated to the most populated county within the United States and economic power, has been dealing with the ramifications of being fixed in place by development, rather than simply moving encampments to avoid flooding.¹⁶ Simply, floods kill people and damage property.

Los Angeles experienced a series of floods during rainy seasons that resulted in increasingly larger numbers of deaths and property damages.¹⁷ The Los Angeles County Flood Control District was established in 1915.¹⁸ In 1938, Los Angeles experienced its "largest most damaging" flood.¹⁹ As

¹¹ Los Angeles Council for Watershed Health. *What is a Watershed?* 2024. <https://lasgrwc2.org/> (Accessed April 26, 2024)

¹² Los Angeles Almanac. All Almanac Topics. Weather. *Monthly Rainfall by Season*. 1877-2024. <https://www.laalmanac.com/weather/we08aa.php> (Accessed April 29, 2024)

¹³ This is the average as calculated overall years of available rainfall data. *Keep in mind that a few seasons of high rainfall skew the average upwards.* The current "normal" or average seasonal precipitation for this station, updated on May 4, 2021, is 14.25 inches, based upon the 30-year average for 1991 through 2020.

Los Angeles Almanac. All Almanac Topics. Weather. *Total Seasonal Rainfall (Precipitation) vs. Historical Seasonal Average*. 1877-2024. <https://www.laalmanac.com/weather/we13.php> (Accessed April 26, 2024)

¹⁴ Rudi Mattoni and Travis R. Longcore. CA Botanists Inc. University of California Los Angeles, Dept. of Geology. *The Los Angeles Coastal Prairie-- A Vanishing Community*. Reprinted from CROSSOMA23 (2). Autumn-Winter 1997. <https://www.urbanwildlands.org/Resources/MattoniLongcore1997lores.pdf>

¹⁵ *California became a state in 1850.*

https://www.parks.ca.gov/?page_id=23856#:~:text=In%201849%2C%20Californians%20sought%20statehood,state%20on%20September%209%2C%201850. (Accessed on April 30, 2024)

¹⁶ Los Angeles County Department of Public Works, *LA River Master Plan* (June 2022), pp.80-81.

¹⁷ Department of Public Works. *LA River Master Plan*. 2022. (pp. 78-79). <https://larivermasterplan.org>

¹⁸ *Ibid.*, p. 80.

¹⁹ LA River Master Plan (p.17)

a result, the USACE engineered the concrete channels into an organized flood control system that exists to this day.²⁰

The County established the Flood Control District in 1915 and reports to the Board of Supervisors (BOS). Operational duties are split with DPW. Current District duties include overseeing. Flood-protection, water conservation, and opportunities to enhance recreation and aesthetic aspects of the River system and watershed.²¹ From the DPW website:

*“The Flood Control District encompasses more than 2,700 square miles and approximately 2.1 million land parcels within 6 major watersheds. It includes drainage infrastructure within 86 incorporated cities as well as the unincorporated County areas. This includes 14 major dams and reservoirs, 483 miles of open channel, 27 spreading grounds, 3,330 miles of underground storm drains, 47 pump plants, 172 debris basins, 27 sediment placement sites, 3 seawater intrusion barriers and an estimated 82,000 catch basins.”*²²

Historical records indicate that a total of seventeen floods occurred between 1815 and 1938, calling for the river to be tamed, especially in light of an influx of transplants to the area.²³

CHANNELIZATION

“The Los Angeles River is small but mean. People who don't know the truth of it make fun of our river; all they see is a tortured trickle that snakes along a concrete gutter like some junkie's vein. They don't know that we put the river in concrete to save ourselves; they don't know that the river is small because it's sleeping, and that every year and sometimes more it wakes.

Before we put the river in that silly trough centered on a concrete plain at the bottom of those concrete walls, it flashed to life with the rain to wash away trees and houses and bridges and cut its banks to breed new channels almost as if it was looking for people to kill. It found what it looked for too many times.

Now, when it wakes, the river climbs those concrete walls so high that wet claws rake the freeways and bridges as it tries to pull down a passing car or someone caught out in the storm. Chain-link fences and barbed wire spine along the top of the walls to keep out people, but the walls keep in the river. The concrete is a prison. The prison works, most of the time.”²⁴

<https://larivermasterplan.org> (Accessed April 26, 2024)

²⁰ *Ibid.*

²¹ Department of Public Works. Flood Control District. 2024. <https://pw.lacounty.gov/LACFCD/web/> (Accessed on April 30, 2024)

²² Department of Public Works. Flood Control District. *Celebrating 100 Years! 1915-2015*. 2025. <https://pw.lacounty.gov/LACFCD/web/> (Accessed April 30, 2024)

²³ US Army Corps of Engineers. Los Angeles District Website. The History of the LA River. 2024. <https://www.spl.usace.army.mil/Media/News-Stories/Article/477249/the-la-river-and-the-corps-a-brief-history/> (Accessed April 26, 2024)

²⁴ Robert Crais. *The Last Detective*. Ballantine Books; Reprint Edition. March 30, 2004. Taken from Early Views of the San Fernando Valley. Historical Notes. https://waterandpower.org/museum/Early_Views_of_the_San_Fernando_Valley_6_of_10.html (April 30, 2024)

Channelization established a contained, drainage conveyance system, *streamlining* control over annual flooding. Its stark, utilitarian design conjures comparison to an urban wasteland. Despite



this, the paved channels have been embraced by the locals and venerated in books, music, film and television for nearly a century. The iconography of the River has been incorporated and *cemented* into the mythology of Hollywood's *Los Angeles*.²⁵ Channelization of the cement 'water conveyance systems' began in 1938, and by 1960. Projects were completed to form a fifty-one-mile-long engineered waterway shaped by the River.²⁶

Only three portions of the channel bottom remain unpaved:

²⁵ Mary Pettas The Culture Trip. *7 Epic Movie Scenes Shot In the LA River*. September 9, 2016. <https://theculturetrip.com/north-america/usa/california/articles/7-epic-movie-scenes-shot-in-the-la-river> (Accessed April 26, 2024)

²⁶ <https://ladpw.org/wmd/watershed/LA/History.cfm> *see also:* US Army Corps of Engineers. Los Angeles River. 2024. <https://www.spl.usace.army.mil/Missions/Asset-Management/Los-Angeles-River/> (Accessed on April 30, 2024) (Accessed on April 30, 2024)

While the vast majority of the system is concrete there are three sections of the channel system that remain unpaved and retain their natural state.²⁷ The LA River has several areas termed “soft bottoms,” which are the Sepulveda Flood Control Basin in the San Fernando Valley; the River’s bend near Griffith Park through Elysian Valley; and the estuary in Long Beach.^{28, 29} DPW notes, “if not maintained, the soft bottom reaches can become heavily vegetated, often with invasive species, which decreases conveyance capacity.”³⁰ The Importance of maintaining soft bottom points in the LA river system will be address later in this Report.

A PRACTICAL AND EFFICIENT STORMWATER CONVEYANCE SYSTEM

Rainfall and snowmelt fill the River in the wintertime and the channelized conveyance system works as intended to drain through the watershed and out into the Pacific. But in the summertime, when it doesn't rain, the river doesn't just run dry. Instead, it's fed by wastewater discharged from three wastewater treatment plants in the cities of LA, Burbank and Glendale.³¹ This water is typically cleaner than water that flows into the river from city streets and storm drains.³²

Utilization of the River as a renewable resource in commerce and agriculture, as well as the hyper-industrialization of the cities and unincorporated areas throughout LA County (County), irrevocably changed the topology and behavior of the native streams, wetlands, and sloughs.

It is now widely understood by urban planners, hydrologists, and engineers that there is a critical need to protect the flood plain. A well-supported flood plain can be an asset in for reliable, regenerative flood management.³³ Not only here in our County, but throughout California, water management infrastructure is struggling to keep pace with the rapid changes brought about by climate change.³⁴ The recent extremes of droughts and floods have exposed the vulnerabilities of this infrastructure and reliance on other sourced bodies of water such as LA’s pledge to slowly shift reliance from the Colorado River.³⁵

²⁷ Los Angeles County Department of Public Works, *LA River Master Plan Appendix Volume I Design Guidelines* (June 2022), p. 17

²⁸ Department of Public Works. Los Angeles Flood Control District. *History of the LA River*. 2024. <https://ladpw.org/wmd/watershed/LA/History.cfm>

²⁹ *Ibid.*

³⁰ *Ibid.*

³¹ LA County Sanitation Districts. Wastewater Treatment Plants. 2024. <https://www.lacsd.org/services/wastewater-sewage/facilities/wastewater-treatment-facilities> (Accessed April 26, 2024)

³² Emily Guerin. Laist. *Climate-Environment. Los Angeles River Explained*. June 22, 2018. <https://laist.com/news/climate-environment/los-angeles-river-explained>

³³ Alex Pasternack. ESRI. Blog. *Mapping LA’s Flood Risk at Unprecedented Detail Reveals Hidden Risks*. <https://www.esri.com/about/newsroom/blog/la-flood-risk-modeling/> (Accessed May 2, 2024)

³⁴ Watershed Resource Program 2024. https://water.ca.gov/-/media/DWR-Website/Web-Pages/Work-With-Us/Grants-And-Loans/Watershed-Resilience-Program/Files/2024_Watershed_Resilience_Program_Guidelines_PAO_Approved.pdf

³⁵ The Metropolitan Water District of Southern California. Fact Sheet. *Reducing Reliance on the Colorado River Report*. December 2022. https://www.mwdh2o.com/media/1rhcqklf/reducingreliance_dec2022-121222_digital.pdf

In reviewing information for this Report, our Committee determined that the current flood risk maps covering the entirety of the LA River systems have not been updated for over thirty years.³⁶ Also, when the information was developed, considerations regarding climate change were not factored.³⁷

What information that is available was developed without consideration of climate change. It is now understood from examples across the world, the critical need for protecting floodplains is part of reliable, regenerative flood management strategy. The LA River does benefit from being a mostly concrete river. However, it swiftly transports rainwater out of the city and into the ocean yet deprives the city of local water supply and essential ecosystem services. Floodplain management is fundamental to reducing losses from floods and improve community resilience to flooding.³⁸

In 1990, Congress authorized funding for the USACE to study increased flooding along portions of the Los Angeles River. The Corps' study developed into a project to increase the flood carrying capacity of the lower Los Angeles River, Rio Hondo Channel, and Compton Creek, known as the³⁹ LACDA Project (Los Angeles County Drainage Area (LACDA)).

Los Angeles County Drainage Area (LACDA): LACDA was approved and funded in 1941 to continue the work to fortify flood control measures with an added interest for national security. LA had many defense industry contractors (i.e. Lockheed Corporation, Douglas Aircraft Company, the Glen L. Martin Company, etc.) setting up headquarters locally.

Projects included the construction of Hansen, Sepulveda, Santa Fe, Whittier Narrows, and Lopez flood control basins; debris basins in thirty-one tributary canyons, construction of ninety-three miles of main channel and one hundred forty-seven miles of tributary channels, including three hundred sixteen bridges on the Los Angeles, Rio Hondo, and San Gabriel rivers.

When LACDA eventually completes every project, their efforts with debris removal will contribute to flood prevention in the case of a ten-year rainfall event to over 500,000 people in an 82-square mile area. In addition, the LACDA project will improve the aesthetics and recreational opportunities along the Los Angeles River and Rio Hondo (LARIO) Trail. The LARIO Trail is a 28-mile bike and equestrian trail system constructed by the US Army Corps of Engineers.⁴⁰

³⁶ Alex Pasternack. ESRI. Blog. *Mapping LA's Flood Risk at Unprecedented Detail Reveals Hidden Risks*. <https://www.esri.com/about/newsroom/blog/la-flood-risk-modeling/> (Accessed May 2, 2024)

³⁷ Ibid.

³⁸ FEMA. Floodplain Management. Floodrisk Standard. <https://www.fema.gov/floodplain-management/intergovernmental/federal-flood-risk-management-standard> (Accessed on April 30, 2024)

³⁹ <https://www.lacda.org/> (Accessed on April 30, 2024)

⁴⁰ LADWP. Watershed. 2024. <https://ladpw.org/wmd/watershed/LA/tour.cfm?id=31> (Accessed on April 30, 2024)

SOFT BOTTOM CHANNEL SEGMENTS



Only three portions of the channel bottom remain unpaved: through the Sepulveda Flood Control Basin in the San Fernando Valley, near Griffith Park through Elysian Valley where ground water levels prevent it from being paved, and a the River estuary in Long Beach where the River empties into the Pacific Ocean. (LA River Master Plan)⁴¹.

There are three sections of the river system that have specific environmental factors preventing full cement encasement.

- **Sepulveda Flood Control Basin.** The Basin is a two thousand one-hundred-and-fifty-acre open space upstream of the Sepulveda Dam designed to collect flood waters during major storms. Because the area is periodically inundated, it remains in a semi-natural condition and supports a variety of low intensity uses as well as supplying habitat.
- **Glendale Narrows.** At the Eastern edge of the Hollywood Hills where the cities of Glendale and Burbank meet, the LA River bends right, redirecting waters South flows through Griffith and Elysian Parks. This stretch of the river is fed by natural underground springs and is not able to support encasement. This Narrows designated for many

⁴¹ LA River Plan. December 2022. www.LARiverMasterPlan.org (Accessed on May 2, 2024)

recreational activities and received ongoing funding for revitalization projects.⁴² Since the water table was too high to allow laying of concrete, the river in this area has a rocky, unlined bottom with concrete-lined or rip-rap sides. Walking, cycling and even horse-riding trails and paths in this area are heavily used by locals.

- **Compton Creek Confluence.** The City of Vernon in the South part of the County marks the dividing line for LA River’s main artery remains entirely paved down into Long Beach. The main tributaries to the river in this stretch are the Arroyo Seco in Pasadena (Rio Hondo, and Compton Creek. Compton Creek supports a wetland habitat just before its confluence with the Los Angeles River. The river has interconnected waterways flowing through the San Gabriel River Watershed and Rio Hondo channels through the Whittier Narrows Reservoir.⁴³

JURISDICTIONS, OWNERSHIP, AND RIGHTS

Channels, levees, and access roads are considered part of LA River right-of-way (*boundaries*); these structures contribute to flood management.⁴⁴ Two agencies, the federally run USACE and locally, the DPW’s LA County Flood Control District (FCD) are responsible for maintaining about half of the two thousand three hundred acres within the River’s each. The segments each one oversees is not continuous, responsibilities switch on and off throughout the entire *system of systems*. FCD technically controls the biggest area of waterways, but other stakeholders *also* own bits and pieces of the River’s right-of-way. These include:⁴⁵

- **USACE:** Ownership, management and maintenance, regulatory oversight for water quality.
- **The County’s Department of Parks and Recreation:** Owns and maintains all areas where recreational activities are offered.
- **Municipalities:** Dubbed *LA River Row*, seventeen cities built within one mile of the river and forty-five built within the watershed control land use policies and are typically lead projects.⁴⁶
- **California State Water Resources Control Board:** Upholds the LA River as a protected body of water and is a regulatory oversight and monitoring of water quality, the authority to grant appropriative water rights for diversion or beneficial use,
- **Environmental Protection Agency:** Monitor compliance of the River as a “Navigable Waterway”.⁴⁷

⁴² Glendale, CA. Glendale Narrows. The Glendale Narrows Riverwalk Project – Phase II. <https://www.glendaleca.gov/government/departments/public-works/projects/glendale-narrows-riverwalk-phase-ii> (Accessed May 2, 2024)

⁴³ CA State Watershed Resources Control Boards. LA River Watershed. 2024. https://www.waterboards.ca.gov/rwqcb4/water_issues/programs/regional_program/Water_Quality_and_Watersheds/los_angeles_river_watershed/la_summary.shtml (Accessed on April 30, 2024)

⁴⁴ Department of Public Works. LA River Master Plan. About. *Jurisdictions, Ownership, and Rights*. 2022. <https://larivermasterplan.org/about/master-plan-2022/jurisdictions-ownership-and-rights/> (Accessed April 29, 2024)

⁴⁵ Ibid.

⁴⁶ Department of Public Works. LA River Master Plan. Sites. Opportunity. *LA River Right-of-Way*. 2022. <https://larivermasterplan.org/sites/opportunity/la-river-rightofway/> (Accessed April 29, 2024)

⁴⁷ Environmental Protection Agency. Los Angeles Determination of a Navigable River. June 2010. https://www.spl.usace.army.mil/Portals/17/docs/regulatory/JD/NavigableWater/CA_TNW_Det/EPA_Memo_SPL-LA_River_TNW_2010-06-23.pdf?ver=Hz6wLX7WT9AkKd-cvDMZIA%3D%3D (Accessed on May 2, 2024)

- **LA Regional Water Quality Control Board (Region 4):** In Compliance with the Clean Water Act, the Board provides regulatory oversight and monitoring of water quality.
- **California State Department of Fish and Wildlife:** Additional regulatory oversight of the River's water quality is provided with regard to the Section 1600 program. This covers requests for any lake and streambed alteration.
- **California State Water Rights:** Water rights within the River watershed cover surface and groundwater. Pueblo rights to use streams and rivers, Diversion and 'Beneficial Use' rights,
- **Private Landowners:** Landowners have 'riparian rights' to divert surface water for personal use. They also have adjudicated groundwater rights under the watershed.

There are several groups in the County such as Friends of the LA River, LA Water Keeper, Heal the Bay, river LA, and Keep River Wet.^{48 49 50 51} These non-profits solicit many volunteers to help keep the River clean. Projects include community outreach and presenting awareness campaigns, river clean up days, hosting river tours, and lobbying for the rights of LA River and those affected by it.

It appears that there are *seven* major agencies (Federal, State, and Regional), *fifty-three* independent cities, and an indeterminate number of private entities charged as stewards of the LA River. Our Committee acknowledges that the oversight does not stop here. Environmental groups, non-profits, advisory groups and other concerned entities comprise the River's *stakeholders*.

Note: The Federal Environmental Protection Agency (EPA) is extremely involved in River activity.⁵² This oftentimes, hinders potential clean-up efforts in the River. An enormous number of diverse species of birds, turtles, fish, ducks and other wildlife reside in and around the River. The EPA also has Botany concerns. They do not want specific plants or trees uprooted or destroyed by the government nor the general public.

FUNDS FOR THE LOS ANGELES RIVER

This fund provides for the financing of operations, maintenance, or construction costs of storm water improvement projects in the county unincorporated areas to increase storm water capture and reduce storm water and urban runoff pollution as part of the Safe, Clean, Water Program. On November 6, 2018, the voters approved Measure W, which added a parcel tax of 2.5 cents per square foot of impermeable surface area to parcels within the Flood Control District for the Safe, Clean Water Program.

LA RIVER MASTER PLAN

There have been two recent LA River Master Plans completed by the Department of Public Works. A Plan was completed in 2007 and the most recent Plan was completed in 2022.⁵³

⁴⁸ Friends of the LA River. About. 2024. <https://folar.org/about-us/> (Accessed on May 2, 2024)

⁴⁹ LA Waterkeeper. About. 2024. <https://www.lawaterkeeper.org/> (Accessed on May 2, 2024)

⁵⁰ Heal the Bay. About Us. 2024. <https://healthebay.org/> (Accessed on May 2, 2024)

⁵¹ Keep River Wet. About Us. 2024. <https://keeptheriverwet.com/> (Accessed on May 2, 2024)

⁵² Environmental Protection Agency. About. 2024. <https://www.epa.gov> (Accessed on May 2, 2024)

⁵³ <https://pw.lacounty.gov/uploads/swp/LARiverMasterPlan-FINAL-DIGITAL-COMPRESSED.pdf>

A multi-agency, cross-sector Implementation Team was formed to support the framework guides laid out in the plan. The Implementation Team is required to report back to the County's Board of Supervisors annually on the progress of any and all new and on-going projects. The Implementation Team is made up of the following County agencies:⁵⁴

- DPW/LA County Flood Control Districts
- Department of Parks and Recreation
- Department of Arts and Culture
- Department of Regional Planning
- Department of Public Social Services
- Department of Public Health
- Department of Consumer and Business Affairs
- Chief Sustainability Office
- Chief Executive Office
- Los Angeles Homeless Services Authority (City of Los Angeles)

The aim of the *LA River Master Plan* is to enhance existing communities along its path by creating a safe environment with more open space, parks, trails, recreation, environmental restoration, riverfront living and commerce, new jobs, neighborhood identity, economic development, tourism and civic pride.⁵⁵

Parts of the LA River have been neglected over the years and, at many locations along its path, are an eyesore.⁵⁶ However, all the cities along the river, the county and activists have recognized that the River has huge potential for economic and community opportunities to revitalize their cities as well as adjacent neighborhoods. Citizens residing near the River should be encouraged to participate in working with government agencies and environmental organizations to keep the River clean.

ENVIRONMENTAL CONCERNS

Early residents of the LA, Indigenous Tongva, Chumash and Gabrieleños among others, were all distinct groups but practiced similar lifestyles and customs. Heavy winter rains and dry, hot summers influenced their nomadic way of life. Residency ebbed and flowed with the basin's changing environmental conditions.⁵⁷ The unconfined river system and seasonal wetlands were used as a primary resource until the turn of the twentieth century. Modern settlers chose to ignore the natural movements of the waterways and develop. LA County has paid a high price in devastating losses of life and extraordinarily expensive destruction of property by ignoring the

⁵⁴ Many Interviews with Department of Public Works staff, Department of Public Health and various stakeholders.

⁵⁵ <https://larivermasterplan.org/> (Accessed on May 2, 2024)

⁵⁶ LA River Revitalization. Blog, About the LA River. 2016. <https://lariver.org/blog/about-la-river> (Accessed May 2, 2024)

⁵⁷ Ibid.

River, its watershed and flood plain.⁵⁸ Debris Collection is a major concern now that municipal boundaries have been fixed.

Residential, industrial, commercial and other side effects from the hyper-urbanized environment contribute to pollutants impaired water quality in the middle and lower watershed. Added to this complex mixture of pollutant sources (in particular, pollutants associated with urban and stormwater runoff). Excessive nutrients (and their effects) and coliform thrive in polluted, slow-moving waters. Debris collection points throughout the system can encourage excessive growth if left unaddressed.

Our Committee has found that there are widespread problems in the watershed as well as excessive metals.

The unfixed behavior of the River and people's dependency on consistent rainfall to clean and replenish the waterways demonstrate that ultimately, wetlands and floodplains are not great places to build. Human interference has, *in large part*, contributed to decimation of LA's natural wetlands. These areas are now collection points for whole pollutants. Our Committee does not know where to find a time machine and does understand that LA cannot undo two hundred years industrialization, modernization and urbanization.

The Committee also understands that the cement stormwater conveyance system, floodwater drainage are here to stay. As a final note, there are but public and private-led efforts to re-wild targeted areas.

Manmade pollutants are a given in highly urbanized areas like LA County. Landscaping creates clippings and fertilizer that become pollutants. Soapy water runoff after washing a car contributes as well. Industrial and commercial run off and illegal dumping are all sources of water contamination. Naturally occurring decay of vegetation and soils in and around the river can play a role as well. Discharge or sediment from wastewater treatment plants and collections of heavy metals (*a 2015 Watershed Management Board Report identified "wet water zinc" as the metal of most concern*) are expected to a degree in stormwater and urban runoff.^{59 60} Bacteria (*known as coliform*) thrive in soil and water sources mixed with high levels of human or animal waste. E.Coli is the most familiar coliform strain affecting humans, and is the number one culprit in regional water quality tests. In LA County, e.coli contributes to the most reported cases of water-borne disease.⁶¹

⁵⁸ US Army Corps of Engineers. Los Angeles District Website. The History of the LA River. 2024. <https://www.spl.usace.army.mil/Media/News-Stories/Article/477249/the-la-river-and-the-corps-a-brief-history/> (Accessed April 26, 2024)

⁵⁹ Water Management Program. 2015. https://www.waterboards.ca.gov/rwqcb4/water_issues/programs/stormwater/municipal/watershed_management/los_angeles/lower_losangeles/LLARWMP2017updated.pdf (Accessed April 29, 2024)

⁶⁰ Ibid.

⁶¹ Science Direct. *Coliform Bacteria*. 2024. <https://www.sciencedirect.com/topics/agricultural-and-biological-sciences/coliform-bacteria> (Accessed April 29, 2024)

The LA River is a system of systems. Inevitably, all polluted stormwater, wastewater, trash, vegetal debris all wash South. The area of River designated just South of the City of Vernon is called the “Lower LA River System”. The Lower LA River municipalities are collection points for the County’s hazardous run off. The Committee has identified these waterways within the Lower LA River boundaries as vulnerable areas for concern. Sections for further investigation will analyze the Rio Hondo Flood Channel. Inaction with the long-known issues at Compton Creek will be the focus of the Discussion section of this Report.

THE LOWER LA RIVER SYSTEM | CREEKS, SLOUGHS, WETLANDS

Historically, the watershed for the areas of the lower river system were a home to wetlands and marshy sloughs fed by stormwater and the underground water table. This region covers the Gateway cities into the Long Beach and out into the Pacific.⁶² Streams, tributaries and remaining wetlands are part of the river mouth’s estuary.⁶³ Freshwater flows from creeks and runoff from land mix with salty ocean water transported by the tides.⁶⁴ Groundwater was high in this area, replenished by frequent annual flooding. Rains in winter submerged the area, only to be evaporated away during the dry summer months. Water rushing down from the mountains slowed momentum and spread out when it reached the flat bottom of the LA Basin, renewing the water sources and preventing stagnation and decay.

Sloughs (or *swamps*) can be shallow lake systems, usually a backwater to a larger body of water. Swamps are fed by slow moving or standing flood water. In pre-modern times, tribal groups often positioned their settlements around sloughs at streams and springs; wetlands served as an important resource for the plants and animals that provided subsistence and raw materials.⁶⁵ The nutrient soil is fertile and the water, plentiful. Note: wetlands and swamps are the perfect environment to promote decomposing vegetation. As mats of reeds, leaves and grasses break down in standing water that has not been cycled, over the years, it can create swamp gases like methane or sulfide. Released into the air, these chemical compounds are noxious to humans.⁶⁶

In the 1800's, as colonial settlers established farmland and drew municipal boundaries in the area, interference with flow of the natural water cycle changed the topology of the lower river systems. Industrial and agricultural groundwater pumping, constructing levees, and diverting the flow of the waterways resulted in a shrunken perimeter around the wetlands. Early residents assumed low water levels in the River would fatten up again with rains. But, if it was a dry year, the slough turned into a fetid swamp, unable to access fresh resources. The modern cities built over now

⁶² Gateway Cities. Government of Gateway Cities. *About Us*. 2024. <https://www.gatewaycog.org/> (Accessed on April 30, 2024)

⁶³ Natural Ocean Service. *What is an Estuary?* 2024. <https://oceanservice.noaa.gov/facts/estuary.html> (Accessed April 29, 2024)

⁶⁴ National Oceanic and Atmospheric Administration. Facts. What is a Slough? <https://oceanservice.noaa.gov/facts/slough.html> (Accessed April 26, 2024)

⁶⁵ Jenny Hamel. KCRW. Curious Coast. *LA’s Tongva Descendants: ‘We Originated Here’*. July 17, 2018. <https://www.kcrw.com/culture/shows/curious-coast/las-tongva-descendants-we-originated-here>

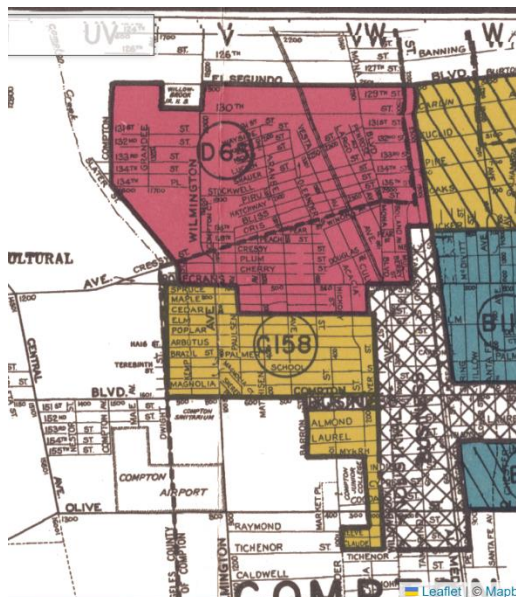
⁶⁶ Creek Freak Blog. *About that Dominguez Stench*. November 5, 2021. <https://lacreekfreak.wordpress.com/?s=Reagan>

extinct wetlands are Gardena, Torrance, West Athens, Compton, parts of Hawthorne and Lawndale, Carson.⁶⁷

The Lower LA River flows through the modern-day cities of Vernon, Commerce, Maywood, Huntington Park, Bell, Cudahy, Bell Gardens, Downey, South Gate, Lynwood, Compton, Paramount, Carson, and Long Beach. These are collectively known as the “Gateway Cities”.

The position of the Lower LA River along the flood management system, the removal of the native swamps and wetlands in the historically underinvested-in communities living within a mile from the waterways, and the potential devastating ecological impact created continued inaction are a confluence of major concern for our Committee. The waterways within the Lower LA River boundaries, including Rio Hondo Channel, *and with special consideration to the Compton Creek*, as areas of high concern.

SOCIAL EQUITY IN THE LOWER LA RIVER AND THE GATEWAY CITIES



Mortgage Risk Indicators for the City of Compton. (Citation found in Footnote 71). Note the location of Compton Creeke here.

Racial discrimination and bad faith policies in real estate can be plotted over maps reporting poor health outcomes in Lower LA River Gateway Cities.⁶⁸ In the 1920's and 1930's, as a result of the Great Depression and resulting New Deal, the Federal government established the Federal Housing Authority. This agency drafted municipal maps to help mortgage lenders assess home loan eligibility and risk factors.⁶⁹ These maps were color-coded, each color corresponding to the loan “worthiness” of the neighborhoods in the U.S. Areas marked with red were coded to avoid or carry the most amount of risk.⁷⁰ This practice was called *redlining*. For the city of Compton, refer to the official Federal Housing Authority language:

⁶⁷ Eric Brightwell. CA Fools Gold Blog. Southland Wetlands. <https://ericbrightwell.com/2014/12/10/california-fools-gold-guide-to-southland-wetlands/> (Accessed May 2, 2024) *see also*: Leana Garfield. BusinessInsider. Incredible Images of Los Angeles When It Was Covered in Wetlands.

⁶⁸ University of Richmond. Mapping Inequality Index: Redlining in New Deal America. 2024. <https://dsl.richmond.edu/panorama/redlining/> (Accessed April 30, 2024)

⁶⁹ Cornell Law School. Legal Information Institute. *Redlining*. Last Updated April 2022. <https://www.law.cornell.edu/wex/redlining> (Accessed May 2, 2024)

⁷⁰ Ibid.

“Level with no construction hazards. Land improved 30%. There are no deed restrictions and zoning is mixed. Conveniences are all only fairly available. Sewers and transportation are inadequate west of Arambe Ave.

This is an old, blighted laborers district with serious subversive racial influences and threats. However, new construction is of a type indicating an upward trend. This contradictory factor is largely explained by the present ease of new residential financing. The prospects for this area are not bright and while a "medial red" grade is assigned it is believed that its downward trend will continue. If population density increases, it may easily develop into a "slum district".⁷¹

The City of Compton was forever changed by the impact and the effects are still affecting local residents today. (See Appendix I: Inequality Index). According to a State Auditor's Report (2022), half the city's streets are in poor condition, its water wells and infrastructure are decaying. Compton has no capacity to perform maintenance repair, upgrade or replace the crumbling sewer systems.⁷² Numerous overflows of sewage have been reported and have threatened public health and the environment.⁷³

Financial mismanagement has played a significant role in Compton's inability to maintain its infrastructure and perform other key functions. Compton has had six city managers and at least three city controllers during the past six fiscal years, resulting in a lack of continuity and leadership that has contributed to the city's struggles in financial and operational matters.⁷⁴ These numbers contribute to poor financial literacy. Our Committee can't help but think that the City has a deep imperative to explore alternative money management solutions (like a trustee appointment or file for Federal bankruptcy protection).

After depleting its general fund reserve balance in 2008-09, Compton supported its general fund by borrowing heavily from other funds. Water and sewer lent \$29 million. This borrowing has limited the resources available for needed infrastructure projects. Moreover, the city's problematic budgeting practices have allowed millions of dollars in certain funds to sit idle while Compton's infrastructure deteriorates.⁷⁵

⁷¹ University of Richmond. Los Angeles. Maps. 2024.

https://dsl.richmond.edu/panorama/redlining/map/CA/LosAngeles/area_descriptions/D65#mapview=full&loc=14/33.9027/-118.2319 (Accessed May 2, 2024)

⁷² CA State Auditor Report. City of Compton, CA. October 11, 2022.

<https://information.auditor.ca.gov/reports/2021-802/index.html#:~:text=Since%20October%202019%2C%20our%20local,ability%20to%20serve%20the%20public.>

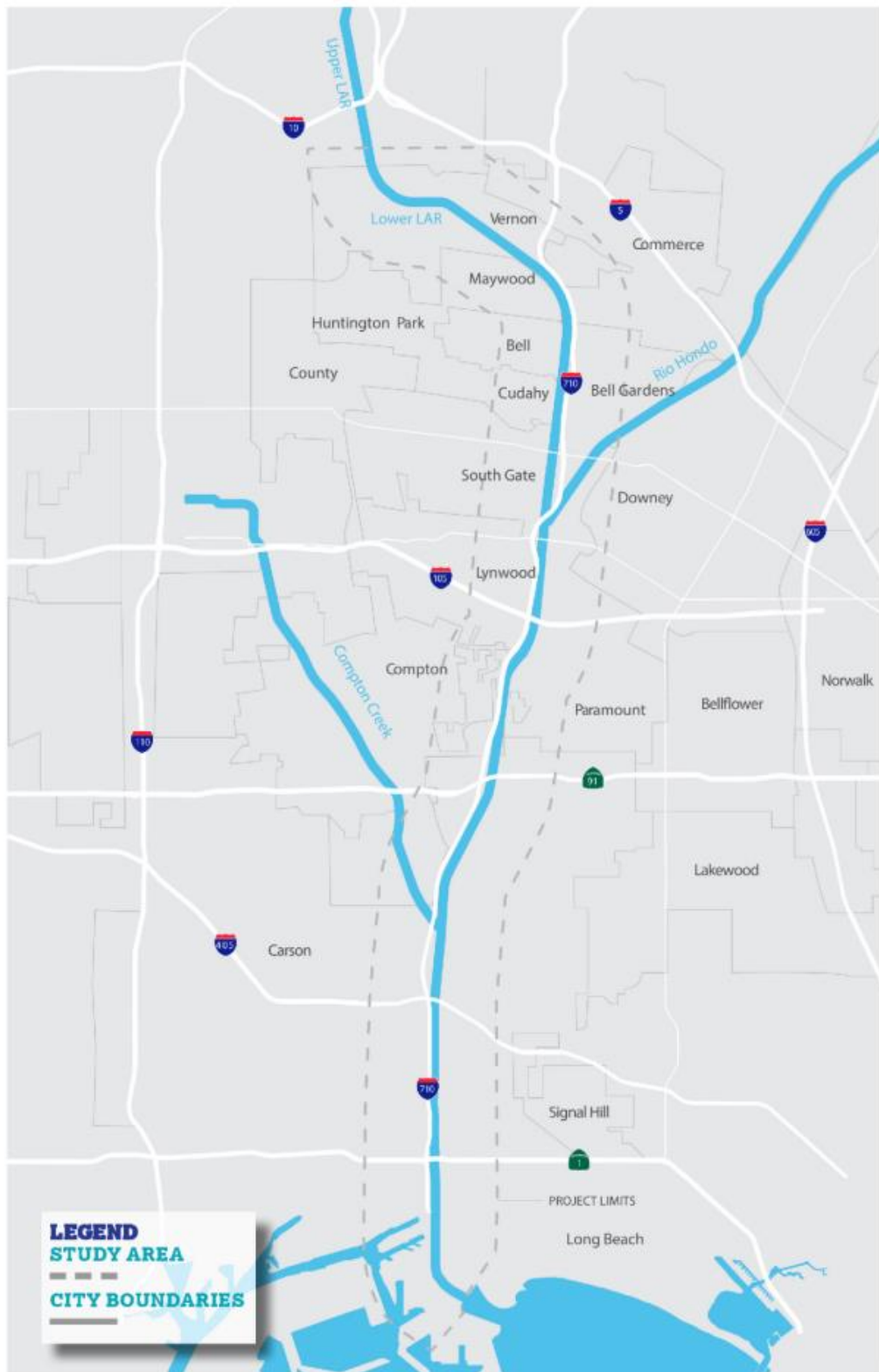
(Accessed May 2, 2024)

⁷³ Ibid

⁷⁴ Ibid. *High Turnover and Vacancies in Key Management Positions Have Led to a Lack of Continuity in Compton's Leadership. See also:*

<https://2urbangirls.com/2023/07/compton-ousts-another-city-manager/>

⁷⁵ Ibid. *Rather Than Address Its Financial Instability, Compton Has Used Funds Dedicated for Specific Purposes to Support Its General Fund.*



Lower LA River System.

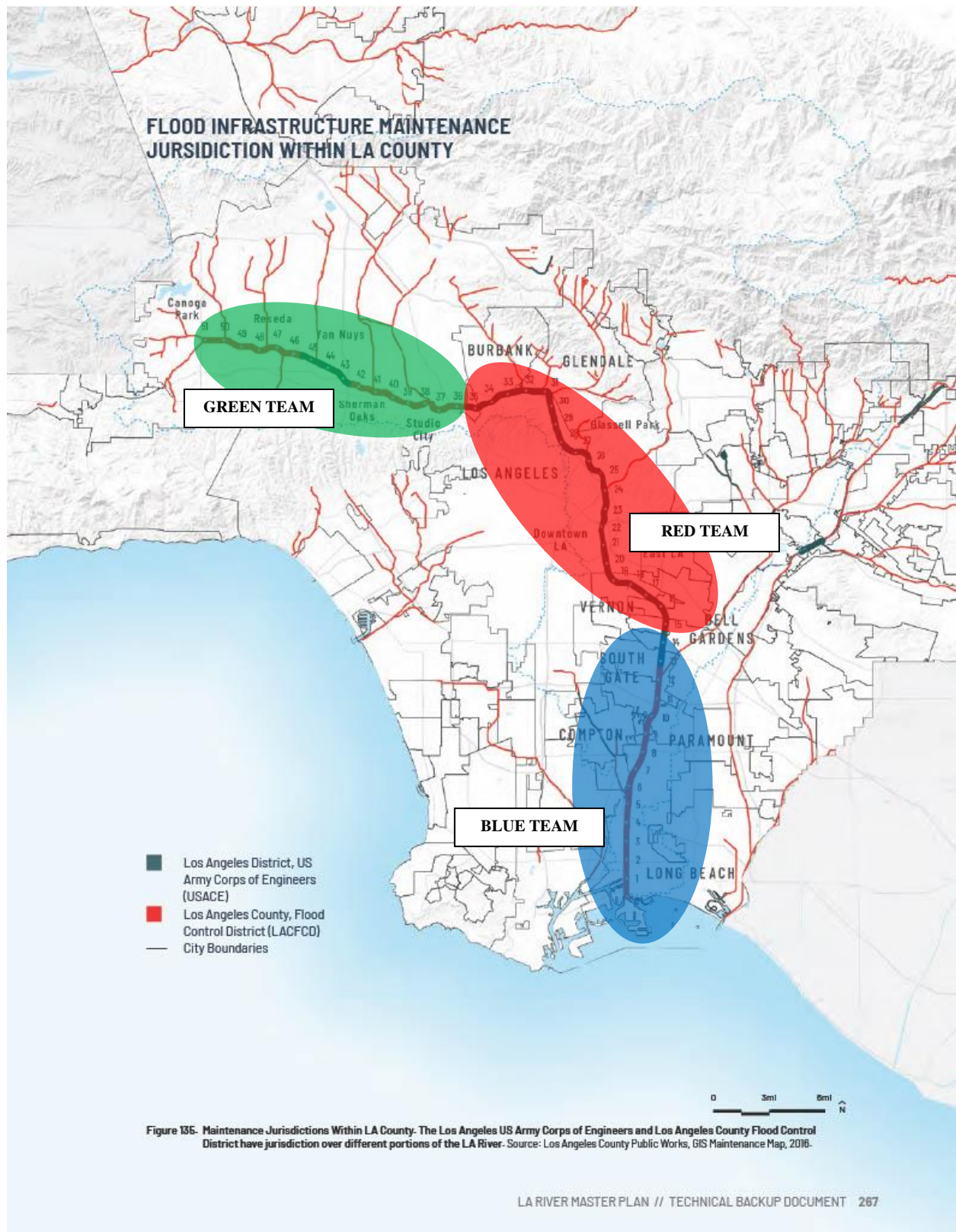
METHODOLOGY

To properly understand the full scope of the LA River during this investigation, and to identify an area of focus for our Committee, the full fifty one mile span of the River was divided into three sections: the Northwest Branch (Covering the headwater source in the mountains at the bordering Ventura County on down to the bend at the base of the Hollywood Hills at the City of Burbank/Glendale Narrows; the Central-West-East: (From Glendale-Burbank following the main artery down into South Central; and the Lower LA River in the City of Vernon and the Long Beach Estuary empties into the Pacific Ocean). We divided into three teams: Green had three members and went North, Red had three members and visited the Central-West-East sections, and the Blue Team had four members and went to the Lower LA River.

Once at a site, each team was charged with recording a few key observational findings:

1. to view the condition of that section of the river in the riverbed and at street level and report any cracks or sections missing in the cement beds, general upkeep, fencing/barriers, atmosphere;
2. What the water level was at that section;
3. Observe any manmade or natural debris surrounding the site or obstructing the flow of water conveyance,
4. What type of riverbed (cement or soft bottom).

Green, Red and Blue Teams began site visits starting August 9, 2023.



RED TEAM SITE VISIT

Bell Creek	24417 Highlander Rd, West Hills, CA 91307
Los Angeles River	6800 Owensmouth Ave. Canoga Park, CA 91303
Aliso Creek	6901 Mason Ave. Winnetka Ave, 91306
Riverside Dr. /CA-134 Overpass	[No Address] Los Angeles, CA 90039

GREEN TEAM SITE VISIT | LA River Main Artery

Verdugo Creek	5101 N. Zoo Dr.
Arroyo Wash	421 N. Avenue 19, Los Angeles, CA 90031
Rio Hondo Confluence	8801 Arleta Ave, Arleta, CA 91331
Los Angeles River	501 W. 190th, 501 W 190th St, Gardena, CA 90248

BLUE TEAM SITE VISIT | Lower LA River

Compton Creek	18915 Santa Fe Ave, Compton, CA 90220
Compton Creek Confluence	[No Address] Artesia Blvd. Compton, CA 90221
Lower LA River	739 W. Willow St. Long Beach, CA 90806
Lower LA River	W 182nd St. Gardena, CA 90248
Lower LA River	[No Address] Ocean Blvd. Long Beach, CA 90831

- August 25, 2023: The Committee made a visit to the South and Southeast portion of the River. The group began in Long Beach, California at the fifty-one-mile marker and stopped to view various sections of the River through the Rio Hondo area of River in South Gate, California.
- Photos were taken during this visit to the River.
- September 18, 2023: The Committee visited DPW at their Headquarters office in Alhambra, California.
- October 26, 2023: The Committee met with a Professor at his laboratory in the northern area of Los Angeles.

- November 3, 2023: The Committee met with the Nonprofit Environmental Organization, Heal the Bay in Santa Monica, California.
- November 14, 2023: The Committee met with a Compton Judge in Compton, California.
The Judge was born and raised in Compton and fondly remembers playing in the Creek.
- November 30, 2023: The Civil Grand Jury hosted the Executive Director for DPW.
- December 19, 2023: The Committee re-visited the Environmental Group, Heal the Bay in Santa Monica, California.
- January 29, 2024: The Committee visited the Mayor of Compton in Compton, California.
- February 14, 2024: The Committee re-visited the DPW at their Headquarters office in Alhambra, California.
- February 27, 2024: The Committee visited Compton Officials including Compton City Council members as well as members of the DPW responsible for the upkeep of the portion of the River in Compton, California.

The Committee also met with USC and UCLA Professors to further understand this complex *system of systems*.

DISCUSSION

PROFESSOR INTERVIEWS

To get a deeper grasp on why inaction to address ongoing River issues, the Committee visited two university professors, one who worked at University of California, Los Angeles (UCLA) and one working at University of Southern California (USC). UCLA informed the Committee that the most problematic issue with the LA River was that the number of agencies, organizations, politicians, and environmental groups associated with the River was absurd. She said that because there are so many entities involved, there can be no way to truly determine who is in charge of the River; therefore, making it difficult to “fix” problems as they occur.⁷⁶

The team met the USC professor at his laboratory. Working with alongside a research team, they designed and built a scale hydraulic model mockup depicting a section of the LA River in the “Glendale Narrows” area of the city.⁷⁷ The professor and his staff told our Committee that the model of the River is designed to support the research and community engagement goals of the Los Angeles River Master Plan. He acknowledged that the Plan is very complex because it is supported by a vast number of organizations including county and federal agencies.⁷⁸

⁷⁶ Interview with UCLA Professor on August 12, 2024.

⁷⁷ Los Angeles River Integrated Design Lab. LA-RIDL. 2024. <https://oorscapes.com/LA-River-Integrated-Design-Lab> (Accessed on April 30, 2024)

⁷⁸ Interview with USC Professor September 7, 2023.

The model included an identical miniature model of the Glendale Narrows part of the River including cement sides and bottoms with trees, shrubbery and small turtles, squirrels and dogs. The model had bike trails mocked into the design as well. They had scheduled a demonstration for the operation of the model in early November 2023. This demonstration was to include filling the model with water, and have it run through the River and it would recycle and run again.

During both interview sessions, our Committee asked how familiar they were with the historical and current condition of the Compton Creek segment of the River. Both professors separately acknowledged that the creek needed more attention and was not in the same good condition as other parts of the River.

The Committee established an open channel of communication with DPW hydraulic engineers well-educated on the strategies outlined in the Master Plan and specifically, the vulnerable and polluted Compton Creek confluence throughout the investigative period of our Report. We reached the realization to study the Creek after multiple interviews and site visits.

THE COMMITTEE GETS THEIR FEET WET

Acting as the Green, Red and Blue Teams, our Committee made many visits to the LA River over the six months we blocked out for the investigative portion of this Report. During these visits, hundreds of photos were taken to determine the condition of the River on certain days, time of the day, during hot dry days, and rainy-winter days.

The three Teams observed the surroundings at each location along the River. The flow of the River was observed in multiple areas. When water was in the River, it flowed smoothly and clean throughout the majority of it. Because the River is comprised of cement, dirt, botany and animals, these things were either visible or partially visible depending on the area being viewed. After comparing segments of the River system, the Committee decided that the Compton Creek Confluence and the soft bottom wetlands warranted deeper investigation. The following reports are taken from Blue Team inquiries.

RIO HONDO COSTAL SPREADING GROUNDS

A Foreman from the DPW, met the Blue Team at the Rio Hondo Coastal Spreading Grounds (Rio Hondo). This part of the River is situated in South Gate, California. The Foreman of this area took the Blue Team members to the bottom of River in separate cars. Once down at the bottom of this site, the CGJ observed an extremely wide area (approximately two hundred feet across) and miles long. This area is totally cemented in width and length.

The USACE are responsible for the paved foundation of the Spreading Grounds. The Foreman stated that the County, the State and municipalities that touch its border are responsible for the upkeep of the River in various areas. The Foreman stated that the County was responsible from Southern Street all the way to Long Beach. Four groups of DPW employees are assigned to this yard with five employees in each group. These groups are responsible for the “inverted arch” dealing with the foundation of the River. There are twenty-five workers, mostly employed as

engineers to run operations and maintenance at this site. They considered the “Hans Crew” and are proud to keep Rio Hondo pristine.

During Hurricane Hilary last year, Rio Hondo was completely flooded with water full to the top.⁷⁹ However, it only took less than forty-eight hours for the water to dissipate and totally run through this area towards the Ocean in Long Beach. DPW feels that the reason the water flows out so quickly is because this area is totally cemented and clear of debris. The Foreman did state that they are restricted by what they can and cannot do by EPA because they control the plants, birds, fish, frogs and other species. They do not have as many problems as other areas of the River as they keep this area very clean. DWP has a cleaning schedule which is between September and March each year.⁸⁰

COMPTON CREEK CONFLUENCE

The Blue Team visited Compton Creek, near the Crystal Casino, which was very enlightening. The LA River runs along the side of the Casino. This location is a “catch basin” for water to run off, however there was no clean water in this area, which was full of trash, old clothing, garbage, plants, wildlife and several homeless people with all of their possessions. There was also a terrible stench in this area as well.

South of Artesia Blvd., just around the corner from the Casino, the Blue Team made a *fascinating yet gruesome* discovery. Approximately twelve abandoned, crushed and burned-out cars. Junkers stripped for parts were found throughout the entire section of the Creek. The auto husks were surrounded by an enormous amount of additional trash and debris. Some cars were rusted with peeling paint, others were stripped of parts. There was no way to truly determine how long the vehicles had been in the River.



Blue Team spoke with a Sheriff Deputy who patrolled that segment of creek. He said that they enter way upstream and push them down to specifically leave them at this spot. People do this at night and are rarely caught in action. The deputy did not know the exact figure but told our Team that it was expensive to remove them one as they are found due to the construction of the Creek's

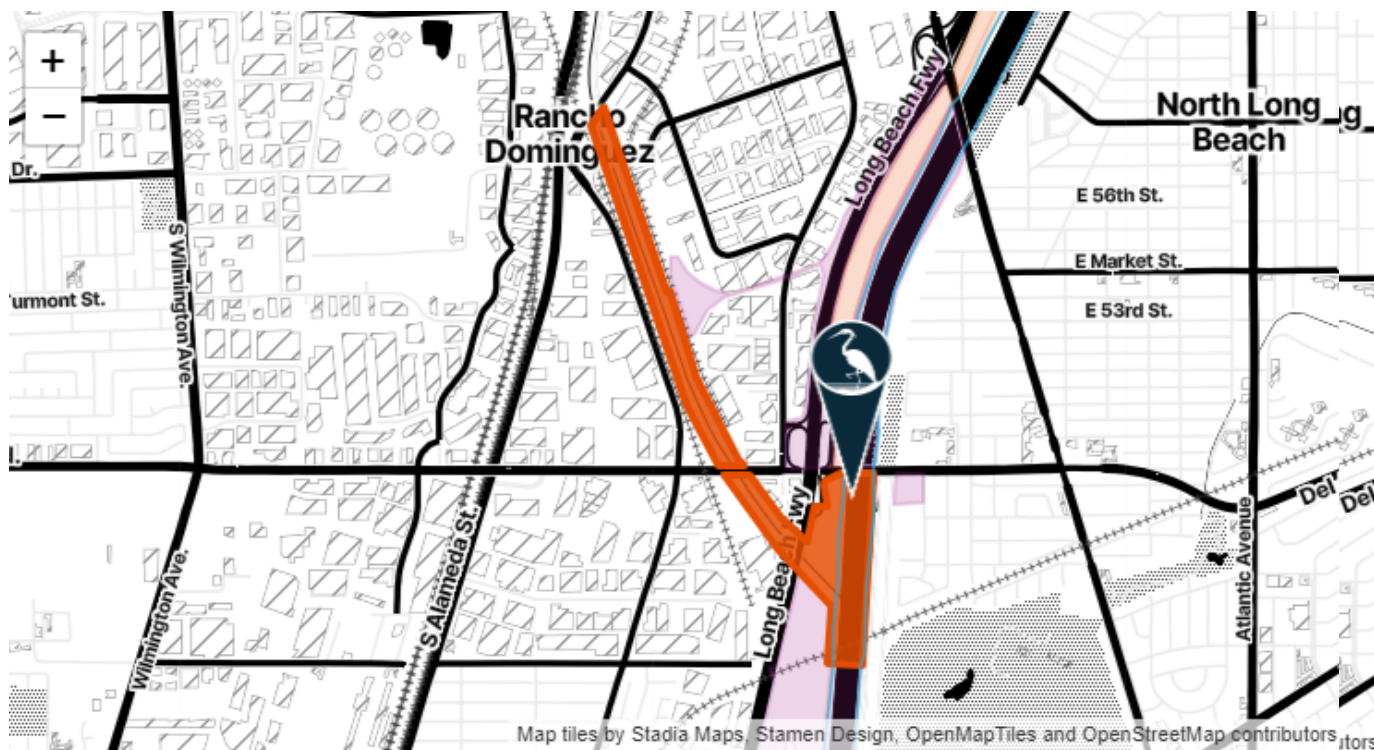
⁷⁹ Interview with DPW Foreman on September 20, 2023.

⁸⁰ Ibid.

channel and lack of vehicle access points.⁸¹

CONSEQUENCES AT THE CONFLUENCE OF COMPTON CREEK

Environmental Protection Agency (EPA)



*LA River Master Plan. Compton Creek Confluence. 2022.*⁸²

Compton Creek spans 8.5 miles and is the last major tributary of the LA River. The Creek has fifteen hundred feet (*linear*) non-wetland waters and a one hundred twenty-five foot wide (*and/or 0.56 acres*). There are 2.54 acres designated as wetland area.⁸³

Compton Creek is 8.5 miles long and drains a relatively flat, highly urbanized area within its approximately 22.6 square mile watershed. Much of its surrounding landscape is residential and industrial, with few pervious areas. The creek maintains a base flow almost year-round, primarily consisting of "nuisance waters", that is, untreated surface runoff.⁸⁴

⁸¹ Interview with LASD deputy on September 8, 2023.

⁸² LA River Master Plan. Compton Creek Confluence. 2022. <https://larivermasterplan.org/sites/frames/south-plain/compton-creek-confluence-area/> (Accessed April 29, 2024)

⁸³ <https://www.spl.usace.army.mil/Portals/17/docs/regulatory/JD/AJD/2012/SPL200800934-SAM-JD6.pdf>

⁸⁴ US Army Corps of Engineers. Los Angeles District, I-710 Corridor Project, SPL-2008-00934. *Jurisdictional Determination*. May 12, 2024.

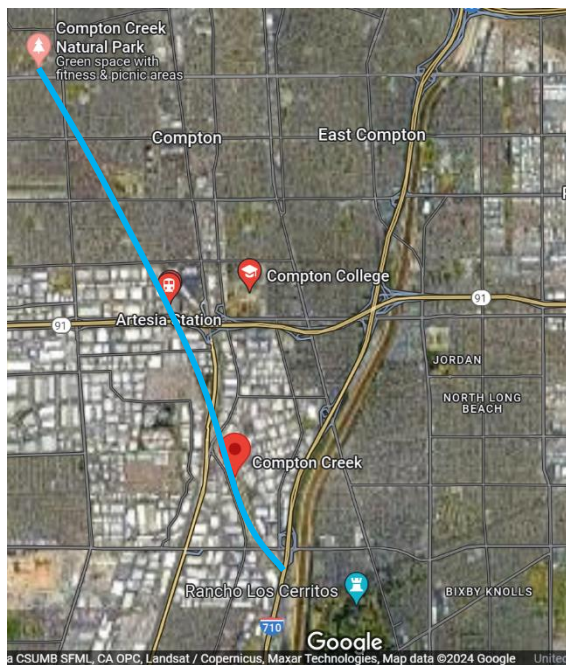
<https://www.spl.usace.army.mil/Portals/17/docs/regulatory/JD/AJD/2012/SPL200800934-SAM-JD6.pdf>

According to information from UC Berkley, about seventy percent of the area surrounding Compton Creek is residential and the remaining thirty percent is primarily industrial. The creek is highly impacted by urbanization and channelization. It functions as a storm water conveyance system for flood control purposes. The upstream 6.5 miles are rectangular, concrete channels and the downstream two miles are trapezoidal with riprap side slopes and an earthen bottom. The concrete channels range from forty to sixty feet in width with design capacities ranging from 3,900 cubic feet to 9,000 cubic feet. The natural bottom section of

Compton Creek is approximately one hundred eighty feet wide with a design capacity ranging from 10,900 cubic feet to 13,750 cubic feet. The Cities home to the creek are Compton, the Unincorporated County (Rancho Dominguez) and Long Beach.

While a segment of the creek has retained a natural river bottom, a majority of the waterway has been paved with concrete and surrounding lands have been almost completely developed. As a result, recreational opportunities in the surrounding communities and along the creek are limited, water quality is degraded.⁸⁵

The Creek is designed to pass local runoff and floodwaters efficiently back into the main artery of the River. The riverbed is partially paved, but has an earthen-bottom segment as a connection point into the final leg of the river system bisects the City of Long Beach, and before the mouth empties into the ocean.



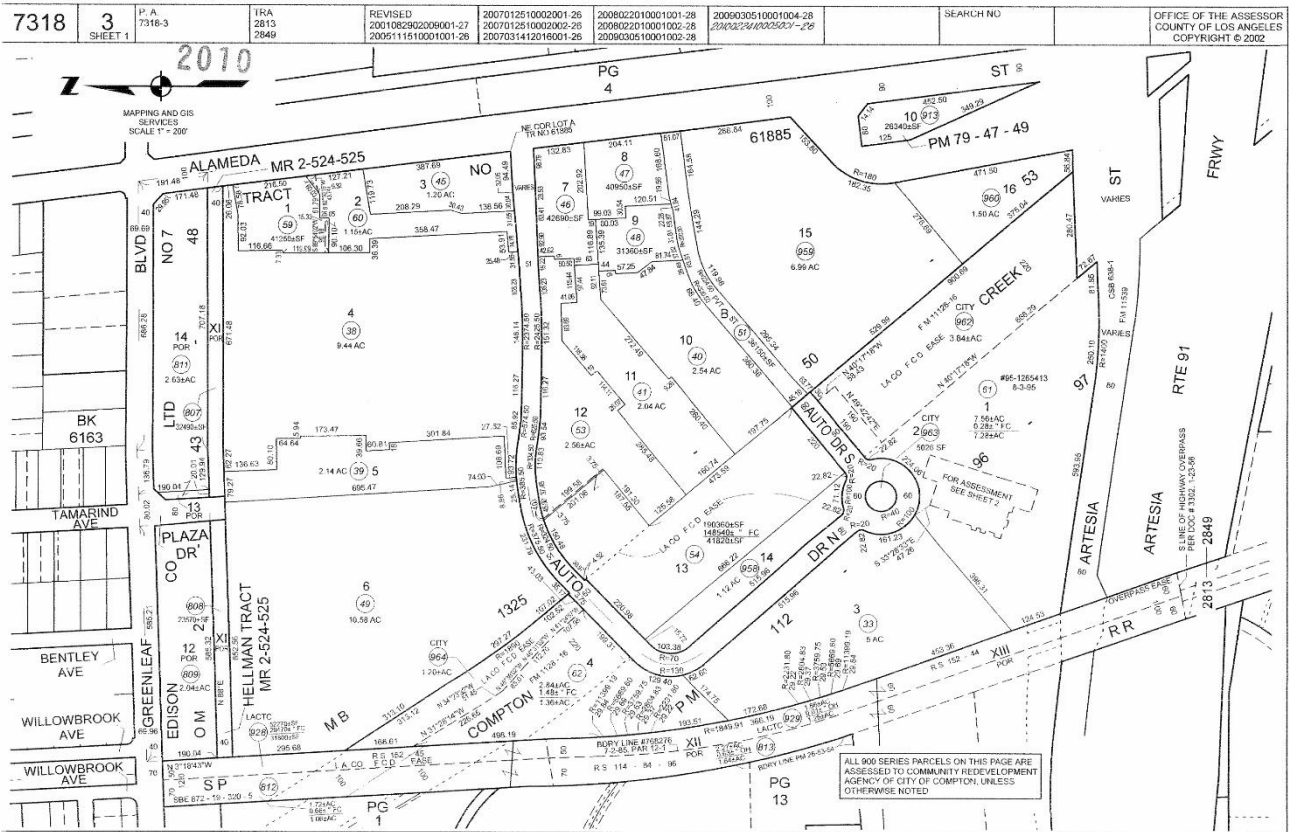
The Creek watershed begins under South Main Street in the City of Los Angeles and flow until it meets the Los Angeles River south of Del Amo Boulevard in the City of Carson.⁸⁶ The watershed surfaces in the City of Compton. The first [miles] are cement lined but at Artesia Blvd. Overpass bridge, the channel transitions into an earthen, “soft-bottom” wetland.

Compton Creek is a small water *system of systems*, it is used as a conveyance for the area’s stormwater runoff. It can drain a watershed area of approximately 42.1 square miles. The path of the Creek was excavated by the US Army Corp of Engineers in 1940 and encased within a paved, concrete flood control channel.⁸⁷ There is a transitional soft-bottom segment under Artesia Blvd. at the City of Long Beach

⁸⁵ US Army Corps of Engineers. Los Angeles District. Cap Section 1135. Compton Creek. March 17, 2023. <https://www.spl.usace.army.mil/Portals/17/docs/projectsstudies/Project%20Fact%20Sheets%202017/ComptonCreekCAP1135FactSheet.pdf?ver=2017-03-28-140535-960> (Accessed May 2, 2024)

⁸⁶ Jason Reynolds of DUDEK. Department of Public Works. Initial Study/Mitigated Negative Declaration Compton Boulevard Bridge Over Compton Creek Project County of Los Angeles Department of Public Works. September 2022. <https://pw.lacounty.gov/uploads/tpp/Compton-Blvd-ISMND-August-2022.pdf> (Accessed on April 26, 2024)

⁸⁷



Los Angeles County Assessor Map. Compton Creek

Instead of using it as a gathering place and asset, businesses are not oriented to take advantage of the riverfront. Watershed health must be improved so that the built environment can meet the needs of people and wildlife. Few opportunities for recreation exist, and it is challenging for diverse users to access the river.⁸⁸

Lower LA River Revitalization Plan: Compton Creek Confluence Area-- Potential Design Features

Wildlife routes are interspersed throughout the length of the Compton Creek and are linear paths that connect large patches of natural open space and provide avenues for animal movements and reseeding and relocation of local plant life. The Creek watershed is entirely urban, so the channel does not connect any large natural areas upstream with the Los Angeles River and Pacific Ocean downstream. This creates a channel that collects and stores pollutants generated by residential, manufacturing and commercial activities.

88 Lower LA Revitalization Plan. Volume 1: People, Place & Process, Projects. February 16, 2018. <https://tinyurl.com/56zh8m69> (Accessed April 28, 2024)

POLLUTION CONTAMINANTS AT THE CREEK

Another critical area of infrastructure that the city has not adequately addressed is its aging sewer system. Over the past 15 years, Compton has reported to the State Water Resources Control Board more than 40 incidents in which the city's sewage has spilled or overflowed ⁸⁹

The Regional Water Board alleges that on at least eight different occasions, from December 2010 to October 2013, Compton experienced sanitary sewer overflows that released pollutants and untreated sewage into Compton Creek. The Regional Water Board also alleges the city failed to report three of the eight sanitary sewer overflows as required. Untreated sewage can contain pathogens such as E. coli, salmonella, parasites, viruses and rotavirus that are harmful to public health. Discharges of untreated sewage to water bodies can also impact aquatic life and result in closed beaches.⁹⁰

There are eighteen Super Fund sites in Compton. A few have been cleaned up, more than half remain under active maintenance. Compton is a city of 95,740 people.⁹¹ That makes one Super Fund site for every 5,319 people in the city. *Again*, Heal the Bay reports that Compton Creek is one of the most polluted stretches of the Los Angeles River system.

Illegal Dumping is the main contributor to the health of Compton Creek. Stormwater runoff is a huge contributor as well. Naturally occurring pollutants like sediment and heavy metal build up alongside chemical run off and litter. There are local homeless encampments which pose a risk to water quality not just for the people of Compton, but for the whole Southern Los Angeles watershed and the Pacific Ocean.

Unhoused people and homeless encampments settling in and around the LA River have been recorded in non-negligible numbers. The Lower LA River Revitalization Plan (2018) reports as many as 2,500.⁹² The homeless counts were completed pre-COVID. Pandemic migratory patterns, housing instability and devastating economic for already disadvantaged communities. In a 2021 Report, another oversight body, the Watershed Health Advisory Board Report noted that most of these people settled at the far reach of the watershed, on the opposite end of the confluence into the main channel of the River.⁹³ As part of the *Lower LA River Revitalization Plan*, members were tasked with creating as equitable a strategy as possible. To do this, many historically undervalued

⁸⁹ CA State Auditor Report. City of Compton. 2022. <https://information.auditor.ca.gov/reports/2021-802/index.html> (Accessed April 30, 2024)

⁹⁰ Samuel Unger. CA State Water Resource Control Boards. City of Compton to Pay Penalty, Upgrade Sanitary Sewer System for Discharging Raw Sewage into Local Waterway. October 11, 2016. https://www.waterboards.ca.gov/press_room/press_releases/2016/pr101116_compton.pdf (Accessed April 30, 2024)

⁹¹ US Census. Data. Los Angeles County. City of Compton. <https://www.census.gov/quickfacts/fact/table/comptoncitycalifornia#>

⁹² Lower LA Revitalization Plan. Volume 1: People , Place +, Process , Projects. *The Community: Who is in the Lower Los Angeles River Corridor?* February 16, 2018. <https://lowerlariver.org/wp-content/uploads/sites/20/2022/05/Volume-1-Chapter-1.pdf> (Accessed April 26, 2024)

⁹³ Lower La River Revitalization Plan. The History of the LA River. (p.4) <https://lowerlariver.org/wp-content/uploads/sites/20/2022/05/Volume-1-Chapter-1.pdf> (Accessed April 26, 2024)

components were looked at in order to get as fair an outcome as possible. In the subsequent report, they published findings on the homeless populations living and operating around the river.

The survey also found forty-eight tents and eighty-two encampments being utilized by the homeless population in the study area. The section with the highest number of homeless people counted was in the northern portion, which includes the cities of Vernon, Maywood and Commerce.

Compton also shows a high homeless count from this survey. While many of these encampments are settled at the watershed, opposite anecdotal information from stakeholders indicates that encampments are often seen under river overpasses, which could cause frequent interactions with river trail or asset users. No estimates of tents or encampments were provided in the Long Beach survey.

HEAL THE BAY REPORT CARD

Heal the Bay partners with DPH, the Council for Watershed Health, the Los Angeles River Watershed Monitoring Program, the City of Los Angeles' Bureau of Sanitation, and the San Gabriel River Regional Watershed Monitoring Program to monitor bacteria levels and water quality in designated recreation zones of the County.⁹⁴ Heal the Bay collects data on for River, Malibu Creek, and San Gabriel River watersheds where certain activities are allowed in the; other locations include popular swimming spots (although swimming is prohibited throughout the river system; locations of proposed projects.⁹⁵

Heal the Bay and their partners test for “fecal indicator bacteria” (FIB) *Escherichia coli*. Each grade takes into account the single sample bacteria level which reflects the most recent water quality measurement at a given site as well as the geometric mean which is an average of all single sample measurements during a thirty-day period and provides a longer-term view of *E. coli* concentrations in the water. Heal the Bay also tests for the FIB, *Enterococcus*; our grades used to also be based on *Enterococcus* levels, but our upgraded grading methodology only uses *E. coli*. We continue to collect this data for our scientific and advocacy work.⁹⁶

Large populations of *E. coli* serve as warning signs for potentially harmful pathogens in the water and indicate the presence of fecal matter. Although the bacteria itself is generally fine, their presence indicates the existence of other bacteria that may cause health issues like ear infections, skin rashes, respiratory problems, and stomach issues. Elevated levels increase risk in recreational water areas where people are swimming, fishing, or kayaking because there is a higher chance of direct contact with the water.⁹⁷

⁹⁴ 2022-2023 Heal the Bay River Report. <https://healthebay.org/wp-content/uploads/2023/06/Beach-Report-Card-2023-Press-Release.pdf> (Accessed April 30, 2024)

⁹⁵ Heal the Bay. Who We Are. *Our Mission*. 2024. <https://healthebay.org/about/> (Accessed on April 2024)

⁹⁶ Heal the Bay. River Report Card. 2023. <https://healthebay.org/riverreportcard/>

⁹⁷ Heal the Bay. River Report Card. 2023. <https://healthebay.org/riverreportcard/>

Heal the Bay scores segments of the river system A+ to F, based on the presence of e.coli, a bacteria that serves as an indicator of water safety. An A+ grade indicates excellent water quality that meets all health standards, while an F signifies poor water quality with a higher risk of illness.

2023 Grades for Soft-bottom segments of the river system: The Confluence below Compton Creek received Fs throughout the year. Historically, Compton Creek routinely fails the report card.

The Committee spoke with staff members and volunteer helpers at Heal the Bay, an environmental group focusing clean up and advocacy efforts on the Southern portion of the River's path down into the estuary and out in to the South Bay.⁹⁸ Discussions revolved around our alarming findings at the Compton Creek. Heal the Bay was well aware of the buildup of debris and on-going pollution issues in the Creek.⁹⁹ For many years staff and volunteer cleanup crews would visit the Creek and the intent to clean up that portion of the River. Their work in Compton stopped in 2015. They discontinued their visits to the Creek because unhoused people living in and hanging out around homeless encampments built along the riverbed would become violent with them and threaten to have their dogs attack them. Therefore, they no longer service Compton because of the homeless incident.

Heal the Bay shared a water quality report evaluating the LA River system.¹⁰⁰ They prepared an annual River Report Card. The focus was on bacteria colonies and potential pollution, which has the most immediate potential impact to human health. The report included: *Fresh Water Fails List*. There are ten sites on the list in Los Angeles County that are high-risk places to contact the water. Compton Creek tied for #1 Freshwater Fails.¹⁰¹

DEPARTMENT OF PUBLIC WORKS

The Committee made several visits to the DPW Headquarters Office in Alhambra, California. During the meetings held with Engineers in the Department, multiple topics were discussed.

Staff spoke about the LA River Revitalization Master Plan completed in 2022. The Plan was updated by DWP to address a large number of topics involving the citizens in LA County. Social and Environmental aspects of the River, the watershed and the communities along the river were addressed in the Plan.¹⁰²

- Some goals of the Master Plan are to promote healthy, safe, clean water with the help of various government agencies and EAP groups;
- Improve water quality within the County;
- Keep the public aware of health issues involving the River;

⁹¹ Heal the Bay. What We Do. 2024. <https://healthebay.org/our-impact/> (Accessed May 2, 2024)

⁹⁹ Interview with Heal the Bay staff on January 8, 2024.

¹⁰⁰ Ibid.

¹⁰¹ Heal the Bay River Report Card 2023. <https://healthebay.org/wp-content/uploads/2023/06/River-Report-Card-2022-1.pdf>

¹⁰² LA River Master Plan. December 2022. <https://pw.lacounty.gov/uploads/swp/LARiverMasterPlan-FINAL-DIGITAL-COMPRESSED.pdf> (Accessed on April 30, 2024)

- Keep specific animals and plants safe from destruction by people or nature; and
- Keep citizens in communities involved with River activity.

The CGJ talked at length about problems with the lack of cleanliness in Compton Creek and inquired as to which agency/Department had the responsibility to keep it sanitary. The Engineers informed the CGJ that they had little control of the cemented areas of the River. The Corp of Engineers had jurisdiction of the cement parts of the River. DPW performed oversight of the soft bottom (dirt) portions. They cannot recommend that the dirt be cemented because there are structural problems in cementing areas that are dirt only.

When asked by the CGJ about funding to help restore the Compton Creek area, a Department of Public Works official explained to the Jury that the City of Compton had been awarded a Grant for that purpose, but the city never used the money. The DWP official stated that the funds were subsequently returned to the government by Compton city officials.

COMPTON CITY HALL/LOCAL DEPARTMENT OF PUBLIC WORKS

The Committee met with the Mayor of Compton, City Council Members and local supervisors of the DPW who service Compton Creek. These DWP workers work on the Creek, as well as service the sixteen parks landscaping duties. The supervisors stated that they have worked with Heal the Bay on clean-up days in the past. The City Council members were at the meeting to ask questions and secure information about Compton Creek to share with the Compton Mayor.

The Committee was told that the homeless encampment at the Crystal Casino had been cleared out and the people living there were removed, and that the area of the Creek was now clean. The CGJ explained to this group about the potential for dengue fever to be bred by mosquitoes at Compton Creek because of the pollutants and the stagnant water in the River. They all appeared to be very concerned about this possibility.

The City of Compton has received large funding grants in the past and left the money unspent. The funds were never used to improve and clean up any parts of the Compton Creek. An official at the DPW confirmed that money was granted to the City which was never used and instead was returned by the Mayor of Compton.¹⁰³ The Mayor of Compton also stated that since her election as Mayor, discussion of clean-up and River improvement had not been discussed at Council Meetings. She also has not received any funding or grants for the city to use for improving the River.¹⁰⁴

The County's Metropolitan Transit Authority, or Metro, was just granted \$900 Million for infrastructure to boost the LA 2028 Olympics.¹⁰⁵ Compton is not one of the participating municipalities benefiting from money earmarked for infrastructure improvements. Compton

¹⁰³ CA State Auditor. Report. 2022. <https://information.auditor.ca.gov/reports/2021-802/index.html> (Accessed on April 30, 2024)

¹⁰⁴ Interview on December 13, 2024.

¹⁰⁵ US State Senator Alex Padilla. 2023. <https://www.padilla.senate.gov/newsroom/news-coverage/abc7-metro-receives-900-million-to-boost-infrastructure-ahead-of-la-2028-olympics/> (Accessed on April 30, 2024)

missed out big time. The Mayor should immediately submit a request to be added as a recipient of these funds and use the money to improve the Compton Creek deficiencies.¹⁰⁶

The State Auditor's Report (2022) found that the city has been grossly mismanaged for years, and has historically operated at a disadvantage starting with redlining. Currently, Former Mayors or City Managers, Treasurers and others have been accused and sometimes charged with embezzling or mismanaging public money.¹⁰⁷ The current City leadership need outside support to reorganize city services and finances. An appointed, non-biased Trustee could be a way for the City to navigate issues with funding and infrastructure.

DEPARTMENT OF PUBLIC HEALTH

Our committee spoke with the Executive Director at DPH. During the discussion, the Director acknowledged that there are a number of communicable diseases found throughout the County. She was especially concerned about potential outbreaks of infectious diseases. Of specific concern is dengue fever, not typically associated with our region. This disease is mosquito-borne. If bitten by a mosquito, a person will feel symptoms three to fifteen days after they have been infected. One of the high areas for contracting dengue fever are locations with "stagnant water".¹⁰⁸



The stagnant water causes bacteria, parasites and especially mosquitoes. There is extreme potential for mosquito breeding in large quantities of stagnant water because mosquitoes breed in less than one-quarter inch of water.¹⁰⁹

¹⁰⁶ KTLA. News. *Los Angeles Awarded \$900 Million for Improvements Ahead of 2028 Olympics*. Mar 12, 2024. <https://ktla.com/news/california/los-angeles-awarded-900m-for-improvements-ahead-of-2028-olympics/>

¹⁰⁷ 2017: <https://www.justice.gov/usao-cdca/pr/former-compton-treasury-official-arrested-federal-charges-related-embezzlement-37>

2021: <https://da.lacounty.gov/media/news/compton-city-councilmember-five-others-charged-conspiracy-commit-election-fraud>

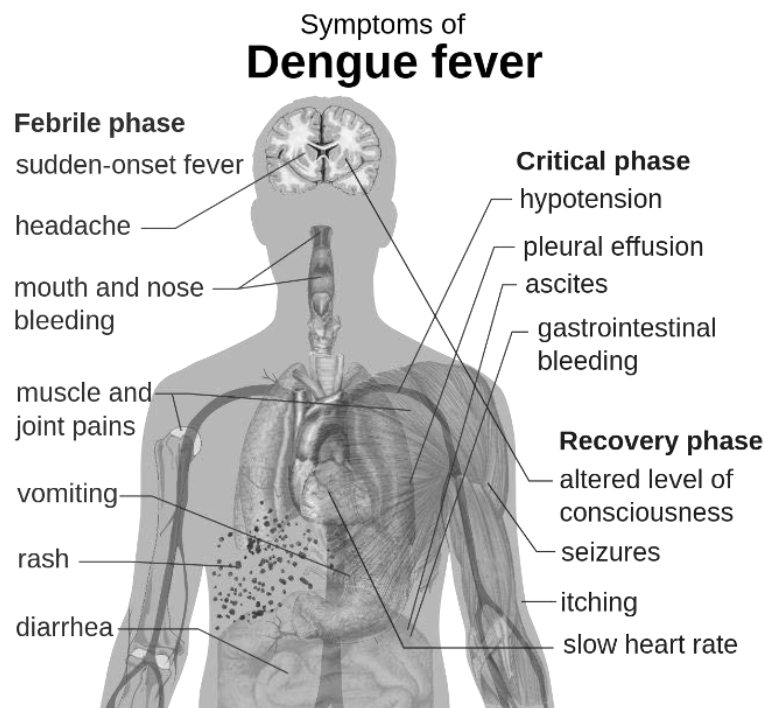
2023: <https://www.latimes.com/california/story/2023-09-19/former-compton-city-councilman-isaac-galvan-indicted-for-allegedly-bribing-baldwin-park-councilman-for-marijuana-permits>

¹⁰⁸ <https://www.cdc.gov/dengue/index.html>

¹⁰⁹ <https://www.cdc.gov/dengue/index.html>

The DPH told our Committee that a location like the Compton Creek with the quality and possibility of large quantities of stagnant water, was a perfect location for mosquitoes to get the dengue virus and transmit it throughout the Compton community and beyond.

There are major upcoming sporting events coming to the United States: Soccer World Cup will be in the US in 2026.¹¹⁰ The Summer Olympics will be held in Los Angeles in 2028.¹¹¹



Because of these significant events, it was suggested by the Health Department that it would benefit the County/City of Compton to clean-up the Compton Creek area of the LA River and rid any opportunity for a Dengue Fever outbreak breed through mosquitoes who can transmit the virus all over the County.

As of the date the report was submitted, the investigative committee was informed that a report regarding Dengue Fever is forth coming from the Infectious Acute Communicable Disease control office. This report will soon be published addressing the public health risk related to a predicable outbreak of Dengue Fever in the County and region.

VECTORS FOR DISEASE AND STAGNANT WATER BREEDING GROUNDS

A vector is any arthropod, insect, rodent or other animal flagged as one with the potential to contribute to a concern for public health. Vectors are capable of carrying and/or transmitting the

¹¹⁰ Brand LA. Looking Ahead to the Olympics. 2024. <https://www.brandla.org/post/sports-los-angeles-2028-olympic-games> (Accessed on April 30, 2024)

¹¹¹ LA2028. About Us. 2024. <https://olympics.com/en/olympic-games/los-angeles-2028> (Accessed on April 30, 2024)

virus human to humans. Under certain circumstances, insects or other arthropods that cause human discomfort or injury, but not disease, are sometimes referred to as vectors.¹¹² Across the County, the most well-known vectors are mosquitos carrying West Nile Virus (WNV/West Nile) and mice carrying bubonic plague.¹¹³ Along the boundaries of the Compton Creek, insects including mosquitos, midges and blackflies the vectors of most concern.¹¹⁴ Worldwide there are more than 3,500 species of mosquitoes, but only a few of them can transmit diseases to people.¹¹⁵ The mosquitos in LA County are:¹¹⁶

Vector Mosquito Types. *Aedes Aegypti* and *Aedes Albopictus*. 2023.¹¹⁷



Ae. albopictus



Ae. aegypti

Aedes Aegypti: *Aegypti* are the main type of mosquito that spread Zika, dengue, chikungunya, and other viruses through contact with the female when she bites human to ingest blood. Because *Ae. aegypti* mosquitoes live near and prefer to feed on people, they are more likely to spread these viruses than other types of mosquitoes.¹¹⁸

Aedes Albopictus. *Aegypti* are invasive to the LA area but have been around for years. They are also vectors for dengue fever.¹¹⁹ Two unrelated confirmed cases of dengue in Pasadena and Long Beach in 2023 are nothing to sniff at. The Cities and County should take notice and act fast.

The reported incidence of dengue has grown dramatically around the world in recent decades, with cases reported to WHO increasing from 505,430 cases in 2000 to 5.2 million in 2019. Most people affected by dengue reportedly feel asymptomatic or mild and are able to self-managed

¹¹² Greater Los Angeles County Vector Control District. *What is a Vector?* 2024.

<https://www.glamosquito.org/what-is-a-vector> (Accessed April 26, 2024)

¹¹³ Department of Public Health. *West Nile Virus Data*. 2024.

<http://www.publichealth.lacounty.gov/acd/WNVData.htm>

¹¹⁴ Greater Los Angeles County Vector Control District. *What is a Vector?* 2024.

<https://www.glamosquito.org/what-is-a-vector> (Accessed April 26, 2024)

¹¹⁵ Ibid. (*Mosquitos*)

¹¹⁶ Department of Public Health. Vector Control Special Districts. *Map and list of the five vector control agencies in Los Angeles County*. 2023.

¹¹⁷ Marina Torres. Mosquito Alert. *How to differentiate a tiger mosquito from a yellow fever mosquito with the naked eye*. March 2, 2016. <https://www.mosquitoalert.com/en/how-to-differentiate-a-tiger-mosquito-from-a-yellow-fever-mosquito-with-the-naked-eye/> (Accessed April 27, 2024)

¹¹⁸ US Department of Health and Human Services. Centers for Disease Control. Mosquito Control for Professionals. *Potential Range of Aedes Aegypti and Aedes Albopictus in the United States, 2017: About These Mosquitoes*. 2024. <https://www.cdc.gov/mosquitoes/mosquito-control/professionals/range.html> (Accessed April 26, 2024)

¹¹⁹ Ibid

their infection. Because of this, the true number of dengue cases are most likely vastly under-reported.¹²⁰

Vector Control Districts use certain metrics to predict the intensity of mosquito populations for a given year. Considerations include a higher-than-average daily temperatures, Monitoring mosquito populations through in-the-field sample testing for disease, testing dead birds reported in their jurisdiction to determine potential spread areas and rates, and the use of “sentinel chickens,” (*the vector control version of a canary in a coal mine*). These birds are routinely tested because the chickens develop can antibodies to WNV, which can be detected by testing.¹²¹ West Nile infection has steadily rose over the last six years. In 2023, there were three reported deaths attributed to the mosquito-spread virus.¹²²

In 2023, the Mosquito Abatement District reported that in neighboring Long Beach: five confirmed samples of mosquitos carrying West Nile were identified and three WNV-infected dead birds.¹²³

In 2023, there were no cases of dengue identified in LA County. Our region is not typically affected. However, two locally acquired cases were reported last year in Pasadena (October 2023) and Compton’s direct neighbor to the South, Long Beach (November 2023).^{124 125} In October 2023, the Pasadena Public Health Department reported a confirmed case of dengue in a resident with no history of travel outside LA. About one month later, in November 2023, the Long Beach Department of Health and Human Services reported a second case of locally acquired dengue.

Although the risk of contracting the tropical virus is extremely low, nom-traveling infected people is a cause for concern. Especially as the most recent report is in the city that shares boundaries with the Compton Creek. The *Aedes* mosquitoes that spread dengue are not native to California, but since their arrival in 2011, they can be found in most parts of the county.¹²⁶

Before these two cases found within a month of one another, all reported dengue cases in LA County have reported recent travel to a country where dengue is commonly spread. Travel-related cases occur every year and can occur at any time of the year in Los Angeles County as our residents travel year-round. The *Aedes* species mosquitoes that can spread dengue are not native to California. But since they arrived in 2011, the infestation has spread and they are now abundant¹²⁷

¹²⁰ World Health Organization. *Dengue and Severe Dengue*. Global April 23, 2024. <https://www.who.int/news-room/fact-sheets/detail/dengue-and-severe-dengue>

¹²¹ *California Arbovirus Surveillance Bulletin #15*. July 15, 2022.

https://westnile.ca.gov/download?download_id=4749 (Accessed May 2, 2024)

¹²² Ibid

¹²³ Ibid

¹²⁴ Pasadena Office of the City Manager. *Pasadena Reports Extremely Rare Case of Locally-Acquired Dengue; Exposure Risk to Local Residents Remains Very Low*. October 20, 2023. <https://www.cityofpasadena.net/city-manager/news/pasadena-reports-extremely-rare-case-of-locally-acquired-dengue-exposure-risk-to-local-residents-remains-very-low/>

¹²⁵ Jennifer Rice Epstein. City of Long Beach. Press Release # 110523-5. *Long Beach Health Department Confirms Case of Locally Acquired Dengue*. November 1, 2023. <https://longbeach.gov/press-releases/long-beach-health-department-confirms-case-of-locally-acquired-dengue/>

¹²⁶ Department of Public Health. *Arbovirus 2023*. 2023. <http://www.publichealth.lacounty.gov/acd/docs/Arbo2023.pdf>

¹²⁷ Department of Public Health. *Vector Dengue*. 2023. <http://publichealth.lacounty.gov/acd/VectorDengue.htm>

The Compton Creek Mosquito Abatement District (CCMAD) is a special district formed to address pest control along the city's slough into the LA River. CCMAD is governed by the BOS. The District includes the communities of Compton, East Rancho Dominguez, Enterprise, Mona Park, North Long Beach, Rosewood, West Rancho Dominguez and Willowbrook.

Government entities CCMAD is directly affected by are the County, the Cities of Compton and Long Beach, the Agricultural Commission and the Flood Control Special Districts; State Departments of Fish & Wildlife, Water Resources and Pesticide Regulations; and Federal US Departments of Fish and Wildlife and the Army Corps of Engineers

CONCLUSION

Compton Creek was scratched out of the flood plain to make a drainage channel cutting toward the main channel of the Los Angeles River. (See photo Compton Creek, circa 1940.) Since then, it has been a drainage canal for heavy industry discharging waste into the river system. A major problem for Compton Creek, and the nearby residents, is that at the final mile-long sector before joining the Los Angeles River is soft bottom. It has been allowed to become overgrown with vegetation, which slows the flow the pollutants, which can seep down into the water table. Cleaning up ceased when the homeless made encampments in this stretch and scared off volunteers who used to annually pick up trash collected in the swampy vegetation. The flow of wastewater and pollutants often does not flow at all.

It is time to address this issue before the world comes to visit Los Angeles for the Olympics. The red flag is raised, and the threat of Dengue Fever is very real in our region. Having an eight-mile-long vector generator of disease agents emanating from Compton Creek (and spreading throughout the County) makes this a group effort rather than a local one.

Compton Creek has been neglected far too long – out of sight so out of mind, from most of the County's residents.

FINDINGS

- 6.1 The “soft bottom” stretch of the Compton Creek runs through Compton, unincorporated Los Angeles County and Long Beach before intersecting with the main artery of the LA River. The soft bottom section is more swamp than “navigable” waterway.

The Department of Public Health has stated that Dengue Fever is a serious disease caused by mosquitoes using swampy stagnant waters and use it as prolific breeding grounds such as the Compton Creek.

- 6.2 The City of Compton has been grossly mismanaged for years and has been historically under-supported. The current City leadership is unable to reorganize city services and infrastructure maintenance alone. The current Mayor of Compton, as of 2024, has been made aware that funds previously granted to the city was not utilized and did not benefit or improve the Compton community or infrastructure had to be returned.
- 6.3 During meetings with our Committee, the Mayor of Compton and the City Council were told about our findings regarding dengue fever and potential projected virulent mosquito (vector) spread.
- 6.4 Heal the Bay discontinued clean up initiatives in and around Compton Creek due to threats of violence from the nearby unhoused encampments. City leadership seemed to intimate that they will reach out to Heal the Bay and schedule an appropriate date to invite volunteers back into the community to restart clean-up efforts.
- 6.5 As the city has been grossly mismanaged for years the current City leadership need outside support to reorganize city services and finances.

RECOMMENDATIONS

- R6.1 In the interest of local health and the City’s and County’s reputation as a worldwide tourist destination, the Creek’s soft bottom segment must be abated to prevent it from becoming a breeding ground for the primary vectors for transmission of West Nile or Dengue Fever. BOS coordinate clean up, and vector control against predicted dengue fever.
- R6.2 City of Compton explore alternative money management such a as trustee appointment for general fund disbursement and city service moneys or more seriously, file for Federal bankruptcy protection.
- R6.3 Regarding the City of Compton, prioritize the clean-up of the water and sewer infrastructure and *especially* prioritize Compton Creek. Explore the possibility to assigning a Trustee to fulfil the project objectives of bringing the creek up to excellent standards.
- R6.4 City of Compton should explore how Heal the Bay (and any other interested environmental/other civic-oriented group) can restart volunteer cleanup activities.
- R6.5 Leadership in the City of Compton should explore appointing a non-biased Trustee to navigate issues with funding and infrastructure.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R6.1, R6.2	Los Angeles County Department of Public Health
R6.1, R6.2, R6.3	Los Angeles County Department of Public Works
R6.4	Heal the Bay
R6.1, R6.2, R6.4, R6.5	City of Compton
R6.1	City of Long Beach
R6.1, R6.2, R6.3, R6.4	Los Angeles County Board of Supervisors
R6.1, R6.4	Los Angeles County Office of the Chief Executive

COMMITTEE MEMBERS:

Irene Shandell-Taylor, Chairperson
Jean C. Holden, Co-Chair
Mark Calahan
Darnell Groom
Victor H. Vidal
Michelle M. Wilson

EXHIBIT A

Map of the Los Angeles River

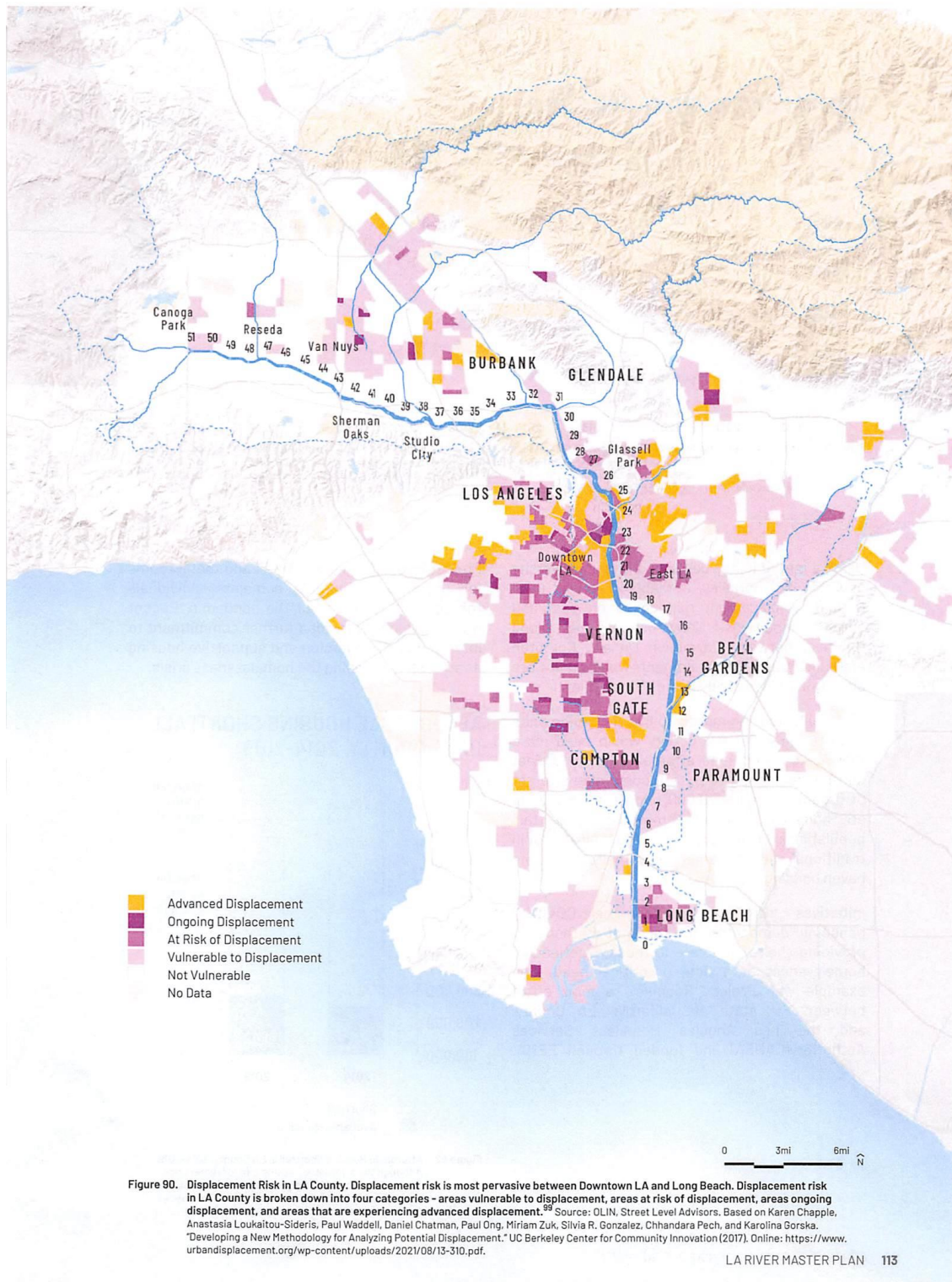


EXHIBIT B

Map of the Los Angeles River with Bike and Multiuse Trails

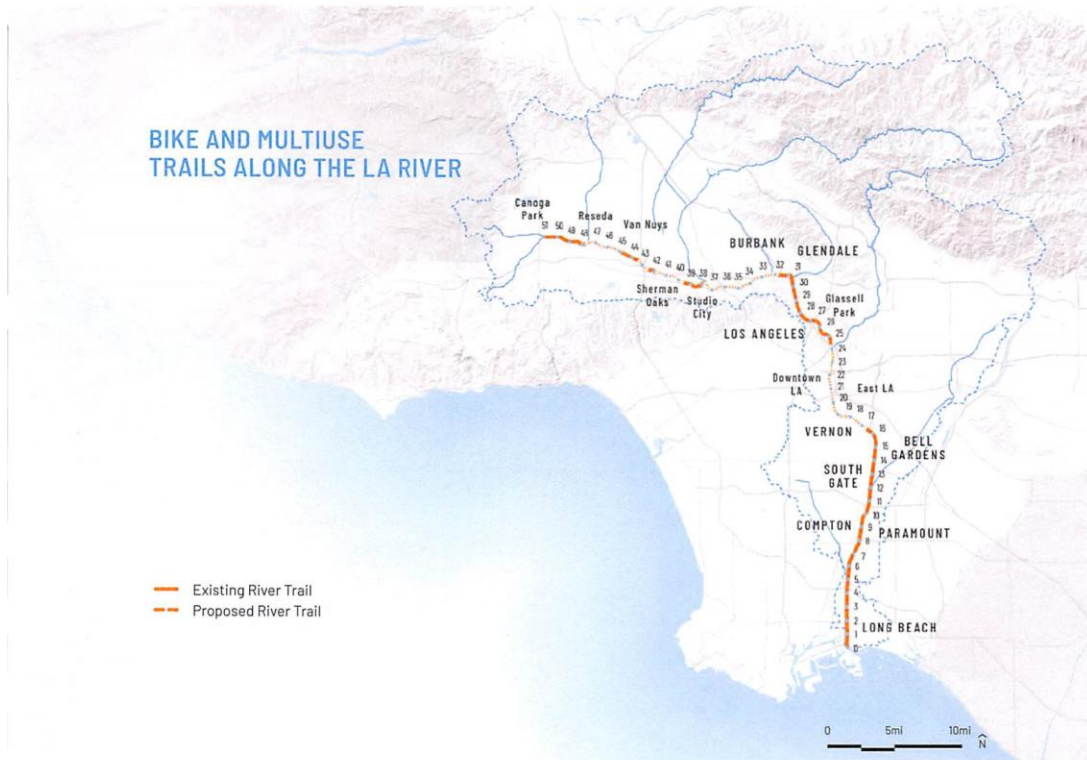


Figure 86. Bike and Multiuse Trails Along the LA River. Existing bikeways and multiuse trails provide access to 32 of the 51 river miles.
Sources: City of LA, LA River Greenway, LA River Access and Points of Interest: OLIN, 2018.

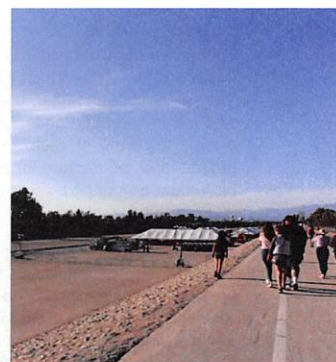


Figure 87. (Left) Large lengths of the river are accessible via bike trails. Source: LA County Public Works, 2018.

Figure 88. (Middle) The LA River Trail can be a catalyst for local businesses along the river and in the adjacent communities. Spoke Bicycle Cafe, river mile 26.3. Source: OLIN, 2019.

Figure 89. (Right) Pedestrians often frequent the LA River trail for leisure, exercise, and during community events. SELA Cultural Arts Festival, river mile 12.3 Source: LA County Public Works, 2018.

THE EXAMINERS GET EXAMINED!
Rethinking Park Fees and Development



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

BOS	County of Los Angeles Board of Supervisors
CEO	County of Los Angeles Chief Executive Officer
CGJ	Civil Grand Jury
DHS	Los Angeles County Department of Health Services
DME	Los Angeles County Department of Medical Examiner
LA	Los Angeles city
ME	Medical Examiner
NAME	National Association of Medical Examiners
ODA	Office of Decedent Affairs

EXECUTIVE SUMMARY

With some 9.7 million residents, LA County's governance takes care of the most populous county in the country. The county sprawls out over 4,084 square miles of land mass, and it is congested with almost 8 million registered vehicles on its streets and highways. Its 2.6 million residential and commercial properties in 88 cities and 120 unincorporated communities have been assessed to be worth \$1.997 trillion. Its hospital and clinic system manage 1.5 million primary and specialty care visits and 313,921 Emergency Room visits.¹

A new leader! A new name! *A new (URL) address!* And a new commitment to inquiring for more accountability and transparency as core value for directing the Department. What's the excitement all about?! The goal of the 2023-2024 Civil Grand Jury Committee's investigation is to determine whether recent changes in infrastructure and in leadership have diminished or enhanced the basic operations and processes of the Department of Medical Examiner (DME), the Office of Decedent Affairs (ODA), and the Department of Health Services (DHS) collaborative work or coordinated support. Whether past procedures and programs and projects are being continued promptly, efficiently, and, according to the expectations of the electorate. Whether sufficient and experienced personnel are hired, and adequate facilities with state-of-the-art instrumentation are provided to serve the estimated 75,000 deaths each year within Los Angeles County's.²

Currently, the DME is working on a Provisional Accreditation from National Association of Medical Examiners (NAME) and is making a strong effort to maintain that rating. DME will attempt to exceed that status by eliminating critical issues,³ which are preventing full accreditation. The obstacles in the way are great. For instance, NAME recommends that a staff pathologist perform no more than two hundred fifty autopsy investigations in a year's time⁴. But almost every one of our pathologists do more than three hundred fifty of them due to volume of caseloads it's expected to handle daily⁵. A second problem is the available physical workspace for our autopsy teams to do their work, as they are literally "bumping into each other". Another obstacle to attaining "full accreditation status" is the antiquated electrical system in its present autopsy suite, which will not support more bulker, higher-voltage, and the latest technical machinery to help pathologists perform more precision work. The Committee will make practical recommendations to overcome these challenges.⁶

The members of this Committee would also like to spend a brief moments in this Report to take a nuanced look into the LA County Board of Supervisors' (BOS) sponsorship of a perennial

¹ Los Angeles County by the numbers BOS & CEO updated January, 2024.

² In-person Interview with Dr Odey Ukpo, Brian Elias, & Akiko Tagawa. November 14, 2023.

³ <https://me.lacounty.gov/accreditations/> &

https://www.thename.org/index.php?option=com_community&view=profile&userid=1005355185&uuiid=338ff396-2d8d

⁴ https://www.thename.org/index.php?option=com_community&view=profile&userid=1005355185&uuiid=338ff396-2d8d-<https://name.memberclicks.net/assets/docs/NAME%20Accreditation%20Checklist%202024%20-%202029.pdf>4076-b3a8-a22dc1e3f8e5¤t_page=1&directory_search_id=12295#/profile - Page 27 Items G2 i and j from NAME Inspection and Accreditation Checklist March 2024

⁵ Interview with Medical Examiner Staff

⁶ Ibid

memorial Ceremony for the Unclaimed Dead in an interfaith burial ceremony, usually held in mid-December. The result of such a look may yield a commendation.

BACKGROUND

Recent Changes in the Medical Examiner's Office

It's been several years since the CGJ has taken a look at the Medical Examiner-Coroner's Office and several changes have occurred in the interim. One change is a name-change for the Office, in which the removal of "coroner" from its title is affected to reinforce clearly to the public that it conducts independent, quality death investigations using advanced forensic science to determine the exact cause and manner of death of decedents, apart from the influence of the police. The BOS made this official on 11 July 2023 when a motion to change the name of DME on a motion from Supervisor Solis passed 5-0⁷ The Department of the Medical Examiner works in cooperation with five separate components that people may assume are part of the Department, so the Committee needs to transcend the transparency about what goes on within and outside of the DME presence. The 5 individual components are: (1) Administrative Services Bureau for data compilation; (2) Public Services Division for documentation; (3) Investigations and Transport Division for identification, notification, and transport; (4) Forensics Medicine Unit for coordinated medical collaboration; and (5) Forensic Science Lab Bureau for scientific experimental evidence and empirical phenomenon.⁸

METHODOLOGY

Early on in this fiscal year, the Report Committee assigned to investigate this particular topic was busily pursuing an important detail to make an informed decision about attending an intriguing and exotic event sponsored by the BOS. The Committee was preoccupied with trying to discern the exact date and time that the annual Burial of the Unclaimed Dead was going to be held. Our calls to the DHS and to the DME Office and to 411 were largely ignored. Finally, the Catholic Reverent in charge of programing told us about the uncertainty surrounding the planning the time and place and that additional consultation was necessary before the information can be made available. Eventually a chaplain of some kind contacted us and gave us the day of the Ceremony but not the time, which would be determined later that week.

When the Committee met with the ODA Leadership Team at the LA General Medical Center on September 28, 2023, we were surprised to learn of their huge involvement in preparing, arranging, handling, and processing the deceased.

During the hour-long session, the Committee members were told that the ODA manages the Los Angeles County morgue, crematory, and cemetery. It takes care of the remains of decedents who are unclaimed, indigent, or unidentified. The Office transports and cremates decedents when private arrangements are not possible. The unclaimed dead are eventually laid to rest after 3 years,

⁷ "Coroner no more: Department of Medical Examiner is new name for LA County agency" City News Service 6/29/23 & file.lacounty.gov/SDSInter/bos/sop/1145526_071123.pdf

⁸ <https://me.lacounty.gov/#> Select ABOUT US

in a communal burial service. The Committee learned about the various departments and component divisions that supported their mandated work. Among the questions explored included, what happens to the body when an individual dies in the hospital, in a public place or at home? What does the Medical Examiner or Coroner do with the decedent issue, in serve to the public?

They shared with the group so much “revelations” and esoteric information that we were ‘in awe’.

ODA was accommodating and arranged for DME to meet with our Committee for an informative interview. We sat down with the top leadership team in the whole Department on November 14, 2023, and they graced us with the benefit of their immense knowledge and hard-knock work experience.

We learned so much from talking with the two teams of leaders. Each place (whether ODA or DME) gave us a lot of information to think about and each session introduced us to so much more about the pertinent concern we’re interested in. Every leader or department head that the Committee met with, gave us rich insights about the work that they do and the day-to-day situation in which they must struggle with nearly overwhelming caseloads in the tightest of workspace under relentless pressure and nonstop demand in order to thrive. They were simply cognoscente!

While the Committee was deep into literature research, and we noticed developing news that became breaking news about the Los Angeles County’s institutions. Most significantly, the Los Angeles Times (archival-wise) published several articles about the practices of the DME, including accounts of possible issues with procurement of human organs, tissues or ligaments that were done (supposedly for transplant purposes), before autopsies were completed or before it was even commenced. The publication piqued our interest.

Along the way, the members of the Committee met amid clamor to strategize and map out a MASTER ITINERARY for doing our investigation.

Game Plan for Conducting this Investigation:

- Make clear our objectives in pursuing this study;
- Optimize intention of inquiry / investigation;
- Strategize methods for collecting data, obtain findings, & derive recommendations;
- Visit Chief Medical Examiner leadership for a comprehensive overview of Coroner’s obligation to community;
- Seek consultation w/ Office of Decedent Affairs, Department of Public Health, & various Procurement organizations in the area;
- Pursue ‘the Advice and Counsel’ of County Counsel for understanding & clarity of the Uniform Anatomical Gift Act of 2006;
- Create questionnaire for interacting with stakeholders (patients who have benefitted from harvesting transplantable body parts or kept in anticipation on the Waiting List);
- Develop set of questions for interviewees;
- Analyze information gathered for specific findings;
- Seek out best practices; and

- Formulate recommendations for improvement of a particular process, procedure, or operation.
-

The Committee’s Travelogue for the Jury Term of Service

09/28/23 “Looking for DME, but found ODA” Interview w/ ODA leaders Angela Baca-Cooper (Hospital Administrator), Jorge Orozco (head of ODA), & Estela Inouye (ODA manager)

10/26/23 LA Law Library seminar “What happens after death to your bodies?”

11/14/23 Interview at DME with Dr. Ukpo, Brian Elias, Akiko Tagawa

12/14/23 Evergreen Cemetery ‘Talk’ w/ ODA Administrator Angela Baca-Cooper

01/23/24 One Legacy presentation, tour, and Q&A with Aaron Cheng & Tom Mone.

01/31/24 Interview w/ ODA & DHS leaders

02/29/24 Powerpoint presentation with the Chief Medical Examiner Dr. Odey Upko.

03/13/24 Phone conversation with Deputy Chief Akiko Tagawa.

As well, the investigative team perused the offerings from numerous websites to review scholarly papers; besides interviewing the (above-mentioned) top-tiered leaders from the Department of Medical Examiner’s office, the Office of Decedent Affairs, OneLegacy Procurement Company, and a few other places. The team also studied various documents, forms, action papers, and updates issued by County entities.

DISCUSSION

Office of Decedent Affairs & their function in serving “the mourning public”

The Office of Decedent Affairs (ODA) has three main functions of serving “the mourning public”:(1) to operate the County morgue that’s located at the LA General Medical Center; (2) to run the County crematory for cremating the indigent dead; and (3) to oversee the Los Angeles County cemetery.⁹ It manages the cremation and burial for the indigent, unclaimed and unidentified individuals who die within the jurisdiction of the County. These individuals are frequently homeless or have no next of kin, or they may simply have nobody who claims their bodies.¹⁰

Cremation is the process of reducing the human body to bone fragments by subjecting it to high heat & flame. All organic matter is consumed by intense heat and evaporation within two hours. After the cremated remains are removed from the crematory chambers; any residual, large bone fragments are removed and processed further to reduce their size to uniform particles (i.e., ashes).¹¹

⁹ Interview with Department of Health Services Management

¹⁰ <https://211la.org/resources/site/los-angeles-county-department-health-services-office-decedent-affairs>

¹¹ Neptune Society Publication 2023 FAQ’s

Most people who die either have made arrangements with family for disposition of their bodies or entrusted relatives, fiduciaries or friends to take care of it. Others, however, become Los Angeles County's responsibility. If the death requires attention of the Medical Examiner (ME), then the body goes there. But if it does not, then the body goes to the ODA. If the decedent died in a hospital, it is the hospital's responsibility to transfer the expired body to the ODA. The ODA picks up corpses from other locations, such as nursing homes and hospices. The ODA employs three "Mortuary Attendants" (drivers) for this duty and also uses a handful of independent contractors as needed. Presently, ODA has fewer than fifteen employees.¹²

The ODA is a major functional part of the County of Los Angeles General Medical Center. One morgue serves the hospital and the ODA. Accordingly, it handles about three thousand deaths annually. The morgue holds forty-eight bodies at a time and is usually filled to capacity.¹³

In most cases, corpses are picked up within a few days of death by family to be given over to the funeral home for preparation for interment. Still, the ODA arranges twenty-eight to thirty cremations each week, or about one hundred twenty per month. Half of these cases are outsourced to private crematories. The ODA also cremates and buries ME cases that go unclaimed. The cremations generally happen within three months of the death. The ashes are then kept at the crematorium until they are claimed or buried. The ODA arranges one huge funeral for the unclaimed ashes each year, burying the ashes that have then been held for at least three years.¹⁴ Typically, ODA buries around six hundred seventy cases, the rest having been claimed.

The charge for claiming cremated remains is \$356, or \$466 with transportation.¹⁵ This price was set by the BOS over twenty years ago and has not been changed.¹⁶ None of the staff know whether this amount was intended to defray the cost of cremating, reflect the market value of cremation, or some other consideration.¹⁷ On the open market cremation in the Los Angeles metropolitan area typically costs between \$1,000-\$1,800.¹⁸ The County's fee structure probably is outdated. Savvy relatives who assent to cremation can wait until a decedent's body is cremated and then claim the remains for a reduced amount of money. In March 2024, DME through BOS' approval made a decision to waive fees that it usually charges the public for any activity rendered to services for storing and processing unclaimed remains for a trial period of three months. Most counties have computerized decedent affairs management programs, using bar codes. This makes tracking decedents' remains easier, enables compilation of records and statistics, etc. The DME started using a new software VertiQ in 2023.¹⁹

The United States has more than 3,000 counties. LA County has the distinction of being the only one in the country whose ODA is not located inside the department of the local coroner or medical examiner's office. Periodically, moving the ODA from the Department of Health Services into

¹² In-person interview w/ ODA executives 1/31/24.

¹³ Interview with Chief Dr. Upko – Chief Medical Examiner on 1/31/2024.

¹⁴ <https://211la.org/resources/service/morgues>

¹⁵ In-person interview w/ ODA leaders 9/28/23.

¹⁶ In-person interview w/ ODA executives 1/31/24.

¹⁷ Ibid.

¹⁸ Various websites –

¹⁹ Phone Interview with Department of Medical Examiner 3/13/24.

the Department of the ME to integrate all the decedent services together has been discussed. Such a consolidation so that just one entity would process the deceased has its merit. Each side would have to ‘give and take’ a little bit of jurisdictional control. If and when the DME moves into adequate quarters, this should be considered seriously.

Department of Medical Examiner and its five separate departments supporting the Office’s mandated work

Chief, Department of Medical Examiner

The Committee is investigating all LA County departments, agencies, entities, and functions that have anything to do with the dead in our jurisdiction, including the Medical Examiner’s Office and the decedent services provided by the DHS. The CGJ is cognitive of “the buzz” being heard in the corridors and hallways of the LA General Medical Center plaza about “reimagining” a CONSOLIDATION of these two offices so that we would have just one entity to process the dead for whom LA is responsible. The CGJ sees a lot of pros & cons on both sides of the discussion.

On June 28, 2023, the LA County Board of Supervisors approved an ordinance to change the name of “the County of LA Department of Medical Examiner-Coroner” to “the County of LA Department of Medical Examiner”, dropping “Coroner” from its official name. The removal of ‘coroner’ was required to reinforce the Department’s role as an unbiased and independent investigative agent, unattached to or unduly influenced by any law enforcement agency. In other words, the name change allows clarity to the Office’s identity, its independence, and its mission. As well, position titles were updated, Department seal was updated.

As the reader can probably surmise, not just anyone can ascend to the position of the Chief Medical Examiner of LA County. According to California Government Code Section 24010, the officeholder must be a multi-talented expert in medicine, pathology, and forensic sciences. Dr Odey Ukpo (who has already served as Interim Chief Medical Examiner-Coroner since November 4, 2017) was appointed Chief Medical Examiner-Coroner permanently by the BOS on March 7, 2023 to head the most prominent medical examiner’s office in the nation. He is a 2008 graduate of Loyola University of Chicago Stritch School of Medicine. He is simultaneously a physician trained in medicine, Board-certified forensic pathologist, and experienced in the forensic sciences. Dr Ukpo will oversee a staff of two hundred sixty personnel with an annual budget of \$50 million to respond to at least thirteen thousand cases for the year.²⁰

The ME will provide oversight over five separate functional compartments in the DME. Each compartment is equipped to serve the mourning public and to support the Medical Examiner’s Office to do their mandated work.²¹

²⁰ In-person interview w/ Chief ME Dr Ukpo, Chief Investigator Brian Eias, & Deputy Chief Akiko Tagawa 11/14/23.

²¹ LA County Department of Medical Examiner-Coroner 2021 Annual Report by Dr Odey Ukpo pp 5-7.

- (1) The Administrative Services Bureau looks after the management of forensic data information systems, contracts management and procurement, financial management, safety, and public information and public relations;
- (2) The Public Services Division purveys death certification, documentation law enforcement relations, medical records, personal property matters, and transportation and storage;
- (3) The Investigations and Transport Division handles decedent identification, next-of-kin notification and decedent reporting; as well as transporting the corpse to where it needs to go;
- (4) The Forensics Medicine Unit teams the medical director, deputy Medical Examiners, and senior physicians together for coordinated medical collaboration;
- (5) The Forensic Science Laboratories Bureau includes the Human Genomics (DNA) Unit, the Toxicological Analysis Unit, Trace (gunshot residue) Analysis Unit, Evidence Control Unit, and criminalists to harness the latest technology and to ‘research and develop’ trends to weaponize as tools to oppose lawlessness, injustice, and anarchy.²²

The Medical Examiner is statutorily charged with investigating “all violent, sudden, or unusual deaths within the County.”²³ The Chief has at his disposal the use of all five department resources to help him to identify and determine how and why people die, giving families the answers that they are seeking about their loved one’s death, and at the same time, contributing to the justice system.²⁴

The staff at DME does its work in the biggest metropolitan area by area in the Country, and it’s exceptionally credentialed and well-trained to do the task. The large, diverse population in LA County produces an array of postmortem investigations across the spectrum of complexity and manner of death. Each year, forensic pathologists, investigators, toxicologists, and other criminalists conduct myriad independent, objective medicolegal investigations in the public’s interest. According to NAME accreditation standards, each ME shouldn’t do more than 250 autopsies per year.²⁵ However, Dr Upko’s Medical Examiners exceed that number, because of upward trajectory of caseloads in the office and because of understaffing of forensic pathologists. There is a national shortage of forensic pathologists that graduate from our medical schools to serve jurisdictions and to cover private practices as well. Forensic pathology requires even more training than most medical specialties, which means five more years of education and training after medical school, including a final year in a fellowship in forensic pathology with the medical examiner’s office.

DME conducts its medicolegal investigation with the possibility of litigation in mind. It’s supposed to collect all available evidence, determine the cause of death, and make sure the findings are carefully, clearly and objectively documented and recorded.²⁶ A primary objective is to try to

²² me.lacounty.gov/forensic-labs

²³ <https://me.lacounty.gov/our-process>

²⁴ Cal.Govt.Code Section 27491

²⁵ “LA County coroner’s office workloads could threaten accreditation” Abby Sewell LA Times 3/12/16

²⁶ <https://stateline.org/2022/02/18/too-many-bodies-too-few-forensic-pathologists>

reconstruct the circumstances and events that led to the death so that a manner is established. The facts discerned by DME are often used in court cases, civil suits, business matters, and may contribute valuable information to inform authorities of occupational disease, contagious disease, industrial accidents, and preventable hazards to public health.²⁷

Inside an autopsy suite, as Dr Upko (already clothed in protective gear including a mask) takes front center stage to conduct the case autopsy. He steps up to his preferred workstation, braving the putrefaction smell, to ascertain the cause and mechanism of death, as well as to gather evidence to determine the manner of death. There's the sound of a background whir of the powerful ventilation system and the sloshing sounds of the water that continuously ran down each autopsy table. The bone saw set ready for use to open the cranium to extract brain matters. The corpse lies supine, face up, on the operating table, prepped by a mortuary technician. A tray of surgical instruments, sticky labels, and specimen jars is made available. X-ray viewing boxes are hung up nearby.

Not publicly noticed or particularly esoterically known, the DME's Office undertake its County-mandated duty under some peculiar pressure and rigorous accountability. The DME is tasked statutorily to determine the circumstances, manner, and cause of any violent, sudden, or unusual deaths. That determination would require a rationally calculated opinion from looking at the preponderance of evidence from a combination of sources, which includes the on-the-scene investigation by the Medical Legal Investigator, social and medical background knowledge of the decedent, toxicology, and the autopsy itself.

The DME's Office must be seen as an unbiased and independent investigative agency, separate from any law enforcement entity, and that it can perform medicolegal death investigation of some 13,000 cases annually without outside interference, involving certain types of deaths in the community (i.e., any suspicious homicides, suicides, or accidental deaths) to determine accurately the circumstances, manner, and cause of death.²⁸ These also include any natural death where there wasn't a physician to sign a death certificate, or the attending physician is unwilling to do so.²⁹

The Investigation and Examination Process

The standard of care expected of medical examiners in the profession is that autopsies are to be completed within 48 hours of death. However, the forensic pathologists cannot begin to conduct an autopsy or even look externally at a body until the field investigator from DME completes a report detailing the scene at which the body was found.

The deceased is taken to the ME's Office and examined to determine the cause and manner of death. The physician assesses whether an autopsy or laboratory tests are required as part of the investigation. According to the Chief Medical Examiner, DME takes much longer than ninety days to finish its final autopsy reports, which is the minimum standard for completion required by NAME for full accreditation of a forensic death investigation facility. The additional required

²⁷ "Failed Autopsies, False Arrests: A Risk of Bias in Death Examinations" Shaila Dewan NY Times 6/20/R7

²⁸ "Autopsy Reports Death Investigation Training Academy September 2015

²⁹In-person Interview w/ Dr Upko 11/14/23

time can be attributed to a lack of sufficient staffing, whether professional expertise or support personnel.

During a typical autopsy, the decedent's body is examined for external wounds. A meticulous internal examination is conducted during which organs are examined and weighed. Bodily fluids are collected. Tissue samples are taken and retained to see if there is drugs, poison, or disease present in the body. Skin DNA is also preserved. Forensic pathologists consult with law enforcement but conduct their investigations independently to reach scientific conclusions for deciding the cause of death.³⁰

In other words, when Dr Upko (or any of his deputy medical examiners from DME) starts to conduct an autopsy as part of the death investigation, he'd hold a fresh scalpel in his right hand over the corpse, while his left hand is creating some tension on the skin of the chest in preparation for the first cut. He arcs forward to make a deep slice from each shoulder, meeting at the sternum before extending all the way down the abdomen to the pubis for a "Y" longitudinal cut. Careful inquiry is exact, precise and methodical, as internal organs are removed. Lungs, liver, kidneys, gut, pancreas, adrenal glands, buccal cavity, and so forth are removed and investigated in search of explanations for the decedent's demise.

The Medical Examiner has consulted already with the notes of observations and findings, thoughts and hunches filed by the medical legal investigator from the death scene. He doesn't start his work in a vacuum. It's very much a team effort.

Maybe the Medical Examiner should determine the cause of death and the Medical Legal Investigator the manner of death, to split up the responsibility of signing the all-important death certificate. The medical legal investigator had first access to observing all the evidence and environmental factors in the field, in real time, with though combing techniques, making them more suited to make the ultimate determination of the manner of death than the DME.³¹ The latter is well-aware of pressure to "reconcile" his findings to what is already known.

This rather obscure pressure exists upon the ME-person in his or her executing the County mandate to conduct an accurate autopsy of the deceased. But the pressure continues with the deceased's family and loved ones, as they expect an accurate diagnosis from the DME's Office; so that they may attain closure and perhaps determine whether it's homicide or suicide, accidental or intentional, natural ending or afflicted, etc.

However, the pressure or influence to perform doesn't stop there, as the DME is just doing his job of "extracting the story" that every dead body has to tell. Because, right behind him, is frequently a nonprofit procurement team ready to harvest organs, tissues, and other body parts. Behind these surgical prospectors is the Uniform Anatomical Gift Act of 2006, in which this state law requires ME's to "**cooperate**" with them so to "**maximize**" organs and tissues for transplant. Can't stop now, because right behind this esoteric law is a national waiting list of deteriorating patients waiting, waiting, waiting for the next available organ or tissue mass or muscle matter. There is a

³⁰ "Failed Autopsies, False Arrests: A Risk of Bias in Death Examinations" Shaila Dewan NY Times 6/20/R7LA County Department of Medical Examiner handout 9/26/23.

³¹ "Manner of Death" Dr Robin Cook (2023) p 187 G.P. Putnam's Sons New York.

rising popularity by the general public to opt for a transplant treatment as a very viable alternative for fixing whatever ailment that is burdening them. In fact, every day in US, 21 people who are waiting for the next available organ for transplantation, become so stricken that they are no longer suitable for “the right match” and frequently die. So the list of 107,380 persons awaits; racing against the clock, the patient’s safety, and the organ’s viability.³²

In addition to all this pressure impacting the Medical Examiner as he or she tries to do his responsibilities in terms of upholding the DME’s mission, the Examiner is also subjected to the personal toll of dealing with the stressful reality of homicides, suicides, and overdoses day in and day out.

Pursuant to California Government Code 27491, the Medical Examiner is tasked with the responsibility of inquiring into and determining the circumstances, manner, and cause of the following 15 death causes:³³

1. Without medical attention such as any death occurring outside of hospital or skilled nursing home;
2. Whereby the deceased had not been attended to by a physician or nurse in the 20 days prior to death;
3. The attending physician cannot render a reasonable opinion as to the cause of death;
4. When homicide is known or suspected;
5. When suicide is known or suspected;
6. When a criminal action is involved in the death;
7. Related to known or suspected self-induced or illegitimate abortion;
8. Associated with a known or alleged rape;
9. Known or suspected as resulting from an accident or injury, either old or recent;
10. When aspiration, starvation, exposure, in prison addiction, or acute alcoholism is the known or suspected cause;
11. When poisoning is known or suspected;
12. When occupational disease or hazards are the known or suspected cause;
13. When a contagious disease is the known or suspected cause;
14. When death occurred while in custody of law enforcement or while in prison; and
15. Deaths during or related to surgery or following a surgery if the deceased didn’t wake from the anesthetic.

The deaths mentioned above, require the Medical Examiner’s attention and may be organized into five main categories; they are Natural, Accident, Homicide, Suicide, and Undetermined. Briefly, each manner of death is characterized by:³⁴

1. Natural: are those that were caused by disease attributable to known or unknown cause, non-traumatic and not a result of or omission of another;

³² In-person interview with OneLegacy Aaron Cheng & Tom Mone 1/23/24

³³ mec.lacounty.gov/wp-content/uploads/20R7/02/DMEC pp 16-21

³⁴ mec.lacounty.gov/wp-content/uploads/20R7/02/DMEC pp 16-21

2. Accident: are unforeseen event, misfortune, loss, act, or omission causing death; when death is caused by the conduct of another but not intentional, yet free of gross negligence;
3. Suicide: are those where the death is caused by an intentional, self-inflicted act intended to commit self-harm or cause death to oneself;
4. Homicide: are those where the death is caused at the hands of another, not by accident. 'Intent' is not essential for perpetuating homicide and homicide don't necessarily imply criminal intent; and
5. Undetermined: are those deaths where the labeling of Natural, Accident, Suicide, or Homicide could not be determined.

Generally, these deaths are thoroughly investigated by the Medical Examiner's Office with autopsies and a multitude of lab tests ordered. In many cases the cause of death may be ascertained, but the external factors cannot be confidently established.³⁵

DME's only available facility for servicing the deceased is located in downtown LA. That is, the LA office is the only place where autopsies are performed. There are, in addition, three satellite offices situated in the outermost reaches of the county. These extra field offices, although minimal, help with lesser cases which requires no autopsy. No one is allowed to touch or move a body at an accident or crime scene until the Medical Examiner gives permission to do so, or until a Medical Examiner's investigator arrives. Police and paramedics must wait for DME staff to arrive on the scene.³⁶ It's been reported that the average time for an investigator to drive through traffic from its downtown headquarters to a death scene is usually thirty to ninety minutes of siren driving. However, whenever traversing the extreme outer reaches of the county may take up to three hours. The three field offices allow the Medical Examiner's Office to be timelier in response to arriving at the crime scene in an attempt to mitigate traffic obstructions. So, distance apart and population density both impact effective conduct of the DME's work. DME processes thirteen thousand bodies a year and performs nearly five thousand autopsies. They carry a heavy load. Current reports show the DME's caseload is rising at a 30% rate.³⁷

A body lying on the asphalt street starts to decompose and emit a strong odor, if it's not retrieved promptly. Moreover, toxicology samples are sensitive to the elements and need to be handled carefully in a timely manner.³⁸ The DME toxicology lab currently takes seven to eight weeks to analyze samples from routine autopsies, but the average turn-around time for conducting a thorough death investigation from the moment the DME team takes possession of the body until it's completed still takes longer than the desired 48 hours; jeopardizing accreditation of the entire facility.³⁹ The Forensic Laboratory standards are loftier than before and require more time consumption and labor intensity.

³⁵ mec.lacounty.gov/wp-content/uploads/20R7/02/DMEC pp 16-21

³⁶ Cal.GovtCode section 27491.2(b)

³⁷ Phone interview/ Deputy Chief ME Akiko Tagawa 3/13/24

³⁸ ME & Coroner's Handbook on Death Registration US Department of Health & Human Services, CDC, National Center for Health Statistics (April, 2003 revision) p7

³⁹ Ibid

DME continues to draw custody for four hundred to five hundred twenty-five bodies the crypt. The crypt is the refrigerated warehouse room where bodies are stored while awaiting autopsy or before final disposition. This space is already stretched to capacity beyond full, and the DME can't meet the minimum acceptable standard report time of ninety days. The usual situation, there are half the bodies are waiting for external examination and/or autopsy, and the other half are backlogged for further testing, to be identified, or having been abandoned by survivors is left for final disposition by LA County. At time of a disaster, the agency rents refrigerated storage containers to vertically stack another 200 bodies per mobile unit.

Crypt and morgue are very similar in that both deal with the deceased. Morgues are refrigerated temporary storage facilities, where crypts are permanent burial underground chambers, serving as a final resting place for the decedent. Morgues usually serve as a holding area for the deceased in hospitals, medical examiners offices or funeral homes until burial or cremation.⁴⁰

Los Angeles County continues to be backlogged. The condition was made worse by the COVID pandemic.⁴¹ As the pandemic has abated, Los Angeles County has seen a continued rise in deaths by accidental drug overdose, which adds to the current backlog.⁴²

When are autopsies necessary?

Autopsies are required when an ME, “has a reasonable suspicion that the death was caused by the criminal act of another individual, or by a contagious disease which raises to the level of a public health hazard.”⁴³ The autopsy examination is then lead by the ME.

The DME will further assess whether an autopsy and/or laboratory tests are required for a fuller examination. If the DME does not require an autopsy for official purposes, the legal *next of kin* may request one to be performed, but at his/her expense.⁴⁴

In some cases, autopsies are stopped if a decedent had executed a certificate of religious belief.⁴⁵ A court, however, may override this preference and authorize an autopsy.

On the other hand, anatomical gifts of whole bodies or organs or tissues are not procured “if it is made known that the decedent [...] was a member of a religion, church, sect, or denomination [...] that has religious tenets that would be violated by the disposition of the human body or parts [...] for purposes of transplantation, therapy, research, or education.”⁴⁶

The ME is unable to determine the cause of death in 2% of all its autopsy investigations. The ME is unable to determine the exact cause of death in 2% of its procured donor cases.⁴⁷ Regardless of

⁴⁰ <https://www.memorialplanning.com/blog/mausoleum-vs.crypt-vs.tomb>

⁴¹ http://www.publichealth.lacounty.gov/media/coronavirus/docs/Six_Month_Mortality_Patterns_2019_to_2022.pdf

⁴² Ibid

⁴³ Government Code Section 27491.43 (c)

⁴⁴ <https://me.lacounty.gov/our-process/>

⁴⁵ Government Code Section 27491.43 (a)(2)

⁴⁶ Health and Safety Code Section 7150.30 (e)

⁴⁷ In-person Interview w/ OneLegacy Aaron Cheng & Tom Mone on January 23, 2024

the efforts of the ME, and despite utilizing the most technically advanced tools, the ME will not be able to complete all autopsies perfectly.

Accreditation Issues

DME has made valid efforts to maintain its accreditation which is the profession's measure of what is acceptable standards in the management, personnel talent, operations, procedures, instruments, physical site, and personnel safety in its own office. The LA County's Medical Examiner's Office is presently holding a Provisional Accreditation (12 months) in contrast to a FULL Accreditation (five years). When an office is accredited by NAME, it is an endorsement that the office has provided an environment adequate for a Medical Examiner to practice his profession and that the office can adequately serve its jurisdiction. The accreditation process involves inspection of facilities, review of facility safety and personnel safety, qualification of Medical Examiners and staff, review of medicolegal procedures, and review of reports and recordkeeping⁴⁸. One additional requirement is the preparation and submission of an annual statistical report by the chief medical examiner! If DME should lose its authorization, the loss would invite increased scrutiny of its competency in criminal cases.

It is still plagued by NOT catching up with its backlog and fulfilling Association guidelines. Such assigned status, we are told by Dr. Upko, has been attained only by 17% of medical examiners or coroners of three thousand counties nation-wide.⁴⁹ Given the volume of caseloads that it's expected to handle each day, DME's short-handed staff and insufficient budget cause the department to simply be overwhelmed.

The narrative is still the same from the past four or five budget-year cycles, where the challenges of trying to hire additional critical staff, like forensic pathologists, is frustrating, as there is a dearth of practicing forensic pathologists in the field. Maybe the Department should try medical schools abroad. It is widely accepted that doctor talent from foreign medical schools or professional practices are just as adequate as locally bred. Of course, they will probably need to do orientation experiences and be trained in local practices before taking the state medical board exams to be certified for practicing medicine. One of the requirements for accreditation is that all doctors who perform autopsies hold California medical licenses. Critically understaffed positions include crime scene investigators, criminalists, forensic toxicologists, and support technicians. Each kind of personnel requires highly specialized, well-trained, and experience-proven recruits. They are difficult to find in LA County where housing, prices, and cost-of-living are higher than the national average. For example, a typical home costs \$796,100 which is 135.5% more expensive than the national average of \$338,100 and 8.5% more expensive than the average California home at

⁴⁸https://www.thename.org/index.php?option=com_community&view=profile&userid=1005355185&uuid=338ff396-2d8d-https://name.memberclicks.net/assets/docs/NAME%20Accreditation%20Checklist%202024%20-%202029.pdf4076-b3a8-a22dc1e3f8e5¤t_page=1&directory_search_id=12295#/profile

⁴⁹ In-person Interview w/ Dr Upko, LA County Chief Medical Examiner 2/29/24

\$733,500.⁵⁰ DME has not been able to offer salaries competitive enough to attract candidates in the labor market.⁵¹

Chief ME Dr. Upko and Deputy Chief Akiko Tagawa indicated firmly to our Committee that conditions in the autopsy operating rooms are so scarce of workspace that pathologist teams are literally “running into each other” while on the operating floor. Bringing in additional personnel would not improve the situation, because there is no more room to *physically* accommodate another person. Thus, to relieve some pressure off the backlog in yet-to-be-addressed autopsy cases, temporary contract workers are hired to help supplement.⁵²

It was pointed out to us as well that more bulkier, higher-voltage, technical machinery and useful, equipping tools to help the pathologists perform more precision work, is not possible; because the present electrical infrastructure of circuit breakers, electromagnetic connectors, and peculiar jack plugs are antiquated to be inadequate. And needs to be upgraded.⁵³

It’s NAME’s aim that setting these challenging standards will help materially in developing and maintaining “a higher caliber” of medicolegal death investigations for pertinent jurisdictions.

“The National Association of Medical Examiners (NAME) is the national professional organization of physician medical examiners, medicolegal death investigators, and death investigation system administrators who perform the official duties of the medicolegal investigations of deaths of public interest.”⁵⁴ “NAME accreditation is an endorsement indicating that the office or system provides an adequate environment for a medical examiner in which to practice his or her profession and provides reasonable assurances that the office or system well serves its jurisdiction. It is the objective of NAME that the application of these standards will aid materially in developing and maintaining a high caliber of medicolegal investigation of death for the communities and jurisdictions in which they operate.”⁵⁵

The DME is accredited by NAME, as well as by the Accreditation Council of Graduate Medical Education, the California affiliate of the Accreditation Council for Continuing Medical Education (California Medical Association), and the California Commission on Peace Officer Standards and Training.⁵⁶

⁵⁰ [https://www.bestplaces.net/cost of living/county/california/los angeles](https://www.bestplaces.net/cost%20of%20living/county/california/los%20angeles)

⁵¹ Ibid

⁵² In-person Interview with Dr Upko LA County Chief Medical Examiner 2/29/24

⁵³ Phone call with Deputy Chief Akiko Tagawa 3/13/24

⁵⁴ <https://www.thename.org/about-name>

⁵⁵ <https://www.thename.org/inspection-accreditation>

⁵⁶ <http://me.lacounty.gov/accreditations>

The DME's physical building is not earthquake-tolerable: should we build new, relocate, or retrofit?

There are thirty-three County-owned buildings across LA still in use that were constructed prior to 1977 that have not been renovated.⁵⁷ Six of them (with the date each was built) are listed in the following list:

1. LA County Hall of Administration (constructed 1960);
2. LA County Hall of Records (1962);
3. LA County Hall of Justice (1925, but damaged in Northridge Earthquake in 1994 & renovated for occupation in 2015);
4. Chief Medical Examiner's Office Building (1969) 1104 N. Mission;
5. LA City Hall (1928, then renovated in 1998); *and*
6. Historic LA County-USC General Hospital (1933, recently replaced with a new hospital campus).

Like most other cities, LA has vintage buildings which have not been renovated. Most buildings built before 1977 are made of non-ductile concrete which at the time complied with existing building codes. Non-ductile concrete buildings have an inadequate configuration of steel reinforcing bars that will allow concrete to become brittle and explode out of the structure's columns when shaken. When columns explode outward, the floors above them will collapse and pancake. Another reason why buildings can be vulnerable to collapse is the lack of proper connections between the vertical columns and the horizontal floors, which break when shaken.⁵⁸ The Chief ME's office building needs to be evaluated for such peril and then be retrofitted promptly.

Concrete frame buildings were popular after World War II and they line many of LA County's streets and neighborhoods. But their lethal flaws became evident internationally during the 1971 Sylmar earthquake. In that quake, the newly built Olive View Medical Center was heavily damaged when the five-story hospital and two-story psychiatric building collapsed, and concrete stairwells toppled.⁵⁹

Today, building codes require reinforced ductile concrete material to be used in building construction work. LA County buildings need to be in compliance with present building code for earthquake safety and structural safety standard.⁶⁰ The DME's headquarter office needs such seismic improvement to prevent catastrophe and casualties.

A U.S. Geological Survey simulation said it is plausible that a magnitude 7.8 earthquake in Sothern California (ie, Los Angeles County) could cause a sampling of 50 non-ductile concrete buildings to fully or partially collapse with as many as 7,500 people in them. Imagine if the multitude was

⁵⁷ "LA County targets 33 buildings for seismic upgrades" LA Times 3/27/23

⁵⁸ "Deadly flaw found here too" Rong-gong Lin LA Times 2/10/23

⁵⁹ Ibid

⁶⁰ <http://www.latimes.com/california/story/2023-03-27/concrete-buildings-la-county>

thousands more non-ductile buildings with tens and tens of thousands working or living in them. It is not going to perform well in a serious earthquake.⁶¹

These buildings have shown vulnerabilities in quakes around the globe for half a century, including in Mexico and New Zealand.⁶²

The flaw was so egregious that officials quickly banned construction of the non-ductile concrete design after the Sylmar quake and updated minimum building requirements to ensure that future concrete-frame structures erected in the 1980's and beyond would be ductile (or flexible) when shaken.⁶³

However, Dr. Upko still dreams of the Impossible Dream of having a majestic, expansive campus of sparking metal and glass, multi-storied building with seismically safe foundation. But he wouldn't mind taking over the current Sybill Brand site now and repurpose it for a new complex containing the Medical Examiner's facility with plenty of workspace, latest electrical infrastructure, state-of-the-art equipment, and disruptive toxicological laboratories to serve the constituents. The Sybill Brand's location will suffice, because it has the expansive space, it's sufficiently isolated, is freeway convenient and the place is located in a centralized location.⁶⁴

Annual Burial Ceremony is outreach to community for coming together to celebrate former fellow sojourners and then SENT THEM OFF

A juror's Eyewitness Account of the latest Burial Ceremony for the Unclaimed Dead as reported back to the general panel of the Civil Grand Jury.

December 14, 2023

The members of our committee had the distinct privilege of attending this morning's annual, nondenominational, interfaith Burial Ceremony for the unclaimed dead in Boyle Heights. We, along with 60 others, helped send-off 1,937 abandoned, forgotten, overlooked, and unidentified souls to their final resting place. We laid them to rest in one communal grave with a simple marker atop displaying the year that they were cremated, which is 2020. Each soul carried no personal history, no name, no grieving family; they are among the 81,783 residents who passed in 2020 in LA County. Today, we granted them recognition, grace, dignity, and value.

There were County officials, community leaders, public figures, government dignitaries, media representatives, and common people who were in attendance for this Service. And together, we said 'good-bye' to these unclaimed, unwanted, anonymous dead-----who once lived amongst us.

We commemorated the Unclaimed's time amongst us, the human family, with spiritual music, sacred prayers in multiple languages, cultural adaptations of exhortations (Lord's Prayer verbalized in Portuguese, Spanish, and English), and various interfaith reading of Muslim, Hindu, Hebrew, Buddhist, and English religious texts. A Native American spiritual (incense smoke)

⁶¹ "Deadly flaw found here too" Rong-gong Lin LA Times 2/10/23

⁶² Ibid

⁶³ Ibid

⁶⁴ A Powerpoint presentation w/ Chief Medical Examiner 2/29/24

ritual was also featured. There were stimulating renditions of mournful songs to the forgotten by a chorus group. Altogether, the ceremony was a meaningful time for people to say “farewell” to the departed. I think everybody attending also had a chance to reflect upon their own mortality and meditate upon the shortness of this life. And maybe a few wished that they could have reached-out to 1 of these ‘gone’ neighbors and made a difference. Quite a few in the crowd wiped tears away during this somber outdoor ceremony. Every attendee laid a long-stem white rose at the gravesite and a chance to pay their last respects.

LA County has sponsored such a public memorial ceremony every year since 1896 to grant homage to those who have died in our community but remain unclaimed. The Office of Decedent Affairs in the Department of Health Services, manages the cremation and burial of indigent, unclaimed persons, who have died within this county’s jurisdiction. When the deceased is not claimed after three months, the ODA has the Public Administrator search out for existing family members and inquire into his estate for adequate assets to pay for his own funeral, as well as reimburse the County for its processing and storage of his remains, If not, then the decedent is declared eligible for cremation. In the aftermath, his ashes are placed in a small box and kept in the crypt located in the morgue of the Medical Examiner’s Office for three years (in hope of being claimed in the interim) before they get redemption in a massive burial send-off service. That occasion ensures that the unclaimed decedents receive a dignified and respectful burial.

The Office of Decedent Affairs, which is part of the LA General Medical Center physical plant (formerly USC-County Hospital) partners with the Department of Health Services to stage this Annual Interfaith Burial Service; the Medical Examiner’s Office providing valuable assistance, when needed.

The Committee observed that the 2023 ceremony did not receive adequate publicity far enough in advance of the ceremony date, due to personnel changes and programming complications. Additionally, the local community was underrepresented at the event. The Committee believes that this gathering is good for building community spirit.

OFFICE OF DECEDENT AFFAIRS

Although we are focusing on the Medical Examiner’s Office at the beginning, we’ve discovered that LA General Medical Center has a department that’s called the Office of Decedent Affairs. They are the staffers who plan, develop, coordinate, and implement the annual Burial of the Unclaimed Dead ceremony which started in 1896 which is now celebrating its one hundred twenty eighth service⁶⁵ The Civil Grand Jury gained an appreciation of how closely the Office of Decedent Affairs works with the Medical Examiner’s Office in handling the residents who died “naturally” at home or in a hospital under normal circumstances (but, don’t have known relatives to take care of their remains), while the County Medical Examiner handles those cases who’ve died under unusual criminal circumstances.

An incidental issue is when individuals die with no one to ensure the remains are disposed, the ODA is tasked with the disposition of the deceased. To recover the costs of storage, cremation

⁶⁵ <https://lacounty.gov/2022/12/08/1-a-county-paid-tribute-to-unclaimed-dead-in-a-burial-ceremony/>

and burial of individuals who have no one to handle the personal affairs, the Public Administrator from the County Assessor's Office charges a fee based on the value of the decedent's estate.⁶⁶

In addition to the above duties, the ODA is also responsible for all transportation of deceased individuals in the ODA's or County's charge. This includes transportation to and from the Medical Examiner's office in Downtown Los Angeles, to the ODA morgue facility or ultimately to private mortuaries. This imposes a huge burden on an already short-handed ODA staff and leads to a delay in ultimate disposition of the deceased.⁶⁷

The ODA uses outdated data-management software. Changes to the system are costly and time consuming.⁶⁸ The Committee believes that the Verti-Q software already deployed in the DME could improve case management and reporting. The Committee urges the ODA to assess the viability of using the same software already used, and paid for, by the DME.

After interviews with ODA staff, the Committee learned that the current amount of activity exceeds the safe capacity of the ODA morgue.⁶⁹

FINDINGS

- 7.1 The Medical Examiner's office has provisional accreditation, but not full accreditation.
- 7.2 The fee for claiming cremated remains of a decedent is \$356, or \$466 with transportation. This price was set by the BOS over twenty years ago. It does not adequately compensate the County for its costs.
- 7.3 Acquisition or licensing of a decedents' affairs management software program would make the ODA's services more integrated with similar procedures in the DME office and enable compilation of useful data for both offices. This would benefit the Department of Health Services, the Department of Public Health and the BOS.
- 7.4 In 2023, the DME began using a new software VertiQ program to manage data, while the ODA's case management system is inefficient and does not meet the current needs of the ODA.
- 7.5 The morgue used by the ODA is used beyond full capacity.
- 7.6 This lack of workspace and deficient electrical infrastructure limits the ability of DME to purchase additional state of the art medical equipment and machinery as well as hiring additional professional staff.
- 7.7 To recover costs, the Public Administrator from the County Assessor's Office charges for services rendered to County residents (who die without someone willing to handle their affairs) for cremation, storage, and burial.
- 7.8 The ME is unable to determine the cause of death in 2% of all its autopsy investigations. The ME is unable to determine the exact cause of death in 2% of its procured donor cases

⁶⁶ Office of Decedent Affairs FAQ's handout on September 26, 2023

⁶⁷ Interview with ODA staff, September 23, 2023

⁶⁸ Ibid

⁶⁹ Ibid

- 7.9 In the latest Burial of the Unclaimed Dead, on December 14, 2023, only a few dozen private citizens were allowed to attend the Ceremony to send off one, unidentified souls to their final resting place.
- 7.10 The workers in the ODA component of the DHS are often overwhelmed with requests to transport cases from death scene to Medical Examiner's office in Downtown Los Angeles, or from DME to funeral homes or to mortuary or to ODA for final disposition.

RECOMMENDATIONS

- R7.1 DME should eliminate the critical issues which are preventing achievement of full accreditation by the National Board of Medical Examiners, including:
 - i. 90% of the autopsy reports completed in ninety days or less.
 - ii. 90% of the autopsies and exams performed within seventy-two hours.
 - iii. DME needs to promptly submit the latest DME's Annual Report for 2023.
- R7.2 DHS should provide additional staffing for ODA attendants, aids, and crematory operators, and transport vans [preferably electric]; Hire more transport drivers so that three drivers are on duty twenty-four seven to account for the fact that a death occurs at any time.
- R7.3 The Board of Supervisors and Chief Executive Officer should create capital outlay plans for replacing or relocating the entire DME complex containing the Medical Examiner's current facility to a larger facility with state-of-the-art equipment and disruptive toxicological labs.
- R7.4 Continue to develop additional facilities for Medical Examiner investigators in north, valley, and south portions of the County to improve efficiency, prompt response, and to demonstrate coverage of the DME fieldwork.
- R7.5 Regardless of how or why the existing facilities are deteriorating, the concern of seismic retrofit safety has to be addressed promptly, both on a global and granular level for the good of the employees and the general public.
- R7.6 DHS should ensure that future ceremonies for unclaimed dead are widely publicized prior to the event and ensure as many private citizens are allowed to attend as possible.
- R7.7 The fee the Public Administrator charges for claiming the cremated remains of a decedent should be reviewed, with the intent to increase them for the services & convenience rendered to make them more representative of actual costs.
- R7.8 The ODA should explore the possibility of using the same VertiQ case management system that is already in use by the DME.
- R7.9 When the ME relocates to new quarters, the building should be designed with the purpose of housing the activities of the ODA, with consideration being given to moving those functions from the hospital into the Department of the DME.
- R7.10 The DME is housed (since 1972) in an antiquated building complex constructed in the 1920's that doesn't meet today's minimal earthquake safety standards. Must relocate to a larger facility.
- R7.11 DME should ensure adequate qualified staffing in the Medical Examiners' three satellite offices to relieve the workload off of HQ. This may facilitate support of the needs a major disaster or a catastrophic earthquake bring.
- R7.12 ODA & DME jointly consult with the publisher of the VertiQ case management software to see if the two agencies could share various common forms and the practical simplicity of output. In addition, the publisher would "detect" the 'path' of processing decedents to see similarities in tracking.

COMMENDATIONS

A “**SHOUT-OUT!**” to Manager Estela Inouye and her tireless band of workers in the Office of Decedent Affairs for making one sacrifice after another after another to produce an uplifting outcome in the Memorial Ceremony.

The Committee strongly commend the Office of Decedent Affairs for their many years of doing “the heavy lifting” to provide a respectful, dignified, and meaningful Burial Service to send-off those souls amongst us, who don’t have any family or friends to do so for them. ODA intervenes to be “the last resort” in giving these forgotten and overlooked and ignored folks a decent ‘good-bye’. And “Good-bye is the saddest word you can say.

In particular, may our Committee’s total appreciation be bestowed upon Mrs. Estella Inouye and Ms. Angela Baca-Cooper for their many, many and long, long hours of sacrifice? *Kudos to you all!*

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R7.3, R7.5, R7.10	Los Angeles County Board of Supervisors
R7.3, R7.5, R7.10	Los Angeles County Chief Executive Officer
R7.1, R7.4, R7.5, R7.9, R7.10, R7.11, R12	Los Angeles County Department of the Medical Examiner
R7.2, R7.7, R7.8, R7.9, R7.12	Los Angeles County Office of Decedent Affairs
R7.2, R7.6	Los Angeles County Department of Health Services

COMMITTEE MEMBERS:

Ray Lee, Chairperson
Mark Calahan

QUIMBY PARK FEES
Rethinking Park Fees and Development



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

BOS	Board of Supervisors
CDC	Center for Disease Control
DWP	Los Angeles Department of Water and Power
ELA	East Los Angeles
ELAP	East Los Angeles Community Plan
FEMA	Federal Emergency Management Agency
HI	Heat Island
LA	City of Los Angeles
LAC	County of Los Angeles
LAPC	Los Angeles Park Commission
NRP	Non-Subdivision Residential Projects
PF	Park Fees
PP	Park Poor
QA	Quimby Act
RAP	Los Angeles Recreation and Parks
RSP	Residential Subdivision Project

EXECUTIVE SUMMARY

This Committee investigated why the City of Los Angeles (LA) and County of Los Angeles (County) collect fees for parks from developers and yet we continue to be Park Poor (PP). In the context of urban planning, the term “Park Poor” refers to areas or neighborhoods that have limited access to parks and green spaces. Locally, an area is PP if it has less than 3.3 acres of parks per 1,000 residents. In the County, eighty two percent of PP areas are located in communities of color due to inequitable distribution of parks, open spaces and recreation facilities.¹ There are 109,549 acres of parks in Los Angeles County and the cities of Los Angeles, Glendale and Long Beach.² In addition, there are also 812,057 acreage of federal parkland in the County.³

Park Poor places are areas in the County where “inequalities persist”⁴ and affect a population’s access to open spaces. PP places can affect the value and quality of life and real estate. These inequalities are associated with chronic conditions and affect mental health and are typically located “in low-income communities”.⁵ According to the Quimby Act (QA), developers are required “to help mitigate the impacts of property improvements.”⁶ The QA gives authority to cities and counties to create land dedication ordinances.⁷ In addition, The QA allows cities and counties to create “special districts” who “must work with cities, and/or counties to receive parkland dedication and/or in-lieu fees.” These fees are paid directly to the local public agencies. The dedicated land is also conveyed directly to the local public agencies as well. Both the land and fees provide “park and recreation services communitywide.”⁸ However, relying on the QA has not succeeded in creating more parks in PP areas of LA and the County.

Parks improve air quality in our neighborhoods.⁹ Parks in urban areas reduce the use of energy and cool the environment during summer months. Parks in urban areas reduce the effects of “heat islands”¹⁰ by reducing the temperature caused by cement and asphalt.¹¹ Climate change is affecting the planet and parks are part of ecological system.¹² Ecology “is the relationships among living organisms, including humans, and their physical environment.”¹³ For instance, “In the U.S., public health can be affected by disruptions of physical, biological, and ecological systems, including disturbances originating here and elsewhere. The health effects of these disruptions include increased respiratory and cardiovascular disease, injuries and premature deaths related to extreme weather events, changes in the prevalence and geographical distribution of food- and water-borne

¹ <https://www.catalystcalifornia.org/blog/la-county-park-equity-groups-fight-to-turn-park-poor-communities-red-to-green>

² <https://www.laalmanac.com/parks/pa01.php>

³ Ibid

⁴ <https://newsroom.ucla.edu/stories/public-health-experts-find-poor-neighborhoods-lack-access-to-parks-open-space>

⁵ Ibid

⁶ <https://www.saveourfield.org/C1676113957/E766735229/Media/quimby101.pdf>

⁷ Ibid

⁸ Ibid

⁹ <https://www.epa.gov/heatislands/learn-about-heat-islands#heat-islands>

¹⁰ Ibid

¹¹ <https://www.sciencedirect.com/science/article/pii/S2405844019300702>

¹² <https://www.cdc.gov/climateandhealth/effects/default.htm>

¹³ <https://www.merriam-webster.com/dictionary/ecology>

illnesses and other infectious diseases, and threats to mental health.”¹⁴ On the other hand, in Ecological Parks, a talk by Michael Boland at the SPUR Citizen Planning Institute: “[...] ecological parks serve as a vehicle for reconnection. There is a nesting hierarchy of types of reconnection that parks can generate. Parks can provide an opportunity for passive contact with nature. Environmental education programs, waysides, and other types of environmental education generate a deeper understanding”.¹⁵

Parks and open spaces are being replaced with the construction of buildings that crowd people in smaller and smaller spaces. The mental health and physical wellbeing of men, women and children is being compromised. The benefits of parks and open spaces are known to help release daily stresses for adults and help reduce obesity in the population.¹⁶ Parks and open spaces help families enjoy and participate in their environment by engaging them in physical activity.¹⁷ They have a place to walk, jog and socialize in their neighborhoods.

Higher temperatures are created by increasing population to an area.¹⁸ Housing and development create “heat islands”¹⁹ that add to climate change and lengthen our summers and create heat waves.²⁰ The Center for Disease Control stated that between 2004 and 2018, approximately 702 deaths²¹ were reported, these included deaths from respiratory difficulties, heat exhaustion and strokes. Also, heat waves tend to aggravate asthma and other lung diseases²² and will continue to increase as a result of heat islands.²³ Parks are part of the infrastructure of a city. One of the best ways of cooling our urban areas will be to create more parks to help the population stay cool during heat waves, while cooling our environment.

If there was to be an earthquake or another hurricane, will our emergency centers have enough park space to establish triage centers to care for the injured population or to distribute food and disseminate information or find the missing? Will the population in PP areas be expected to travel ten miles to the nearest emergency center? Because LA city/county is a large metropolitan area,²⁴ more parks are needed to serve the people in the park poor areas. Parks need to be as important as development because while you can increase police services, you can increase transportation services, you can increase utilities, you cannot increase the land available for parks. Therefore,

¹⁴ <https://www.cdc.gov/climateandhealth/effects/default.htm>

¹⁵ <https://www.spur.org/publications/urbanist-article/2001-06-01/ecological-parks>

¹⁶ file:///C:/Users/Civil%20Grand%20Jury/Downloads/RAND_RP1241.pdf

¹⁷ <https://lacountyparkneeds.org/pnaplus-report/>

¹⁸ <https://www.scientificamerican.com/article/population-growth-climate-change/#:~:text=No%20doubt%20human%20population%20growth%20is%20a%20major,fossil%20fuels%20to%20power%20their%20increasingly%20mechanized%20lifestyles.>

¹⁹ <https://www.epa.gov/heatislands/learn-about-heat-islands#heat-islands>

²⁰ <https://www.sciencedirect.com/science/article/pii/S2405844019300702>

²¹ <https://www.cdc.gov/mmwr/volumes/69/wr/mm6924a1.htm#:~:text=During%202004%E2%80%932018%2C%20an%20average%20of%20702%20heat-related%20deaths,chronic%20medical%20conditions%2C%20alcohol%20poisoning%2C%20and%20drug%20overdoses.>

²² <https://www.epa.gov/heatislands/heat-island-impacts>

²³ <https://www.epa.gov/heatislands/learn-about-heat-islands#heat-islands>

²⁴ [Lacity.gov](https://lacity.gov)

parks must be sufficient to provide health and safety for the welfare of the community impacted by development.

In addition, it appears that LA may be allowing developers to overbuild in our already overcrowded and underserved communities. The Quimby monies are not kept in the areas in which they are collected,²⁵ But many times QA funds are used to modernize and repair other parks and facilities in communities that already have parks and recreational areas. For instance, in Pacific Palisades the community wanted to build a dog park with QA funds where they were collected. However, they were denied QA funds, but RAP park Commissioners voted to apply for a 1.5 million dollar grant to build the park.²⁶ LA Recreation and Parks (RAP) and the County Parks and Recreation Departments (PAC) could help by keeping Quimby funds that are collected should remain in that same area. PP and underserved areas should also be allowed to keep monies collected in those poor and underserved areas. An official from the Park Commission suggested that, RAP and PAC demand that developers build parks instead of paying fees. Perhaps LA and the County should use the available measures, such as SB 867 and bonds, such as Proposition 68²⁷ to create parks and open spaces on land that is still available, e.g. Poppy Peak, Paradise Hills and Elephant Hills.



“The Poppy Peak District is located in the southwestern corner of Pasadena in the Annandale neighborhood and borders the Los Angeles neighborhoods of Eagle Rock and Highland Park.”²⁸ Poppy Peak is filled with wild life and is walking distance to many homes in the area. Adding more development will only cause more traffic and create more “heat islands.” The estimated value of Poppy Peak could be eleven million dollars depending on the availability of lots at Los Angeles County Assessor’s A.I.N. 5482-008-007.²⁹

²⁵ <https://www.pbssocal.org/shows/socal-connected/clip/local-quimby-rules-may-be-making-l-a-cash-rich-but-park-poor>

²⁶ <https://www.circlingthenews.com/quimby-funds-remain-elusive-frustrating-palisadians-who-want-to-build-a-dog-park-here/>

²⁷ Parks and Water Bond Act of 2018 (Proposition 68) (ca.gov)

²⁸ [Poppy Peak Historic District - Wikipedia](#)

²⁹ <https://assessor.lacounty.gov/>



“Paradise Hill is a 30-acre plot of grassland and black walnut woodland, amongst the neighborhoods of Rose Hills, Happy Valley, El Sereno, and Lincoln Heights”³⁰ These 30-acres represent the last remaining hills north of the City of LA. The estimated real estate value of this parcel according to the Los Angeles County Assessor’s website is \$20,637,000 depending on the availability of lots at Los Angeles County Assessor’s A.I.N. 5209-009-001.³¹

³⁰ [Protect Paradise \(protectparadisehill.com\)](http://protectparadisehill.com)

³¹ <https://assessor.lacounty.gov/>



“Elephant Hill is a beautiful open space with hilltops that offer amazing views of Downtown Los Angeles, the nearby mountains, the local topography, and surrounding neighborhoods. It is cherished by locals for its accessibility and for its wildlife.”³² Elephant Hill is 20 acres of open space and would provide more open park space for trails, leisure, walking and picnics. The estimated value of this parcel is \$753,000 according to the Los Angeles County Assessor’s website A.I.N. 5207-027-004.³³

The purpose of the original Quimby Act (QA) was passed by the state legislature so that it would encourage the creation of more parks and open spaces. Has the QA been successfully implemented in creating more parks or just more development?

BACKGROUND

In the 1960s, a former State legislator by the name of John Quimby and other concerned citizens developed a plan to help increase the amount of parks space in PP areas and less affluent neighborhoods. It was believed that parks help reduce crime and improve the quality of life.³⁴ The

³² [Elephant Hill Community Nature Celebration and Habitat Survey | Natural History Museum \(nhm.org\)](#)

³³ <https://assessor.lacounty.gov/>

³⁴ [Informational Report - Quimby Park Fees \(9-28-2023.pdf \(laparks.org\)\)](#)

California Government Code Section 66477, also known as the “Quimby Act,” (QA) permitted cities and counties in California to require that land be set aside for parks and open spaces by developers. The QA stated that if the developer did not set aside land for a park, then the developer could pay a fee in-lieu of a park.³⁵ The QA stated that fees collected could only be used for existing parks, to improve the condition of a park or add to the park’s utility, and that the fees had to be used in the area collected.³⁶ The QA has been revised many times since it was first approved by the state legislature. Currently, the fees collected are allowed to be used to improve golf courses, swimming pools, tennis courts, etc. and are no longer expected to stay in and be used to improve the area of development where the fees were paid.³⁷

Developers of large apartment units are no longer required to set aside land for adding more people and cars. They are required to just pay a fee.³⁸ Developers who choose to dedicate land for a park first submit a Recreation Credit Application, which requires administration approval by RAP for park land and repairs on existing parks or facilities.³⁹ These areas are usually located and accessible only by the residents of a building. This type of credit is given to the developer because they add a recreational area that helps to mitigate the additional population added to the parks in the area. The Park Fee Schedule includes all new development, such as condos or a subdivision. A subdivision is a piece of land divided into lots where houses are built which help to transfer real estate titles and ownership.⁴⁰

METHODOLOGY

The Committee investigated policies and procedures by researching state and local statutes, County and LA websites and online articles. The Committee also examined the East Los Angeles Community Plan, researched the original QA, recent amended updated forms and newspaper articles.

The Committee also interviewed department heads in the following departments:

- City of Los Angeles Department of Recreation and Parks
- Los Angeles County Department of Parks and Recreation
- Los Angeles County Planning Department
- Los Angeles County Office of the Chief Financial Officer
- Los Angeles County Parks Commission

The Committee also conducted an off-site visit to Salazar Park.

³⁵ [Informational Report - Quimby Park Fees \(9-28-2023\).pdf \(laparks.org\)](#)

³⁶ <https://www.saveourfield.org/C1676113957/E766735229/Media/quimby101.pdf>

³⁷ [Reso 10618 Park Fee Annual Report-5 Year Report.pdf \(laparks.org\)](#)

³⁸ RAP department 10/26/2023

³⁹ [Search | City of Los Angeles Department of Recreation and Parks \(laparks.org\)](#)

⁴⁰ <https://dre.ca.gov/files/pdf/ResidentialSubdivisionsGuide.pdf>

DISCUSSION

The Committee spoke to various County and LA departments to inquire why we continue to be park poor in LA and the County. We continue to collect park fees (PFs), but it appears that we are not enforcing the spirit of the QA. The following are potential benefits of rethinking the funds collected for the purposes of improving and acquiring additional park land, facilities and amenities. It appears that developers may take advantage of loopholes by paying the PFs and not dedicating land for parks, which would be more beneficial for the LA and County communities.⁴¹ Why does LA and the County collect PFs, but are unable to build parks where they are most needed? Unfortunately, the amount collected from PFs is not adequate to satisfy the demand for parks.⁴²

When the QA was first passed in 1971, the QA effectively allowed local governments to charge developers fees in lieu of creating parks.⁴³

The amount of land to be set aside was determined by the density of the population in the subdivision or neighborhood. The PFs collected were to be used to help create new parks or refurbish existing parks or facilities in that area.

In 2017, the QA ordinance in the Los Angeles Municipal Code Section 17.12 was simplified so that only a per-unit charge was required from developers. This change was based on the value of single-family units in Southern California according to the Real Estate Research Council of Southern California.⁴⁴ The purpose of the changes made to the QA was to make it easier to increase the amount of park space in the PP areas of LA.⁴⁵ When LA modernized the QA, they adjusted the radii and radius so that the people of the neighborhoods, where the fees were collected, could travel further out to those park destinations where the funds were being used.

Previously the miles it took to travel to a neighborhood park was one mile.	Changed update to two miles travel to the nearest neighborhood park
Previously the miles it took to travel to a community park was two miles	Changed updated to five miles travel to the nearest community park
Regional parks were allowed ten miles travel	This remained the same

The goal of the QA is to collect PFs from developers to create more park space. However, more park space is not being created because LA may not be encouraging the developers to dedicate land for parks.⁴⁶ They are however only asking that developers only pay PFs, which leaves LA park poor.

⁴¹ <https://www.laparks.org/search/google?keys=park+fees>

⁴² <https://www.laparks.org/search/google?keys=park+fees>

⁴³ <http://calsj.org/TheQuimbyAct.htm>

⁴⁴ Ibid

⁴⁵ Ibid

⁴⁶ Interview with RAP official

Los Angeles City Formula

Paying a Park Fee

Park fees are increased and decreased in LA and adjusted to keep pace with the cost of land. The fees are “[...] periodically increased (or decreased as follows: The fee shall be increased (or decreased) as of March 1 of each year by the amount of the percent of increase (or decrease) in value of existing single-family dwellings to October of the preceding year over the prior year as determined by the Real Estate Research Council of California. To reflect this revised fee, a new fee table shall be published by the Advisory Agency before March 1 of each year and this table shall automatically supersede the table published the previous year.”⁴⁷

The QA fees are created by using information from the Real Estate Research Council. When a developer builds on a residential lot he pays a QA fee of \$16,758. The County cannot purchase a park for the in-lieu of park fee and only loses more land while the developer is able to charge more for the same lot.

The LA Park Commission’s Role in Controlling Park Funds and Requirements for the Los Angeles Parks

The LA Park Commission (LAPC) is an advisory agency that investigates, reports and approves projects to make sure that parks and recreational facilities are provided for the population.⁴⁸ As of October 5, 2023, the LAPC has not received any land to be dedicated for park use.⁴⁹

Currently this is what the RAP charges for PFs when developers develop land:⁵⁰

Project Type	Fee Per Each Non-Exempt Dwelling Unit
Residential Subdivision Projects (RSP)	\$16,758
Non-Subdivision Residential Projects (NRP)	\$8,214

The above chart illustrates how much developers are charged for each unit that is built in a RSP and a NRP. If a fifty-unit NRP building is built, then the park fee (PF) would be: \$410,700 dollars for the project. For the RSP fifty-unit projects the PF charge would be \$837,900.

According to an official at the Los Angeles County Planning department, developer’s currently make approximately between 20 to 30 percent⁵¹ profit on each unit.⁵² Hypothetically if the current median price of a housing unit is sold for \$851,540 and sells 50 each that equals to: $= 42,577,000$ million $\times 25\% =$ **10,644.25 million dollars** profit using a 25% profit margin. Using this formula and the current medium selling price the developer makes a sizable profit per unit. The value of land far exceeds the money paid by developers for the land developed as a PF.⁵³

⁴⁷ <https://www.laparks.org/planning/park-fees>

⁴⁸ Ibid

⁴⁹ <https://parks.lacounty.gov/strategicplan/>

⁵⁰ <https://www.laparks.org/planning/park-fees>

⁵¹ Interview with LA County Planning Official

⁵² Ibid

⁵³ Interview with Manager RAP

Formula for Land Dedications

Dedication of Land is “[...] the transfer of privately owned land in the form of an easement to serve the public.”⁵⁴ Los Angeles Municipal Code Section 12.33 H.1(a): uses the following to calculate the amount of land needed to satisfy the land dedicated for a park. The developer does not need to pay a PF if he dedicates land.⁵⁵

- **$LD = (DU \times P) \times F_2$**
 - **LD** = Land to be dedicated in acres.
 - **DU** = Total number of new market-rate dwelling units.
 - **P** = Average number of people per occupied dwelling unit as determined by the most recent version of the U.S. Census for the City of Los Angeles.
 - **P = 2.88**
 - **F₂** = Park Service factor, as indicated by the Department of Recreation and Parks rate and fee schedule.
 - **F₂ = 0.00123 (1.23 acres of park land per 1,000 residents)**⁵⁶

2.88 x 50 units = 144 persons / 1000 persons = 14.4 of 1.2 acres which is = to .177 of an acre.

The average cost of land in LAC is 60,000 per acre. 60,000 x .177 = \$10.620

According to this formula you could buy 78 times the amount of acreage needed to fulfill the needs of 144 people. If the formula is correct, the County could be buying park land where it is needed. Which begs the question, are the funds not adequately allocated or is there enough underdeveloped land in the overdeveloped areas? Maybe we could rethink the way the funds are distributed.

The amount paid is affected yearly by what is considered the average need and size of a household according to County Code 22 of the Planning and Zoning Department of the County of Los Angeles.⁵⁷

Where:

X = Local park space obligation in acres.

U = Total approved number of dwelling units.

P = Column 1 for detached and attached single-family residences;

Tables are used for charging development in the County of Los Angeles: according to the Section 66492 of the Subdivision Map Act.⁵⁸ The amount paid by developers is set and approved by The Los Angeles County Board of Supervisors.⁵⁹

⁵⁴ [Dedication of Real Estate | Overview, Deeds & Reversion | Study.com](#)

⁵⁵ www.laparks.org/planning/park-fees

⁵⁶ <https://www.laparks.org/planning/park-fees>

⁵⁷ <https://planning.lacounty.gov/land-use-zoning/>

⁵⁸ <https://planning.lacounty.gov/land-use-zoning/>

⁵⁹ The Los Angeles County Department of Parks and Recreation

LAC seems to have collected a substantial amount of Quimby and other fees. The figures below shows the status of fees available for the City of Los Angeles as of June 30, 2023:⁶⁰

Quimby	\$ 78,553,716
Zone Change	\$ 6,927,787
Subdivision Park Fee	\$ 89,431,046
Non-Subdivision	\$ 96,680,324
Administration	\$ 8,335,323
Los Angeles City Funds Collected	\$ 279,928,196

The Board of Supervisors Role in Controlling Park Funds and Requirements for County Parks

If the Board of Supervisors (BOS) determine that any of the proposed land to be provided is not suitable for park use, it may reject all or any portion of the offer to provide, and in that event the sub divider shall pay the appropriate fee in accordance with the provisions of Section 21.28.140.⁶¹

The Committee's Visit to Ruben Salazar Park in Unincorporated East Los Angeles



A typical park in East Los Angeles is Ruben Salazar Park located in a community with a plan that does not address the needs of a PP area. The park is located on Whittier Blvd in East LA (ELA). The park has children's apparatus, a baseball diamond, a pool and a senior citizen center. In a study by The Los Angeles Parks Foundation, a survey was taken to get feedback on what a community considers the desirable features of a park.⁶² Facilities with exercise equipment, swings, swimming pools and tennis courts did not necessarily suit the needs of the community.⁶³ Ruben Salazar Park is small like a pocket park. According to the survey, most of the pocket parks were

⁶⁰ <https://www.laparks.org/sites/default/files/planning/Informational%20Report-Park%20Fee%20Info%20BR%20FY%202023.pdf>

⁶¹ Ibid

⁶² <https://www.laparks.org/sites/default/files/projects/LAPF%2050%20Parks%20Initiative%20Study%20-%20Final.pdf>

⁶³ Ibid

too small for children and they lack restrooms and running water and are frequently empty.⁶⁴ Salazar Park is 5.82 acres with a senior center, a pool, swings, barbecues and a tennis court. This park is not a passive park, which is defined as a “landscaped open space which is used for recreational purposes which do not involve large concentrations of people or activity on a regular basis, such as walking trails, conservation projects, statue parks, ponds and picnic areas.”⁶⁵

RAP’s Strategic Plan 2023 “[...] responds to and supports the County’s most vulnerable populations through improved park access, recreational programming, and other services that adapt to the region’s changing needs. By working hand-in-hand with communities and leading with equity, our Strategic Plan’s outcomes will improve the lives of residents across LA County for years to come.”⁶⁶ Salazar Park seems to improve the lives of its local residents by offering seniors a safe place to visit and receive services. Children and adults can enjoy the pool in hot weather. Small children (and adults!) can enjoy the swings and the playground. Families and friends can get together and barbecue and participate in great conversation with one another. Both boys and girls and adults can participate in a lively baseball game where they can get much needed exercise.

We continue to use the QA to create parks but parks are not being created. Instead, we have an unincorporated area where developers are allowed to build knowing that parks will not be built because land is not available.

More passive parks and open spaces are needed in unincorporated ELA. According to the ELA Community Plan (ELCP). ELA has 0.34 acres of park space per every 1000 persons, surrounded by three freeways: the 10, the 60 and the 710 freeways which is a 7.45 square mile area.⁶⁷ As of April 1, 2020, the population of ELA was 118,786.⁶⁸

The BOS adopted an ELA Community Plan in 1988. The needs of ELA are not the same as when the plan was adopted. Building of more units in the area adds to the density of the area. By adding more public transportation and municipal infrastructure the community loses its cultural identity, which leads to gentrification, whereby the residents could lose their homes. Creating more development and relaxing zoning codes for developers only leads to adding more people to the area and does not create the needed parks.

The County has the influence to bring equity and to eliminate racism in the unincorporated areas like ELA. “Past and ongoing planning and land use practices have created harmful barriers to equitable development and sustainability in unincorporated communities. Changes that we would recommend to address these inequities often require changes in other County departments, leading to delays in implementing new plans and ordinances. The social, political, economic, and cultural conditions that affect land use planning require continued evaluation to ensure equitable practice and outcomes are not impeded. The Department has the ability to use policies, including the General Plan and Zoning Code, and its enforcement powers, to remove some of the structural

⁶⁴ Ibid

⁶⁵ <https://www.gagdc.org/news/3248>

⁶⁶ <https://parks.lacounty.gov/strategicplan/>

⁶⁷ https://case.planning.lacounty.gov/assets/upl/data/pd_east-la.pdf

⁶⁸ <https://www.census.gov/quickfacts/fact/table/eastlosangelescdpcalifornia/PST045222>

barriers to racial equity.”⁶⁹ The re-evaluation of the ELACP would be a start to improve our PP and underserved areas of the County. Salazar Park is a start in the right direction.

Norma Edith García-Gonzalez, Director County of Los Angeles Department of Parks & Recreation Los Angeles County Regional Park and Open Space District stated that "we cannot meet these changing needs without improving parks and park access for the County’s vulnerable populations. Historically, our parks have been distributed inequitably due to racist and unjust policy decisions. Over 50% of the County’s residents live in high park need areas, meaning over five million residents need improved park space and access. Crucially, 82% of these high park need areas are located in communities of color. Increasing park access and tree canopy in these areas will also drastically improve health outcomes for Black and Brown communities. According to one study, increased park acreage in high-need LA County census tracts could produce a life expectancy boost of 164,700 years spread across the population – 71% of that increase would directly benefit life expectancies in Black and Latino communities.”⁷⁰ For example Salazar Park needs better access to and lacks the standard formula for the population. The size of the park does not comport to the QA formula of 3.5 acres for every 1000 people.

In addition, “[n]ot all communities have access to safe, well-maintained parks and green spaces. According to the Trust for Public Land, 100 million people in the US—including 28 million children—don’t have a park or green space within a 10-minute walk from their home. In LA County and across many geographic areas, people who are Black, Latinx, and those who live in low-income neighborhoods have less access to parks and green spaces than people who live in more affluent or predominantly white communities. These disparities are the result of decades of unjust policies such as racially biased planning, exclusionary zoning, discriminatory home loan practices, and the anti-tax movement, among others.”⁷¹

Health Equity and Parks as an Environmental Health Assessment for the Present and Future Population

For communities to be healthy and thrive, parks could be made available in those areas in which the County and LA consider, “high and very high need,” areas.⁷²

Parks and open spaces are essential for a healthy population according to the Center for Disease Control. (CDC)⁷³ Men, women and children do better at work and at play when they have a place to exercise. Parks help keep adults healthier and extend life by reducing chronic diseases.⁷⁴ Further, children also benefit physically and emotionally when they have a place to play and socialize.⁷⁵ Adults need at least 150 minutes of physical activity and children need bone and muscle

⁶⁹ https://case.planning.lacounty.gov/assets/upl/data/pd_east-la.pdf

⁷⁰ <https://parks.lacounty.gov/strategicplan/>

⁷¹ <https://healthyclimatesolutions.org/2020/11/20/parks-and-green-spaces-improve-community-health-and-reduce-health-inequalities/>

⁷² Ibid

⁷³ https://health.gov/sites/default/files/2019-09/Physical_Activity_Guidelines_2nd_edition.pdf

⁷⁴ Ibid

⁷⁵ Ibid

strengthening exercises.⁷⁶ Running, jumping and climbing help in accomplishing this for children. In addition, children need bigger spaces to exercise, besides exercising in their homes.⁷⁷ Physical activity is essential for weight control to prevent obesity for both adults and children.

Maintaining weight is part of health equity. Parks and open spaces are part of health equity because parks and open spaces in our communities offer individuals the option of staying active, living a healthier life and preventing chronic diseases, like hypertension, heart disease, diabetes and other autoimmune diseases. Staying healthy means less doctor visits and less money spent on health care services. This table illustrates the benefits of keeping adults healthy and the money that is saved by creating parks using CDC standards.

The following table details the estimated benefits of a healthy population:⁷⁸

TABLE 10. ESTIMATED HEALTH BENEFITS OF PHYSICAL ACTIVITY IN LOS ANGELES PARKS (2016\$)	
Adults 18–64 years of age	
Number of adults (18–64) physically active in parks*	83,600
Average annual medical care cost difference between active and inactive persons between 18 and 64 years old	\$1,170
Subtotal of health care benefits (18–64)	\$97,800,000
Adults 65 years of age and older	
Number of adults (65+) physically active in parks*	22,500
Average annual medical care cost difference between active and inactive persons over 65 years old	\$2,340
Subtotal of health care benefits (65+)	\$52,800,000
Total adults physically active in parks*	106,000
Total annual value of health benefits from parks	\$151,000,000

* Calculations are based on persons using Los Angeles parks, trails, and recreation centers exclusively to engage in sufficient levels of moderate and/or vigorous activity that meet the CDC's physical activity guidelines.

⁷⁶ Ibid

⁷⁷ Ibid

⁷⁸ www.cdc.gov/pcd/issues/2020/19_0434.htm Preventing Chronic Disease. Effects of Crime Type and Location on Park Use Behavior

Crime and Parks

Many of the PP areas of LA and the County are populated by an economically disadvantaged populations.⁷⁹ People from racial and ethnic minority groups may not have access to parks. Parks are a necessity and can impact the health equity and life of these groups. Living in areas exposed to crime and violence is associated with trauma and mental health issues. This is linked to psychological symptoms such as depression and anxiety.⁸⁰

According to “Andrea Welsing, director of the Los Angeles County Office of Violence Prevention “Parks After Dark advances equity by providing secure and vibrant green spaces for families that are living under challenging conditions and builds a sense of community pride at the parks. Parks After Dark’s embrace of safe passages programs supports a more community-centered approach to public safety.”⁸¹ UCLA researchers remarked that “[...] over the course of the program, 189 fewer crimes have been committed in the neighborhoods hosting the events than could have been expected to occur otherwise” This is evidence that park programs help to create a safe environment.

“The closer people live to a park the safer they feel in the park.”⁸² Unfortunately, according to the CDC’s article on “Parks Recreation and Green Spaces,”⁸³ less than half of people in the United States live within half a mile of a park. Having to travel a long distance or drive to a park that is ten miles away could be discouraging. Walking on the sidewalk may not be safe at night in high crime areas. Having a neighborhood park that has grassy areas and trails is more ideal. Larger parks are even better because there is lighting to make the neighborhood park feel safe in the evenings. Walking together as a family in an area that is well lit and safe can encourage family time, cause less stress and promote a better equality of life.

PARKS ARE ESSENTIAL DURING A NATURAL DISASTER

Parks serve many essential roles during a disaster, such as an earthquake, flood, wildfire, dangerous rain storms or rising temperatures.⁸⁴ When LA or County has a dangerous heat wave, its population can visit a hydration station at a park or go into a park building that is air conditioned as a cooling center or use a splash pad to cool off.⁸⁵ The tree canopy in a park can also offer relief to shield people from the sun. During a disaster, parks serve as a disaster response headquarters for organizations like FEMA so the community can get information about disaster aid.

According to the FEMA website: “Parks and recreational facilities can be used to provide temporary disaster relief services such as food and water distribution, debris staging and other recovery services during and after floods and hurricanes. Parks and recreation facilities include

⁷⁹ https://health.gov/sites/default/files/2019-09/Physical_Activity_Guidelines_2nd_edition.pdf

⁸⁰ Ibid

⁸¹ <https://newsroom.ucla.edu/releases/los-angeles-county-parks-after-dark-safety-health>

⁸² [Parks, Recreation and Green Spaces | Active People, Healthy Nation | Physical Activity | CDC](#)

⁸³ <https://www.cdc.gov/physicalactivity/activepeoplehealthynation/everyone-can-be-involved/parks-recreation-and-green-spaces.html>

⁸⁴ <https://www.nrpa.org/parks-recreation-magazine/2022/may/the-role-of-parks-in-disaster-planning-recovery-and-response/https://emergency.lacity.gov/la-responds/emergency-shelters>

⁸⁵ <https://emergency.lacity.gov/la-responds/emergency-shelters>

buildings and structures, lighting, signs, poles and related structures such as playgrounds, benches, trash cans, fences, turf, trails and hard surfaces.”⁸⁶

LA’s RAP Emergency Shelters or Park

When there is an emergency, LA RAP partners with the American Red Cross to offer emergency shelters to the community. When a disaster strikes, these shelters can be viewed on the Activated Mass Care Locations website. Community members can refer to this website to identify a shelter near your residence that will be able to house you in a disaster. This website can also help if you have been advised of an evacuation at your place of residence.⁸⁷

LA’s RAP Hydration Stations in LA City

In 2019, the LA Department of Water and Power (DWP) began installing free hydration stations in LA to add or refurbish 200 drinking water stations for the community to be completed before the 2028 Olympics. “As part of LA’s Green New Deal, the DWP has partnered with LA Recreation & Parks and General Services to open and maintain them.”⁸⁸ The Hydration Stations are placed in parks and other public areas in all 15 LA City Council districts. Community members are allowed to fill their reusable water bottles with clean, fresh water at all these sites if they use the parks for recreational purpose or if there is a major disaster in the community and the community’s water source is either shut off or contaminated.⁸⁹



LA RAP has 217 hydration stations in 145 park locations.

⁸⁶ https://www.fema.gov/sites/default/files/documents/fema_p-2181-fact-sheet-5-0-parks-recreational-other.pdf

⁸⁷ <https://emergency.lacity.gov/la-responds/emergency-shelters>

⁸⁸ <https://emergency.lacity.gov/la-responds/heat>

⁸⁹ Ibid

A list of hydration stations in LA County Parks can be found here:



Heat Islands and Parks

Heat Islands (HI) are “Structures such as buildings, roads, and other infrastructure absorb and re-emit the sun’s heat more than natural landscapes such as forests and water bodies.”⁹⁰ HIs form where there is limited greenery in urban areas. HIs can form at any time of the day or night in any season.⁹¹

HIs are caused by “reduced natural landscapes in urban areas.”⁹² When there are trees, vegetation and water bodies in a park, the temperature tends to be cooler than if the park was built with a lot of concrete pavement, parking lots and buildings, there may not be enough shade to cool the park down in hotter temperatures.⁹³ Therefore, those park goers may not be able to remain cool when visiting the park, and unfortunately become overheated, which can lead to tiredness, headaches, heat exhaustion, and in severe cases, heat stroke.

In addition, “Vehicles, air-conditioning units, buildings, and industrial facilities all emit heat into the urban environment.”⁹⁴ These sources of “human generated waste”⁹⁵ definitely contribute to HIs in parks. When a park is built near a highway or near an intersection that is usually clogged with cars, the heat admitted by the vehicles can also exacerbate the HI and cause the temperature to rise for the park goers, which would make them very hot and produce a very unpleasant park experience.

According to the EPA’s “Heat Island Impacts”, “Heat islands contribute to higher daytime temperatures, reduce nighttime cooling, and higher air-pollution levels. These, in turn, contribute to heat-related deaths and heat-related illnesses such as general discomfort, respiratory difficulties, heat cramps, heat exhaustion, and non-fatal heat stroke.”⁹⁶ Those who visit parks in

⁹⁰ <https://www.epa.gov/heatislands/learn-about-heat-islands#heat-islands>

⁹¹ Ibid

⁹² Ibid

⁹³ Ibid

⁹⁴ <https://www.epa.gov/heatislands/learn-about-heat-islands#heat-islands>

⁹⁵ Ibid

⁹⁶ <https://www.epa.gov/heatislands/heat-island-impacts#health>

HI prone areas, such as some areas in the County, may be susceptible to death and illness by innocently visiting their local park for some rest or relaxation.

“*Older adults* are among the most vulnerable to extreme heat events. [O]lder adults are more likely to be in poor health, to be less mobile and more isolated, to be more sensitive to high heat, and to live on reduced incomes.”⁹⁷ LA and the County need to be aware of these problems by constructing our parks with less concrete and more grass, plants and trees.

In addition, “Young children tend to be more susceptible to extreme heat due to their small size and other characteristics. Children’s more rapid breathing rates relative to body size, time spent outdoors, and their developing respiratory systems raise their chances of aggravated asthma and other lung diseases caused by ozone air pollution and smog, which usually increases during heat waves.”⁹⁸ As with older adults, park administrators also need to be aware of the effects of HIs on young children. Youngsters tend to run and play and get overheated in playgrounds and parks even without the threat of HIs. If playgrounds and parks are predominately treeless and made with concrete, the threat to children of contracting respiratory ailments may be quite high. This threat could be devastating for children who may visit parks often because they have no backyard to play in.

People who are in poor health, have disabilities and those who need mobility aids, such as wheelchairs or walkers, and “[...] are vulnerable to extreme temperatures.”⁹⁹ In addition, “People with diabetes, physical impairments, and cognitive deficits are especially at-risk during heat waves” which may be caused by HIs in LA and County parks.¹⁰⁰ Park administrators need to be very aware of the risks to this vulnerable population and make sure all parks have trees and less concrete to combat the threat of HIs for our more vulnerable populations.

⁹⁷ Gamble, J.L., B. J. Hurley, P.A. Schultz, W.S. Jaglom, N. Krishnan, and M. Harris. 2013. Climate Change and Older Americans: State of the Science. *Environmental Health Perspectives* 121(1): 15-22

⁹⁸ U.S. Climate Change Science Program. 2008. Analyses of the effects of global change on human health and welfare and human systems. A Report by the U.S. Climate Change Science Program and the Subcommittee on Global Change Research. [Gamble, J.L. (ed.), K.L. Ebi, F.G. Sussman, T.J. Wilbanks (Authors)]. U.S. Environmental Protection Agency, Washington, DC, USA.]

⁹⁹ Ibid

¹⁰⁰ Ibid

WHY DO CITIES GET SO HOT?

IT'S CALLED THE URBAN HEAT ISLAND EFFECT AND IT'S CAUSED BY:

MORE HEAT RETAINING SURFACES

Roofs and streets are surfaces that stay hot even when the sun goes down.

FEWER TREES AND PARKS

Trees and parks help cool neighborhoods, but some communities are park poor and have limited green space.



HOW DOES CLIMATE CHANGE MAKE COMMUNITIES HOTTER?

Climate change means that Los Angeles County will experience 2-4 times more days over 95°F by 2050.



Many low-income communities and communities of color live in areas most impacted by the urban heat island effect.

WHAT ARE WE DOING IN LOS ANGELES COUNTY?

COOL ROOFS



Reflective roofing materials make homes and neighborhoods cooler

GREEN SPACE & PARKS



Green spaces cool the surrounding neighborhood and provide a space for the community

TREES



Trees cool areas by providing shade and water evaporation

COOL PAVEMENTS



Cool pavement materials reduce surface temperature on streets

You can help cool your neighborhood by upgrading your roof to a cool roof, planting trees, and supporting the adoption of green spaces and cool pavements.

To learn more, visit publichealth.lacounty.gov



STATE OF CALIFORNIA GRANT PROGRAMS

The state of California offers grants through competitive programs to assist in the funding of park funding.¹⁰¹

Many different opportunities exist, including:

Competitive Programs

- Outdoor Recreation Legacy Partnership (ORLP) Program – Application Deadline is January 31, 2024 before 5 p.m.
- Statewide Park Program (SPP) – The Round 5 application cycle is postponed. An update will be posted once available.
- Outdoor Equity Grants Program – Application Deadline was December 14, 2023.
- Land and Water Conservation Fund - Application Deadline was June 1, 2023
- Recreational Trails Program – Application Deadline was June 15, 2023
- Habitat Conservation Fund – Application Deadline was June 15, 2023
- Land and Water Conservation Fund + Readiness and Environmental Protection Integration Program – Concept papers are due April 15, 2024.

Non-Competitive Programs

- Per Capita Program (block grant based on population)
- Recreational Infrastructure Revenue Enhancement (RIRE) Program: \$37,000,000

Completed Prop 68 Competitive Grant Programs

- Regional Parks Program - Application Deadline was January 20, 2022
- Rural Recreation and Tourism Program (RRT) - Application Deadline was January 20, 2022
- Locally-Operated State Parks Program - Application Deadline was August 31, 2021

The above list begs the question do Los Angeles City and County take advantage of all funding sources available?

SUMMARY

Parks are essential for life. Parks need to be as important as development because you can increase police services, you can increase transportation services, you can increase utilities in an area but you cannot increase the land available for parks. Therefore, parks must be sufficient to provide health and safety for the welfare of the community impacted by development. The QA has not provided the parks needed for the growing population of Los Angeles County.

¹⁰¹ https://www.parks.ca.gov/?page_id=29752

FINDINGS

- 8.1. The collection of Quimby fees are grossly inadequate
- 8.2. The Quimby Act is not meeting the need for parks
- 8.3. All LAC and LA parks need to have more natural, green open space, and by extension, less concrete for the environmental health of its population
- 8.4. The City of Los Angeles has almost \$290 Million in available funds for parks
- 8.5. There are inadequate hydration stations in LAC and LA parks
- 8.6. There is inadequate information online and in LAC and LA parks with specific instructions regarding staging areas in parks for LACs and LAs emergency preparedness plans for future disasters

RECOMMENDATIONS

- R8.1. The City and County of Los Angeles should review and consider raising Quimby fees to purchase more park land.
- R8.2. LAC and LA City Park Departments should consider issuing bonds and measures for park acquisition and development like the Land and Water Conservation Funds, which was established in 1964 at no cost to the taxpayer, the Outdoors Equity Program, Los Angeles County Measure A, and the California Parks, Environment, Energy, and Water Bond Measure, to help areas that are park-poor.
- R8.3. The City of Los Angeles should consider using the funds available from Quimby and other fees to purchase park space.
- R8.4. LAC and LA development should not be approved in areas that are park poor until enough land is acquired in those areas before more development is approved.
- R8.5. LAC and LA City should complete a study and target areas that are park-poor to evaluate the reason why these areas are park poor and develop remedies.
- R8.6. LAC and LA City should consider issuing bonds in addition to charging developers Quimby fees to purchase land for park development
- R8.7. LAC and LA City should realign land use zoning to increase the available land for parks.
- R8.8. LAC and LA City should consider exploring options to make more timely use of available Quimby funds.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	Los Angeles County Board of Supervisors
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	Los Angeles County Office of the Chief Executive
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	Mayor, City of Los Angeles
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	Los Angeles City Council
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	Los Angeles County Department of Parks and Recreation
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	City of Los Angeles Department of Recreation and Parks
R8.1, R8.2, R8.3, R8.4, R8.5, R8.6, R8.7, R8.8	Los Angeles County Regional Planning

COMMITTEE MEMBERS:

Mary Leos-Pacheco, Chairperson
Maureen Smith, Co-Chair
Noel Larson

WELLBEING CENTERS
In Los Angeles County Schools



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

BOS	Los Angeles County Board of Supervisors
COUNTY	County of Los Angeles
DMH	Department of Mental Health
DPH	Department of Public Health
LA	City of Los Angeles
LACOE	Los Angeles County Office of Education
LAUSD	Los Angeles Unified School District
LGBTQ	Lesbian, Gay, Bisexual, Transgender, Queer
NCES	National Center for Education Statistics
PPLA	Planned Parenthood Los Angeles
STI	Sexually Transmitted Infection
WBC	Wellbeing Center
WC	Wellness Center

WELLBEING CENTERS

EXECUTIVE SUMMARY

The Los Angeles County (LAC) Board of Supervisors (BOS), The Departments of Public and Mental Health (DPH) (DMH) and the Los Angeles Unified School District (LAUSD) have joined forces with Planned Parenthood Los Angeles (PPLA) in providing mental and reproductive health services to students in underserved communities.¹ These services are intended to help improve mental health, educate students about drug prevention and lower the STIs in school campuses in underserved communities in order to increase attendance and improve student performance.² “Healthy, supported and empowered students achieve more,” said Monica Garcia an LAUSD Board Member in the press release “Los Angeles County Partners Launch Landmark Program to Increase Wellness for High School Students at 50 Schools.” She went on to say that “Access to the Wellbeing Centers for our students is truly another important step in reaching 100% graduation and ensuring that our students are well prepared for college, career and life after high school!”^{3,4} Wellbeing Centers (WBC) are located in high schools in LAUSD and in LACOE school districts. The BOS initially approved \$12 million in 2019 to start the Wellbeing Centers and an additional \$8 million dollars per year is currently budgeted, annually.⁵

The purpose of the Wellbeing Centers’ Committee (Committee) investigation into Student WBCs is to determine:

- The initial success of the program. Has attendance improved? Have grades and grade point averages increased at the schools where the Wellbeing Centers have been installed? Have graduation rates improved as a result of the work of the Wellbeing Centers? Is there an increase in the number of students going on to higher education? Because of the work of the Wellbeing Centers in the participating schools?
- Examine who has been accountable for the WBC’s budget during both the initial rollout as well as the ongoing operations.
- Report on the transparency and appropriateness of the information gathered and review inter-agency monitoring and cooperation.

The program started three years ago, previous to the COVID pandemic, which put the initial rollout on pause until the 2022-2023 school year.⁶ Currently, there seems to be scant information about the effectiveness of the WBCs, as well as what information is collected and how the various stakeholders are affected.

¹ <https://www.plannedparenthood.org/about-us/newsroom/press-releases/planned-parenthood-los-angeles-announces-landmark-program-and-partnership-of-high-school-based-wellbeing-centers-across-l-a-county>

² Interview with Health Educator

³ <http://www.publichealth.lacounty.gov/phcommon/public/media/mediapubhpdetail.cfm?prid=2200>

⁴ Ibid

⁵ Interview with senior official of Student Medical Services and Medical Programs

⁶ Ibid

The stakeholders include the following:

- Los Angeles County Board of Supervisors
- Department of Public Health
- Department of Mental Health
- Planned Parenthood Los Angeles
- Los Angeles Unified School District
- Los Angeles County Office of Education
- Parents of Students Who Attend Schools with Wellbeing Centers
- Students who Attend Schools with Wellbeing Centers

The Committee believes that there is not enough information because an individual in charge of Student Health in LAUSD Administration claimed they have never received any reports about the program despite claiming “how great the program is.”⁷ Therefore the Committee believes that this is an opportunity to inquire about the success of the WBCs.

BACKGROUND

“There is a growing and unmet need for behavior and mental services for children and youth.”⁸

Wellness Centers vs. Wellbeing Centers

Currently there are two different programs in Los Angeles addressing mental and behavioral services on high school campuses. Wellness Centers (WC) offer general health care services to the public and are operated by independent medical providers. Unlike Wellness Centers, Wellbeing Centers are accessible only for students.

Wellbeing Centers – Pilot Phase

On December 11, 2019, PPLA announced that “[...] along with officials from the County of Los Angeles, including the Board of Supervisors, the Departments of Public Health (DPH) and Mental Health (DMH), the Los Angeles County Office of Education (LACOE), and the Los Angeles Unified School District (LAUSD), announced a “landmark program” opening fifty WBCs in Los Angeles high schools to provide health care services, education, parent resources and support, and more to students on campus.”⁹ The website goes on to say that “This is a first-of-its-kind collaboration between local partners to address the social, emotional, and sexual health needs of young people throughout Los Angeles County.”¹⁰ The WBCs create a safe place for students to visit to de-stress and be informed about health education. Also, students learn life-skills and about

⁷ Interview with senior official of Student Medical Services and Medical Programs

⁸ <https://www.nasponline.org/resources-and-publications/resources-and-podcasts/mental-and-behavioral-health/additional-resources/comprehensive-school-based-mental-and-behavioral-health-services-and-school-psychologists>

⁹ Planned Parenthood Los Angeles Announces Landmark Program and Partnership of High School-Based Wellbeing Centers Across L.A. County

¹⁰ Ibid

other student services available, such as mental health and substance abuse. In addition, the WBCs offer peer leadership opportunities for students to act as mentors. The peer leaders offer support to other students in time of crisis.¹¹

According to: **Alexis McGill Johnson, Interim President and CEO of Planned Parenthood Federation of America:**

“All young people deserve to have the education, resources, and skills they need to make informed decisions about their health, their relationships, and their futures. This program means that students don’t have to worry about missing school just to access the quality health care, education, and resources they need. Too many young people don’t have access to the health care or information they need to live their healthiest lives — and these Wellbeing Centers are helping to change that ”By creating WBCs, LAUSD and LACOE offer the resources that students are able to access during and after school so that students can lead their “healthiest lives.”¹² The WBC project was assembling requirements for school participation in the 2019 Pilot Phase, coordinators began by first evaluating high schools located within the County that were listed in the federally funded program known as Title 1. “The purpose of Title 1 is to ensure that all children have a fair and equal opportunity to obtain a high quality education.”¹³ There is a very high need for additional support for students. The program looked at placing WBCs in historically underserved communities, high schools with low attendance records and students who attend Title I schools.¹⁴

METHODOLOGY

The following tasks will determine the investigations findings and recommendations:

- Requested data collected from ten random schools which have Wellbeing Centers;
- Requested contracts and Memos of Understanding with PPLA;
- Visits to Montebello High School, (MHS) Edward R. Roybal Learning Center (Roybal) and Alexander Hamilton High School (HHS);
- Interviews with current officials and employees of WBC Interviews with officials at PPLA;
- Interview with high school officials;
- Interviews with officials from the DPH, LAUSD, and LACOE;
- Reviewing current budgets and reports from PPLA, and LACOE;
- Interviews with department officials from the Office of Planning, Integration, and Engagement;
- Interview with an official with the LAUSD Office of the Director of Students Medical Services;
- Examining inter-agency agreements and the master agreements with PPLA.

¹¹ Ibid

¹² Ibid

¹³ <https://www.cde.ca.gov/fg/fo/profile.asp?id=6041&recID=6041>

¹⁴ <https://www.cde.ca.gov/sp/sw/>

- Examining all current reports of the WBCs;
- Examining all current reports distributed to appropriate stakeholders;
- Analyzed the budget for the WBCs; and
- Created charts and graphs to illustrate the potential of the program and how the data should be analyzed.

DISCUSSION

Visits to Wellbeing Centers

The Committee visited the WBCs located on the campuses of MHS, Roybal and HHS schools. The Committee observed that each center has created its own personality with a positive atmosphere. The WBCs aim is to create trust between students and staff.¹⁵ According to the report, “Every Young Heart and Mind,” one in six high school students in California has considered suicide in the past year and one in three feel chronically sad. It should be determined by a licensed medical professional the source for the individuals mental health problem and then apply a treatment program to move the student to normalcy and then to happier, healthier state of being. “Students who identify as LGBTQ, low-income or Black and Latin students experience higher rates in both suicide and feeling chronically sad.”¹⁶

The WBCs located on campuses provide a lounge as a safe place to rest. Research shows that the students are more lightly to seek counseling when services are available in schools.¹⁷ Students may request a confidential consultation with social workers and connect to additional services between two and three days a week with health educators, school counselors, school social workers, and staff. Signs are posted on campus with services available at the WBCs. Students use the WBCs teen hot lines to reach out for support when in crises. PPLA counselors help students with life skills and provide information to students regarding teenage concerns about birth control, mental health, suicide prevention and drug abuse.¹⁸

Each WBC was installed in existing buildings on school campuses. Some of the buildings have been modified to suit the installation of WBCs. The de-stressing areas in the WBCs are furnished with pillows, stuffed animals (for hugging, de-stressing tool), drawing supplies, computers and a quiet area for reading. Students may schedule a confidential consultation with health educators. Every center has a support staff of health educators, one supervisor and a medical clinic run by PPLA once a week. All employees at WBCs have been vetted by professionals from DPH.¹⁹

¹⁵ Ibid

¹⁶ [https://mhsoac.ca.gov/sites/default/files/2020-](https://mhsoac.ca.gov/sites/default/files/2020-10/Summary%20of%20Report%20Revisions%20as%20of%20October%202020.pdf)

¹⁰ [Summary%20of%20Report%20Revisions%20as%20of%20October%202020.pdf](https://mhsoac.ca.gov/sites/default/files/2020-10/Summary%20of%20Report%20Revisions%20as%20of%20October%202020.pdf)

¹⁷ [Comprehensive School-Based Mental and Behavioral Health Services and School Psychologists \(nasponline.org\)](https://nasponline.org/)

¹⁸ Interviews with program health educators at MHS, Roybal and HHS

¹⁹ Ibid

Peer Leaders

Peer Leaders are students who are volunteers and trained by the health educators at the WBCs. Their function is to reach out to other students, informing and encouraging students of the services available at the WBC's and seeking other student's participation and involvement. Peer Leaders can be accessed through the centers. Students cite the impact of WBCs because they provide a safe place on campus. To be a peer leader a student has the desire to advocate for the center and its services. Research has shown that students who receive support with emotional and behavioral problems **achieve better academically** and **demonstrate the ability to cope with life's challenges**. "Peer groups can empower in multiple ways. It provides social belonging: "I'm part of a crowd." It gives social support: "I can depend on others." It increases freedom: "I do what I wouldn't alone." It increases social skills: "I practice give and take." It confers identity: "I am who I run with." It asserts independence: "I have a separate social life from family. It asserts independence."²⁰

The peer advocates help teens become independent thinkers in a safe environments and helps increase their social skill by making healthier choices regarding their sexual health decisions.

According to an LAUSD administrator, the peer leadership program is part of the WBC program and is integral to its implementation in that peer leaders help their fellow students navigate their high school lives by offering student centric leadership.²¹ Peer leaders are usually also involved in the academic community and may help to create a change in school policy. Further, peer leaders also help students make **good life choices**.²²

In "Every Young Heart and Mind: Schools as Centers of Student Wellness," the authors discuss the increase in mental health problems in our schools and lives. Not all communities are equipped to address student's needs, including a safe place to de-stress, a trusted and a supportive professional to discuss sexual abuse, bullying, and mental anxieties. According to the authors "Studies suggest that female students are more likely to drop out of school because of lack of sexual health services."²³ WBCs are a safe place to discuss feelings and provide a mental support connection.

Future of WBCs

An official from the DPH is very hopeful that more WBCs will be added to LAUSD schools. Currently, there are 39 WBCs in LAUSD schools. The official believes has mentioned that at least eleven more WBCs will be added over the next few years. Space is a concern because the WBCs need to be in private areas on the school campus to ensure privacy. The official would also like to

²⁰ <https://www.psychologytoday.com/us/blog/surviving-your-childs-adolescence/202201/peer-group-membership-and-adolescent-growth> (Accessed on)

²¹ Interview with LAUSD administrator

²² Interview with LAUSD administrator

²³ <https://mhsoac.ca.gov/sites/default/files/2020-10/Summary%20of%20Report%20Revisions%20as%20of%20October%208%2C%202020.pdf>

see the “good partnership” between the administration and the WBCs and peer leaders continue. Both support each other to achieve the goal of all student’s academic achievement.²⁴

According to the official, the WBCs have an excellent relationship with PPLA, who is the only vendor who offers sexual health services at the WBCs. The official would like to see that relationship continue so that PPLA can offer health and substance abuse service to the students. The official would also like to see more workshops for parents and the WBCs curriculum used in the classroom more frequently.²⁵

The Committee was unable to secure an interview with the WBC Program Director, who left the program at the end of December 2023. An official with LAUSD was interviewed in their place, but was unable to provide any additional information regarding the program.²⁶ Subsequently, the Committee interviewed individuals at the Department of Public Health (DPH), Los Angeles County Office of Education (LACOE) and Planned Parenthood Los Angeles (PPLA). These interviews, and the information provided by the individuals was instrumental in evaluating the WBCs.

According to a high school administrator for LAUSD, the WBCs are an integral part of the high school experience because students can go there to get supportive services for their emotional well-being and as well as their health well-being. The official stated that: “We love this program” because students use the centers to de-stress emotionally, rid their anxiety and control their depression, which **leads to better student performance** in the classroom and **better attendance** records.²⁷ Yet after repeated attempts to get the records to verify better performance in the classrooms and better attendance, we are still waiting for meaningful data. We have tried repeatedly from the various schools and agencies and we still have received no meaningful data that allows us to determine if the program is successful.

Planned Parenthood

In a 2020 PPLA news release, “Clinicians from PPLA will provide a range of sexual health services one day a week, including testing and treatment for sexually transmitted infections (STIs), emergency contraception and birth control counseling and provision, well-person exams, pregnancy testing, and pregnancy options counseling.” In addition, the centers are also places of education where students can find support groups, classes, and events focused on supporting teens through their transition into adulthood.²⁸

Visiting the headquarters for PPLA, the Committee interviewed a director involved with the WBCs. The Committee received a group tour of the facility and was shown a power-point review of the WBCs program’s goals, and PPLA’s role in the WBCs. PPLA oversees classroom curriculum and hires healthcare providers in each clinic. PPLA developed the curriculum and

²⁴ Interview with DPH official

²⁵ Ibid

²⁶ Interview with high school administrator MHS

²⁷ Interview with high school administrator Reseda High School

²⁸ <https://www.yesmagazine.org/health-happiness/2020/03/03/health-high-school-clinic-teens>

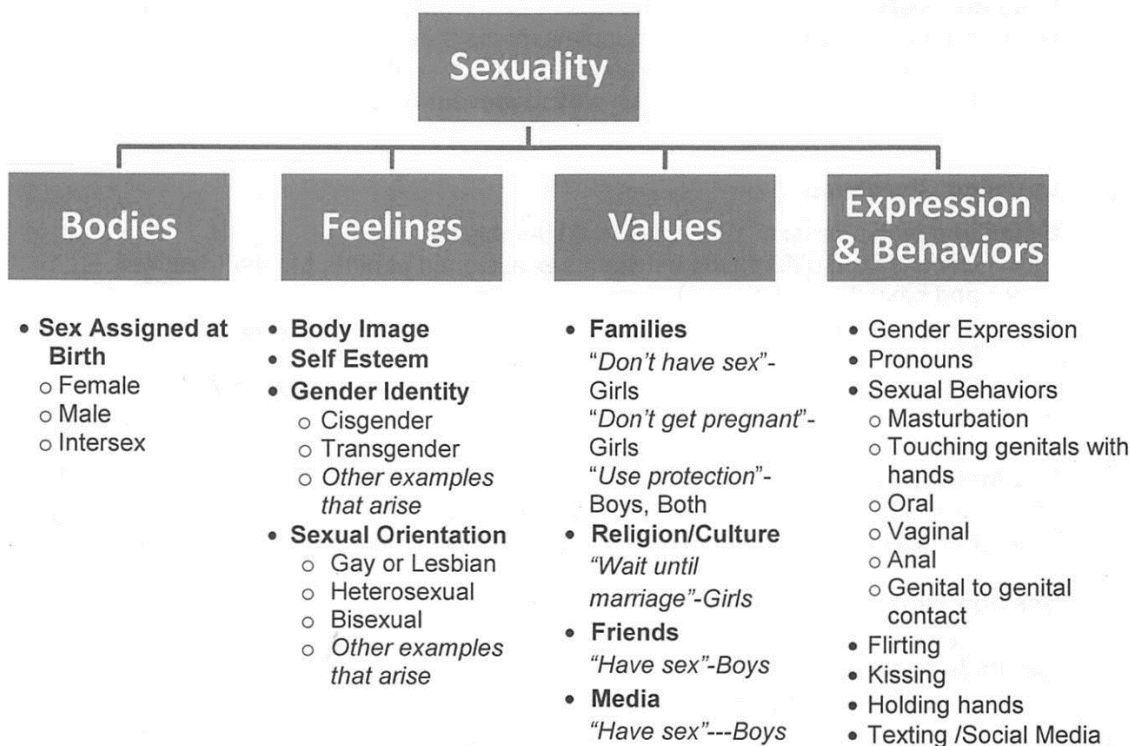
trained the DPH Peer Leaders to conduct in-class workshops for students in each school with a WBC. Note that the operations of the clinical services was not a focus of this investigation.

The following diagram is included in the PPLA curriculum provided to the Committee. The diagram is an example of the tools used in the curriculum by the WBCs to assist students in addressing stress caused by relationships and how to find ways in which to solve stress management problems.

The Curriculum is divided into topics that are approximately fifty minutes long. In addition, there are seven teaching sessions reviewed by students along with a counselor. Each section has a sub-topic with questions and answers which require responses or opinions. The curriculum was created to address subjects of mental health, societal pressure and healthy decision making.²⁹ , Students learn tools to engage with others by learning to be objective and see other perspectives.

THE FOLLOWING ARE TOPICS COVERED IN THE PPLA CURRICULUM WHICH ARE MENTIONED IN THE CALIFONRIA HEALTH YOUTH ACT

At the end of the session, the sexuality mind map will look like this:



²⁹ PPLA curriculum

California Healthy Youth Act (CHYA)

The California Healthy Youth Act is an integrated, comprehensive, accurate and inclusive ruling to empower youth to make educated informed decisions with their relationships and sexual healthcare services and information about STIs, education on pregnancy, contraception, and sexually transmitted infections.³⁰ The CHYA is used as the cornerstone for the WBCs curriculum. (See Appendix 1). However, the question remains on whether the WBCs have provided services needed in their targeted youth group. **Per the California Healthy Youth Act.**

Data Collection, Analysis and Reporting

Data Collection

The Committee requested and received sample data collected from ten high schools with a Wellbeing Center for a period covering August 14, 2023 to November 15, 2023 from DPH. The investigative Committee received the following report from the DPH³¹

Los Angeles County Department of Public Health Student Wellbeing Center, School Year 2023-2024 (Data from Start of School year: August 14 - November 15, 2023)								
School Name	# of Days Open	# of Youth Educators	Individuals Served (number)			Services Provided (percent)		
			Individual/Small Group Consultation	Cohort Curriculum	Peer Health Advocate Event	Mental Health/Substance Abuse Prevention and Resource Connections	Sexual Health (non-clinical)	Life Skills/Problem Solving
Banning High School	2	2	431	40	24	7%	74%	19%
Bassett High School	3	2	1,848	345	23	17%	38%	44%
Ramon C Cortines High School	2	2	342	0	28	33%	23%	44%
Hamilton High School	3	2	1,668	0	42	53%	17%	30%
John Glenn High School	2	2	485	0	41	13%	11%	76%
Lynwood High School	3	2	1,192	0	14	28%	26%	47%
Narbonne High School	3	2	530	0	67	17%	59%	24%
John H Francis Poly High School	2	2	555	0	66	27%	42%	31%
Edward R Roybal High School	4	2	741	0	39	24%	38%	38%
South East High School	2	2	309	138	52	20%	45%	34%
Notes								
Report Analysis Date: 11/29/2023								

The data reported for the ten high schools contained the following:

- Number of Days the School is in Session – This does not include the day the PPLA Clinic is open and using the space for the WBC Number of Health Educators – Employees of the DPH;
- Number of Individuals Served:
 - Individual/Small Group Consultation – Students going to the WBC and inquiring/receiving services;
 - Cohort Curriculum – In Classroom Workshops led by Health Educators during Health Class; and
 - Peer Health Advocate Event – Attendees;

³⁰ <https://www.cde.ca.gov/ls/he/se/>

³¹ Report from school year 2023-2024

- Services Provided – Show as a percentage the total of Individual/Small Group Consultations:
 - Mental Health/Substance Abuse Prevention and Resource Connections;
 - Sexual Health (non-clinical); and
 - Life Skills/Problem Solving.

At first glance, the report shows the collected data was well-reported. However, the data shown does not seem to provide any information that could be used to draw conclusions or make decisions about the WBC.

Through interviews with the Health Educators onsite at the three different schools, the Committee believes the data collected was insufficient. The Health Educators also informed the Committee that all student interactions at WBCs are captured in a contact management system called REDcap³². Information captured in REDcap includes the type of interaction each student has in every WBC, but does not include personal data for privacy reasons and is separate from any data captured for services requiring an encounter form,³³ which is a form used by providers that include codes to charge for services rendered.

Through the discussions with the Health Educators, the data collected does include the total number of visits to the WBC. However, the manner in which the data is collected does not show the number of unique, (Students who visited the center once and returning students), that visited the center. The report did not show the relative size of each school. While the report did state the number of days the WBC was open each week, the report did not disclose the actual number of days the WBCs were open during the period of the report.

Data Analysis

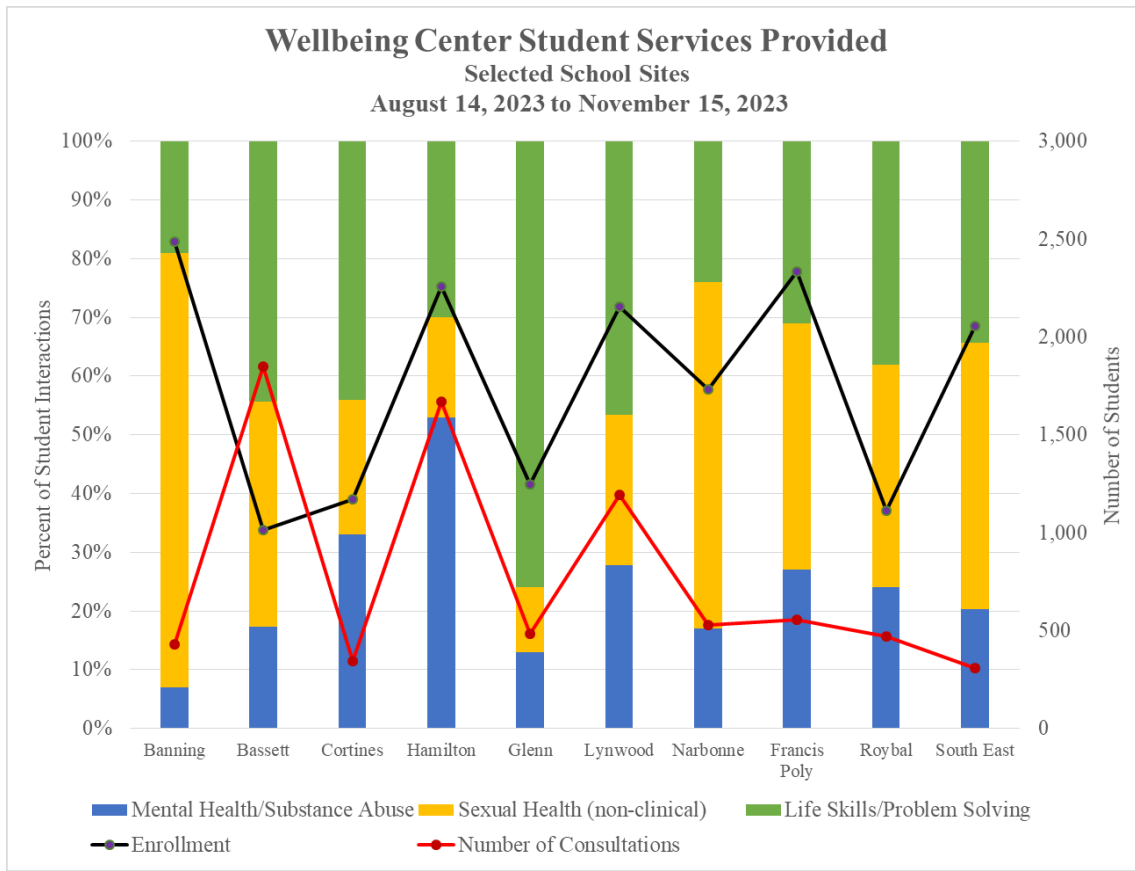
The purpose of data analysis is to provide all the stakeholders' information in order to make informed decisions based on the information presented. The DPH report contains statistics from ten high schools with WBCs on campus. The above shows *point in time* data, however, The Committee found that there was lack of information that would help stakeholders make informed decisions.

The Committee generated the following graphs and charts with the information given that contained selected WBC data from August 14, 2023 to November 15, 2023. In an attempt to give some meaningful context to the original report, data was also collected from publicly available sources and by calculating additional measures from the original report.³⁴

³² <https://www.project-redcap.org/>

³³ Interview Senior Official in DPH

³⁴ What publicly available sources?



The above graph includes school enrollment data for each school obtained from the (NCES) for the 2022-2023 school year^{35,36}. The data presented contains information from the original report provided by the DPH, but does not give a full and complete picture about the state of the program. Once school enrollment is added to the graph above, interesting trends come to light. For example, notice that only Bassett High School has more visits to the clinic than students enrolled in the school. This observation begs the question of what this specific school is doing that drives so much traffic to their WBC, or are the other high schools listed above capturing data in the same manner? In addition to overall utilization of the WBC by each student body, this graph also highlights what services are utilized by which school. Notice that the vast majority of students at Banning High School are utilizing non-clinical sexual health services, while that service is barely utilized at Glenn High School.

³⁵ Committee generated graph

³⁶ National Center for Educational Statistics, Enrollment Data for 2022-2023 School Year, queried March 14, 2024. <https://nces.ed.gov/ipeds/datacenter/ipedsdata/enrollment/enrollment.asp?Search=1&County=Los%20Angeles%20County&State=06>

Additionally, in the chart below, the information in the left columns was provided by the DPH for ten selected high schools with currently open WBC.³⁷

Data Provided by Department of Public Health			Additional Data to Provide Context			
School	# of Days Clinic Open Per Week	Individual/ Small Group Consultation	School Enrollment	# Days Clinic Open	Consultations per day	Consultations per Day per 1,000 Students
Phineas Banning Senior High	2	431	2,486	28	15.39	6.19
Bassett High School	2	1,848	1,012	28	66.00	65.22
Cortines School of Visual and Performing Arts	2	342	1,171	28	12.21	10.43
Alexander Hamilton Senior High	3	1,668	2,259	42	39.71	17.58
John Glenn High School	2	485	1,247	28	17.32	13.89
Lynwood High School	3	1,192	2,154	42	28.38	13.18
Nathaniel Narbonne Senior High	3	530	1,731	42	12.62	7.29
John H. Francis Polytechnic	2	555	2,332	28	19.82	8.50
Edward R Roybal High School	4	741	1,112	56	13.23	11.90
South East High School	2	309	2,057	28	11.04	5.36

The following information in grey was added by the Committee to provide better context:

- School Enrollment for the 2022-2023 Academic School Year.³⁸
- # Days Clinic Open calculated by number of days clinic open per week for the 14 weeks in the reporting period.
- Consultations per day calculated by divided the number of days the clinic was open during the reporting period.
- Consultations per Day per 1,000 Students calculated by dividing the Consultations per day by the school enrollment, then multiplied by 1,000.

The ratio of “Consultations per Day per 1,000 Students” in the table above shows a comparable ratio from school to school, assuming the schools were the same size. For data analysis purposes, if the only Individual/Small Group Consultations are compared between Bassett High School and Alexander Hamilton Senior High, the totals are very similar. However, once the total consultations are divided by the number of days the clinic is open, a different picture is painted. Since Hamilton is open twice as many days a week as Bassett, the ratio shows Bassett High School sees more students relative to Hamilton High School. Once the relative sizes of each school are considered, the data shows that Bassett High School is even more successful as the enrollment at Hamilton is over two and a half time the enrollment of Bassett High School.

Questions that remain unanswered from the chart above include:

- Examine why certain schools have a more active WBC?
- Are all WBCs collecting data in the same manner?
- Is there a correlation between the involvements of the Peer Leaders across schools?

³⁷ See Appendix 1

³⁸ National Center for Educational Statistics, Enrollment Data for 2022-2023 School Year, queried 2024/03/14.
<https://nces.ed.gov/ipeds/data/ipedssearch/index.asp?Search=1&County=Los%20Angeles%20County&State=06>

- Does the number of days the center is open have an effect on utilization of the Wellbeing Center?
- Is there any correlation between the DPH Workers/ Supervisors and the level of utilization?
- Why does what services are used by the students vary between schools?

These are examples of how to examine the data that is collected. The analysis choices made in the table and list above may or may not be either comprehensive or appropriate. In general, data analysis should be driven by the needs of the relevant stakeholders. Analysis should be relevant to the subject matter, verifiable, and comparable across all entities, in this case, all the school sites with WBCs. However, the Committee finds that data analysis needs to be developed by Director of the Program with appropriate measures that are comparable between schools. These measures need to be shared with the public and all relevant stakeholders.

On top of metrics that would add context to the data reported, the Investigative Committee finds that no data or metrics that measure outcomes of the program are either collected or reported.

Outcome measures can include, but are not limited to the following:

- Attendance,
- Graduation Rates, and
- School Discipline.

The program needs to develop measures that can track outcomes as well as show a current snapshot of the status of the program. The Committee recommends the DPH develop measures that can show the effect the program is having on the schools with WBCs.

Upon examination of the scope of work between the DPH and PPLA, in Exhibit B-1, page 3 of 3, item 4.2 states: “Conduct time study to determine the hours that are most requested and used by the students in the fifty schools”. The Committee could not find any evidence that a Time Study was ever conducted. Considering this time frame included the start of the COVID Pandemic in early 2020, the committee requested that the DPH answer the following questions:

1. Was the study completed for 2019-2020 school year, and if so, can we receive the results.
2. If the study was not completed for the 2019-2020 school year, do subsequent scopes of work between DPH and PPLA ask for a similar time study?
3. If a future time study was requested, what is the current status and/or results of the study?

As a result, the investigative Committee recommends that the Program Director reviews all future scope of work deliverables between the DPH and PPLA. Anecdotal evidence is appreciated, however, after three years of operation there should be actual data assessing performance of the programs generally and specifically at each location.

Data Reporting

In addition to obtaining data from the DPH and visiting various high schools with WBCs, the Committee interviewed other stakeholders including a Senior Official in LAUSD as well as Principals from two High Schools with Wellbeing Centers on Campus.

When the Committee interviewed a senior official in LAUSD, the official seemed to be very familiar with the WBC program and expressed a very favorable opinion on the successful

operations in LAUSD. However, when they were pressed for details, they informed the Committee that they have not received data from the Department of Public Health regarding the program.³⁹

The Investigative Committee asked the Director of DPH, Dr. Barbara Ferrer, about the type of data she was receiving and how frequent the information is relayed to the stakeholders. She replied that due to the pandemic, the 2023-2024 school year was the first full year where the COVID Pandemic did not significantly impact the operation of the WBC, and that more rigorous reporting was under discussion with staff and would be rolled out in the future.⁴⁰

Additionally, the Committee believes that data collected should identify trends. After speaking with the Principals and DPH staff, very limited data comparisons over time were shown. Now that the clinics appear to be operating in more of a post-pandemic mode and considering that the DPH looks to move this program beyond the pilot phase, the Committee recommends that all information reported should be compared over time in order to measure the progress of the WBCs.

As a result, the Committee finds that the reporting of the activities and metrics of the WBCs is inadequate and does not consistently consider feedback from relevant stakeholders. The Committee believes that an annual review of high schools to be inadequate and recommends review of high schools be conducted quarterly. The Committee recommends the Program Director define reports to be shared with all relevant stakeholders, determine the frequency of the reports and obtain feedback from all relevant stakeholders.

FINDINGS

- 10.1 Student are more likely to seek counseling when services are available in schools.
- 10.2 Although total number of clinic visits are captured, the number of unique visitors to the clinic is not captured or available in the REDcap system.
- 10.3 Principals and counselors involved with the WBCs need additional services for students.
- 10.4 Other providers than PPLA were not considered to provide student related services in WBCs.
- 10.5 Program Director cites the need to hire additional staff, however, not enough funding is available.
- 10.6 Not enough comprehensive metrics based on data collected in the WBCs to make qualitative analysis of the WBC's progress.
- 10.7 WBCs, and those measures need to be collected and reported back from the start of the program.

³⁹ Interview with LAUSD official, October 18, 2023

⁴⁰ Interview with Dr. Barbara Ferrer, Director, Los Angeles County Department of Public Health, March 12, 2024

RECOMMENDATIONS

- R10.1 The DPH should evaluate the current system for capturing visits to the WBCs (REDCap) to see if the system is appropriate and can be improved, or if it needs to be replaced.
- R10.2 Relevant Data Analysis metrics need to be developed by the Program Director.
- R10.3 Measures of success or outcomes need to be developed in cooperation with stakeholders, especially with administration of the high schools with WBCs. These measures must be collected and reported from the beginning of the program.
- R10.4 The Program Director should develop standards describing accountability for the practices in use for the WBCs in high schools.
- R10.5 The Program, Director should make a survey of programs used to evaluate the effectiveness of the Wellbeing Centers.
- R10.6 The Department of Public Health needs to develop a process to consistently distribute Wellbeing Center Reports, and ensure information is shared across all schools that host a Wellbeing Center.
- R10.7 Other Healthcare providers should be considered to provide student related services for any future Wellbeing Centers.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R10.1, R10.2, R10.3, R10.4, R10.5, R10.6, R10.7	Los Angeles County Board of Supervisors
R10.1, R10.2, R10.3, R10.4, R10.5, R10.6, R10.7	Los Angeles County Office of Chief Executive
R10.1, R10.2, R10.3, R10.4, R10.5, R10.6, R10.7	Los Angeles County Department of Public Health
R10.3, R10.4, R10.6	Los Angeles County Office of Education
R10.3, R10.4, R10.6	Los Angeles Unified School District
R10.3, R10.4, R10.6	Montebello Unified School District
R10.3, R10.4, R10.6	Lynwood Unified School District

COMMITTEE MEMBERS:

Mary Leos-Pacheco, Chair
Robert Barrone, Co-Chair
Maureen Smith
Nicola Lamb
Noel G. Larson

APPENDIX 1

CA Educ Code Section 51930

(a)

This chapter shall be known, and may be cited, as the California Healthy Youth Act.

(b)

The purposes of this chapter are as follows:

(1)

To provide pupils with the knowledge and skills necessary to protect their sexual and reproductive health from HIV and other sexually transmitted infections and from unintended pregnancy.

(2)

To provide pupils with the knowledge and skills they need to develop healthy attitudes concerning adolescent growth and development, body image, gender, sexual orientation, relationships, marriage, and family.

(3)

To promote understanding of sexuality as a normal part of human development.

(4)

To ensure pupils receive integrated, comprehensive, accurate, and unbiased sexual health and HIV prevention instruction and provide educators with clear tools and guidance to accomplish that end.

(5)

To provide pupils with the knowledge and skills necessary to have healthy, positive, and safe relationships and behaviors.

Source: Section 51930, https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=EDC&ionNum=51930..

DE-ESCALATION
TAKE A BEAT, NOT A BEATING



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

CGJ	Civil Grand Jury
LAPD	Los Angeles Police Department
LASD	Los Angeles Sheriff's Department

DE-ESCALATION

EXECUTIVE SUMMARY

Law enforcement in Los Angeles County (LA County) is very diverse in their policing efforts. There are multiple agencies throughout the county who enforce the law. This includes 88 cities and many unincorporated areas of the county. LA County covers 4,060 square miles with a population of 9,712,138 residents per the U.S. 2020 Census Report. This is one of the most ethnically diverse counties in the United States.

Los Angeles Police Department (LAPD), Los Angeles County Sheriff's Department (LASD) and independent police agencies such as Culver City Police, Long Beach Police, and Burbank Police all deal daily with citizens in the county. These law enforcement officers have interactions with the public involving:

- Responding to emergency and non-emergency phone calls
- Patrol assigned areas
- Conduct traffic stops
- Issue citations
- Search databases for warrants
- Obtain and serve warrants
- Arrest people suspected of committing crimes
- Write detailed reports and fill out forms
- Prepare cases for legal proceedings and testify in court¹

The purpose of this investigation is to shine a light on police officers and deputies in LA County in their day-to-day duties when patrolling the streets and their involvement in crime related incidents with its citizens.

The committee members' objective is to determine if law enforcement agencies comprising of LAPD, LASD and independent policing agencies, are adhering to and abiding by official written procedures and training relating to de-escalation techniques.

The Civil Grand Jury (CGJ) will specifically concentrate on traffic stops by law enforcement officers and appropriate actions taken once the stop has occurred.

METHODOLOGY

The De-escalation Team was comprised of three CGJ members. The team's primary source of information was obtained as follows:

¹ Police and Detectives : Occupational Outlook Handbook: : U.S. Bureau of Labor Statistics (bls.gov)
<https://www.bls.gov/ooh/protective-service/police-and-detectives.htm#tab-2>

Interviews of law enforcement officials, presentations from guest speakers, newspaper reports, statistical analysis reports, internet research, and detention visits to jails, ride-alongs with police officers and participating and observing in police training.

The team began by meeting to discuss what type of information was needed to prepare a compelling and relevant report of all officers and sheriffs involved in policing. The goal was to identify issues and concerns specifically related to de-escalation procedures of law enforcement in the County. The goal of the CGJ members was to determine if LASD, independent city law enforcement agencies, and LAPD are adhering to and abiding by (if any) official written procedures relating to de-escalation.

The CGJ's most crucial source of information was having "face to face" discussions with law enforcement officials at their facilities to ensure them of a comfortable and relaxed atmosphere. The CGJ members had two methods of interviewing. A standard set of questions were prepared prior to the visits and each CGJ member had the opportunity to ask additional follow-up questions of the officers and deputies' on-the-spot. The majority of all of the interviews were well received. The CGJ had excellent exchanges with officers and deputies during these discussions.

Locations of Interviews with Law Enforcement

Independent Stations:

- Long Beach Police Department, August 2, 2023
- Culver City Police Department, August 11, 2023
- Burbank Police Department, August 16, 2023
- San Fernando Police Department, September 20, 2023

Los Angeles Sheriff's Department:

- Palmdale Sheriff, August 22, 2023
- Santa Clarita Sheriff, August 22, 2023
- Lost Hills/Malibu, September 25, 2023
- Kilpatrick Juvenile Camp, September 25, 2023
- Lakewood Sheriff, October 24, 2023
- Compton Sheriff, November 14, 2023

Los Angeles Police Department:

- Hollywood Police Division, September 11, 2023
- Rampart Division, September 18, 2023
- Harbor Division (San Pedro), September 28, 2023
- Inspector General, October 25, 2023

Guest Speakers to the Civil Grand Jury:

- LASD Office of the Inspector General, October 12, 2023
- The Sheriff (Sheriff's Department) October 24, 2023

- LAPD Office of the Inspector General, August 30, 2023
- LAPD Chief, August 31, 2023

LAW ENFORCEMENT TRAINING:

MILO (Multiple Interactive Learning Objectives): The CGJ participated in this training. The purpose of MILO training is to practice interview and de-escalation strategies using realistic training scenarios projected in a specially outfitted digital training simulator capable of detecting officer/deputy commands and their reactions to difficult subjects with apparent mental illness. This training allows the participant to formulate a plan, then effectively use verbal tactics, less-than-lethal and/or lethal force, as appropriate, based on the circumstances. Many of the scenarios can be negotiated without resorting to force. The CGJ was impressed with MILO. (Viewed 10-18-23.)

VirTraV300 (LASD): LASD Personnel Began Virtual Reality Training called VirTraV300 for their deputies. The training curriculum was implemented on October 17, 2014. The training was held at the Biscailuz Center Training Academy in East Los Angeles California.

VIRTUAL REALTY (VR) Technology² (LAPD): LAPD officers are training in the future with new VR simulators. They have implemented a new state of the art virtual reality technology to train officers in a whole new way. They bring the officers to their training facility and put them in a stressful situation in some environments that they are not used to and they must determine the best resolution. This training gets them to use the officer's most powerful tool that they have--- their brain and their thinking capability. This new training adds a 3-D element. Virtual suspects can even speak through an operator in another room. The different interactions, situations and outcomes are endless and cover things like use of force and de-escalation. (Viewed September 15, 2023.)

EDWARD DAVIES TRAINING: LAPD performs this training in Granada Hills, California. At this training site, LAPD trainees were taught to drive police vehicles to chase suspects in their cars including "high speed chases" on streets and highways. The site also has motorcycle training as well. There are firing ranges at Davies in which officer trainees are completing target practice. The most interactive training taught at this location is trainee vs trainee. One group of trainees are police officers and others are pretending to be suspects. The various scenarios train officers how to stop a suspect, pull the vehicle over and resolve the reason for the stop in a reasonable manner without harm to the officer or the suspect.

Note: The CGJ did not participate in or observe any "virtual reality" training or observe trainee deputies at their training facility for LASD.

Additional Sources Used to Gather Information:

- Webinars of LASD viewed by Jurors: September 16, 2023
- Webinars of LASD viewed by Jurors: October 6, 2023
- Webinars of LASD viewed by Jurors: October 21, 2023
- Webinars of LASD viewed by Jurors: October 31, 2023

Detention Visits to Jails:

² <https://www.virta.com/>

The CGJ visited various jails throughout the County and spoke with officers and deputies on the following days:

- September 6, 2023
- September 13, 2023
- September 20, 2023
- September 27, 2023
- October 4, 2023

Other Sources:

- Online Websites: <https://www.latimes.com/losangeles-police> - la times staff 11-14-23 (Killings-Database)
- Online Websites: <http://policescorecard.org/ca/police-department/losangeles>
- CGJ received statistical data from the Office of Constitutional Policing in the LASD in January 2024.

BACKGROUND

PROMINENT HIGH-PROFILE CASES

The following cases are examples of law enforcement's involvement while interacting with citizens while patrolling or during traffic stops. Each of these cases all "escalated" out of control by law enforcement resulting in a seriously beaten citizen, the death of another, assaults on women and traumatized three children.

- In interviewing several officers and deputies, they stated that their departments began a "shift" in attitude after a Police Officer, Derek Chauvin, in Minneapolis, Minnesota killed a Black man named George Floyd by putting his knee on Floyd's neck until he was unable to breathe and suffocated. The officer was convicted and is serving prison time for murder. This incident happened in May 2020, during the height of the COVID 19 Pandemic. The murder sparked nationwide racial justice protests.³
 - This incident began as a de-escalation tactic performed by Officer Chauvin which quickly turned into an excessive use of force situation by the Officer with his assisting officers just idly standing around watching the suspect slowly die. This incident was done to the extreme by a police officer against a Black unarmed man who was not combative nor resisting arrest.
- Another incident which occurred in Los Angeles County also began as a de-escalation situation and quickly "escalated" into excessive use of force by four LAPD officers. This event occurred in Los Angeles County in March 1991. The victim was another Black man named Rodney King who was brutally kicked and beaten with police batons more than 100 times as well as tased all over his body. King had no weapon of any kind in his possession at the time of the beating. His crime was trying to evade police on the freeway in his car while drunk. Four white LAPD officers beat King while he was laying on the ground. These officers denied how the victim received his many wounds. However, a private citizen living near the occurrence, video-taped the whole incident which disputed the Officers account. This video was shared with the media and resulted in the arrest of the four officers who were indicted and tried in court for excessive use of force. This video also demonstrated other officers arriving on the scene and simply watching the beating. This incident created anger among citizens in LA County which accelerated into a full blown riot in the County.⁴
 - All four officers were tried in State court, three were acquitted, and no verdict was reached for the remaining officer. In a subsequent trial, two officers were convicted and two were acquitted.
- More recently, also in Los Angeles County, LASD deputies reportedly lost control of a situation while performing a traffic stop. The incident occurred in July 2022. It began when two deputies stopped a car driving without headlights at night. They smelled alcohol, and saw three babies who were not in car seats and were being held in their mother's arms.

³ McGreal, Chris (April 20, 2021). "Derek Chauvin found guilty of George Floyd's murder". The Guardian. Archived from the original on April 20, 2021. Retrieved April 20, 2021.

⁴ Linder, D. (2001). "The Trials of Los Angeles Police Officers' in Connection with the Beating of Rodney King". University of Missouri–Kansas City. Retrieved March 2, 2016.

The male driver was arrested on suspicion of driving on a suspended license, driving under the influence of alcohol and child endangerment. Four women in the car were held on suspicion of child endangerment. During their arrests, a deputy punched one woman in the face after she refused to let her baby go. The child was screaming as the deputy forcibly took the child from the mother's arms. A second mother who also angrily refused to give up her toddler, was punched in the face several times, the baby yanked from the mother, then she was handcuffed and arrested. All of the mothers were taken to jail and their children taken to Child Protective Services. The deputies' actions are being reviewed for potential discipline charges and to determine whether the deputies inappropriately escalated the traffic stop into an excessive use of force situation by their actions. Federal monitors are overseeing policing efforts in the area in which this incident occurred.⁵

NEW LAWS

AB-2773⁶ was signed into law by Governor Gavin Newsom effective January 1, 2024. This law requires officers, deputies, and the Highway Patrol to state the purpose of the interaction before asking other questions. They can no longer ask "do you know why I pulled you over?" Instead, when making a traffic or pedestrian stop, law enforcement must state the reason for the stop, unless the officer/deputy reasonably believes that withholding the reason for the stop is necessary to protect life or property from imminent threat. The bill also requires the officer/deputy to document the reason for the stop on any citation or police report resulting from the stop. By requiring a higher level of service from local law enforcement, this bill would impose a state-mandated local program.

Prior to the enactment of AB-2773, existing law already required local law enforcement agencies to make annual reports to the California Attorney General regarding stops conducted by its officers/deputies, including specified information such as:

- The time, date and location of the stop.
- The reason for the stop
- The result of the stop, such as, no action, warning, citation, property seizure, or arrest.
- If a warning or citation was issued, the warning provided or citation issued.
- If an arrest was made, the offense charged.
- The perceived race or ethnicity, gender and approximate age of the person stopped and these characteristics shall be based on the observation of the officer/deputy making the stop. The person stopped shall not be requested to provide this information.
- Actions taken during the stop including: (A) whether the officer/deputy asked for consent to search the person and if consent was given. (B) Whether the officer/deputy searched the person or property and if the search resulted in the discovery of contraband, if any. (C) Whether any property was seized and if so, the type of property seized and the basis for seizing the property.⁷

⁵ <https://www.latimes.com/california/story/2023-07-12/body-cam-footage-shows-palmdale-sheriff-deputy-punching-a-woman-holding-her-baby>

⁶ <https://legiscan.com/CA/text/AB2773/id/2609167>

⁷ Gov. Code, §12525.5.

- The new AB-2773 law requires law enforcement to not only follow the requirements above, but to make certain that when making stops of drivers, bicyclists, or pedestrians, they do not make “pretextual stops”⁸. These stops are defined as one in which an officer or deputy conducting a minor traffic or code violation “escalate” it into an investigation of a more serious crime unrelated to the initial violation. LAPD officers were already required to articulate⁹ in the moment why a traffic or other minor violation escalates into a criminal investigation. Under this new law, officers making a pre-textual stop will have to articulate on their body-worn video cameras the reason for the change or may get disciplined.

DISCUSSION

RACIAL DISPARITY IN TRAFFIC STOPS

- LASD Data from 2018 and 2019 show that Black Angelinos were more than twice as likely to get stopped by the LASD than their white counterparts, according to an ABC7 Eyewitness News analysis of data. The data found the stop rate for Black people was 75 per 1,000 people, but the rate of stops for white people was 29 per 1,000 people. Also, Black people comprised nearly 18% of the stops, while only 8% of the Los Angeles County population.^{10,11}
- LAPD: A similar analysis by ABC7 from the last decade show Black people were four times more likely to be stopped by police officers than white people. In the past 10 years, LAPD has stopped nearly 8 million pedestrians and drivers. One quarter of those stopped were Black people but less than 1 in 10 of the Los Angeles city population is Black.¹²

AFTER THE TRAFFIC STOP

According to the same ABC7 report, Blacks and Latinos were more likely to face further activity after the traffic stop than whites.

LAP's data shows that Black men faced further activity, such as a search or arrest, at a rate of nearly 40%, whereas the rate for white men was about 20%. Black women faced further activity at a rate of 23%, the rate for white women was 13%.

The LASD data goes somewhat deeper into what happens after the stop. Black people were nearly twice as likely as white people to be handcuffed and more than twice as likely to have a gun pointed at them during the stop. Blacks were more than twice as likely to be removed from their vehicles when stopped for a traffic violation. Despite being nearly twice as likely to be searched, LASD did not find any more contraband, such as weapons, drugs or stolen items, from searching black people versus white people. This study found that of Black people who were searched, 35%

⁸ <https://www.msn.com/en-us/news/us/california-police-can-no-longer-ask-you-this-at-a-traffic-stop-starting-in-2024/ar-AA1m78Xm>

⁹ <https://www.latimes.com/california/story/2022-03-01/new-limits-on-pretextual-stops-by-lapd-to-take-effect-this-summer-after-training>

¹⁰ Ibid

¹¹ <https://abc7.com/lapd-lasd-racial-disparities-police-stops/6414103/>

¹² Ibid

resulted in some kind of contraband found. Of white people searched 47% resulted in contraband found. LAPD data analysis indicate that there are big disparities in their stops based on the cities in which people live. For example: Stops in LAPD's West LA division (the most white of all the LAPD divisions, according to census data) Black people made up 21% of the stops in the last five years, but make up just 3% of the population. This trend was consistent year to year in several areas of the city.¹³

LAPD POLICY CHANGE FOR MINOR TRAFFIC STOPS

Before AB-2773 was implemented in January 2024, the LAPD Police Chief created their own “pretextual stops” policy.¹⁴ The Department and the Civilian Oversight Commission were in agreement for a proposal to try to curb the number of these types of traffic stops due to public complaints. The LAPD policy was approved in March 2022. These types of stops allow officers to pull over a driver for a minor infraction such as a broken taillight or failing to signal appropriately. Once the driver is stopped, officers can then use something vaguely suspicious, like a shaking hand, whiff of pot, to justify a search by the officer in hopes to find drugs or weapons. The tactic is legal and police have seized plenty of contraband in Los Angeles and throughout the county. This was a common practice used in the city. These fishing expeditions disproportionately targeted Black and Latino residents. Once this new policy was enacted in March 2022, officers must have a reason to suspect a more serious crime and were required to record their reason for the stop on body camera before the stop. This policy was successful as minor police encounters plummeted after LAPD put limits on stopping drivers.¹⁵

After the new LAPD pre-textual stop policy went into effect, the share of total stops for minor violations such as broken taillights and expired registrations dropped by more than 40%.

A NEW APP FOR TRAFFIC STOPS

LASD is trying something new when it comes to traffic stops, and it could require you to video chat with deputies. SafeStop, a new app that wants to improve encounters with law enforcement, launched a pilot program in West Hollywood in which drivers can video chat with the deputy pulling them over. According to SafeStop, when the driver is pulled over, the app users are given instructions on “how to facilitate dialogue” during the traffic stop. The driver will then be able to immediately video call the deputy or deputies. The app is also integrated into the deputy’s phone, allowing them to respond and engage with drivers from a distance. The app’s developers say this approach allows people to take the lead on alerting law enforcement of their presence while creating transparency.¹⁶

¹³ <https://abc7.com/lapd-lasd-racial-disparity>

¹⁴ <https://www.forbes.com/sites/zengernews/2023/09/22/a-new-app-seeks-to-transform-traffic-stops/?sh=f1773d55d804>

¹⁵ <https://www.latimes.com/world-nation/newsletter/2022-11-14/2022-11-13-los-angeles-police-fewer-stops-todays-headlines>

¹⁶ <https://abc7.com/west-hollywood-traffic-stops-los-angeles-county-sheriffs-department-safestop-app/13812322/>

WHAT TO DO IF STOPPED BY A DEPUTY SHERIFF

LASD in the Antelope Valley (Palmdale and Lancaster communities) have provided pamphlets in their specific offices. The focus of the pamphlet is traffic stops by law enforcement. It covers the following:

- Reasons why deputies make traffic stops: traffic violations, possible vehicle matches one involved in a crime, the driver's description fits someone who committed a crime, vehicle safety
- Explains what the driver should do once he/she has been pulled over:
 - Show your hands
 - Ask for permission to reach for something
 - Follow instructions
 - Exchange information that is within your legal rights
 - Comply with deputies even if you feel you did nothing wrong
- Consensual contact means you are under no obligation to speak with the deputy
- Deputies must receive the consent of the driver to search him and/or the vehicle
- The U.S. Supreme Court states it is reasonable and legal for a deputy to ask a driver and his passengers to exit the car
- California law requires all drivers to cooperate by:
 - Providing a driver's license
 - Providing car registration
 - Providing an auto insurance card
 - Signing the citation (merely a promise to appear in court at a later time)

During interviews with LASD in Palmdale, the deputies stated that they received almost unanimously positive feedback about the pamphlet from the public. The most frequent comment received from the public was why this pamphlet wasn't more widely available. This pamphlet is extremely significant for drivers in Los Angeles County and may be beneficial to all motorists who travel the highways throughout the many cities in our county.¹⁷

¹⁷ See Appendix A

STATISTICAL DATA

AB 953 – R.I.P.A. STOP DATA INFORMATION DASHBOARD¹⁸ - The Racial and Identity Profiling Act (RIPA) of 2015 requires all California law enforcement agencies to collect specific information on certain types of police contacts. The data is recorded by deputy personnel after their interaction with a person they have contacted. Interactions are classified as either a “Call for Service” (typically a citizen calling 911) or “Deputy Initiated” (most commonly a traffic stop). The data required to be collected includes:

- Date, time, duration, and location of the stop
- Information about each contact, as perceived by the deputy including:
 - Race or ethnicity
 - Gender
 - Age
 - Perception of the person to be LGBT
 - Perception of the person having limited or no English fluency
 - Perception on if the person has a disability
 - If the stop was made in response to a Call for Service or was Deputy Initiated
 - The reason for the stop
 - Actions taken by the deputy personnel such as:
 - Ordering a contact to exit the vehicle
 - Placing the contact in handcuffs
 - Placing the contact in the back seat of a patrol vehicle
 - Performing Field Sobriety Tests
 - Searching a contact or their property
 - The basis for any search and if property was seized
 - If any contraband or evidence was discovered
 - The outcome of the stop: such as no action taken, warning, citation, or arrest
 - The deputy’s unique ID number, years of experience and current assignment

MICROSOFT COPILOT – is a chatbot developed by Microsoft and launched on February 7, 2023. This site allows the user to ask various questions on topics of interest and to receive immediate responses. The following information was received on Copilot:

- LASD conducted over 179,000 traffic stops during 2021
- LAPD conducted 62,827 traffic stops during 2021 in the entire South Bureau

PRIMARY REASONS FOR POLICE TRAFFIC STOPS¹⁹:

1. Speeding: Exceeding the posted speed limit (**43%**)
2. Equipment Violations: broken taillights, missing plates, busted headlights (**24%**)

¹⁸ <https://lasd.org/transparency/ripa/#data>

¹⁹ [Copilot \(microsoft.com\)](https://copilot.microsoft.com) “PRIMARY REASONS FOR POLICE TRAFFIC STOPS” 4/1/2024

3. Traffic Signal Violations – unfortunately specific percentages for traffic signal violations were not mentioned in the data. However, the report highlights the overall racial disparities in stops. The data revealed that Black people were more likely to get stopped by law enforcement than their white counterparts.
4. Registration and Insurance issues:
5. Distracted Driving: Using cellphones, eating, and other distracting activities
6. Seat Belt Violations: Failing to wear a seat belt
7. Suspicious Behavior: driving too slowly, weaving, aggressive maneuvers
8. Driving Under the Influence (DUI)
9. Warrant Checks

INTERVIEWS WITH LAW ENFORCEMENT ²⁰

During the course of this investigation, the committee had extensive interviews with a variety of law enforcement officers throughout LA County. Based on the conversations had, it was determined that independent small city officers had less issues with “de-escalation” problems. Though they do patrol the streets and highways of their particular geographical areas, their traffic stops do not heighten into “use of force” or violence as often as the larger law enforcement agencies.

In the interviews of multiple captains, lieutenants, and commanders it was apparent that LAPD officers and LASD deputies have an enormous amount of interactions with their communities daily. Interactions occurred in private homes, on the streets and specifically daily contacts through traffic stops. Throughout the Country and notably in LA County, the majority of citizens who come into contact with law enforcement, do so while driving, thus interact with them at traffic stops.

These traffic stops can be quick and pleasant or somehow turn incredibly detrimental. Law enforcement, both small agencies and large agencies, all have various types of “De-escalation Training”. The committee has received written procedures of this training from police divisions as well as LASD through the County.

A high-ranking official with LAPD discussed a proposal that the department was contemplating. The proposal is based on a recent study published by Proceedings of the National Academy of Sciences²¹ completed by researchers who studied traffic stops by law enforcement. This study was to determine why some traffic stops end in escalation and why others end without any conflict. They analyzed footage from police bodycams after the murder of George Floyd at the hands of Minneapolis police officers in May 2020. The study suggested that for Black drivers, the first 45-words a law enforcement officer speaks after a traffic stop are critical and whether the stop will end normally, or escalate into a search, handcuffing, or arrest.

²⁰ <https://doi.org/10.1073/pnas.2216162120>

²¹ <https://www.pnas.org/doi/10.1073/pnas.2216162120>

PNAS STUDY AND ARTIFICIAL INTELLIGENCE

A team of researchers, assembled from several leading universities, published a study, **“Escalated Police Stops of Black Men Are Linguistically and Psychologically Distinct in Their Earliest Moments”** in the journal for the Proceedings of the National Academy of Sciences for the United States of America (May, 2023).²² It relied on methods from computational linguistics using a sample of 577 body camera videos of traffic stops of Black drivers. Their analysis pointed to early-discernable predictive outcomes: whether an arrest, handcuffing or search or no adverse action. These outcomes could be predicted within the first forty-five words exchanged at the outset of the interaction. A parallel study consisted of playing only the audio tapes from the same stops for Black males to analyze. The second study showed that these men came to even quicker conclusions. The report concludes that officer’s initial words, when aggressively posed, invite escalation.²³

On any given day, Los Angeles police officers record thousands of interactions with the public using required body cameras. Most of the footage goes unseen. Given the daily accumulation of these video files, there is an enormous back log of evidence to analyze. Prompted by the study published in the PNAS journal, and knowing of the accumulated amount of evidence in LAPD’s possession, Chief Moore consulted with data experts on how to analyze this back log.²⁴ This led to the LAPD engaging data analysts with USC’s Dornsife School to embark on a three year study of LAPD videos of officer interactions with the public.²⁵ The data scientists take thousands upon thousands of randomly sampled daily videos and feed them on an ongoing basis into an AI algorithm. Our interview with City officials reported that this robust study is identifying patterns of actions of potential significance; however, feeding new data into the algorithm each day impacts everything that came before and changes how new data will be assessed as added each day.²⁶ Therefore, until the study is completed a year-or-so from now, City officials cannot discuss publically in detail about the report.

²² <https://www.pnas.org/doi/10.1073/pnas.2216162120>

²³ PNAS, Eugenia H Rho, Maggie Harrington, Yuyang Zhong, et al, *Escalated police stops of Black men are linguistically and psychologically distinct in their earliest moments* (May 2023) <https://doi.org/10.1073/pnas.2216162120>

²⁴ LA Times, Libor Jany, *Countless hours of LAPD body camera videos go unwatched, Could AI be the answer?* (November 18, 2023) <https://www.latimes.com/california/story/2023-11-18/could-lapd-use-ai-to-analyze-body-camera-footage>

²⁵ LA Times, Libor Jany, *LAPD to use AI to analyze body cam videos for officer language use* (August 22, 2023)

²⁶ Interview, February 1, 2024. <https://latimes.com/california/story/2023-11-18/could-lapd-use-ai-to-analyze-body-camera-footage>; USC Dornsife, “AI meets policing: USC leads LAPD body cam study (September 1, 2023) (three year study, analyzing random samples of at least 1000 video clips a day) <https://dornsife.usc.edu/news/stories/ai-meets-policing/>

FINDINGS

- 11.1 LASD has identified an App, SafeStop, to be used by the public that will assist them when detained by a deputy at a traffic stop.
- 11.2 LASD in the Antelope Valley have pamphlets identifying procedures for drivers when stopped at traffic stops by deputies.
- 11.3 LAPD is involved in a study which suggests the initial 45-words that an officer uses can “Escalate” or “De-escalate” an encounter with the public.
- 11.4 LAPD is working on a study with USC and other universities creating an artificial intelligence program to monitor officer work body cameras.

RECOMMENDATIONS

- R11.1 LASD has tested a new App relating to traffic stops for drivers. This App is called “SafeStop”. A recommendation is made for LASD and LAPD to advertise on their websites this App to enable drivers in LA County to add it to their cell phones. The App will assist drivers to have a dialogue with the officers or deputies who initiated the stop, thus alleviate potential adverse situations.
- R11.2 LASD and LAPD should provide pamphlets similar to the ones that the Antelope Valley Sheriff’s Department offers their citizens which gives guidance on what to do when you are involved in a traffic stop with a deputy sheriff. This pamphlet can be made available at all LASD and LAPD stations. These pamphlets should also be placed at other traffic related locations such a car rental agencies, Automobile Association of America offices and Insurance Agencies.
- R11.3 Both LAPD and LASD should implement the findings of the Study of traffic stops which was published in the Proceedings of the National Academy of Science in May 2023. “The First 45 Words” specifies what law enforcement should say when they initially make a traffic stop of a driver in LA County.
- R11.4 Direct LASD and LAPD to monitor and explore all new Artificial Intelligence (AI) currently being created to provide improved training, augment their current policies and reporting.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R11.3	Los Angeles County Board of Supervisors
R11.3	Los Angeles County Office of Chief Executive
R11.1, R11.2, R11.3, R11.4	Los Angeles Police Department
R11.1, R11.2, R11.3, R11.4	Los Angeles Sheriff's Department

COMMITTEE MEMBERS:

Jean C. Holden, Chairperson

Mark Calahan, Co-Chair

Leslie C. Flores

Appendix A

What to do if you are stopped by a Deputy Sheriff in the Antelope Valley

OUR CORE VALUES


With integrity, compassion, and courage, we serve our communities -- protecting life and property, being diligent and professional in our acts and deeds, holding ourselves and each other accountable for our actions at all times, while respecting the dignity and rights of all.

Earning the Public's Trust Every Day!

In the Antelope Valley
"Your Rights and Responsibilities"


Palmdale Sheriff's Station

750 East Avenue Q
Palmdale, CA 93550
661-272-2400




Lancaster Sheriff's Station


501 West Lancaster Boulevard
Lancaster, CA 93534
661-948-8466




HOW ARE WE DOING?
Commendations or Complaints
1-800-698-TALK

 Los Angeles County
Sheriff's Department

www.LASD.org
SIBPLMLAN 9/13

 Los Angeles County
Sheriff's Department

WHAT TO DO IF YOU ARE STOPPED BY A DEPUTY SHERIFF IN THE ANTELOPE VALLEY



WWW.LASD.ORG

LASD TRAFFIC AND PEDESTRIAN STOPS

Did you know that traffic stops are the most common reason the general public will have contact with the police? Our biggest concern is safety: yours, ours, and all those around us. LASD cares about you understanding the laws that govern traffic stops, your constitutional rights, and the L.A. County Sheriff's Department's expectations of our deputies when serving our community. This brochure is designed to help promote improved relations and understanding between members of the community and Deputy Sheriffs.

WHY DO DEPUTIES MAKE TRAFFIC STOPS?

- Did you commit a traffic violation?
- Do you fit the description of someone who committed a crime?
- Does your vehicle match one that was used to commit a crime?
- Is your vehicle safe for you to drive?
- Do you need help?
- Were you possibly a witness to a crime?

WHAT SHOULD YOU DO?


We request that you remain in your vehicle, unless directed otherwise, and practice the **S.A.F.E.** principles:

Show your hands and avoid sudden movements.

Ask for permission to reach for something such as your license and registration.

Follow instructions that are within your legal rights.

Exchange information that is within your legal rights.



WE RESPECT YOUR LEGAL RIGHTS

I don't believe I did anything wrong, do I need to follow the deputies' orders?

If a deputy gives you an order or command, you should comply, even if you believe you have done nothing wrong. If at the end of the contact you are not satisfied with the deputy's explanation, feel free to request a field supervisor or call the watch commander at your local station to discuss your contact.

What is a consensual contact?

Deputies are tasked with keeping the community safe. They will oftentimes talk with people who are already stopped in vehicles, walking or riding bikes in the community, or citizens who are standing in and around businesses. If a deputy asks to speak with you, but does not make any demands ("Excuse me, may I speak with you?" vs. "Come here.") this is a consensual contact and you are under no legal obligation to speak to or interact with the deputy, and are free to leave.

What if a deputy asks permission to search me or my property?

If a deputy asks your permission to search either you or your property, he is seeking **CONSENT**. This is common and could be due to safety concerns for you or the deputy; or the deputy believes there is contraband on your person or in your property. **You may either give consent, give limited consent ("You may only search my trunk") or refuse a consent search altogether.** If you have given consent, you, may change your mind at any time.

I refused or changed my mind about consent, but the deputy searched me anyway!

Deputies will often seek consent when they already have sufficient legal reason to, detain or search you and your property. This tends to de-escalate the potential for conflict and to seek your cooperation. If you feel that you were illegally searched or detained, contact the station watch commander to discuss your concerns.

DID YOU KNOW?

Red lights and/or siren mean pull over to the right and stop where it is safe and where you will not block traffic.

If it is dark, the deputy will use a bright light to illuminate you and your car. We recommend you turn your interior light on to further assist the deputy.

The U.S. Supreme Court states it is **reasonable and legal** for a deputy to ask you and your passengers to exit the car.

California law requires all drivers to show their license, registration, and insurance card to a peace officer upon request.

According to State law, if you refuse to sign a citation, you may be arrested. Signing is not an admission of guilt, but merely a promise to appear in court at a later time.

Backseat detentions are when the deputy asks or requires you to sit in the backseat of the patrol car during a stop. This occurs when someone may pose a threat or escape risk, and is optional when you request privacy, personal safety, or shelter from weather. The deputy will explain the reason for the backseat detention, and there are circumstances where you may appropriately decline. However, that is not always an option as the deputy may have cause to arrest or legally detain.

OUR PROMISE TO YOU

Our deputies are trained to be respectful, courteous and professional when they contact you. Within a reasonable amount of time, the deputy will explain why you were stopped. When it is safe and practical to do so, we expect our deputies to provide you with his or her business card upon request. Deputies who are not in uniform will also present proper identification upon request.

TALK TO US 1.800.698.TALK (8255)

You can call us, contact us in person, via our website (www.lasd.org), or by mail. Any LASD patrol station watch commander can document your complaint or commendation. Watch commanders can discuss a deputy's conduct, but only the court has the authority to adjudicate a case.

**LAW ENFORCEMENT USE OF FORCE
INVOLVING RACIAL BIAS**



**2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY**

ACRONYMS

AB	Assembly Bill
BOS	Board of Supervisors
BWV	Body Worn Video
CA	City Attorney
DDA	Deputy District Attorney
LACDA	Los Angeles County District Attorney
LA/City	Los Angeles City
LACY	Los Angeles County
LE	Law Enforcement
LAPD	Los Angeles Police Department
LASD	Los Angeles Sheriff's Department
SB	Senate Bill
UOF	Use of Force

LAW ENFORCEMENT USE OF FORCE

EXECUTIVE SUMMARY

Since the advent of policing and the subsequent arming thereof, members of law enforcement (LE) make decisions resulting in life or death. For communities of color, this decision disproportionately ends in violence. LE use of force (UOF) can vary from placing someone in handcuffs for detainment, to shooting at a suspect who has a weapon; especially if this suspect has the possibility of using it to harm others. **UOF is a necessary tool LE needs to keep the public safe and to perform their job**, but problems arise when LE performs UOF in what statistically looks like a racially biased manner.

- Over a thousand people were killed in Los Angeles County (LACY/County) between 2000-2023. Almost all were men, nearly 80% of them were Black and Latino. Nearly 92% were shot to death.¹
- Black people make up only 8% of the population in LACY, but, account for 24% of LE shooting deaths.²
- Latino people make up 49% of the population in LACY and they account for 54% of LE shooting deaths.³
- In contrast, white people who make up over a quarter of the population in LACY account for 18% of the shooting deaths.⁴
- Between the years of 2013 and 2021 in LACY the LAPD arrested Black people for low level offenses 5.7 times more than white people.⁵
- Between the years of 2013 and 2021 in LACY the LAPD arrested Latino people for low level offenses 2 times more than white people.⁶

These facts including the racial demographics of LE civilian stops and arrests, District Attorney (DA) and LA City Attorney (CA) prosecutorial endeavors, the racial makeup of LACY jails and detention entities **paint a vivid impression of how Black and Latino citizens are treated unfairly in LACY.**

¹ LA Times. *L.A. Times Staff. Police have killed 1018 people in L.A. County since 2000*, L.A. Times, November 13, 2023. <https://www.latimes.com/projects/los-angeles-police-killings-database>. (Accessed November 30, 2023)

² Ibid

³ Ibid

⁴ Ibid

⁵ "Police Scorecard," California, <https://www.policescorecard.org/ca/police-department/los-angeles>, accessed January 26, 2024

⁶ Ibid

BACKGROUND

From post-Revolutionary War when America was created, to date, people of color, Native Indigenous, Latino (Brown) and people of African decent (Black), have not been afforded the same lawful considerations as the country's white citizens.⁷ LAPD and LASD are the two largest LE departments in the County, and some argue that both have long histories of racial profiling, police brutality and corruption.⁸

Pre and post Rodney King (1991), the courts and California State Legislature have addressed LE UOF through changes in the law. The following UOF cases and legislation illustrate this effort to reign in LE.

Graham v. Conner (1989):

“That excessive use of force claims must be evaluated under the "objectively reasonable" standard of the Fourth Amendment, which requires courts to consider the facts and circumstances surrounding an officer's use of force rather than the intent or motivation of an officer during that use of force.”⁹

California Assembly Bill 392 (AB 392) (2019)¹⁰:

An officer must make use of deadly force as a last resort. Also stating that officers may only pull the trigger when “absolutely necessary,” meaning when no alternatives are available to prevent serious injury or death to themselves or others.

California Senate Bill 2 (SB 2) | The Kenneth Ross Jr. Police Decertification Act (2021):

SB 2 established a statewide system to decertify or suspend officers who have committed serious misconduct and to prevent LE officers from moving to another LE agency.¹¹

Under SB 2, the public can report police officers to the Commission on Peace Officer Standards and Training. This will assess the complaint through a multilayer decertification system. SB 2 also makes it easier to sue police who have committed civil rights abuses.¹²

These laws have been adopted, but may not always be adhered to when it comes to people of color, (Black and Brown people). This is demonstrated by the continuous reports of beatings and shooting

⁷ <https://www.americanprogress.org/article/systematic-inequality-american-democracy/>

⁸ Christopher Commission Report:

<https://static1.squarespace.com/static/5b84cd95e17ba39a889ecaf5/t/5b9037ad88251b451d550b33/1536178131259/Christopher+Commission+LAPD.pdf>

⁹ L.A. Times Editorial Board, “Raising use-of-force standards,” Los Angeles Times May 31, 2019

¹⁰ https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB392, accessed February 13, 2024

¹¹ https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=202120220SB2

¹² Patrick McGreevy, “NEWSOM APPROVES SWEEPING POLICE REFORMS,” Los Angeles Times, October 1, 2021

deaths in LA and LAC. Oftentimes, excessive UOF has little justification,¹³ even after numerous new laws to prevent excessive use of force have been enacted.

Omar Gonzalez (2016)

An LAPD officer shot Omar Gonzalez, a Latino, in July of 2016. Body Worn Video (BWV) recorded from the officer's camera later revealed that Gonzalez was not a deadly threat to either officer.¹⁴

Gonzalez was shot twice in the back with no weapon in his possession. While Gonzalez was lying on the ground moaning the BWV audio reveals one of the officers saying "*Choke him out, dude,*" to the other officer.¹⁵

The officer who shot Gonzalez was cleared to return to the field by an LAPD psychologist, as well as LAPD's then-Chief of Police just six days later. An internal review of Gonzalez's shooting was found to be within policy by the LAPD. Twelve days later, in the same area, that very same officer shot and killed another Latino. This time a fourteen year old boy.¹⁶

Jermaine Petit (2022)

On July 18, 2022 a concerned resident called LAPD to report spotting a, "dark-skinned man carrying a gun walking down his street".¹⁷ LAPD officers responded to the call and found Jermaine Petit walking down the street with a dark, obscured object in his hand. BWV recorded Petit being stopped by the officers and revealing that what he had in his hand was not, in fact, a gun. After this, he is shown to begin walking away from them. One of the officers acknowledged that fact, also recorded on the BWV, "*it's not a gun, bro.*"¹⁸ The officers told Petit several times to stop walking and drop the object but he did not comply.

A patrol sergeant arrived and repeated the order to stop walking and drop the object when Petit turned toward the sergeant to show him what he had, the officers shot him three times.¹⁹

George Floyd (2020) A Nationwide Conversation

While located outside of the LA area, the 2020 death of George Floyd in Minnesota, renewed a nationwide conversation on LE and excessive UOF.²⁰ Floyd was suffocated to death by Officer Derek Chauvin while being detained. Chauvin pressed his knee down on Floyd's neck while

¹³ <https://www.ppic.org/publication/police-use-of-force-and-misconduct-in-california/>

¹⁴ <https://abc7.com/omar-gonzalez-lapd-officer-involved-shooting-wrongful-death-lawsuit-attorney-luis-carrillo/4598557/>

¹⁵ Ibid

¹⁶ Nicole Santa Cruz, "Video of fatal shooting released," Los Angeles Times," November 2, 2018

¹⁷ <https://www.latimes.com/california/story/2023-06-30/lapd-officer-faulted-in-leimert-park-shooting-of-man-with-car-part>

¹⁸ Ibid

¹⁹ Libor Jany, "LAPD officer faulted in 2022 shooting of unarmed man in Leimert Park," June 30, 2023, <https://www.latimes.com/california/story/2023-06-30/lapd-officer-faulted-in-leimert-park-shooting-of-man-with-car-part>

²⁰ Chappell, Bill (June 3, 2020). "Chauvin And 3 Former Officers Face New Charges Over George Floyd's Death". NPR. Archived from the original on June 5, 2020. Retrieved June 5, 2020.

several other LE walked around and watched.²¹ This incident among many others demonstrates that the UOF by LE on Black and Brown civilians is applied much more frequently and harshly than white citizens nationwide.

METHODOLOGY

This LACY Civil Grand Jury’s Investigative Law Enforcement Use of Force Involving Racial Bias Committee (Committee) interviewed LE, heard presentations from guest speakers, reviewed newspaper reports, evaluated statistical analysis reports, conducted extensive internet research, and visited both city and County detention centers and jails. The Committee also was invited on LAPD and LASD ride-alongs with LE. Participating and observing officer training helped inform the writing of this report.

LE agencies including LASD, independent city agencies and LAPD are required to adhere to and abide by official written procedures relating to UOF throughout their departments and internal investigative divisions. It has long been perceived in the Black and Brown neighborhoods that officers and deputies throughout the nation are biased against them.

The Committee’s most crucial source of information was having “face to face” discussions with LE at their stations. Inquiries were conducted this way to ensure a comfortable and relaxed atmosphere. There were two methods of interviewing. A standard set of questions were prepared prior to the visits and each committee member had the opportunity to ask additional questions of the officers and deputies’ on-the-spot. The majority of the interviews were well received. Our Committee had excellent exchanges with officers and deputies during these discussions.

Locations of Interviews with Law Enforcement

Independent Stations:

- Long Beach Police Department, August 2, 2023
- Culver City Police Department, August 11, 2023
- Burbank Police Department, August 16, 2023
- San Fernando Police Department, September 20, 2023

Los Angeles Sheriff’s Department:

- Palmdale Sheriff, August 22, 2023
- Santa Clarita Sheriff, August 22, 2023
- Lost Hills/Malibu, September 25, 2023
- Kilpatrick Juvenile Camp, September 25, 2023
- Lakewood Sheriff, October 24, 2023
- Compton Sheriff, November 14, 2023

²¹ Ibid

Los Angeles Police Department:

- Hollywood Police Division, September 11, 2023
- Rampart Division, September 18, 2023
- Harbor Division (San Pedro), September 28, 2023
- Inspector General, October 25, 2023

Guest Speakers to the Civil Grand Jury:

- Inspector General, Office of the Inspector General, LASD. October 12, 2023
- Sheriff Robert Luna, LASD October 24, 2023
- Inspector General, Office of the Inspector General, LAPD. August 30, 2023
- Chief Michel Moore, LAPD, August 31, 2023

Law Enforcement Training:

- MILO (Multiple Interactive Learning Objectives) Training (LASD). This is a firearms simulator which teaches trainee deputies about safe practices with firearms. It also provides simulated scenarios to allow trainee students a chance to learn better and faster decision making as they move through the simulations. (Viewed October 18, 2023)
- VIRTUAL REALITY (VR) Technology – (LAPD) LAPD officers are training in the future with new VR simulators. They have implemented a new state of the art virtual reality technology to train officers in a whole new way. They bring the officers to their training facility and put them in a stressful situation in some environments that they are not used to and they must determine the best resolution. This training gets them to use the officer's most powerful tool that they have----their brain and their thinking capability. This new training adds a 3-D element. Virtual suspects can even speak through an operator in another room. The different interactions, situations and outcomes are endless and cover things like use of force and de-escalation. (Viewed September 15, 2023).
- EDWARD DAVIES TRAINING (LAPD) LAPD performs this training in Granada Hills, California. At this training Site, LAPD trainees were taught to drive police vehicles to chase suspects in their cars including “high speed chases” on streets and highways. The site also has motorcycle training as well. There are firing ranges at Davies in which officer trainees are completing target practice. The most interactive training taught at this location is trainee vs trainee. One group of trainees are police officers and others are pretending to be suspects. The various scenarios train officers how to stop a suspect, pull the vehicle over and resolve the reason for the stop in a reasonable manner without harm to the officer or the suspect.

Additional Sources Used to Gather Information:

- Webinars of LASD viewed by Jurors: September 16, 2023
- Webinars of LASD viewed by Jurors: October 6, 2023
- Webinars of LASD viewed by Jurors: October 21, 2023
- Webinars of LASD viewed by Jurors: October 31, 2023

Detention Visits to Jails:

- The Committee visited various jails throughout LA and LACY and spoke with Officers and Deputies on September 6, 2023, September 13, 2023, September 20, 2023, September 27, 2023, and October 4, 2023.

Online Websites: <https://www.latimes.com/los-angeles-police-latimesstaff-11-14-23>
(Killings-Database)

Online Websites: <https://policescorecard.org/ca/police-department/los-angeles>

CGJ received statistical data from LASD Office of Constitutional Policing in January 2024.

DISCUSSION

There were five new bills signed into law in October of 2021 by California Governor Gavin Newsom aimed at holding LE officers accountable for misconduct and restricting uses of force that may result in death or injury to civilians.²²

- SB 2 – Prevents LE officers who have been found guilty of UOF misconduct from transferring to another LE department in California.
- AB 26 – Compels LE officers to intervene and report officers who they believe uses excessive force on a suspect or civilian during a LE encounter.
- AB 48 – Sets policies for LE using non-lethal weapons on civilians
- AB 89 – Raises the age required for a person to become a LE officer.
- AB 490 – Restricts a LE officer from using a choke hold or other asphyxiating UOF on civilians.

²²Patrick McGreevy, “NEWSOM APPROVES SWEEPING POLICE REFORMS,” Los Angeles Times, October 1, 2021

Where It Happens

Killings by LE have occurred across LA and LAC. LE killings are more concentrated in areas with large numbers of Black and Latino residents such as Long Beach and Compton.²³ This is also true in South Central LA with LAPD and other unincorporated areas patrolled by LASD.²⁴

The one thing about this report that is irrefutable is that no matter how many laws are passed to regulate LE UOF and despite lower UOF statistics being reported, LASD and LAPD are still using the same and in some cases more UOF in Latino and Black neighborhoods.

"While California lawmakers focused their efforts on the appropriate standard for justifying police use of lethal force, they ignored the fundamental issue at the core of law enforcement's disproportionate use of force against Black people—namely, the systemic devaluation of Black lives and the law's reification of racial stereotypes that construct Black men as threats. It is the subordination of Black people and the super ordination of police officers, not the relative lenience of any particular legal standard for justifying police homicide that endangers Black lives."²⁵

Criminal charges for officers using excessive UOF are rare. In nearly all cases, the UOF is deemed legally justified by the LACY District Attorney's Office, which conducts an investigation into each incident and has the final jurisdictional verdict. Of the over 1,000 civilians killed by LE in LACY between 2000 and 2020 only two officers have been criminally charged as a result of shooting a civilian while on duty.²⁶

Withholding Evidence

The LAPD has years-long practice of keeping video from officer body cameras and patrol cars under wraps.²⁷ State law empowers LE to determine what BWV footage is released to the public. As stated time and time again by the American Civil Liberties Union,, **"when the police are given the discretion to publicly release favorable body camera footage but withhold negative footage, police body cameras become nothing more than a police propaganda tool."**²⁸

Since 2018, the policy for video evidence released by LAPD has been that once in the Department's possession, critical incidents involving the officers should be released to the public within forty

²³ Los Angeles Times Staff, "Police Have Killed 1018 People in L A County Since 2000," Los Angeles Times, "Where It Happens," <https://www.latimes.com/projects/los-angeles-police-killings-database/>, accessed November 14, 2023

²⁴ Ibid

²⁵ Iliana Machefsky, "California Law Review," The California Act to Save [Black] Lives? Race, Policing, and the Interest-Convergence Dilemma in the State of California — California Law Review, "Introduction," October, 2021,

²⁶ Los Angeles Times Staff, "Police Have Killed 1018 People in L A County Since 2000," Los Angeles Times, accessed November 14, 2023, <https://www.latimes.com/projects/los-angeles-police-killings-database/>

²⁷ David Goldstein, "Only on 2: LAPD Bodycam Video Appears To Contradict Officer Testimony, Investigation Discovers," <https://www.youtube.com/watch?v=YqFk9hOollo>, accessed April 5, 2024

²⁸ Chad Marlow, "A Tale of Two Body Camera Videos," <https://www.aclu.org/news/privacy-technology/a-tale-of-two-body-camera-videos>, December 23, 2020, accessed April 5, 2024

five days after the incident. The Commission or the Chief of Police may determine that earlier release is in the public interest.²⁹

Interference and Falsification

In addition, involved LE officers have been found to falsify reports, and high command officials ordering UOF investigators to either stop certain questioning, or drop an investigation altogether.³⁰

One recent high profile case, in the fall of 2018, four members (supposedly “shot callers”) of an LASD gang called the “Banditos,” stationed at the department’s East LA station allegedly assaulted two deputies who were not part of the gang for not going along with the “Banditos” often illegal actions. This alleged assault occurred at a private party for deputies at the East LA station at Kennedy Hall. The non-Banditos deputies were beaten severely enough to require them to be hospitalized.

The incident was investigated by several deputies, one of whom was Sgt. Jefferson Chow, a twenty-six-year veteran of the LASD. Sgt. Chow, the Lead Investigator of the Kennedy Hall/Bandito and several other violent assaults committed by the same four deputies, gave a deposition under oath on April 21, 2022 about his experiences and actions in the fall of 2018 while investigating the incident. Chow’s job was to find out if there was a “sufficient case for the LACYDA to prosecute” the aggressor deputies for their actions.

Sgt. Chow described that, after he’d been working the investigation for several weeks, he was told on November 9, 2018, by two of his superior officers Lt. Irma Chevalier, and then Captain, now retired Chief Matthew Burson, that LACY Inspector General Max Huntsman wanted him to ask questions in the course of the investigation about “the subculture group” in the department’s East L.A. station, namely “the Banditos.”

According to Sgt. Chow’s declaration, backed by his highly detailed investigative log of the Kennedy Hall/Banditos incident, Captain Burson and Lt. Chevalier told him he should go ahead and ask the “subculture” questions requested by OIG Huntsman. Sgt. Chow set up a string of interviews with potential witnesses and was preparing to move forward. Just as Chow was about to start his interviews a new Sheriff, Lt. Alex Villanueva had become head of the department.

According to Chow, two and a half weeks after he’d been instructed to include the questions, about deputy cliques in his inquiries, everything changed. Captain Burson contacted Chow again about the “subculture issue.” This time, rather than telling him to go ahead with his questioning, Captain Burson told him to put any interviews on the Kennedy Hall/Banditos assaults on hold. Chow did as he was ordered. Then on or about December 7, 2018 which was four days after the new Sheriff Villanueva was officially sworn in, Captain Burson gave Chow one more order. Sgt. Chow was given the go ahead to continue his investigation, but, was told not to ask anyone he interviewed about the “deputy subcultures at the East LA station,” meaning specifically the Banditos. In other

²⁹ Policing Project NYU School of Law, “California Body Camera Policy,” <https://www.policingproject.org/california-body-camera-policy>, accessed March 20, 2024

³⁰ Celeste Fremon, “Retired LASD Chief Confirms Villanueva Obstructed Investigation Into 2018 Assault By Bandito Shot-Callers,” Witness LA, June 21, 2022

words, the topic central to the investigation of the Kennedy Hall/Banditos was now completely and permanently off the table.

Although all of this occurred in the fall of 2018, few knew of the interference in the investigation by newly elected Sheriff Villanueva via Captain Burson until Chow's deposition and his investigative log became public on May 24, 2022. This is just one of many times the higher chain of command of an LACY LE agency has stepped in to cover or protect their LE officers from being brought to justice for wrongdoing. To put the icing on the interference cake, in a sworn declaration dated Thursday Jun 16, 2022, retired Chief Matthew Burson a thirty two-year veteran of the LASD described having been an unwitting part of what appeared to be a deliberate derailing and cover up of a criminal investigation. It also exposes purposeful delays caused by LACY LE not revealing the truth to the public about a LE officer's wrongdoing.³¹

May 14, 2021: 2 Los Angeles County Sheriff's Detectives Indicted For Perjury, Filing False Report

An indictment was unsealed on May 14, 2021, charging two sheriff's detectives for lying about their roles while a search warrant was served at a home in East LA three years ago. A grand jury returned an indictment the day before against Pedro Guerrero-Gonzalez for one felony count of filing a false report and Noel Lopez for one count of perjury.³² On Sept. 22, 2018, both defendants were part of a team of sheriff's investigators who served a search warrant at a home in East LA.

Drugs and weapons were discovered and two men were arrested and later charged in connection with the alleged crimes. Guerrero-Gonzalez is accused of falsifying another detective's statement in a report. In a declaration, Lopez allegedly lied that deputies saw one of the men arrested throw a case containing a rifle onto the floor. When prosecutors learned of the alleged crimes by the two detectives, they moved to dismiss the case. A judge dismissed the case against both men on Sept. 5, 2019.³³

D.A.'s Office Withheld Decision

A close advisor to LACY District Attorney allegedly delayed announcing the decision not to file criminal charges in a high-profile excessive force case because of its potential effect on then-Sheriff's reelection bid, according to a lawsuit filed late Friday.³⁴

³¹ Celeste Fremon, "Retired LASD Chief Confirms Villanueva Obstructed Investigation Into 2018 Assault By Bandito Shot-Callers," Witness LA, June 21, 2022

³² Greg Risling, "May 14, 2021: 2 Los Angeles County Sheriff's Detectives Indicted for Perjury, Filing False Report," <https://www.da.lacounty.gov/media/news/2-los-angeles-county-sheriffs-detectives-indicted-perjury-filing-false-report>, accessed March 20, 2024

³³ Greg Risling, "May 14, 2021: 2 Los Angeles County Sheriff's Detectives Indicted for Perjury, Filing False Report," <https://www.da.lacounty.gov/media/news/2-los-angeles-county-sheriffs-detectives-indicted-perjury-filing-false-report>, accessed March 20, 2024

³⁴ Ibid <https://www.latimes.com/california/story/2023-11-20/lawsuit-accuses-l-a-d-a-s-office-of-withholding-filing-decision-to-impact-sheriffs-race>

Assistant Head Deputy District Attorney alleged in the suit that prosecutors finalized the decision not to charge Deputy Doug Johnson, who was caught on video kneeling on the head of an inmate at the San Fernando courthouse lockup, on Oct. 3, 2022. But prosecutors didn't make that decision public until six weeks later.³⁵

An oversight monitor for the district attorney's office unit that handles prosecutions of police officers stated that they, "wanted the declination held back until after the sheriff's election because Sheriff Villanueva had made public statements about the [Johnson] case," according to her lawsuit. The suit does not explain why Villanueva's public comments were an issue.³⁶ Both the District Attorney and his chief of staff, were present for the meeting and approved of her decision, according to the suit.

The Johnson case was one in a series of controversies that marked Villanueva's tenure as sheriff. The Department was accused of covering up the March 2021 incident, fearing release of the video would have led to bad press for the department because of similarities to video of George Floyd's murder at the hands of a Minneapolis police officer.³⁷

Probable But Not Proven

The Committee has determined that a very **probable** case of racial bias by the LAPD occurred on May 4, 2013. LE officers dressed in riot gear engaged in excessive UOF activities during a disturbance call. LAPD falsely arrested attendees at a predominantly Black USC off campus party. Six USC students alleged that officers violated their civil rights, assaulted and battered them. One student, stated in the suit the students filed for and won, that one of the officers tackled him to the ground for taking a video of LAPD actions.³⁸

In June, a jury found in favor of several of the students, determining that some of the officers used excessive force, did not have probable cause for an arrest and acted with malice. Three officers were found to have had no probable cause for their arrests and acted with malice. But, the Jurors did not find that the officers acted with racial bias even though they allowed a predominantly white party to continue unabated right across the street.

The Black students involved registered their party with the USC Department of Public Safety and the hosts of the party checked student IDs at the door before allowing entry, a requirement for such parties. The mostly Caucasian party hosts did not perform either of these required functions. The students were awarded \$450,000.³⁹ If the officers performed their duties according to the law,

³⁵ Ibid

³⁶ Ibid

³⁷ James Queally, "D.A.'s office withheld decision in excessive force case to affect sheriff's race, lawsuit says," <https://www.latimes.com/california/story/2023-11-20/lawsuit-accuses-l-a-d-a-s-office-of-withholding-filing-decision-to-impact-sheriffs-race>, accessed April 5, 2024

³⁸ Richard Winton, "L.A. settles suit claiming racism, excessive force at student party," Los Angeles Times, August 24, 2016

³⁹ Richard Winton, "L.A. settles suit claiming racism, excessive force at student party," Los Angeles Times, August 24, 2016

there would not have been a lawsuit. If the police had treated the mostly Caucasian partygoers the same as they had the mostly Black partygoers there would not have been accusations of racial bias.

Good Intentions

During the investigation the team visited the two largest LE agencies in LACY, the LAPD and LASD. At both training facilities we were briefed on how typical arrests are supposed to be made. In the training academies, de-escalation tactics are stressed more than UOF. During the numerous ride alongs, again the officers stressed de-escalation above UOF. But, they also explained that the escalation in UOF comes when the suspect does not cooperate. When a suspect does not follow the instructions given by the initial contact officer the UOF may need to move up to another level.

Our Committee asked all command staff, training officers, ride along officers and all officers we interviewed if they gave all civilians the same fairness and treatment regardless of racial ethnicity, **they all responded yes.**⁴⁰

Statistical Indicators

Blacks are 5.7 times more likely to be arrested for a low level offense and Latino people are twice as likely to be arrested for a low level offense than whites.⁴¹

There were 2,930 reported cases of LE UOF by civilians between 2016 and 2021. Of that number 1% were ruled in favor of civilians.⁴² There were 3,046 reports by civilians of LAPD discrimination, 0% were found in favor of civilians.⁴³

Of the one hundred and fifty four people killed by LAPD from 2013-21, based on population, a Black person was 4.4x as likely and a Latino person was 2.3x as likely to be killed by police as a White person in Los Angeles.⁴⁴

The records show it is rare for the LACY District Attorney to bring charges against an LE officer. In more than 99% of decisions, the officer's actions were deemed lawful, according to a Times analysis.⁴⁵

These statistics reveal that a disproportionate number of Black and Latino people are arrested and a disproportionate number of Black and Latino people will appear in court for their arrest to be adjudicated, and since the majority of Black and Latino people in LACY are in a lower socio-economic bracket, they are least likely to be able to afford a private lawyer and will depend on

⁴⁰ Interviews with all LE agencies and personnel listed in this report's Methodology.

⁴¹ "Police Scorecard," California, <https://www.policescorecard.org/ca/police-department/los-angeles>, "Use of Force Complaints," accessed January 26, 2024

⁴² "Police Scorecard," California, <https://www.policescorecard.org/ca/police-department/los-angeles>, "Use of Force Complaints," accessed January 26, 2024

⁴³ "Police Scorecard," California, <https://www.policescorecard.org/ca/police-department/los-angeles>, "Complaints of Discrimination," accessed January 26, 2024

⁴⁴ "Police Scorecard," California, <https://www.policescorecard.org/ca/police-department/los-angeles>, "Key Findings," "154 Killings By Police," March 20, 2024

⁴⁵ Los Angeles Times Staff, "[L.A. police killings: Tracking D.A. decisions since 2004 - Los Angeles Times](https://www.latimes.com)," December 9, 2020 (latimes.com), accessed March 20, 2024

public defenders whose first legal maneuver is to do a plea deal resulting in the Black or Latino person going to jail for a certain amount of time. Evident in the overwhelming occupation of LACY jails and detention centers by Black and Latino people.

Community Policing

Another problem with LACY LE is that only a low percentage of officers live in or anywhere near the Black and Latino neighborhoods they work in. LAPD has only 23% of its force that lives in the city of Los Angeles.⁴⁶ Long Beach Police only has only 18% of its force that live in Long Beach.⁴⁷ 40% of LASD live outside the County. Few reside in the Black and Latino neighborhoods they patrol.⁴⁸

The investigative team called several LASD entities, including Deputy Personnel staff, Deputy public Relations, and a number of Command Staff at several stations, the LASD Service Info Bureau and the LASD Employee Personnel Department. None of these departments or personnel had information on how many deputies lived in the neighborhoods they patrolled.

The reason for stating LACY LE should live in the neighborhoods they patrol is because if they do not live in the neighborhood they will not understand or identify with the problems the citizens that live there have to deal with. They have no investment in the community, no trust, and will continue to believe the false, biased and outdated things they are told about the citizens who live there.

A by-product of the biased, unfair, excessive UOF on Black and Latino citizens are lawsuits. Cities and jurisdictions that protect LACY LE officers pay enormous settlements to their victims. Over the last twenty years, lawsuit costs to LACY taxpayers amounting to hundreds of millions of dollars due to all LACY LE oversight entities failing or ignoring the obvious misuse of authority by their LE officers.

Despite recent gains made by LAPD with regard to sworn personnel living and policing in the City of Los Angeles,⁴⁹ the Committee believes more work needs to be done by both LAPD and LASD. As the City of Los Angeles covers a large area in the county, a police officer who lives in Woodland Hills or Pacific Palisades will not have the necessary understanding of the issues that affect those that live in South Central Los Angeles. The Committee believes more in-depth statistics needs to be collected, including in areas within the City of Los Angeles, to achieve a better balance of officers who serve in the neighborhoods they live.

⁴⁶ News/Newsroom, LAPD Online, "More LAPD Officers Now living in the city of Los Angeles," March 8, 2001 <https://www.lapdonline.org/newsroom/more-lapd-officers-now-living-in-the-city-of-los-angeles/#:~:text=This%20is%20an%20increase%20of,sworn%20employees%20live%20in%20L.A.,> accessed January 17, 2024

⁴⁷ Greg Buhl, "A Majority of LBPD Sworn Officers Live Outside Long Beach. Only 18.5% Reside in the City, One Lives in Texas. *With Maps, Lots of Maps." https://checklbpd.org/lbpd_zips/, accessed March 1, 2024

⁴⁸ Cerise Castle, "Almost 40% of sworn LA Sheriff's department staff live outside Los Angeles County," <https://www.lapublicpress.org/2024/02/almost-40-of-sworn-la-sheriffs-department-staff-live-outside-la-county/>, accessed March 5, 2024

⁴⁹ <https://www.lapdonline.org/newsroom/more-lapd-officers-now-living-in-the-city-of-los-angeles/#:~:text=In%201994%2C%2017%25%20of%20the,sworn%20employees%20live%20in%20L.A.>

Lawsuits Supplement

The LA Times has reported that “the costs to defend Los Angeles County...against lawsuits skyrocketed in the last fiscal year” citing LASD as the biggest contributor.⁵⁰ It is true that litigation costs jumped significantly in the 2022-2023 period. LASD lawsuits represent the lion’s share of these costs and they have for many years.⁵¹

As the cost of lawsuits in LACY explode, the cost of litigation and settlement related to LASD are hundreds of million dollars per year.⁵² As there appears to be no consequence to the actions of LASD, there also seems to be no incentive for LASD and its employees to curb continued problematic behavior by LASD personnel. Whether or not these behaviors are racially motivated, it seems obvious that certain ethnic groups are heavily overrepresented as targets of misconduct.

The Committee also investigated the litigation costs breakdown in the county, focusing primarily on the last five years. Overall, we found that lawsuits ending in a judgment payout or paid out in a settlement sum to a significant financial burden for the county. Settlements related to excessive use of force by LASD employees are a large portion of this burden.

The total cost of county litigation between July 1, 2018, and June 30, 2023, was \$927,093,461. Settlement payouts involving LASD sums to slightly more than \$180,000,000. Judgment and settlement payouts combined exceed \$250,000,000, which is roughly 42.3% of all judgment and settlement payouts for the county. LASD litigation costs account for 45.9% of county litigation costs.⁵³

This Committee requested a comprehensive list of judgments and settlements involving any alleged excessive use of force in the 2018-2023 period. LASD Risk Management responded with a list of 106 settlements totaling \$96,156,846. As LASD settlements overall total around \$180,000,000, excessive use of force settlements represent more than half of LASD involved settlements from the past five years.

Since nearly half of the county’s litigation costs involve the LASD, and more than half of LASD settlements involve excessive use of force. It should come as no surprise that excessive use of force

⁵⁰ Rebecca Ellis, Keri Blakinger, “L.A. County paid out nearly \$1 billion last year in claims, reports show”, *Los Angeles Times*, February 7, 2024. <https://www.latimes.com/california/story/2024-02-07/la-county-record-settle-lawsuits>.

⁵¹ Ibid

⁵² <https://www.latimes.com/california/story/2024-02-07/la-county-record-settle-lawsuits>

⁵³ Figures were calculated using Los Angeles County Counsel litigation cost reports from the past five years. Los Angeles County Counsel, *County Counsel Annual Litigation Cost Report – Fiscal Year 2022-23*, February 6, 2024, <https://counsel.lacounty.gov/wp-content/uploads/2024/02/FY-22-23-PUBLIC-REPORT-W-LETTER-AND-REPORT-FOR-POSTING.pdf>; *County Counsel Annual Litigation Cost Report – Fiscal Year 2021-22*, February 28, 2023, <https://counsel.lacounty.gov/wp-content/uploads/2023/07/FY21-22.pdf>; *County Counsel Annual Litigation Cost Report – Fiscal Year 2020-21*, May 17 2022, <https://counsel.lacounty.gov/wp-content/uploads/2023/03/County-Counsel-Annual-Litigation-Report-Fiscal-Year-2020-2021.pdf>; *County Counsel Annual Litigation Cost Report – Fiscal Year 2019-20*, February 17 2021, <https://counsel.lacounty.gov/wp-content/uploads/2023/03/County-Counsel-Annual-Litigation-Report-Fiscal-Year-2019-2020.pdf>; *County Counsel Annual Litigation Cost Report – Fiscal Year 2018-19*, January 29 2020, <https://counsel.lacounty.gov/wp-content/uploads/2023/03/County-Counsel-Annual-Litigation-Report-Fiscal-Year-2018-19.pdf>.

settlement payouts amount to nearly 20% of countywide litigation costs. Note that this does not include the associated fees and billing for those cases. The Committee is aware of at least one case in which county counsel advised seeking a settlement “given the high risks and uncertainties of [further] litigation.”⁵⁴

Of settlements involving excessive use of force, an overwhelming number are brought by Black or Latino plaintiffs. This is yet another indication that the vast majority of excessive UOF incidents involve a Black or Latino suspect, with representation that is far out of proportion with LAC's overall demographic breakdown.

⁵⁴ Los Angeles County Claims Board, *Statement of Proceedings*, September 18 2023, https://file.lacounty.gov/SDSInter/ceo/claimsboards/1148057_091823-SOPCombined.pdf.

FINDINGS

- 12.1 Black and Brown communities are more heavily policed. LASD and LAPD show a clear pattern of engaging in higher UOF in Latino and Black neighborhoods.
- 12.2 It has been reported that some California LE agencies hold back BWV from public release when the footage pertains to excessive UOF against civilians is recorded, especially when officer misconduct is suspected or involved. According to California State Law Assembly Bill 748, BWV is supposed to be released within 45 days unless the LE agency could substantiate if the public interest in withholding the video or audio clearly outweighs the public interest in releasing it.
- 12.3 Many LACY LE officers who patrol and police Black and Latino neighborhoods do not live in or anywhere near the areas they work in.
- 12.4 LE oversight entities 98% of the time do not charge LE officers with criminal offenses even when there is overwhelming evidence that the involved officers did not follow procedure, policy and most importantly, the law. LACY LE has on a number of occasions falsified reports and even stalled investigations to assist LE officers who do not follow the law or policy. LACY LE continues to keep damaging evidence of wrongdoing by its officers from becoming public.
- 12.5 LASD is not aware of what percentage of deputies live in the areas they patrol.

RECOMMENDATIONS

- R12.1 The LAPD and the LASD should use training officers who have a more inclusive attitude toward other ethnic minorities and dissuade patrol training officers from passing on outdated and racially bias procedures.
 - a. LAPD should source creative strategies and anti-racist curriculum for training officers.
 - b. LASD should source creative strategies and anti-racist curriculum for training officers.
- R12.2 All LACY LE agencies and departments should follow California Assembly Bill 748 to the letter of the law. LACY LE oversight authorities should stop allowing LE to do whatever they please when it comes to releasing BWV.
- R12.3 LACY LE agencies should make a more concerted effort to recruit officers who live in or near the areas they are assigned to patrol. LASD should collect racial data on officers to include for consideration when assigning officer patrol location.
- R12.4 LE oversight entities should do their jobs and be outraged at their own failing to hold LE officers and their commanders accountable for continued unwanted missuses of authority and to deprive citizens of fair treatment under the law.

COMMENDATIONS

The Law Enforcement Use of Force Involving Racial Bias Committee would like to commend the Burbank Police Department. Our team visited this law enforcement agency in August 2023. The department is an impressive and efficiently run agency. They are a community-based bureau who

has a good relationship with its citizens. They have routinely scheduled training for their officers, including de-escalation and Use of Force which their police officers utilize proficiently, thereby alleviating potential assault issues in the department. The officers have a strong relationship with the residents and businesses in the community. Additionally, the Burbank Police Department has a clean and efficiently run jail system.

The Law Enforcement Use of Force Involving Racial Bias Committee would like to commend LAPD Office of The Inspector General for their tireless efforts to be transparent and help us source information about the department including assisting our efforts to acquire ride alongs, training academy access, and introduction to various command officers as well as statistical information about the LAPD. We would like to extend special thanks to the main person in the office who helped us tremendously. Without mentioning names. You know who you are.

The Law Enforcement Use of Force Involving Racial Bias Committee would like to commend a member who had to resign for reasons outside our control. This juror performed exceptionally in the gathering of information and the writing of this investigative report; their contributions to this exceptional report are monumental and made this report possible.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R12.1, R12.3, R12.5, R12.6	Los Angeles County Board of Supervisors
R12.1,R12.3,R12.5,R12.6	Los Angeles County Office of the Chief Executive
R12.1,R12.2,R12.3,R12.5,R12.6	City of Los Angeles
R12.1,R12.2,R12.3,R12.5,R12.6	Los Angeles City Council
R12.1,R12.2,R12.3,R12.4,R12.6	Los Angeles Police Department
R12.1,R12.2,R12.3,R12.4,R12.6	Office of the Inspector General, Los Angeles Police Commission
R12.1,R12.2,R12.3,R12.4,R12.6	Los Angeles Sheriff's Department
R12.1,R12.2,R12.3,R12.4,R12.6	Los Angeles County Office of Inspector General
R12.2,R12.5,R12.6	Los Angeles County District Attorney
R12.5,R12.6	Los Angeles City Attorney

COMMITTEE MEMBERS:

Darnell Groom, Chairperson
Jean Holden, Co-Chair

EV CHARGING IN LA COUNTY

The “Shocking” Story



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

BOS	Board of Supervisors
CA	California
CEC	California Energy Commission
CEO	Chief Executive Officer
CIT	EV Charging Infrastructure Team
EES	Energy Environmental Service
EV	Electric Vehicle
EVCS	Electric Vehicle Charging Station
GPV	Gas Powered Vehicle
GHG	Green House Gas
ICE	Internal Combustion Engine
ISD	Internal Services Department (of Los Angeles County)
LA	Los Angeles/ City of Los Angeles
LAC	Los Angeles County
LBC	City of Long Beach
Wi-Fi	Wireless Fiber Optic Internet

Definitions:

Air Pollution: Air pollution is the contamination of air due to the presence of substances called pollutants in the atmosphere that are harmful to the health of humans and other living beings, or cause damage to the climate or to materials. It includes smog and carbon dioxide (CO₂) emissions. Air pollution also includes other greenhouse gases which include nitrous oxide (N₂O), Methane (CH₄), and chlorofluorocarbons.¹

Battery / Electric Vehicle: Battery-electric cars don't use any gasoline, but instead run solely on electricity stored in a battery pack that energizes one or more electric motors and produces zero tailpipe emissions. These vehicles can be charged most anywhere at any time with access to an electric charging source. The cost of maintaining and fueling an electric vehicle given equal parameters is much lower than maintaining and fueling a gas powered vehicle.²

¹ American Chemistry Society. *Chlorofluorocarbons and Ozone Depletion: A National Historic Chemical Landmark*. University of California, Irvine. April 18, 2017.

<https://www.acs.org/education/whatischemistry/landmarks/cfcs-ozone.html>

² CA Air Resource Board. Battery-Electric Cars. 2024. <https://driveclean.ca.gov/battery-electric>

Electric Vehicle: An Electric Vehicle is defined as a vehicle that can be powered by an electric motor that draws electricity from a battery and is capable of being charged from an external source. And produces no carbon emissions. It is the same as a Battery Electric Vehicle.³

Hybrid Electric Vehicle: Hybrid Electric Vehicles are powered by both gasoline engines and battery powered electric engines. Hybrid vehicles produce some pollution but are more gas fuel efficient.⁴

Internal Combustion Engine: An internal combustion engine uses gasoline or diesel fuel or another hydrocarbon fuel compressed by a piston and then ignited to provide power.⁴

Range Anxiety: Range anxiety is fear of not being able to charge a vehicle before the battery runs dead.⁵

Zero-Emission Vehicle: A motor vehicle that produces absolutely no exhaust emissions of any criteria or precursor pollutant under any possible operational modes and conditions. Criteria pollutants are given amounts of acceptable exposure. Precursors are “secondary” sources formed through chemical reaction. Zero emission vehicles (ZEVs) include battery electric vehicles (EVs), and fuel cell (hydrogen) electric vehicles (FCEV).⁶

³ US Department of Energy. Alternative Fuels Data Center. Laws and Incentives. *Electric Vehicle (EV) Definition*. (Vermont Statutes Title 23, Chapter 4, Section 85) 2024. <https://afdc.energy.gov/laws/12660>

⁴ Office of Energy Efficiency, & Renewable Energy. Vehicle Technologies Office. Internal Combustion Engine. *HOW DOES AN INTERNAL COMBUSTION ENGINE WORK?* November 22, 2013. <https://tinyurl.com/47aw29s3>

⁵ GEOTAB. Blog. Electric Vehicles. Understanding EV range anxiety and tips on overcoming it. March 28, 2024. <https://www.geotab.com/blog/range-anxiety/#:~:text=to%20range%20anxiety,-,What%20is%20range%20anxiety%20with%20electric%20vehicles%3F,preventing%20fleets%20from%20going%20electric.>

⁶ Cornell Law School. Legal Definitions Institute. Definitions. Zero-Emissions Vehicles. US Federal code. (49 USC § 47136(j)(3)).2024.

[https://www.law.cornell.edu/definitions/uscode.php?width=840&height=800&iframe=true&def_id=49-USC-](https://www.law.cornell.edu/definitions/uscode.php?width=840&height=800&iframe=true&def_id=49-USC-1528097256-)

[1023087449&term_occur=999&term_src=title:49:subtitle:VII:part:B:chapter:471:subchapter:I:section:47136](https://www.law.cornell.edu/definitions/uscode.php?width=840&height=800&iframe=true&def_id=49-USC-1528097256-1023087449&term_occur=999&term_src=title:49:subtitle:VII:part:B:chapter:471:subchapter:I:section:47136)

See also: <https://azdeq.gov/air-pollutants-defined> **and** CA Air Resource Board. Zero Emission Resource Board.

<https://ww2.arb.ca.gov/our-work/programs/zero-emission-vehicle-program/about>

EXECUTIVE SUMMARY

Los Angeles County (LAC/County) is moving toward a zero-emission transportation network for cars and light vans and trucks.⁷ As part of a countywide sustainability plan entitled, *OurCounty*, LAC has a published goal of creating a zero-emission transportation network facilitating the wide spread adoption of fully electric powered vehicles (EVs) and/or hybrid (gas and electric powered) vehicles.⁸ Federal, State and local agencies are anticipating the needs of future EV drivers and are setting up infrastructure networks to support a transportation system completely un-reliant on traditional fossil fuel. EVs require access and availability to recharge at Electric Vehicle Charging Stations (EVCS).⁹ Through interviews with LAC officials, the EV Charging Committee (Committee), learned of the difficult and complex problems involved in installing and networking EVCS for both employees and for public use.

Even after every installation of EVCS parking spaces are complete Countywide, there will be additional challenges that this Committee, as part of the 2023-2024 LAC Civil Grand Jury's Report (Report) identifies and puts forth recommendations as potential avenues to assist in EV drivers' experiences when charging their vehicle throughout LA. These recommendations could be implemented in both the private and public sectors. LAC has an opportunity to layout an efficient and smoothly operating EV charging infrastructure. This Report includes methods and practices to handle most problems found at County-owned EVCS parking facilities.¹⁰

The Energy and Environmental Service (EES), a division of Internal Services Department (ISD), has set an ambitious goal of having ten percent of its one hundred fifty thousand County-controlled parking spots set up as EVCS by 2035.¹¹ This means installing fifteen thousand EVCS. ISD deploys an EV Charging Infrastructure Team (CIT) to convert existing parking spaces at County buildings into EVCS spots specifically designated for LAC employees who drive battery-electric or plug-in hybrid EVs. CIT also provides public-facing EV charging capability for customers at various LAC facilities.

Installing a total of fifteen thousand EVCS by 2035 will require resolute action by all stakeholders concerned with LA's zero-emission future: the Board of Supervisors (BOS), the Chief Executive Officer (CEO) and ISD, EES, as well as CIT. As of December 31, 2023, LAC has installed a total of thirteen hundred and fifty seven EVCS in County-controlled parking facilities. Including all privately-run EVCS, as of April 2024, there are five thousand and eighty eight EVCS in operation and available for use. The current rate falls short of LAC's stated goal to have 15,000 EVCS access-points installed by 2035. Through extensive interviews and research the Committee finds

⁷ LA County Office of the CEO. Department of Sustainability. *OurCounty*. LA County Countywide Sustainability Plan. July 2019. (p.9) <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

⁸ Ibid.

⁹ LAC. Fourth District. Board Office of Janice Hahn. LA County to Develop a Zero-emissions Infrastructure Plan. April 20, 2021. <https://hahn.lacounty.gov/la-county-to-develop-zero-emission-infrastructure-plan/>

¹⁰ Interview with ISD's EES Management on December 1, 2023.

¹¹ Interview with General Manager, Energy and Environmental Service, LACs ISD on December 1, 2023

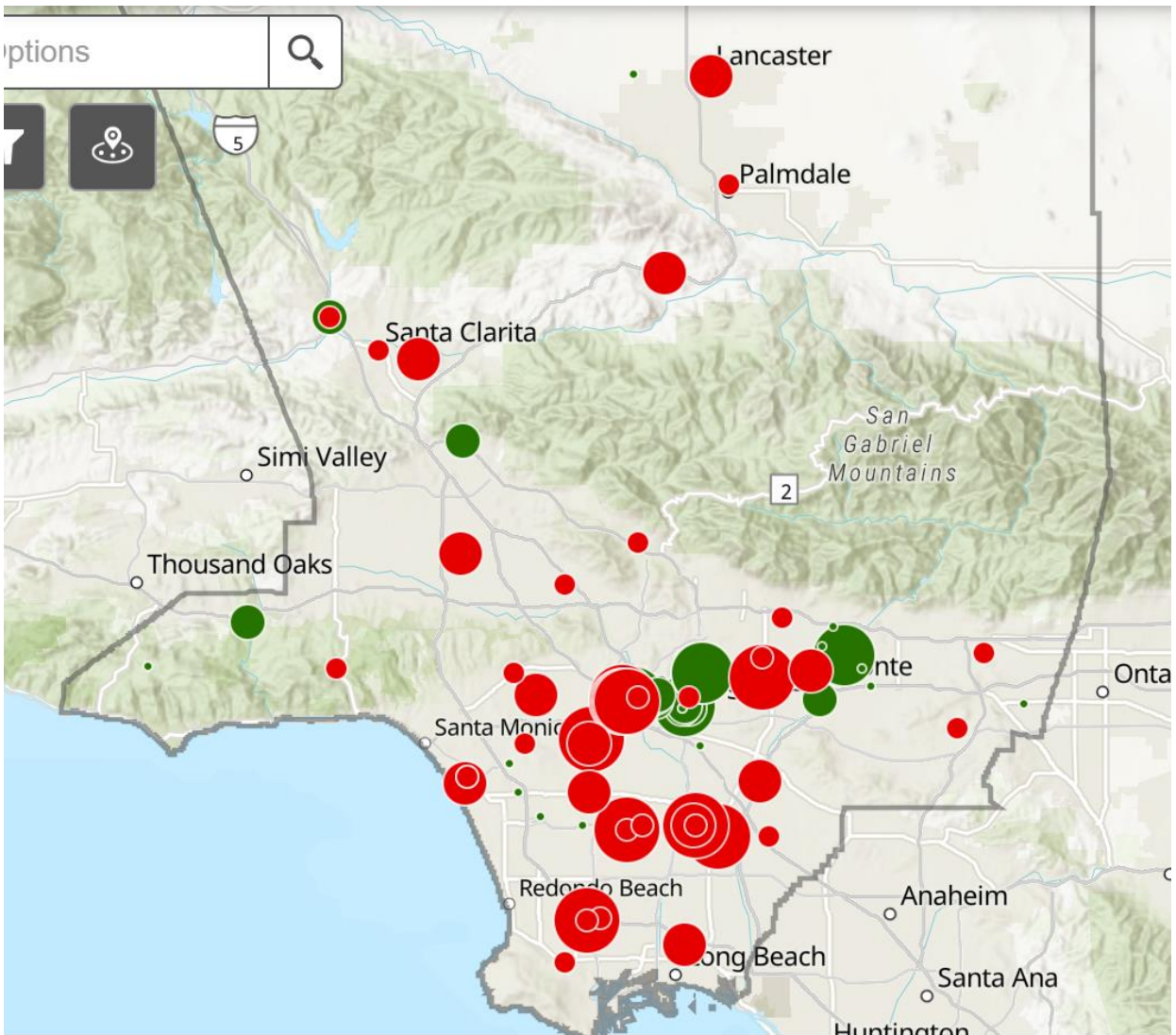
that by 2035, the additional 13,640 EVCS needed will only be partially installed. The main factor here is a lack of funding.¹²

This report is focused on the County's EVCS because the problems facing EV owners are typical and widespread. The problems with EV charging exist in the public and as well as the private sectors. This report addresses these problems and offers *practical and workable solutions that could be modeled everywhere*. The Committee will primarily focus on large parking facilities that the County operates.

¹² Plugshare, Directory, *California-Los Angeles*, 2024. <https://www.plugshare.com/directory/us/california/los-angeles> (Accessed March 29, 2024)

LAC-owned EV Chargers¹³

Red = Public charging stations; Green = Private charging stations



¹³ <https://isd.lacounty.gov/electric-vehicles-and-charging-stations/and-charging-stations/>

BACKGROUND

Climate Change and Health

Climate change is negatively impacting people worldwide. From extreme weather events, such as: heat waves, floods and fires, to illnesses, disruption of the food supply, and contributing to a rise in infectious diseases.¹⁴ Extreme weather events also impact livelihoods, access to health care, and social support systems.¹⁵ Unfortunately, climate change impacts historically disadvantaged groups such as low income communities, children and the elderly) at far higher rates, those with chronic health conditions are impacted the most.¹⁶ The World Health Organization (WHO) states that “reducing emissions of greenhouse gases through better transport, food and energy use choices can result in very large gains for health, particularly through **reduced air pollution**.”¹⁷ Since vehicles are the largest source of greenhouse emissions,¹⁸ emphasis was put on the transportation sector to meet a 2030 goal to require half of the light-duty vehicles, such as pickup trucks and cars for sale to be electric models. This goal contributes to a zero-emissions future.

The 2015 Paris Agreement on climate change was negotiated as a binding international treaty between one hundred and ninety-six countries to reduce greenhouse gas emissions.¹⁹ Of the total participants, three countries were identified to have the largest contributions to air pollution: China, Russia and the United States²⁰. These three countries along with one hundred seventy-one others signed the agreement on April 22, 2016 and their governments ratified or accepted it a few months later.²¹ Other countries soon followed by ratifying the Agreement.

EV Adoption Timelines: How Goals Were Determined at the Federal, State and Local Levels

In 2021, the United States set a Green House Gas (GHG) emissions goal to be 50% below 2005 levels by 2030. Net-zero emissions plans nationwide should be set firmly in place by 2050.^{22, 23} The shorter-term solutions are expected to create half a million new jobs related to green technology

¹⁴ 9. World Health Organization. Fact sheets. Detail. *Climate Change*. October 12, 2023. <https://www.who.int/news-room/fact-sheets/detail/climate-change-and-health>. (Accessed March 6, 2024)

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ <https://blog.ucsusa.org/don-anair/everything-you-need-to-know-about-epas-new-clean-car-emissions-standards/> (Accessed March 6, 2024)

¹⁹ United Nations. Climate Change. Paris Agreement. *What is the Paris Agreement?* 2016. <https://unfccc.int/process-and-meetings/the-paris-agreement> *See also:* <https://unfccc.int/process-and-meetings/the-paris-agreement> (Accessed March 6, 2024)

²⁰ United Nations. Sustainable Development. 2016. <https://www.un.org/sustainabledevelopment/blog/2016/04/parisagreementsingatures/> (Accessed March 6, 2024)

²¹ United Nations. Sustainable Development. 2016. <https://www.un.org/sustainabledevelopment/blog/2016/04/parisagreementsingatures/> (Accessed March 6, 2024)

²² https://www.energy.gov/sites/default/files/2022-08/8.18%20InflationReductionAct_Factsheet_Final.pdf

²³ The United States Department of State and the United States Executive Office of the President, Washington DC, “The Long-Term Strategy of the United States, Pathways to Net-Zero Greenhouse Gas Emissions by 2050”, November 2021, <https://www.whitehouse.gov/wp-content/uploads/2021/10/US-Long-Term-Strategy.pdf>. (Accessed March 6, 2024)

sources as well as reducing air pollution, which is expected to avoid 85,000 to 300,000 premature deaths. The transition will require the private sector and all levels of government to work together and generate and modify their regulations to invest in these changes.²⁴

In April 2023, US President Joseph Biden's federal administration increased the goal for reducing GHGs with a proposal that 67% of new car sales be all-electric by 2032.²⁵

Replacing traditional gas powered vehicles (GPV) with EV's will help reduce emissions. As more EVs are produced, an infrastructure needs to be created to supply power to run the EVs. EVCS supply energy just as gasoline does for GPVs. The countywide goals for EVCS started with a 2018 baseline of 1,013 existing public EVCS and 41,929 registered EVs in 2017. The target goal countywide was to add 60,000 new public EVCS. And for 30% of all new light-duty private vehicles to be zero-emission by 2025.²⁶

In 2020, California Governor Gavin Newsom announced by Executive Order, N-79-20 that all new cars and passenger trucks sold in the state would be zero-emission by 2035.²⁷ The order also required that medium and heavy-duty vehicles should reach zero emissions by 2045, where feasible.²⁸ This was backed up by Assembly Bill 2127, which also requires the California Energy Commission (CEC) plans for the charging infrastructure needed.²⁹

The CEC had determined that besides personal charging at an owner's residence, there needed to be "shared private" charging locations. These would consist of private lots at workplaces and multi-family dwellings. CEC made provisions for travelers who are far from home to have charging areas along heavily traveled corridors.³⁰

In 2030, it is expected that there will be one million chargers needed, including 39,000 fast chargers. By 2035, there are expected to be 15.2 million electric vehicles, needing 2.11 million EVCS, including eighty three thousand fast chargers, which are chargers able to charge at faster speed than traditional EVCSs.³¹

²⁴ Ibid.

²⁵ Emma Newburger. *Biden Proposes Toughest Auto Emissions Rules Yet to Dramatically Boost EV Sales*. CNBC, April 12, 2023. <https://www.cnbc.com/2023/04/12/epa-proposes-auto-pollution-limits-to-aggressively-boost-ev-sales-.html> (Accessed February 21, 2024)

²⁶ "OurCounty, Los Angeles County Sustainability Plan," 2019 p.114, <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

²⁷ CA. Office of Governor Gavin Newsom. (Executive Order N-79-20). *Governor Newsom Announces California Will Phase Out Gasoline-Powered Cars & Drastically Reduce Demand for Fossil Fuel in California's Fight Against Climate Change*. September 23, 2020. <https://www.gov.ca.gov/2020/09/23/governor-newsom-announces-california-will-phase-out-gasoline-powered-cars-drastically-reduce-demand-for-fossil-fuel-in-californias-fight-against-climate-change/>

²⁸ Ibid.

²⁹ CA Department of Energy. Data Reports. Electric Vehicle Charging Infrastructure Assessment. AB 2127. 2022. <https://www.energy.ca.gov/data-reports/reports/electric-vehicle-charging-infrastructure-assessment-ab-2127>

³⁰ CA Department of Energy. California Energy commission. Staff Report. Home Charging Access in California. January 2022. <https://www.energy.ca.gov/sites/default/files/2022-01/CEC-600-2022-021.pdf> (Accessed February 21, 2024)

³¹ CA Department of Energy. Data Reports. Electric Vehicle Charging Infrastructure Assessment. AB 2127. 2022. <https://www.energy.ca.gov/data-reports/reports/electric-vehicle-charging-infrastructure-assessment-ab-2127>

LAC created a countywide Sustainability Plan, entitled OurCounty, in 2019 and released in an in-depth report outlining a framework for Department implementation.³² Goal 92 recommends installation of EVCS at all county facilities and properties for public, employee, and fleet use, prioritizing locations in disadvantaged communities”^{33,34} The Committee focused on the County owned and or leased facilities, and facilities in the unincorporated parts of the County. As a baseline, in 2017 the County operated 201 then existing EVCs and there were only three zero-emission vehicles in the County fleet.³⁵

OurCounty’s 2025 target goal is to have 5,000 EVCS at County facilities. In addition, one hundred percent of new non-emergency light duty vehicle purchases to be zero-emissions by 2035. The 2035 goal is to have 15,000 EVCS within 1,400 county-operated parking facilities. In addition, one hundred percent of new medium-duty vehicles and emergency light-duty vehicles to be zero-emission.³⁶ The 2045 goal is to have all County wide vehicles to operate as zero-emission vehicles.³⁷

METHODOLOGY

The Committees research came from:

- Site visits to the following parking facilities
 - Grand Park (Parking Lot 10) 145 North Broadway, Los Angeles
 - 1100 Northeastern Ave, Los Angeles
 - 900 South Fremont Ave, Alhambra
 - 135 North Grand Ave, Los Angeles
 - 111 South Grand Ave, Los Angeles
 - 721 North Spring St, Los Angeles
 - 313 North Figueroa St, Los Angeles
 - 318 West Adams Blvd, :Los Angeles
 - 900 Exposition Blvd, Los Angeles
 - 8300 South Vermont Ave, Los Angeles
 - 11705 Alameda St, Lynwood
 - 7515 Van Nuys Blvd., Van Nuys
 - 5905 Wilshire Blvd, Los Angeles
 - 498 Bauchet St, Los Angeles
 - 1055 North Alameda St Los Angeles
 - 140 North Grand Ave, Los Angeles

³² “OurCounty, Los Angeles County Sustainability Plan”, 2019, p114, <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

³³ Ibid.

³⁴ Ibid.

³⁵ Ibid.

³⁶ Multiple Interviews with CIT Management of ISD.

³⁷ “OurCounty, Los Angeles County Sustainability Plan. 2019, (p. 112). <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

Additionally, the Committee employed:

- Extensive online research.
- Analysis of EV sales data.
- Review of the LAC Internal Services website.
- Analysis of government documents.
- Interviews with staff from the department of Energy and Environmental Service (a division of Internal Services Department).
- Conducting surveys and direct observations of the LAC controlled parking facilities.
- Interviews with the BOS and CEO.

DISCUSSION

Q: Is the current rate at which LA County's EV Charging Infrastructure is being rolled out fast enough?

Q: Will this rate need to increase in the coming 1-2 years?

Q: What about looking to the future of the next 5-10 years?

Q: How easy will it be for someone owning an EV to find an EV Charging Station under a variety of situations and circumstances?

The issue of environmental degradation is long and complicated. It has only been in the last couple of decades that public opinion has forced politicians to address these issues head on by creating policy changes to address air quality. Because of their decisions and actions there are fewer cases of asthma and childhood deaths.³⁸ However there are more cases of asthma & childhood deaths in areas where there is a higher concentration of pollution.³⁹ California, with one of the highest concentrations of people and vehicles nationwide, hit a peak for GPV sales in 2017.⁴⁰ The decrease in the sale of GPV and diesel fueled vehicles will help reduce health-related problems to clean our air as well as contribute to zero-emissions goals.

Starting in March 2020, County residents were asked to stay at home because of the COVID-19 pandemic.⁴¹ The streets and freeways had only a hand full of vehicles during the peak of rush hour.

³⁸ <https://www.epa.gov/newsreleases/final-epa-standards-heavy-duty-vehicles-slash-dangerous-pollution-and-take-key-step>

³⁹“Jillian McKoy, “Air Pollution from Oil and Gas Production Contributes to Thousands of Early Deaths”, *Boston University*, Childhood Asthma Cases Nationwide”, May 8, 2023, accessed 21 February 2024, <https://www.bu.edu/sph/news/articles/2023/air-pollution-from-oil-and-gas-production-contributes-to-thousands-of-early-deaths-childhood-asthma-cases-nationwide>

⁴⁰ Americans will never again buy as many internal-combustion-powered cars as they did in 2017, predict analysts at Bloomberg New Energy Finance (BloombergNEF).

⁴¹ <https://newsroom.ucla.edu/releases/covid-stay-home-household-conflict-mental-health>

It was astounding how quickly the air cleaned up during that period of time. The only time many could remember seeing cleaner air was after a heavy rain fall.⁴²

In 2021, an estimated 38.2 percent of all GHGs created in California came from transportation sector.⁴³ The transportation sector includes light and medium duty vehicles, heavy duty trucks, rail, and aircraft. California's transportation sector accounts for about fifty percent of the state's greenhouse gas emissions, nearly eighty percent of nitrogen oxide pollution, and ninety percent of diesel particulate matter pollution. Transitioning the transportation sector to low-carbon fuels and zero and near-zero emission technologies is critical to achieving climate change goals and clean air standards.⁴⁴ In addition, Diesel Powered Vehicles (DPV) are the dirtiest of all vehicle polluters.⁴⁵

In August 2022, the California Air Resources Board (CARB) voted to ban the sale of GPV and DPVs after 2035.^{46, 47}

Widespread EV adoption for overall car and light truck sales had already been approved and plans were put in motion. Governor Newsom's Executive Order 9N-79-20 on September 23, 2020, thirty five percent of all new vehicles sold in California through the year 2026 must be zero emissions vehicles.⁴⁸ This percentage should increase to sixty eight percent in 2030 and one hundred percent adoption by 2035. LAC is underway in creating the infrastructure to accommodate this regulation.⁴⁹

The Federal Government has taken decisive steps to reduce air pollution and the County is following suit. Over the years, governments across the globe have learned that the majority of air pollution comes from cars.⁵⁰ In 2020, transportation accounted for twenty seven percent of GHGs in the United States, fifty seven percent of which were passenger cars and light-duty trucks (followed by medium and heavy-duty trucks and aircrafts).⁵¹ By 2035, no one will be able to purchase a new light duty GPV and DPV in California.⁵² However, a person who already owns and continues to operate a GPV will be able to continue using it.

In the last few years, sales of new battery electric, plug-in hybrid and hydrogen fuel cell cars in California increased twenty nine percent.⁵³ These sales accounted for 25% twenty five percent of

⁴² <https://news.mit.edu/2015/rain-drops-attract-aerosols-clean-air-0828#:~:text=As%20a%20raindrop%20falls%20through%20the%20atmosphere%2C%20it,of%20pollutants%20like%20soot%2C%20sulfates%2C%20and%20organic%20particles>

⁴³ https://ww2.arb.ca.gov/sites/default/files/2023-12/2000_2021_ghg_inventory_trends.pdf

⁴⁴ <https://www.energy.ca.gov/about/core-responsibility-fact-sheets/transforming-transportation>

⁴⁵ <https://www.bbc.com/news/science-environment-42666596>

⁴⁶ <https://ww2.arb.ca.gov/rulemaking/2022/advanced-clean-cars-ii>

⁴⁷ Advanced Clean Car II. Updates to Section 1962.3 and 1962.4 of Title 13 [Motor Vehicles] of the California Code of Regulations)

⁴⁸ <https://www.gov.ca.gov/wp-content/uploads/2020/09/9.23.20-EO-N-79-20-Climate.pdf>

⁴⁹ Ibid.

⁵⁰ <https://www.who.int/news/item/04-04-2022-billions-of-people-still-breathe-unhealthy-air-new-who-data>

⁵¹ <https://www.treehugger.com/cars-are-causing-air-pollution-we-breathe-new-study-finds-4856825>

⁵² <https://ww2.arb.ca.gov/resources/documents/cars-and-light-trucks-are-going-zero-frequently-asked-questions>

⁵³ <https://calmatters.org/environment/2024/02/california-electric-cars-industry-slowdown/#:~:text=Electric%20vehicle%20sales%20were%20up,duty%20car%20sales%20in%202023.>

new light-duty car sales in 2023.⁵⁴ In 2022 sales increased thirty eight percent from 2021.⁵⁵ As the number of EVs on the road increases, the corresponding infrastructure needed to support this demand will also need to increase. In the coming years, it is anticipated that the number of EV's will increase dramatically. There will be widespread embrace by the mass market, especially with low cost car options priced at or less than \$25,000 purchase headed to market between 2025 and 2027.⁵⁶ Because of this, the sale of new Internal Combustion Engines (ICE) vehicles, GPVs and DPVs, will decrease dramatically.”⁵⁷

Focus and Purpose of this Report

This report is focused on the County's EVCS implementation because of the problems facing EV owners are typical and widespread. The problems with the EVCS exist in the public and as well as the private sector. This Report will address the following:

- 1) Assess where ISD's CIT infrastructure implementation currently stands. What is the total number of EVCS in operation and available for use across all County parking facilities?
- 2) Analyze the County's goals to increase the number of EV charging stations at the parking facilities under its jurisdiction;
- 3) Evaluate the County's status regarding *OurCounty* and the zero-emission/sustainability goals. Is LA meeting the current and anticipated demand for EVCS for EVs?
- 4) To assess and uncover any problems associated with the EVCS at County-operated facilities.
- 5) To assess whether the County's goals can be reached.

Currently, twenty five percent of all new car sales in California are EVs⁵⁸. This is on pace to have 100% of new car sales be electric by 2035.⁵⁹ As the number of EVs on the road increases, the need for an adequate charging infrastructure to support this demand will also need to grow. Fortunately, many EV owners will be able to charge their cars most of the time at home. The biggest barrier preventing people from purchasing an EV is range anxiety.⁶⁰ Range-anxiety is the concern many

⁵⁴ Alejandro Lazo. CAL Matters. Californians bought record numbers of electric cars as industry eyes slowdown. February 1, 2024. <https://calmatters.org/environment/2024/02/california-electric-cars-industry-slowdown/#:~:text=Electric%20vehicle%20sales%20were%20up,duty%20car%20sales%20in%202023>.

⁵⁵ Ibid

⁵⁶ Tim Mullaney, “The \$25,000 Electric Vehicle is Coming, with Big Implications for the Auto Market and Car Buyers”, *CNBC*, April 16, 2023, accessed 21 February 2024, <https://www.cnbc.com/2023/04/16/the-25000-ev-is-coming-with-big-implications-for-car-buyers.html>

⁵⁷ Emma Newburger, “Biden Proposes Toughest Auto Emissions Rules Yet to Dramatically Boost EV Sales”, *CNBC*, April 12, 2023, accessed 21 February 2024, <https://www.cnbc.com/2023/04/12/epa-proposes-auto-pollution-limits-to-aggressively-boost-ev-sales-.html>

⁵⁸ <https://insideevs.com/news/688779/california-tops-us-ev-adoption-25-percent-share-total-sales-h1-2023/#:~:text=Unsurprisingly%2C%20California%20recorded%20the%20highest%20EV%20share%20of,electric%20%E2%80%93%20nearly%20three%20times%20the%20national%20average>.

⁵⁹ Evan Symon, “25.4% Of All New Cars Sold In California Now Electric”, *California Globe*, August 3, 2023, accessed 21 February 2024, <https://californiaglobe.com/fr/25-4-of-all-new-cars-sold-in-california-now-electric/>

⁶⁰ “The Tricky Business of Charging Electric Cars”, *The Economist*, December 11, 2021, accessed 23 February 2024, <https://www.economist.com/leaders/2021/12/11/the-tricky-business-of-charging-electric-cars>

current and potential drivers experience being too far from an EVCS or connecting to a broken one. No one wants to run out of power in the middle of nowhere.

ELECTRIC CARS IN LA COUNTY

We are in the early stages of a transformational shift in our society. Where the fuel to power our vehicles will be clean renewable electricity instead of dirty petroleum base gasoline and diesel fuel.⁶¹ This shift is even more monumental than the change from the horse drawn carriage to GPV. In 2021, California was the federal state with the highest number of motor vehicle registrations in the United States. More than 31.3 million motor vehicles were registered in the nation's most populous state.⁶² The California Department of Motor Vehicles estimates there are over 7.5 million registered vehicles in LA County⁶³. The network of fueling stations to fuel all those vehicles took over 100 years to build out. The country is at the beginning stages of this transformational shift to build out an entirely new type of fueling infrastructure for electric vehicles.⁶⁴ *Is the current rate for County's EVCS infrastructure being rolled out FAST ENOUGH? Will it meet the anticipated demand when mass market adoption of Electric Vehicles begins?*⁶⁵ It is possible that this transformational shift will take longer than expected. However as of March 20, 2024, President Biden has tightened the rules for the carbon emissions requirement for vehicle manufactures.⁶⁶

LAC, in concert with the state and Federal Government, is moving towards a zero emission EV system infrastructure. The County set an internal goal to build this out 15,000 charging stations by 2035.⁶⁷ First, the County is looking at electrifying fleet vehicles and providing EVCS for these vehicles. The County's second priority, is to provide EVCS at county owned facilities for County employees and vehicles. The third County priority is helping employees easily transition to EVs through education; including providing information on State and Federal incentive programs for the purchase and ownership of an EV. The fourth County priority is to provide EVCS for public use at county-controlled facilities.⁶⁸

According to Management at EES, as of December 31, 2023, CIT has installed thirteen hundred fifty seven EVCS in one hundred fifty thousand parking spots. These charging access points are spread out over seventy six parking areas across a total of fourteen hundred County-owned facilities.⁶⁹ The CIT is working and hoping to install EVCS in ten percent of these parking spots

⁶¹ <https://climate.mit.edu/ask-mit/are-electric-vehicles-definitely-better-climate-gas-powered-cars>

⁶² <https://www.statista.com/statistics/196505/total-number-of-registered-motor-vehicles-in-the-us-by-state/#:~:text=In%202021%2C%20California%20was%20the,the%20nation's%20most%20populous%20state.>

⁶³ <https://www.laalmanac.com/transport/tr02.php>

⁶⁴ **For additional information on these statistics, please see:** <https://www.statista.com/statistics/196505/total-number-of-registered-motor-vehicles-in-the-us-by-state/>

⁶⁵ Tom Randall and Bloomberg, "Electric Vehicles Have Gone from 2% to 22% of New Car Sales in California—and the Rest of the U.S. is Tracing the Path", *Fortune*, Sept, 8, 2023, accessed 23 February 2024, <https://fortune.com/2023/09/08/electric-vehicles-new-car-sales-in-california-now-22-percent-rest-us-following-path/>

⁶⁶ <https://www.epa.gov/newsreleases/biden-harris-administration-finalizes-strongest-ever-pollution-standards-cars-position>

⁶⁷ Interview with ISD Personnel

⁶⁸ Interview with EES manager, a division of ISD

⁶⁹ Interview with EES manager of ISD.

(about fifteen thousand total chargers by 2035).⁷⁰ This is a daunting goal in that the relative cost of installing just **one** EVCS is approximately between \$12 to \$17 thousand dollars.⁷¹ LAC is considered a commercial enterprise and must pay considerably more for installation of an EVCS than a private owner.⁷²

As a comparison, note that the City of LA controls approximately eleven thousand four hundred parking spaces.⁷³ Los Angeles International Airport is considered a self-sustaining entity and controls fifteen thousand parking spaces.⁷⁴ The City of Long Beach controls about three thousand spaces.⁷⁵

A major cost consideration when installing EVCS are the requirements and resources to trench, or dig, a path for electrical and mechanical components to be installed. Trenching activities are required to comply with various state and federal laws and regulations and carry high associated costs as well. Trenching for the installation of necessary electrical lines and switching equipment can add thousands of dollars to the cost of installing EVCS.⁷⁶ The costs can vary depending upon a variety of issues involved with the installation of the EVCS. The chargers themselves cost between \$750 and \$2,600.⁷⁷ The activities related to installing EVCS include: labor, electrical, conduit, trenching, internet connectivity, networking, as well as wall and ground signs.⁷⁸

ISSUES WITH SUPPLY CHAIN.

Electric utilities companies across the US are experiencing significant delays in receiving necessary switching equipment that will allow for the connecting the EVCS to the facility's electrical system.⁷⁹ The expected life of an electric car charger is about ten years.⁸⁰

The Expected growth of EV's in the coming years:

As stated in this report's Background section, the state of California mandated, and adopted CARB's ambitious plan for a zero-emission future. As a reminder, by 2026, this will require 35% of all new cars sold with benchmarks to increase adoption of EVs.

Nationwide, it took eight years to sell the first million EVs and less than three years after to sell the next million.⁸¹ Edison Electric Institute (EEI), a leading researcher in electrical projects and infrastructure, has projected annual sales of EVs will reach nearly 5.6 million by 2030, (more than 32% thirty two percent total annual light-duty vehicle sales).⁸² Based on the rate of sales for EVs

⁷⁰ Ibid.

⁷¹ Ibid.

⁷² Interview with EES manager of ISD

⁷³ <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

⁷⁴ https://traveltips.usatoday.com/lax-parking-recommendations-29667.html#google_vignette

⁷⁵ Interview with Long Beach Parking Control

⁷⁶ Ibid.

⁷⁷ Homeguide.com/electric-car-charging-stations-cost

⁷⁸ Interview with ISD Personnel.

⁷⁹ Interview with ISD Personnel.

⁸⁰ Ibid.

⁸¹ <https://www.eei.org/-/media/Project/EEI/Documents/Issues-and-Policy/Electric-Transportation/EV-Forecast--Infrastructure-Report.pdf?la=en&hash=B231453A38FD8870631AE90B9D9BB1C07FB99593>

⁸² Ibid

by 2030, nearly 12.9 million charge ports will be needed to support the projected 26.4 million EVs that will be on U.S. roads in 2030.^{83, 84} Additionally, approximately 140,000 DC fast charging ports will be needed to support the functional use of habitual EV use.^{85, 86}

Sales of EVs have been rising in California. In 2022, nineteen percent of all the cars that were sold were zero-emissions, and accounted for forty percent of total nationwide sales which also included hybrid gas/electric vehicles.⁸⁷ California represents about a third (thirty four percent) of all new plug-in car sales in the United States.⁸⁸ This trend continued into 2023, as the percent of cars sold statewide were zero-emissions. In the third quarter of 2023, 26.7 percent of all new cars sold were zero-emission vehicles⁸⁹. That's more than the 25.4 percent from the previous quarter.⁹⁰ If this trend continues there will be a serious shortage of public EVCS both in California and *especially* in LAC.

Several car manufactures are gearing up to produce EVs costing less than \$25,000.⁹¹ It is anticipated that by 2026, and beyond, there will be a flood of these affordable cars into the US market. Low cost options will enable a large number of Americans to adopt EVs.⁹²

⁸³ Ibid

⁸⁴ Charging Station refer to either a wall-mounted or free-standing electrical charging cabinet and a charging port is a plug on that station that sends electricity into a vehicle battery. A charging station may have more than one port, and charging equipment comes in a variety of types and configurations, but generally is categorized by power level. (Ibid. p.1)

⁸⁵ <https://sepapower.org/knowledge/ev-charging-infrastructure/#:~:text=Based%20on%20that%20forecast%2C%20supporting,that%20number%20of%20charging%20ports.>

⁸⁶ *This consensus forecast is based on four independent forecasts performed by Boston Consulting Group, Deloitte, Guide house, and Wood Mackenzie, as well as analysis from the National Renewable Energy Laboratory.*

⁸⁷ Reuters, "California Accounted for 40% of U.S. Zero-emission Vehicle Sales in 2022", January 23 2023, accessed 30 January 2024, <https://www.reuters.com/business/autos-transportation/california-accounted-40-us-zero-emission-vehicle-sales-2022-2023-01-23>

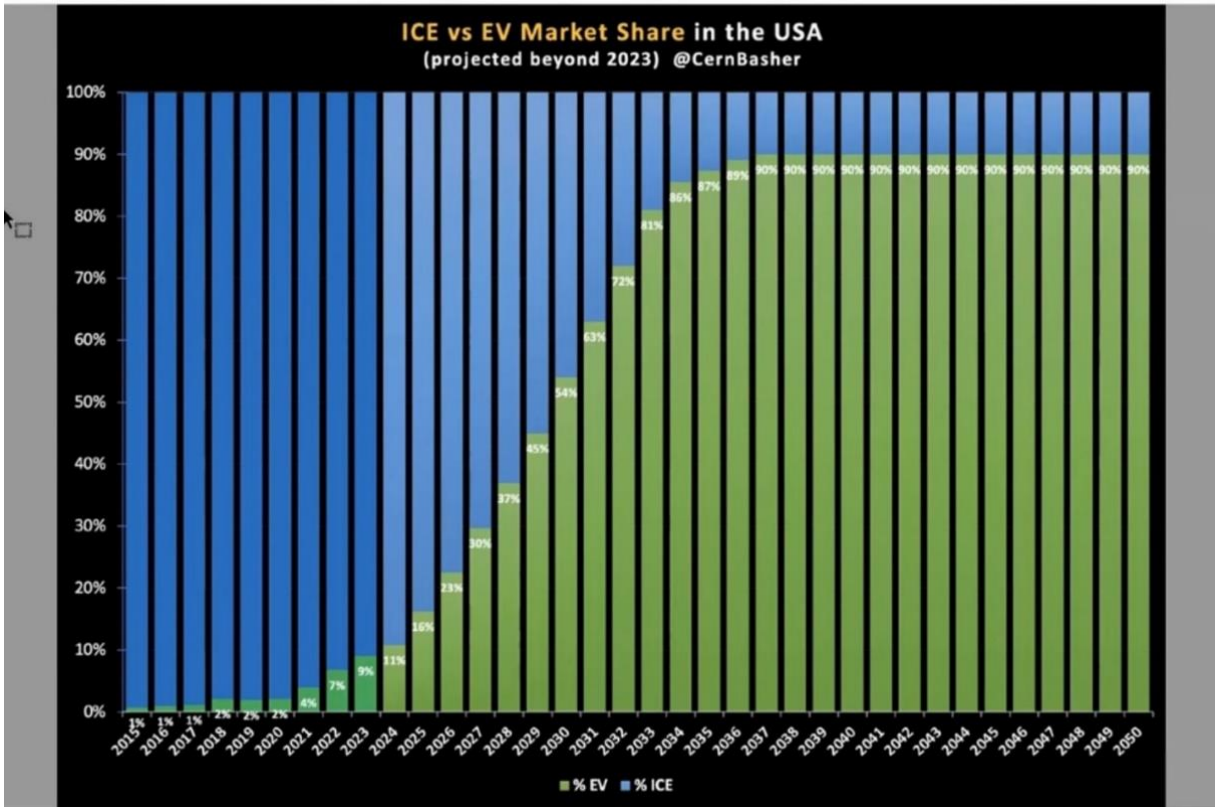
⁸⁸ <https://insideevs.com/news/680900/california-plugin-car-sales-2023q2-share/>

⁸⁹ <https://www.gov.ca.gov/2024/02/22/california-zev-sales-have-skyrocketed-more-than-1000-in-the-last-decade/#:~:text=More%20ZEVs%20were%20sold%20in,by%20our%20state%20every%20year.>

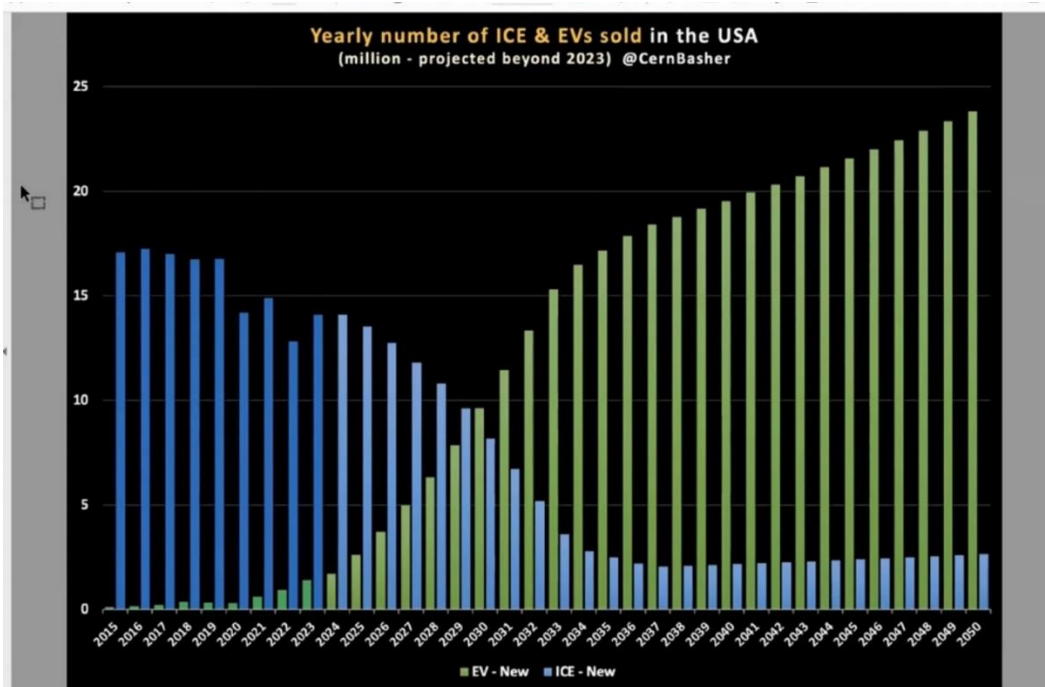
⁹⁰ Office of Governor, State of California, "26.7% of all New Cars Sold in California Were Zero-Emission", Nov. 2, 2023. (Accessed 30 January 2024) <https://www.gov.ca.gov/2023/11/02/26-7-of-all-new-cars-sold-in-california-were-zero-emission/>

⁹¹ <https://www.cnn.com/2023/04/16/the-25000-ev-is-coming-with-big-implications-for-car-buyers.html>

⁹² <https://www.reuters.com/business/autos-transportation/evs-will-be-cheaper-produce-than-gas-powered-vehicles-by-2027-gartner-says-2024-03-07/>

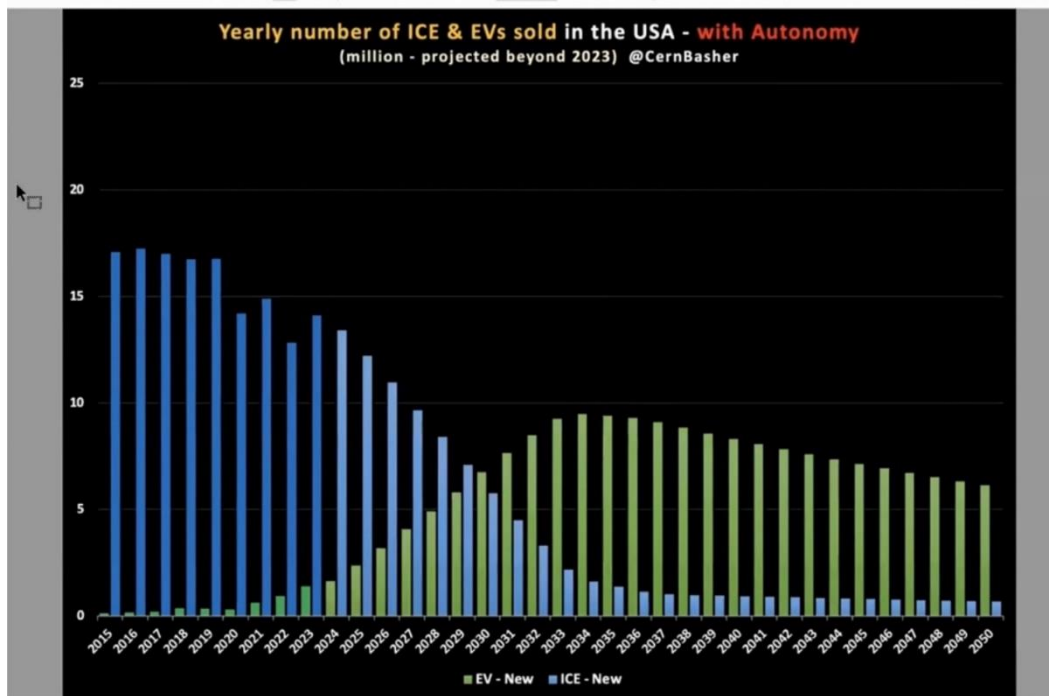


Market share Transition Projections for ICE (GPV and DPV) 2015-2050 ⁹³

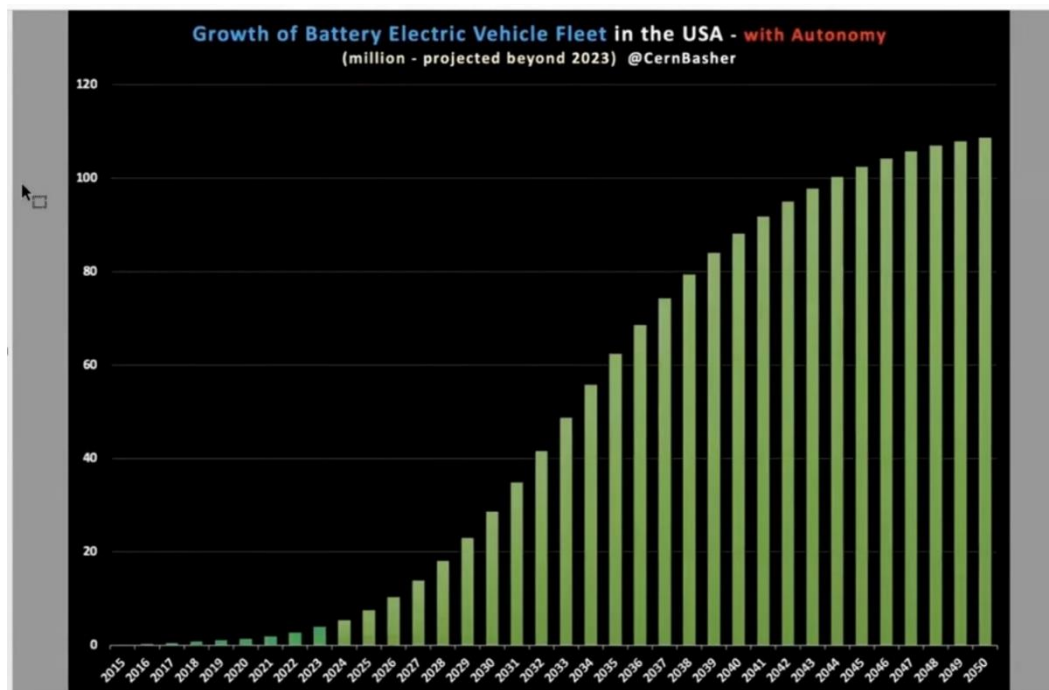


⁹³ <https://www.youtube.com/watch?v=5Xmg9W7u0aw>, https://www.brilliantadvice.net/your-team/cern-basher-cfa_
Cern Basher is a brilliant technical analyst, also see 80

Market share Transition Projections for ICE (GPV and DPV) and EVs 2015-2050 ⁹⁴



Market share Transition Projections for Self-Driving ICE (GPV and DPV) and EVs 2015-2050 ⁹⁵



⁹⁴ <https://www.youtube.com/watch?v=5Xmg9W7u0aw>, <https://www.brilliantadvice.net/your-team/cern-basher-cfa>, Cern Basher is a brilliant technical analyst, also see 80

⁹⁵ <https://www.youtube.com/watch?v=5Xmg9W7u0aw>, <https://www.brilliantadvice.net/your-team/cern-basher-cfa>, Cern Basher is a brilliant technical analyst, also see 80

Now there are options for renters in the state to charge their electric vehicle where they live, but it is not as easy as setting up a car charger in an individual's own home.⁹⁷ To circumvent the impediments to EVCS installation, the California Legislature passed AB 2565 in 2014. Codified at California Civil Code section 1947.6. The new law created a procedure requiring landlords to accept tenant's lawful written requests to install EV charging stations and their related infrastructure by Jan 2021.⁹⁸

The "right to charge" laws provide residents in multi-unit dwellings and other properties in California with the right to install a charging station for the individual's use provided that certain conditions are met (e.g., the individual assumes responsibility for all associated costs).⁹⁹ These laws do not require homeowners associations or rental property building owners/managers to pay for charging for an individual's use or to install charging as an amenity for multiple owners.¹⁰⁰

EVCS Providers Operating within LAC

The following are EV charging station providers: PowerFlex Tesla, ChargePoint, FLO, Blink, EV-GO Electrify America, and DC Fast Chargers. Each provider requires the download and installation of a corresponding mobile app onto a user's cell phone. The driver must register with the provider, and upload their credit card information for use of purchase. This allows anyone with the app the ability to charge their EV.¹⁰¹

LAC Charging Station Provider Stats

Throughout LAC, there are over five thousand EVCS available for use. Of this total, six hundred twenty six spaces are designated as *Free* EVCS; seven hundred seventy are designated as New (installed within the last ninety days); five hundred thirty six are designated as *Fast Chargers*, one hundred eighty three CHAdeMO Plugs; two hundred eighty two are designated CCS Plugs; two hundred seventy six are designated Tesla Superchargers; and four thousand three hundred forty six are designated J-1772 Plugs.¹⁰² Compare this to the largest city in the County, the City of Los Angeles. LA City has made available six hundred sixteen PowerFlex EVCS; eight hundred five ChargePoints; four hundred sixty nine FLO, and four hundred thirteen Blink¹⁰³

⁹⁶ <https://www.youtube.com/watch?v=5Xmg9W7u0aw>, <https://www.brilliantadvice.net/your-team/cern-basher-cfa> Cern Basher is a brilliant technical analyst, also see 80

⁹⁷ https://www.reddit.com/r/electricvehicles/comments/13hpjo1/apartment_renters_with_electric_vehicles/

⁹⁸ <https://pluginamerica.org/policy/right-to-charge-policies/>

⁹⁹ <https://www.greenlancer.com/post/right-to-charge-laws#:~:text=In%20California%2C%20the%20right-to-charge%20law%20is%20a%20civil,%E2%80%9Cat%20a%20parking%20space%20allocated%20for%20the%20lessee.%E2%80%9D>

¹⁰⁰ <https://www.nescaum.org/documents/ev-right-to-charge.pdf>

¹⁰¹ Multiple Site Visits and Interviews. <https://www.plugshare.com/directory/us/california/los-angeles>

¹⁰² Ibid

¹⁰³ <https://www.plugshare.com/directory/us/california/los-angeles>

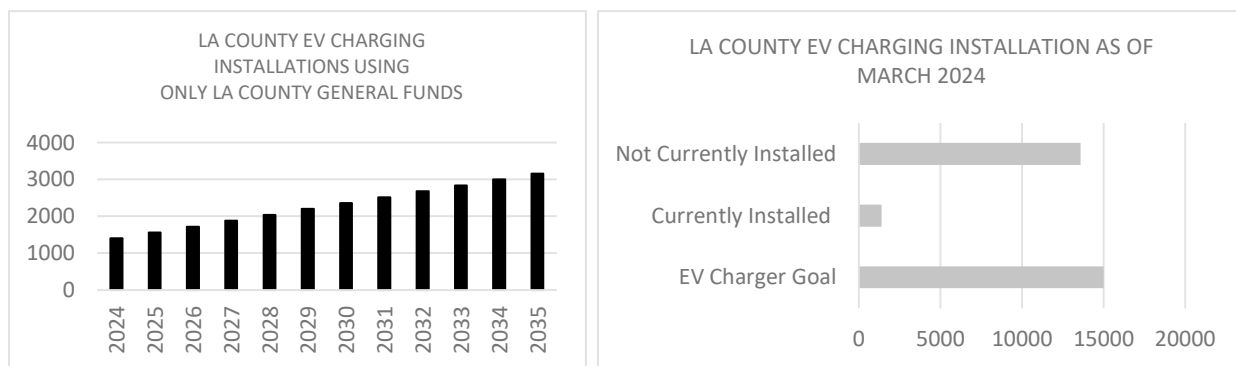
Problems with LAC EV Infrastructure:

The Committee has found that the EVCS infrastructure countywide is not yet ready to meet the increasing demand for EV purchases. With this increase comes some new obstacles and challenges unfamiliar to those drivers more familiar with operating a traditional GPV. During Committee site visits, a few key issues were observed concerning drivers when interacting with EVCS infrastructure. These are:

Lack of availability: There are many large County operated parking facilities that have **No EVCS for employee or public use**. By 2026, an influx of EVs are expected to impact our streets and those vehicles will inevitably need a place to charge. There will need to be a substantial increase in available chargers to meet the expected growing demand of EVs.¹⁰⁴ Throughout this investigation, the Committee found that at the current rate of EVCS installations **there will not be enough EVCS** to meet local anticipated demand.

This is the shocking story that electrifies this report

At an average of \$15,000 per EVCS installation,¹⁰⁵ only one hundred to one hundred sixty five EVCS spaces can be installed each year using the current funding model. Unless more money is allocated by the County, and or additional state and/or federal grants are used, there will not be enough EVCS available at public and LAC controlled parking facilities. Many of these EV specific grants are extremely competitive, although LA is a top municipality in terms of size and early program adoption, they are competing against cities and even states across the nation. During interviews with an executive at ISD, the Committee found that there is no guarantee grant money will be awarded.¹⁰⁶



Projected EVCS Installation Rates¹⁰⁷

With this shift and transition to a zero emissions future, it is incumbent upon us to prepare for that future in a thoughtful and decisive way, by not only increasing the EV charging infrastructure but rolling out this infrastructure in a thoughtfully, well operated and managed way.

¹⁰⁴ <https://theicct.org/wp-content/uploads/2021/06/LA-charging-infra-feb2021.pdf>

¹⁰⁵ Ibid

¹⁰⁶ Multiple Interviews with ISD Executive.

¹⁰⁷ Chart created by committee members based on interviews with CIT.

In most of the larger County-owned parking facilities, the Committee found that locating EVCS spaces was exceedingly difficult. There is often **no signage directing EV owners to where the EV charging stations are located**. The Committee discovered a glaring lack of signage when visiting numerous County-owned parking facilities.

Installation Problems in County Operated Parking Facilities:

Although the CGJ is operated through the court system, it is administered by the County. The Jury maintains an office in a county-owned building and uses County-owned parking facilities. One of the assigned lots is located at 145 N. Broadway, Los Angeles and is known as Lot 10.

When the Civil Grand Jury convened for the first time to begin their year of service on July 3, 2023, jurors quickly found that within the assigned parking facility, Lot 10, there were no EV ground or wall signs identifying which spaces were designated for electric charging and no signage guiding drivers to the location within the lot to even find the EVCS in the first place. Members of this Committee evaluated Lot 10 as part of a site visit and found a total number of forty one parking spaces were equipped as EVCS.¹⁰⁸ In addition there are no painted directional lines directing the EV user to the EVCS.¹⁰⁹ When speaking to Lot 10 management, the Committee was told that the EVCS had been installed two or three years earlier.¹¹⁰ When contacted, in early September 2023, the ISD Facilities Supervisor of 145 N. Broadway had no firm timelines or real response when asked about an expected timeframe for installation of the appropriate signage.

The Committee created a survey template identifying how effective the EVCS were for EV drivers, and how often the EVCS were misused. Surveys found that without the appropriate signage approximately sixty percent of all vehicles parking in those spots were GPV, twenty percent were EVs that did not engage the charging function, and only ten to twenty percent were used as intended; (EVs plugged in and actually using the station to recharge their battery).¹¹¹ Five months after the beginning of the jury's term, in November 2023, wall signs were installed at about one wall sign for every second or third charging spot. Six months after the CGJ's start, in January 2024, ground signage was finally installed at 145 N. Broadway.¹¹² At this same location the Committee found **four spots marked as EV charging stations with both wall and ground signs but there were no actual charging stations at any of these parking spots**. The actual charging stations had been removed.¹¹³

This facility is not the only place that has these types of issues. Through no real fault of their own, adequate supplemental materials to support EVCS are lacking. Through many of the site visits taken by the Committee, it has been observed that many EVCS are **not adequately marked**. Drivers may have difficulty locating an EVCS designated space either by overlooking its location in the parking facility, or having a non-charging EV or GPV misusing the spot.

¹⁰⁸ Ibid.

¹⁰⁹ Committee Members Site Observation.

¹¹⁰ Interview with official from CIT.

¹¹¹ Committee Template.

¹¹² Committee Members Site Observation.

¹¹³ Committee Members Site Observations

At 8300 S. Vermont, Los Angeles. This location could it took many months for the EVCS to come online so they were available to the public. The Committee noticed that people wanted to use the chargers, but were not able to so. The Committee followed up and was informed that all the charging stations are now working and available for use.¹¹⁴

At 11705 Alameda St. Lynwood. The Committee noticed that there was an entire bank of signs saying “*Reserved Parking - Electric Vehicles Only,*” with NO chargers at any of these parking spaces. The Committee found there should be an additional ten to thirty EVCS installed in the back of the facility where the workers park. The Chargers should be put in the most desirable parking spots to encourage EV adoption. On the roof of the parking structure, the Committee found that there is an entire bank of signs saying EV Parking Only, but there are no EVCSs to be seen. Either install EVCS where the signs are or remove the signs. The idea behind these specific Committee recommendations are to encourage wide-spread EV adoption. Therefore it would be better to have the EVCS closer to the entrance of the parking structure rather than on the roof of the fourth level of the parking structure. However, The Committee realizes that the availability of solar energy might be a consideration for this layout configuration.

The Committee tried on numerous occasions to obtain a firm date when the EVCS were installed, the date when of corresponding EV wall and ground signs were installed. The date the charging stations were up and running and available to the public for charging after installation.¹¹⁵ The Facilities or ISD Managers were not able to provide this information.

Problems for EV users:

The Committee officially visited sixteen county-operated parking facilities during the course of the investigation. Rarely if ever, did the committee see signage directing EV drivers to the location of the EVCS.¹¹⁶ In most lot entrances, there have been observed to be **very little signage or none at all that direct EV drivers to the location of the reserved EVCS spaces.**

In many parking facilities visited by the Committee, it was observed that there may only be one wall sign at every two or three EVCS. It is understandable that drivers get confused or the space’s intended use is ignored. Without proper signage, many GPVs **misused** parking spots reserved as EVCS because those parking spots are generally more convenient for the vehicle owner to park.¹¹⁷ Without proper signage, many EV drivers, like GPV drivers, also use the spaces for convenience only and do not engage in a charging session¹¹⁸.

The EVCS reserved spaces at the Grand Park parking facility where the CGJ and many other LAC employee’s use for parking, were installed approximately three years ago.¹¹⁹ Yet there have been a lack of appropriate, corresponding signage indicating that those specific parking spaces were designated for EVs. The Committee inquired with the Parking Facilities manager over the course

¹¹⁴ Multiple Interviews with ISD Parking Facilities Management.

¹¹⁵ Multiple interviews with ISD’s CIT Management.

¹¹⁶ Committee Members Site Observation.

¹¹⁷ Ibid.

¹¹⁸ Ibid.

¹¹⁹ Committee Members Site Observation.

of five months, but no definitive answers were given.¹²⁰ Before the wall signs were finally installed in November 2023, between sixty to seventy percent of all the cars using EVCS spaces were actually GPVs.¹²¹ At the same time, another ten to twenty percent of the cars occupying the EVCS reserved spaces were EVs, but were not engaging with the charge.¹²² After evaluating the total misuse of EVCS reserved spaces at Grand Park parking facility, the Committee surmised that EV drivers ignore the intended use of these parking spots because it is cheaper to plug in their car at a private or residential charging station.¹²³

Using a non-County EVCS providers other than PowerFlex or Tesla EVCS such as ChargePoint, EV-Go, or Electrify America have proven to be unreliable up to sixty percent of the time.¹²⁴ There is often a lack of specialized service providers, or mechanics, to fix or repair EVCS. Each EVCS provider has its own unique hardware and software that must employ a specific knowledge base; each with its own challenges and issues.¹²⁵ Currently, it is reported that one single County-owned EVCS is vandalized per calendar quarter. However the charging network is up and running about ninety eight percent of the time.¹²⁶

Ground signs have been found to be difficult to read at some parking facilities.¹²⁷ The Committee found many **EV drivers are parking their cars in a Charging spot but not charging their EVs.** At EVCS, when signage is sparse or even lacking completely the committee has found that many ICE vehicles park in EV Charging spots because those parking spots are closer to the exit and generally more desirable than other parking spots in the parking facility.

Currently, it appears that there is no uniform enforcement plan or strategy for the enforcement of the Electric Vehicle Codes C.V.C 21113A, C.V.C 22511 or C.V.C 22511.1 for the EV Charging Spots.

Inadequate Wi-Fi Reception.

EVCS require Wi-Fi reception in order to start a charging session. There are two main causes for weak cell service: distance from the nearest cell tower and a parking facility's building materials (namely concrete).¹²⁸ In some EVCS locations, the Wi-Fi reception is so poor that the driver is unable to start a charging session at all. During the course of the Committee's sixteen site visits, we found that there were far too many EVCS were found to have weak and **inadequate** Wi-Fi reception.

¹²⁰ Interviews with ISD Personnel.

¹²¹ Ibid.

¹²² Committee Members Site Observation.

¹²³ Ibid.

¹²⁴ **See also:**

<https://www.canarymedia.com/articles/ev-charging/ev-chargers-have-a-big-reliability-problem-can-the-government-fix-it>

¹²⁵ Interviews with ISD Personnel

¹²⁶ Ibid.

¹²⁷ Committee Members Site Observation

¹²⁸ <https://www.signalboosters.com/blog/why-commercial-ev-charging-stations-need-reliable-cellular-signal-and-how-to-get-it/>

Each EVCS is connected to a provider's proprietary server through a wireless connection and a EV user's mobile app. If WI-Fi is spotty or weak, the charging session will automatically stop. If a user moves to an area with better reception, the session will resume. This has happened to Committee members on multiple occasions. The *back-and-forth* of EVCS charging sensor malfunctions can become very expensive to the user. ISD says that the systems are set up to reconnect a user within thirty minutes once reception is reestablished, but in reality, and in most cases, this does not happen. For example, when a driver returns to their EV and Wi-Fi has intercepted a full charging session, they are disappointed to learn that their battery is still uncharged. The County's main provider, PowerFlex is supposed to allow the user thirty minutes to let the user get to an area where their Wi-Fi signal is strong and to make the connection.¹²⁹ It doesn't happen in most instances. The Committee was told by various sources that installing a Wi-Fi signal booster can be very expensive. However there are workable options that the County can use.¹³⁰

Boosters appear to be the optimal solution for parking facilities with thick concrete walls or building configurations that discourage strong wireless signals. Adding a wireless connection repeater is a similar suggestion to a booster, as these increase Wi-Fi strength to those areas with poor reception.¹³¹ ISD reports reception booster installation would very expensive to the County. The Department would be willing to complete this install, if the adequate budget was allocated. Currently, there is no money allocated to complete a project of this size.¹³²

EVCS Installation and Record Keeping.

There are numerous factors affecting the time between when an EVCS is slated to be installed, to when it actually is: It takes a long time (about three to four months) once an EVCS is installed for it to become fully functional.¹³³ Factors range from trenching the parking facility's foundation to run electric cables for machinery to considerations of usability like installation of wall and ground signs and implementation of enforcement measures for violators of EV parking code violators.

Several steps need to be taken including installation of the wall and ground signage, enforcement mechanisms need to be created so the owners are aware when they violate EV parking codes.¹³⁴ Through the course of our Committee's investigation, we have found that a lack of accounting and transparency regarding project timelines is severely lacking. Also, we have found that there is issues with being able to track the process of installation has been found. Record keeping for project installation. These metrics are vital to have access to when evaluating improvements to the process of installing the EVCSs. If there is no process nor oversight to track project progress, there

¹²⁹ Ibid.

¹³⁰ ***Our Committee found lower cost options for cell reception boosters and extenders:***

<https://www.signalboosters.com/blog/why-commercial-ev-charging-stations-need-reliable-cellular-signal-and-how-to-get-it/>

¹³¹ <https://www.signalboosters.com/blog/why-commercial-ev-charging-stations-need-reliable-cellular-signal-and-how-to-get-it/>

¹³² Interviews with ISD Personnel.

¹³³ Many Interviews with ISD and CIT.

¹³⁴ Many Interviews with ISD Executive.

is little hope of improving or managing each individual project in a more efficient and cost-effective way.

There are one hundred fifty thousand total parking spaces contained within fourteen hundred parking facilities owned and operated by the County.¹³⁵ The Committee requested a listing from ISD on how many total parking spaces per facility, and how many spaces are EVCS specific. Only about five percent of this information was returned by the end period of our investigation. The Committee. The committee found a large contributor to the poor response requests was due to widespread inadequacies in record keeping. Additionally, there is a lack of historical information regarding County parking facilities.¹³⁶

The committee found there is a **lack of specialized service providers to fix or repair EV-Charging Stations**. The response to repair broken, vandalized chargers or otherwise inoperable EV Chargers seems agonizingly slow.

When the Committee reviewed data collected from site visits, it was revealed that on average, EV drivers rarely engaged with DC Fast Chargers. The most popular system was Level 2 Charging. It was often observed that given the option, DC Fast Charging spaces were largely ignored. DC Fast Charging is generally more expensive than Level 2 Charging and for most EV batteries, frequent use of *Fast Charging* stations increases the rate of battery degradation.¹³⁷ More EVs are equipped to use Level 1 and especially Level 2 charging.¹³⁸

Education for EV Owners and the User Experience

EV owners may not be aware that for each charging station's manufacturer or company (ChargePoint, Powerflex, Tesla, EV-GO, and Electrify America, etc.), a separate registration is required. The EV owner must first download or install the app on their phone, go through an application process, and submit a credit card before the service can be used for that provider. Often a new EV owner may think that to charge their EV all they have to do is plug their car into the charging station. Because we are experiencing a transformational shift in how we power our vehicles education for the EV owner needs to be available and easily accessible.

EVCS Parking Facility Personnel

Parking lot personnel may not be well-versed in the use and functions of EVCS and related EV ordinances. Education is essential for smooth operation. Training of parking facilities managers by ISD is recommended. This training could include: Things to watch out for like broken or damaged signs, peeling QR codes on EVCS parking spaces. EVs misusing spaces by parking in a reserved space without charging their vehicle, GPVs parked in EVCS parking spots. All issues surrounding use, misuse and additional requests should be reported to parking management who in turn report to ISD management for action.

¹³⁵ Ibid.

¹³⁶ Many Interviews with County-controlled Parking Facility Management and Staff and Site Visits.

¹³⁷ <https://www.energy.gov/eere/vehicles/avta-battery-testing-data> *See also:*

<https://www.energy.gov/eere/vehicles/articles/avta-battery-testing-dc-fast-chargings-effects-pev-batteries>

¹³⁸ Ibid

Operability and Service Providers

According to an executive with EES, the operability track record for PowerFlex chargers is 98.5 percent.¹³⁹ Meaning that, if a repair is warranted, the time that a station's service is down and out of commission is typically very short. The committee was unable to substantiate this claim with a second source, but throughout our own investigations, found the claim to generally be true. Further, through inquiries and observations, small. And that the comparison to time that it can be used successfully is about 98.5 percent of the time. The response time for private sector EVCS companies shows a much slower repair response time.¹⁴⁰ *This very slow*¹⁴¹.

The Committee found there is a **lack of specialized service providers to fix or repair EVCS**. In the private sector the response to repair broken, vandalized, or otherwise inoperable EVCS is agonizingly slow. Except for PowerFlex and Tesla's charging stations, most other EVCS providers have units that are inoperable fifty five percent of the time¹⁴²

EVCS Installation

The County's annual budget usually only allocates \$1.2 million to \$2.5 million for installation of new charging stations.¹⁴³ When trenching is required in an existing parking structure, the costs increase dramatically as compared a park, *for example*. As mentioned earlier in this Report, at an average of \$15,000 for each station,¹⁴⁴ only one hundred to one hundred sixty five stations can be installed each year using the current funding model. If more money is allocated or additional state and/or federal grants are received, then LAC can purchase and install more EVCSs. Many of these grants are competitive, so even if the County applies for these grants, there is no guarantee they will be awarded to the County.

ISD's Countywide goal to install fifteen thousand EVCS is in jeopardy. If this trend continues, there will be a serious shortage of public electric car chargers. There are funding issues, infrastructure issues, supply issues, construction issues, and charging issues.

There are many drivers who would be willing to transition from internal combustion engine vehicles such as GPVs and hybrids to EVs if they felt there was an adequate charging infrastructure in place to support their switch. There are inadequate solutions in place for the current and ongoing "Charging Space" problem Countywide.

These are some of the problems you will find with the EV Charging infrastructure in almost any locality. The CGJ EV Charging Committee will address the problems typically associated with EV Charging and will provide LAC that it build out the EV infrastructure with a well coordinate plan and mechanism to address the problems typically associated with EV charging stations. The

¹³⁹ Interviews with CIT and EES Management.

¹⁴⁰ Interview with EES Management.

¹⁴¹ Observation by committee members

¹⁴² <https://www.canarymedia.com/articles/ev-charging/whats-behind-the-epidemic-of-unreliable-ev-chargers#:~:text=The%20next%20most%20common%20cause,with%20the%20utility%20equipment%20that>

¹⁴³ Interview with Internal Services Department (ISD) staff on 9/7/23, October26, 2023, 11/3/23, 12/1/23, and 3/1/24.

¹⁴⁴ Ibid

smooth transition to a greener, cleaner future can be done by not only increasing the charging infrastructure within LAC but also solving the problems associated with the charging stations before they occur. As people see there is an adequate infrastructure in place, more and more people will feel at ease in purchasing an electric vehicle. This will greatly help in the transition to a cleaner future for everyone.

LAC can assist in the transition to a cleaner energy future by:

The Committee recommends immediately increasing the EV charging infrastructure across all County-operated parking facilities. As more EVCS parking spaces are added, more people will be encouraged and confident in transitioning away from a traditional GPV towards the purchase of greener, cleaner EVs. the current rate at which LA County's EVCS infrastructure is being rolled out, doing this *fast enough* to meet or exceed the anticipated demand,¹⁴⁵

To reiterate, LAC owns and operates approximately one hundred fifty thousand parking spaces available for employees as well as the general public.¹⁴⁶ The expected goal for adding EVCS set by ISD and EES project ten percent of these parking spaces, or about fifteen thousand will transition into EV exclusive spaces.¹⁴⁷ The charging units alone can cost between \$750 to \$1500 dollars.¹⁴⁸

There can also be supply issues with certain electrical components. All electric utilities in the United States are experiencing significant delays in receiving switching equipment that will allow for connecting the EVCS to the facility electrical system. The activities related to installing EV chargers include: electrical, conduit, trenching, connectivity, networking, and internet charges.

The Anticipated Growth of EV Widespread Adoption

The 2022 CARB mandate requires that thirty five percent of all new cars sold to be zero-emissions by 2026, sixty eight percent by 2030, and ultimately, by the year 2035, all new cars sold should be zero-emissions compliant. *As a reminder*, it took eight years to sell the first million EVs but fewer than three years to sell the next million. The EEI estimates the next one million EVs will be sold in just one year.¹⁴⁹ When the 2023 Kelley Blue Book report was recently released, vehicle buyers did in fact purchase 1.2 million EVs nationwide!¹⁵⁰

¹⁴⁵ Tom Randall and Bloomberg, "Electric Vehicles Have Gone from 2% to 22% of New Car Sales in California—and the Rest of the U.S. is Tracing the Path", *Fortune*, Sept, 8, 2023, accessed 23 February 2024, <https://fortune.com/2023/09/08/electric-vehicles-new-car-sales-in-california-now-22-percent-rest-us-following-path/>

¹⁴⁶ Ibid

¹⁴⁷ Ibid

¹⁴⁸ Ibid

¹⁴⁹ <https://www.eei.org/en/news/news/all/eei-projects-26-million-electric-vehicles-will-be-on-us-roads-in-2030>

¹⁵⁰ <https://www.coxautoinc.com/market-insights/q4-2023-ev-sales/>

Annual sales of EVs are on track to reach 5.6 million vehicles sold in 2030. Compared to the 2018 forecast projected by EEI, this is an increase of more than 1.8 million in annual sales in 2030¹⁵¹. LA County needs to be ready for this wide scale adoption.

Table 1. Los Angeles charging infrastructure required to reach 40% electric vehicle sales by 2025 and 100% electric vehicle sales by 2030.

	Year	Central case	Intervention case
Number of public, workplace, and DC fast chargers	2019 ^a	2,516	2,516
	2025	14,548	10,365
	2030	49,839	27,293
Electric vehicle stock	2025	387,879	387,879
	2030	1,313,450	1,313,450
Projected future charging compared with 2019	2025	5.8x	4.1x
	2030	19.8x	10.8x
2019 as percentage of future chargers needed	2025	17%	24%
	2030	5%	9%
Annual increase in chargers from 2019 to meet 2025 and 2030 needs	2025	33%	27%
	2030	31%	24%

^a 2019 does not include workplace chargers due to lack of data

By the end of 2019, Los Angeles had installed about five percent of the public and workplace charging infrastructure it needs in 2030. Public chargers would need to increase from about twenty five hundred in 2019 to approximately 50,000 by 2030.¹⁵² This means about twenty times more charging is needed by 2030, which is a 31% annual growth rate.¹⁵³ According to the International Council on Clean Transportation, LA needs significant investment in EV infrastructure. In a 2021 report, researchers put together a table outlining timelines.¹⁵⁴

The smooth transition to a greener, cleaner future can be done by not only increasing the charging infrastructure within LAC but also solving the problems associated with the EVCSs before they occur. As people see there is an adequate infrastructure in place more and more people will feel at

¹⁵¹ <https://www.eei.org/resources-and-media/energy-talk/Articles/2022-06-eei-projects-264-million-electric-vehicles-will-be-on-us-roads-in-2030#:~:text=EEI%20projects%20the%20next%20one,in%20annual%20sales%20in%202030.>

¹⁵² Edison Electric Institute, “EEI Projects 26.4 Million Electric Vehicles Will Be on U.S. Roads in 2030”, June 2022, accessed 21 February, 2024. <https://www.eei.org/resources-and-media/energy-talk/Articles/2022-06-eei-projects-264-million-electric-vehicles-will-be-on-us-roads-in-2030> This consensus forecast is based on four independent forecasts performed by Boston Consulting Group, Deloitte, Guide house, and Wood Mackenzie, as well as analysis from the National Renewable Energy Laboratory.

¹⁵³ Ahn Bui. International Council on Clean Transportation. *Los Angeles Electric Vehicle Charging Infrastructure*. February 4, 2021. (p.16) <https://theicct.org/sites/default/files/publications/LA-charging-infra-feb2021.pdf> (8, May 2024)

¹⁵⁴ Ahn Bui. International Council Clean Transportation. *The Los Angeles Electric Vehicle Charging Infrastructure Needs and Implications for Zero-Emission Area Planning*. White Paper. January 2021. <https://theicct.org/sites/default/files/publications/LA-charging-infra-feb2021.pdf>

ease in purchasing an EV. This will greatly help in the transition to a cleaner, zero-emission future for everyone.

FINDINGS

- 13.1 At the current rate the County of installation, there will not be enough EVCS to meet anticipated demands for sales of EVs over the coming years.
- 13.2 In most entrances to County-owned parking facilities, there are no signs directing EV drivers to where the EVCS parking spaces are located.
- 13.3 The Committee found that throughout the LAC EVCS infrastructure, often the individual EV charging stations are not uniformly or adequately marked.
- 13.4 The Committee has found broken and missing EV wall signs, variations in signage and curled over, missing, or mutilated QR codes at charging stations. In addition, the Committee also found a lack of standardized signage in County parking facilities.
- 13.5 The Committee has found the EV-Only ground signs at some parking facilities to be difficult to read.
- 13.6 The Committee found many EV owners had parked in a EVCS, but were not engaging in charging their vehicle.
- 13.7 At EVCSs, when signage is sparse or even lacking completely, the Committee has found that many ICE vehicles park in EVC charging spots because those parking spots are generally more desirable than other parking spots in the parking facility.
- 13.8 Currently, it appears that there is no uniform enforcement plan or strategy for the enforcement of the Electric Vehicle Codes C.V.C 21113A, C.V.C 22511 or C.V.C 22511.1 for the EV Charging Spots.
- 13.9 Inadequate Wi-Fi reception. Charging stations require Wi-Fi reception in order to start a charging session. In some charging spots the Wi-Fi reception is so poor that the driver is unable to start a charging session.
- 13.10 The Committee found inadequate record keeping and lack of historical information regarding parking facilities.
- 13.11 The Committee found there is a lack of specialized service providers to fix or repair EVCSs. The response to repair broken, vandalized chargers or otherwise inoperable EV Chargers seems agonizingly slow.
- 13.12 The Committee found that people rarely use the DC Fast Chargers. People tend to Level 2 charging rather than DC Fast Charging. Therefore, the DC Fast Chargers should be replaced with Level 2 chargers. More vehicles are equipped to use level 2 charging than DC Fast Charging.
- 13.13 Education for EV Owners. Because we are experiencing a transformational shift in how we power our vehicles, education for the EV owner LAC needs to be available and easily accessible.
- 13.14 Findings at specific parking facilities:
 - a. 8300 S. Vermont Ave. | Los Angeles. During site visits to this location, it appears that this facility could use an additional ten to twenty EVCSs.
 - b. 11705 Alameda St. Lynwood. The Committee noticed that there was an entire bank of signs saying “Reserved Parking - Electric Vehicles Only” with NO

chargers at any of these parking spaces. The Committee found there should be an additional ten to thirty EVCS installed in the back of the facility where the workers park. The Chargers should be put in the most desirable parking spots to encourage EV adoption. On the roof of the parking structure, the Committee found that there is an entire bank of signs saying EV Parking Only, but there are no EVCSs to be seen. Either install EVCSs where the signs are or remove the signs.

This should encourage EV adoption. Therefore it would be better to have the EVCSs closer to the entrance of the parking structure rather than on the roof of the 4th floor of the parking structure. However, the Committee realizes that the availability of solar energy might be a consideration.

- c. 145 N. Broadway, Los Angeles. The Committee found four parking spots marked as EV charging stations with both wall and ground signs. However there were no charging stations at any of these spots.

- 13.15 ISD and LAC Public Works should work together to decide when new or upgraded buildings are being planned and if EVCSs should also be included as part of the plans. This planning could also include building code upgrades, replacing aging electric systems, adding new technology or consideration of EVCS.
- 13.16 Parking lot personnel may not be versed in the operation of the EV Chargers or EV ordinances. Education is essential for the parking lot personnel to ensure a smooth operation for those who drive EVs. The training of parking facilities ISD managers also need to be aware of the potential problems, and parameters by which the parking facilities operates. This training would include watching for broken or damaged signs, watching for peeling or missing QR codes on the EVCSs and replacing them when necessary. It is important that parking personnel look for EVs parked at EVCSs that are not being charged and gas vehicles parked in EV CSs. Personnel should report all problems to parking management who in turn will report the problems to ISD management.

RECOMMENDATIONS

- R13.1a Increase the number of EV Charging Stations at all large parking facilities that currently have less than ten percent of their total parking spaces set up as EV charging stations.
- R13.1b Request that funding from the BOS for the EV Charging Infrastructure be tripled to six million dollars annually at LAC controlled parking facilities.
- R13.2 At the entrance of each large parking facility, install the following signage: “Follow green line to EV Charging Stations” as well as install a green line from each entrance of the parking facilities to charging stations as seen in the (example) photo below:¹⁵⁵



- R13.3 Install an EV-Only sign and paint the ground “EV-Charging Only” at each charging station.
- R13.4 Train parking personnel to regularly monitor EV Charging Stations and report broken or missing signs and missing or problematic QR codes to ISD management.
- R13.5 Refresh EV-Only ground signs when they are difficult to read.
- R13.6 Enforcement policy of EV Only laws needs to be done on a case by case basis. Train parking personnel to recognize that if no EVCS are available, we recommend a paper warning sign be placed under the windshield wiper of the gas powered vehicle stating that their vehicle is in violation of the EV Charging statutes. If an EV is not connected to charging Station, then a similar notice should be placed under the windshield wiper of the EV not charging. *See Appendix 2 and 3 full page layout.*

¹⁵⁵Example provided by Committee member

- R13.7 It is recommended that after paper warning has been placed on a specific vehicle for violation of the EV statute, the next offense should be enforced with a \$100 ticket or that their car be towed or that a boot be placed on the vehicle tire.
- R13.8 ISD management to train parking personnel on parking enforcement protocols.
- R13.9a It is recommended that a Wi-Fi extender (strengthens Wi-Fi signal) be placed in areas where repeated Wi-Fi issues occur. The optimal solution is to install a Wi-Fi booster or repeater to increase Wi-Fi strength to those areas with poor reception
- R13.9b It is recommended that the EV-Optional signs be placed in areas of the weakest Wi-Fi signal for those parking facilities that have reversible signs reading EV-Optional on one side and the 4 hr. limit with the violation codes on the other side.
- R13.9c ISD to examine the feasibility placing Wi-Fi booster or repeater in areas with poor reception.
- R13.10 It is recommended that when a charging project is slated to begin that data be collected and recorded on an excel spread sheet. The following information would facilitate incremental improvements to the installation process:
- Actual start date of EV charger project at (address of location).
 - Actual completion date of installation of charging stations.
 - Actual date the charging stations come online and are available for charging.
 - Actual date when wall signs are installed.
 - Actual date when ground signs are installed.
- R13.11 It is recommended that a contract be established with at least one to three reliable repair contractors so that an independent service provider can respond to a problem if PowerFlex is not able to respond within 48 hours.
- R13.12 It is recommended that all DC fast chargers in publicly accessed parking facilities be removed and replaced Level 2 chargers. The DC Fast Chargers should be used primarily for emergency response electric vehicles, police electric vehicles, public transportation electric vehicles and the LAC Sheriff's electric vehicles.
- R13.13 Education is needed for the EV owner to understand how to use the EVCSs. A QR code could be created for EV owners to provide them with the education that they need to make their EV driving and charging experience seamless and enjoyable.
- R13.14a At 145 N. Broadway Los Angeles (Parking Lot 10, the Committee recommends that either the wall and ground signs be removed or additional chargers be installed to replace the ones that have been removed.
- R13.14b **At 11705 Alameda St.in Lynwood.** Either install EV Chargers where the signs are or remove the signs.
- R13.14c At 8300 S. Vermont, Los Angeles. Install an additional 10-20 EVCS.

- R13.15 ISD and DPW work together to include EVCS when new or upgraded parking facilities are being planned.
- R13.16 Training of parking facilities managers by ISD is recommended. This training would include: Things to watch for like broken or damaged signs, peeling QR codes on EV Chargers, EVs parked at charging stations but not charging their vehicle, gas vehicles parked in EV Charging spots. All problems should be reported to parking management who in turn report to ISD management

COMMENDATIONS

The ISD's EV CIT should be commended for their achievement creating EVCS access countywide using limited resources. They were able to triple the number of EVCS installed for the same yearly budget they were allotted. As a result, of their diligence and proactive measures secured additional state and Federal Grants for EV Charging.¹⁵⁶

We would like to offer our highest praise and commendation to Minh Le, head of the Energy Environmental Services Division and head the EV Charging Infrastructure for LAC. Director Minh Le has always been very responsive to all our phone calls, interviews and questions. He and his team have worked tirelessly to populate the County with high quality charging stations. The County has given him a limited budget to do this work. Because of the diligence and hard work of himself and his team, he has tripled the number of charging stations because, in addition to his budgeted funds, he has applied for and successfully received additional money from state and federal grants to install more charging stations.

In addition, Minh Le and his team has recently signed a \$17M agreement for LAC for thirty six buildings to have solar energy panels to reduce energy costs. The County will buy electricity from the solar company installer which will cost less than if purchased from Southern California Edison.¹⁵⁷

It has been a privilege and an honor to have met and spent time with such a high quality individual. Thank you Minh Le for all you have done and continue to do in behalf of the fellow citizens of the County.

¹⁵⁶ Interview with CIT Management of ISD and Staff on March 1, 2024

¹⁵⁷ Interview with the CIT Manager of ISD

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R13.1 – R13.16	Los Angeles County Board of Supervisors
R13.1 – R13.16	Los Angeles County Chief Executive Office
R13.1 – R13.16	Los Angeles County Internal Services Department
R13.1 – R13.16	Los Angeles County Department of Public Works

COMMITTEE MEMBERS:

Noel G. Larson, Chairperson
Wayne Dodds Co Chair
Christine Elia
Mary Leos-Pacheco
Maureen Smith

APPENDIX 1

Sample Warning Notices

Enforcement:

The purpose of the enforcement strategy is to encourage EV adoption and not necessarily to be heavy handed and penalizing individuals even though there may be many EV charging spaces available.

Warning notices for those parking a gas-powered vehicle in an EV Charging Station should first be given warnings as proposed below. This is a printed sign on 8 1/2 X 11" plain paper to be placed under the windshield wiper of vehicle in violation.

First a warning sign to be placed only the gas-powered vehicles parking in EV-Only Charging spaces. In large parking facilities there is an easy solution to keeping track of the vehicles at EV Charging spots but not charging.

**APPENDIX 2: SAMPLE SIGN FOR GAS-POWERED VEHICLES
PARKED IN EVCS SPACES**

WARNING!

EV PARKING ONLY

THIS SPACE DESIGNATED FOR CHARGING VEHICLES

(As per Los Angeles C.V.C. 21113A, 22511, 22511.1)

YES!



FIRST WARNING!

**Your license plate number
has been recorded.
Subsequent use of EV
designated charging spaces
may result in your vehicle
being towed away or booted
at your own expense.**

NO!



**APPENDIX 3: SAMPLE SIGN FOR ELECTRIC VEHICLES
PARKED BUT NOT ENGAGED IN CHARGING**



FIRST WARNING! This space is only to be used
when an EV is plugged into the provided power source. This
vehicle is currently in violation and should be moved to a
different, unreserved spot.

Your license plate number has been recorded.
Subsequent misuse of an EV parking space may result in
your vehicle being towed away or booted at your own
expense.



APPENDIX 4: THIRD STEP FOR EVCS PARKING ENFORCEMENT

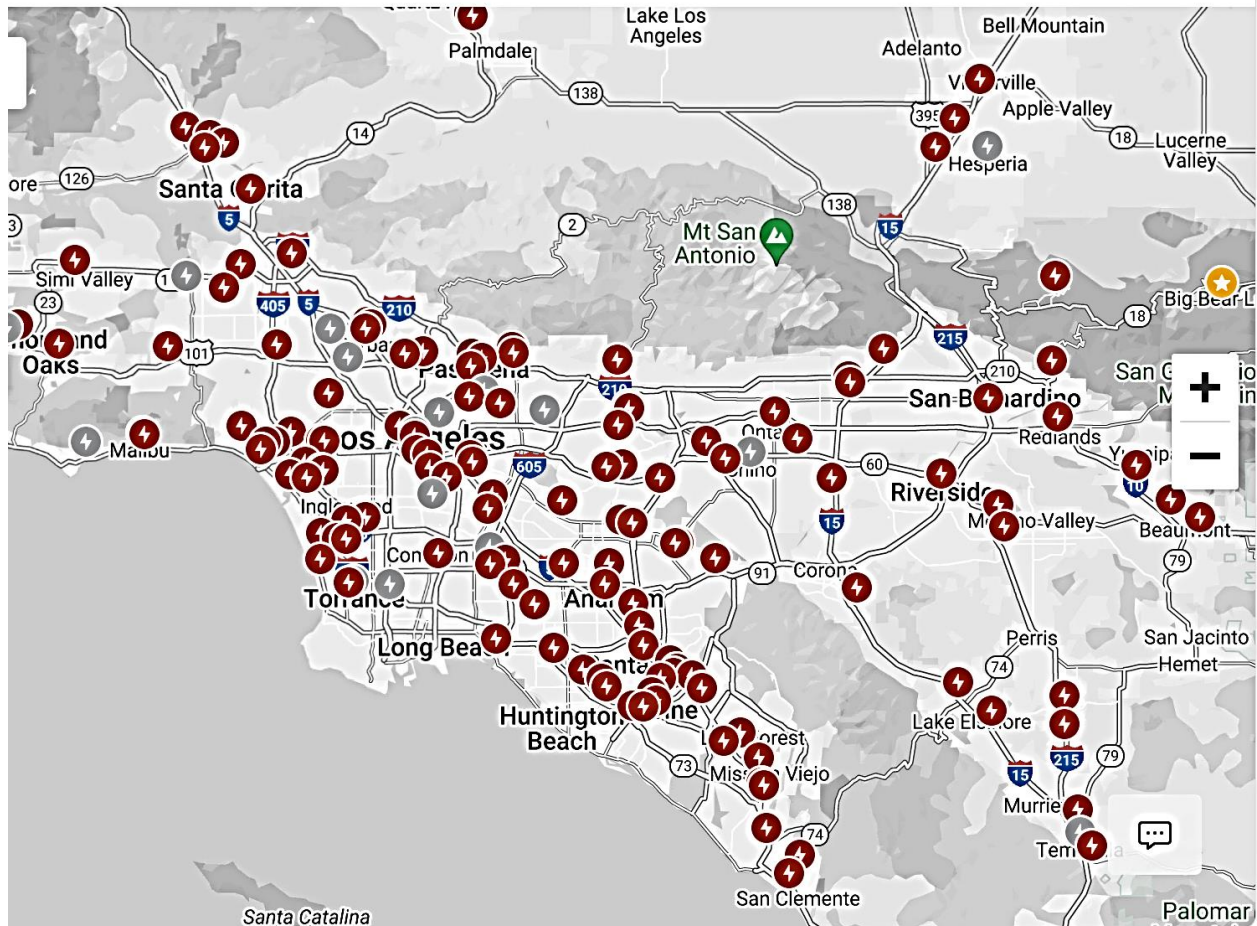
Step 3 of enforcement: Remember, that the goal of taking each step of the enforcement process is to encourage the adoption of EV's and provide a support system of chargers that work for those individuals that wish to charge their vehicles. If at this stage of enforcement there are still not enough charging spaces to satisfy the demand than (several days should have elapsed between step 1 of enforcement, step 2 of enforcement) then a move should be taken for the enforcement of A 4 hour limit the time limits of charging. If after a vehicle has been parked for more than the 4 hour limit can be regulated by placing a penalty on the vehicle that has exceeded the 4 hour limit (i.e. a \$2.00 charge is made for every 15 min. the vehicle has exceeded the 4 hr. charging time limit until the vehicle has moved to a non-charging parking space.

31.6. Currently there is **no enforcement plan or strategy** for the enforcement of the Electric Vehicle Codes C.V.C. 21113A/ C.V.C. 22511 & C.V.C. 22511.1 for the EV Charging spots.

Step 4 of enforcement could be to give vehicles in violation of the above vehicle codes a ticket that would impose upon the violator a \$100 parking penalty for violation of the above codes. Now please keep in mind that the overall goal is to encourage EV adoption. There needs to be a consistent lack of charging spaces in order for this step to be taken. Parking personnel need to be trained on the policies and the overall goals in these recommendations. It's up the managers of the various Parking Facilities to train Parking Personnel and see that the overall plan is implemented in a consistent and fair way. The goal is to see that there are always at least a few EV charging spots available so that if someone has an EV and want to charge it, they will be able to Charge their vehicle. There should be no impunity in exercising the options to impose penalties.

APPENDIX 5: MAPS

Tesla Superchargers in LA County¹⁵⁸



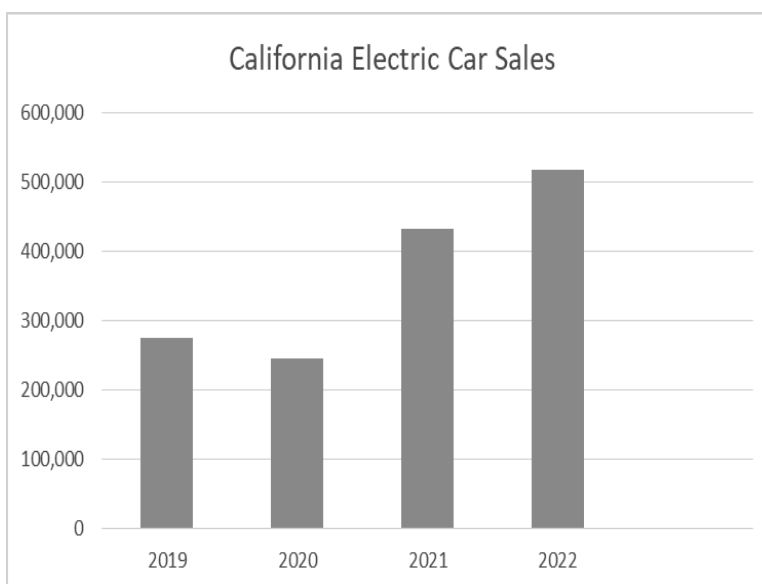
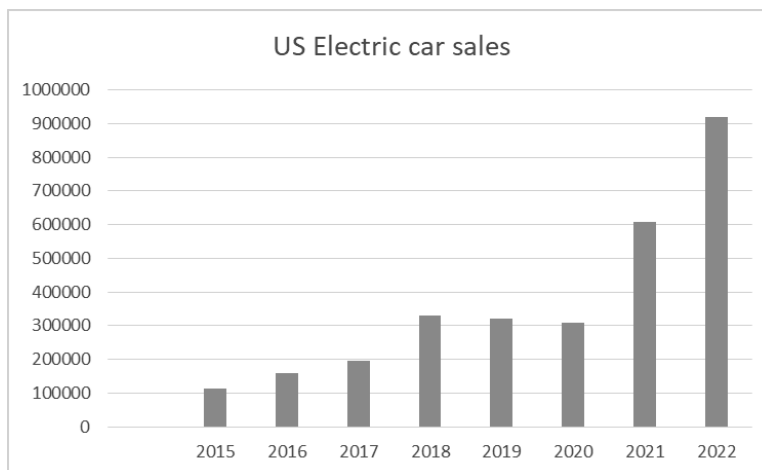
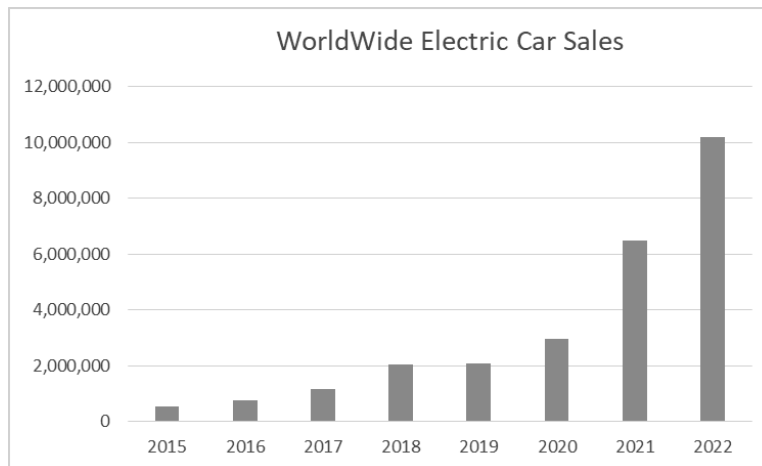
Tesla Destination Chargers in LA County

¹⁵⁸ <https://www.tesla.com/findus?v=2&bounds=57.34902988734366%2C-45.125977750000004%2C16.844462848957146%2C-153.40722775&zoom=4&filters=store%2Cservice%2Csupercharger%2Cdestination%20charger%2Cbodyshop%2Cparty%2Cself%20serve%20demo%20drive>

<https://driver.chargepoint.com/mapCenter/34.03249402089213/-118.7001246471763/0.07104711111111111>



APPENDIX 7: ELECTRIC CAR SALES



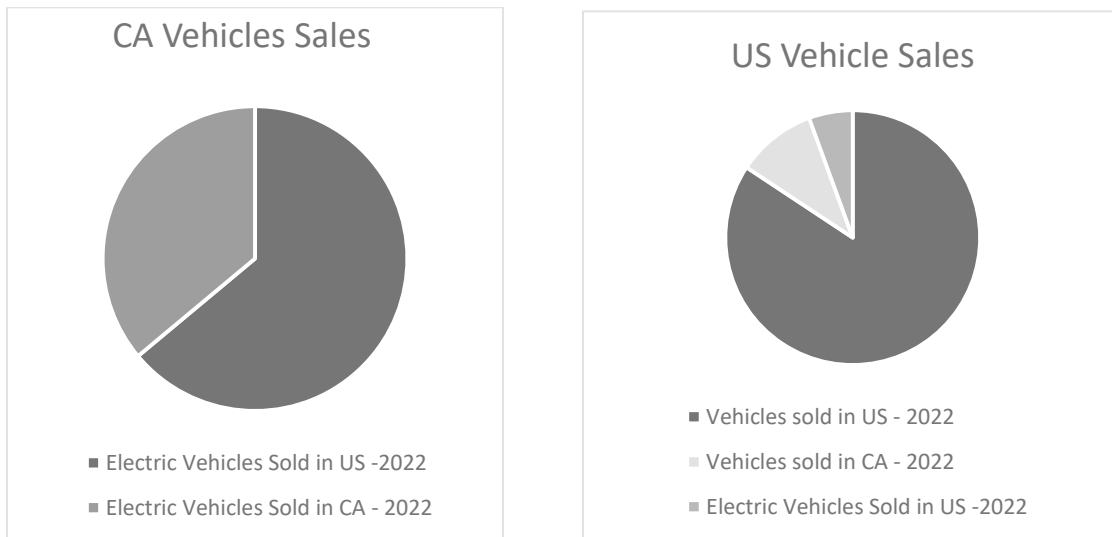
APPENDIX 8: CHART OF CAR SALES

World Wide Electric Car Sales	US Car Sales	Year	US Electric car sales		CA electric car sales
550,000	7,530,000	2015	113,900		
750,000	6,880,000	2016	159,620		
1,180,000	6,090,000	2017	195,680		
2,050,000	5,310,000	2018	330,950		
2,080,000	4,720,000	2019	319,610	2019	276,000
2,970,000	3,400,000	2020	307,590	2020	245,000
6,500,000	3,350,000	2021	607,500	2021	433,000
10,200,000	2,860,000	2022	918,500	2022	518,000

Global plug-in electric light vehicle sales | Statista

U.S.: car sales per year 1951-2022 | Statista

APPENDIX 8: CHART OF CAR SALES (Continued)



www.statista.com/topics/4421/the-us-electric-vehicle-industry/ www.statista.com/statistics/1155586/california-new-light-vehicle-registrations

www.statista.com/statistics/199983/us-vehicle-sales-since-1951/

Vehicles sold in US - 2022	13,900,000
Vehicles sold in CA - 2022	1,670,000
Electric Vehicles Sold in US - 2022	918,500
Electric Vehicles Sold in CA - 2022	518,000

% Electric Vehicle Sales in CA of New Light Duty Vehicle Sales	31%
% of Electric Vehicle Sales in CA of US Electric Vehicle Sales	56%

APPENDIX 9: Los Angeles County Parking Locations

SOURCE: Electric Vehicles and Charging Stations | ISD (lacounty.gov)
<https://isd.lacounty.gov/electric-vehicles-and-charging-stations/>

Building Name	Address	City	# of Parking Places	Level 2 Chargers	DCF C
Probation HQ	9150 Imperial HWY	Downey		41	0
Walt Disney Parking Garage	111 S. Grand	Los Angeles	2198	40	3
Parking Structure 10	145 N. Broadway	Los Angeles	639	41	3
DHS	313 Figueroa	Los Angeles	755	46	3
Performing Arts Center	135 N. Grand	Los Angeles	1432	52	3
Lot 18	140 N. Grand	Los Angeles	976	20	0
Men's Central Jail	498 Bauchet	Los Angeles	964	5	0
ISD Fleet Services	1055 N. Alameda	Los Angeles		4	4
USC Medical Facility	1242 N. Mission	Los Angeles		10	0
USC Medical Facility	1900 Zonal	Los Angeles		8	0
Library HQ	7400 Imperial HWY	Los Angeles		10	0
DPW Central Yard	1537 Alcazar	Los Angeles		8	0
USC Medical Facility	1081 Britannia	Los Angeles		9	0
ISD Craft Shop	9230 Imperial HWY	Downey		10	0
MLK Hospital	1670 E 120th	Los Angeles		2	0
MLK Hospital	1770 E 120th	Los Angeles		37	0
MLK Hospital	1670 E 120th	Los Angeles		70	0
Century Sheriff Station	11703 Alameda	Lynwood		2	0
DPW Imperial Yard	5525 East Imperial HWY	South Gate		6	0

Building Name	Address	City	# of Parking Places	Level 2 Chargers	DCF C
DCFS Vermont	8300 S. Vermont	Los Angeles		20	0
DPR Whittier Aquatics	8028 Pioneer	Whittier		6	0
Rancho Los Amigos Harriman Bldg	7601 Imperial HWY	Downey		2	0
Rancho Los Amigos	7601 Imperial HWY	Downey		25	0
Registrar Recorder	12400 Imperial HWY	Downey		0	3
Harbor UCLA Medical Center	1000 W. Carson	Torrance		7	0
Harbor UCLA Medical Center	1000 W. Carson	Torrance		24	0
Carson Library	151 E. Carson	Carson		4	0
Assessor Signal Hill Office	1403 E. Willow	Signal Hill		20	0
Lomita Sheriff	26123 Narbonne	Lomita		4	0
Natural History Museum	900 Exposition	Los Angeles		40	0
Probation Vermont	3965 S. Vermont	Los Angeles		6	0
Kenneth Hahn Recreation Area Visitor Center	4100 S. La Cienega	Los Angeles		4	0
Pitchess Detention Center EVOC	29320 The Old Road	Castaic		2	0
Pitchess Detention Center	29320 The Old Road	Castaic		6	0
DBH Lot 77	13575 Mindonao Way	Marina Del Rey		3	0
DBH Admin	13851 Fiji Way	Marina Del Rey		10	0
Walnut Sheriff	21695 Valley Blvd	Walnut		2	0
San Dimas Sheriff	270 S. Walnut	San Dimas		5	0
DPH Burbank	1101 W. Magnolia	Burbank		1	0
La Cresenta Sheriff	4554 Briggs	La Cresenta		2	0
DHS Olive View Center	14445 Olive View	Sylmar		14	0
Lost Hills Sheriff	27070 Agoura	Agoura Hills		6	0
Santa Clarita Sheriff	23470 Magic Mountain Parkway	Santa Clarita		2	0

Building Name	Address	City	# of Parking Places	Level 2 Chargers	DCF C
LA County Museum of Art (LACMA)	5905 Wilshire	Los Angeles		50	0
DCFS ZEV Family Support	7555 Van Nuys Blvd	Van Nuys		7	0
Topanga Library	122 N Topanga Canyon Blvd	Topanga		2	0
Santa Clarita Sheriff Golden Valley	26201 Golden Valley	Santa Clarita		12	0
West Hollywood Sheriff	780 N San Vicente	West Hollywood		2	0
Arboretum	301 N. Baldwin	Arcadia		3	0
DPH Environmental HQ	5050 Commerce	Baldwin Park		26	0
DPR Regional HQ	265 Cloverleaf	Baldwin Park		10	0
Norwood Library	4550 N. Peck Rd	El Monte		9	0
Temple City Sheriff	8838 Las Tunas	Temple City		2	0
Department of Public Works	900 S. Fremont	Alhambra		46	0
ISD HQ	1100 N. Eastern	Los Angeles		31	0
Fire Communication	1320 N. Eastern	Los Angeles		6	0
ISD Telecommunications	1110 N. Eastern	Los Angeles		6	0
ISD Shops	1104 N. Eastern	Los Angeles		15	0
Acton Library	33792 Crown Valley Parkway	Acton		10	0
Sheriff Bizcaluz Training Center	1060 N Eastern	Los Angeles		20	0
Sheriff Sherman Block Station	4700 Ramona	Monterrey Park		2	0
Alameda Garage	721` N. Spring St.	Los Angeles	308	37	0
Adams & Grand	318 W. Adams Blvd.	Los Angeles	1146	2	0

APPENDIX 10: Electric Vehicle Myths

Electric Vehicle Myths | US EPA <https://www.epa.gov/greenvehicles/electric-vehicle-myths>

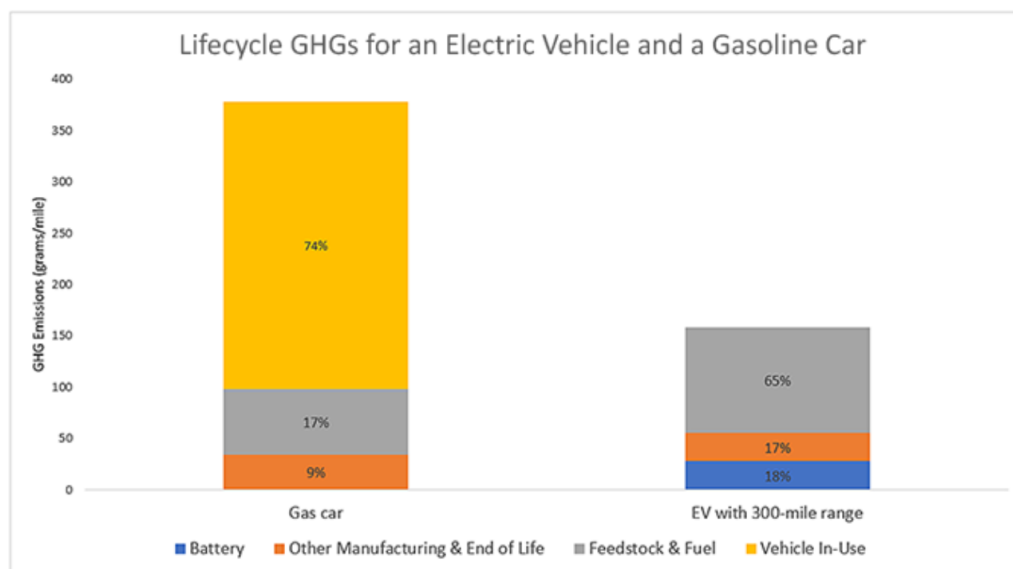
ELECTRIC VEHICLE MYTHS

Myth #1: Electric vehicles are worse for the climate than gasoline cars because of power plant emissions.

FACT: Electric vehicles typically have a smaller carbon footprint than gasoline cars, even when accounting for the electricity used for charging.

Myth #2: Electric vehicles are worse for the climate than gasoline cars because of battery manufacturing.

FACT: The greenhouse gas emissions associated with an electric vehicle over its lifetime are typically lower than those from an average gasoline-powered vehicle, even when accounting for manufacturing.



Myth #3: The increase in electric vehicles entering the market will collapse the U.S. power grid.

FACT: Electric vehicles have charging strategies that can prevent overloading the grid, and, in some cases, support grid reliability. This is because EVs can be charged at off-peak hours.

Myth #4: There is nowhere to charge.

FACT: Electric vehicles can be plugged into the same type of outlet as your toaster! When you need to charge while on the road, you'll find over 51,000 stations in the U.S. available to the public. Many governmental agencies are installing EV Chargers as are many commercial enterprises such as ChargePoint, Tesla, and PowerFlex.

Myth #5: Electric vehicles don't have enough range to handle daily travel demands.

FACT: Electric vehicle range is more than enough for typical daily use in the U.S. In fact, most EV models have a range in excess of 200 miles on a single charge.

Myth #6: Electric vehicles only come as sedans.

FACT: Electric vehicles now come in a variety of shapes and sizes. EV now come in sedan, SUV, and light duty trucks. All major automobile companies now make EVs.

Myth #7: Electric vehicles are not as safe as comparable gasoline vehicles.

FACT: Electric vehicles must meet the same safety standards as conventional vehicles.

ARTISTS AND CIVIC PLACEMAKING
Creative Strategists Supporting Non-Arts Government Functions



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

ARDI	Anti-Racism Diversity Initiative
BOS	Board of Supervisors, Executive Office
CEII	Cultural Equity and Inclusion Initiative (2017)
CEO	Executive Office, Chief Executive Officer
DA&C	Department of Arts & Culture
DHR	Department of Human Resources
DMH	Department of Mental Health
DPH	Department of Public Health
DPW	Department of Public Works
GRP	Gross Regional Product
LACAC	Los Angeles County Arts Commission
LASD	Los Angeles Sheriff Department
MAPP	Management Appraisal Performance Plan (Evaluation)
OIA	Office of Immigrant Affairs
PALA	Purposeful Aging in Los Angeles (Report)

EXECUTIVE SUMMARY

In 2021 the gross regional product (GRP) of Los Angeles County (LA/County) was approximately \$828.4 billion¹. LA's economy is larger than any other county in the United States.² If our County was a country, its economy would be the twentieth largest in the world.³ LA's creative economy accounted for \$277.4 billion, or one-third, of the County's economic output.⁴ For a sense of magnitude, the County's *creative economy* on its own is more than \$40 billion larger than the *entire economic output* of Connecticut.⁵ LA has been called, "America's artist super city,"⁶ and is home to more working artists than any other major metropolitan area in the United States.⁷ Is it any wonder that the County's Board of Supervisors (BOS/Board/Supervisors) would be determined to harness all forces comprising the County's creative economy for our benefit?

But those numbers are as dry as James Bond's martini.

The BOS's ambition is bigger than any story those numbers tell. The public record, by word and action, makes clear that our leaders are attempting to transform the County government's culture by suffusing the many arts and diverse cultures within the County into every aspect of civic life.^{8, 9, 10}

¹ Otis College of Art & Design, Creative Economy, 2023 Otis Report on The Creative Economy, February 2023. <https://tinyurl.com/2pyey594> (Accessed May 6, 2024)

² US Dept. of Commerce. Bureau of Economic Analysis. News. *Gross Domestic Product County 2020*. 2021. <https://www.bea.gov/news/2021gross-domestic-product-county-2020>

³ World Meters. GDP by County. https://www.worldmeters.info/gdp/gdp-by-county/#google_vignette

⁴ Otis College report Creative Economy

⁵ <https://www.bea.gov/sites/default/files/2021-12/lagdp1221.pdf>

⁶ Ana Markusen. Center for Cultural Innovation, Department of Cultural Affairs, City of Los Angeles, and the James Irvine Foundation. *Los Angeles: America's Artist Super City*. 2010
https://www.cciarts.org/Library/docs/LAProject_Report.pdf

⁷ *Countywide Cultural Policy Strategic Plan* (October 20, 2020), p. 8;

https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf

⁸ Los Angeles County Board of Supervisors Policy Manual, 3.180

https://www.lacountyarts.org/sites/default/files/cultural_policy_final.pdf, Exhibit 1

⁹ Board Motion, *Improving Leadership, Work Force, Programming and Audience Diversity in Los Angeles County Cultural Institutions* (Nov. 10, 2015) <https://www.lacountyarts.org/sites/default/files/20151110-resolution-diversityinthearts.pdf>; *County of Los Angeles 2016-2021 Strategic Plan: Creating Connections: People, Communities, Government* (April 2016)

(https://file.lacounty.gov/SDSInter/bos/commissionpublications/report/1027049_StrategicPlan_2016_2021.pdf ; *Cultural Equity and Inclusion Initiative (CEII) Final Report: Strengthening Diversity, Equity and Inclusion in the Arts and Culture Sector for All Los Angeles County Residents* (April 4, 2017)

https://www.lacountyarts.org/sites/default/files/pdfs/lacac17_ceiireport_final.pdf ; Board Motion, AGN. No. 2D-1 (June 26, 2017) *Los Angeles County Cultural Equity and Inclusion Initiative*; Board Motion, AGN. No. 2D-6 (June 26, 2017) *Placement of Cross-Sector Artists within County Departments*; Los Angeles County Arts Commission transitions into Los Angeles County Department of Arts & Culture (July 1, 2019)

<https://www.lacountyarts.org/article/la-county-arts-commission-transitions-first-official-la-county-department-arts-and-culture>

¹⁰ Los Angeles County Board of Supervisors Policy Manual, 3.180

https://www.lacountyarts.org/sites/default/files/cultural_policy_final.pdf, Exhibit 1, p. 3, Sec. 2(a) ("Foster cross-sector and interdepartmental collaboration to leverage arts and culture as a County strategy to support positive outcomes across every sector of civic life . . .")

The BOS articulated a grand vision; and supported that vision with a grand design.¹¹ Their intent was “to go beyond conversation to actionable strategies.”¹² One of the policy tools adopted by the BOS was the cross-sector/Creative Strategist program.¹³ A vehicle for *turning words into action*. As importantly, it is central to developing interconnectivity between all government functions, which is at the heart of the County’s Cultural Policy.

A Creative Strategist is an artist, arts administrator, or other creative leader within the local arts ecology, who:

“Apply their artistic practice and creative problem-solving skills to develop and implement artist-driven solutions to complex social challenges faced by County departments, introduce new methods and practices to engage with internal and external stakeholders, and support articulated departmental goals.”¹⁴

They are not meant to maximize the branding of a department or their marketing capabilities -- there are already graphic designers and advertisers to do that work. Creative Strategists reframe how staff interacts with civil service processes and how to integrate new modes of public engagement. The Creative Strategist program embeds local artists into County departments for up to three-year terms, which allows them to respond and adapt to changing circumstances.¹⁵ This is not to be confused with third-party consultants, whose work is fixed when their report is completed.

What is most misunderstood about the Creative Strategist program is that it is *process-oriented* to support non-arts government functions. The relevant key words repeated throughout the literature are: “process,” “support,” and “non-art government function.” Think verbs, not nouns. The program is on offer to all County departments and, if properly supported, smaller municipal jurisdictions within the County.¹⁶

So, in approximately 2015, there were big ideas, big plans, big aspirations being talked about throughout County government; heady times; nonetheless. The BOS took a prudent, measured course of action, when two years later they began rolling out its new vision for how the County

¹¹ Los Angeles County Board of Supervisors Policy Manual, 3.180
https://www.lacountyarts.org/sites/default/files/cultural_policy_final.pdf, Exhibit 1; Countywide Cultural Policy Strategic Plan https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf

¹² *Ibid.* FN 7, Board Motion, AGN. No. 2D-1 (June 26, 2017) *Los Angeles County Cultural Equity and Inclusion Initiative* (p. 3).

¹³ Los Angeles County Department of Arts & Culture, Creative Strategist Program
<https://www.lacountyarts.org/experiences/creative-strategist-program>

¹⁴ DA&C Internal Document.

¹⁵ *This explanation is a summation of extensive interviews, correspondence and literature surrounding the Strategist Program over the course of the program’s lifetime. The Pilot set a one year goal, which was fast found to be an inadequate amount of time. DA&C has been advocating for a two year minimum in many reports concerning program length. A Creative Strategist needs a minimum of one year to acclimate and fully embed into a Department. Project lengths have typically been a minimum of one year but artists and support staff all report that better quality work can be completed with a two year residency. See also:*

Countywide Cultural Policy Strategic Plan (October 20, 2020), (p. 8)
https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf

¹⁶ *Ibid.*, Strategy 15 (p.31)

would operate. Although thirteen recommendations had been presented to the BOS, through the groundbreaking Cultural Equity Inclusion Initiative (CEII) report, the BOS initially adopted funding for only four, and then a fifth by separate motion on June 26, 2017.¹⁷ They chose to phase in funding for the remaining eight recommendations as they recognized that repurposing the cultural policy of the County would take place over years, not overnight.¹⁸ Thus, although dressing the policy in fabulously tailored attire, the BOS paired it with sensible shoes for the long walk forward of integrating that policy though “every aspect of civic life.”

The Los Angeles County Arts Commission (LACAC) was upgraded in 2018 to become the Los Angeles County Department of Arts & Culture (DA&C). At the time, the Creative Strategist program was swinging into action. The pilot program took on projects for the Department of Public Works/Vision Zero related to traffic safety; the Registrar and Records’ voting outreach project; LA County Library programming, tool kits for the Department of Mental Health; the Office of Violence Prevention; and supporting DA&C’s Human Resources Equity Summit.¹⁹ CEII projected that the Creative Strategist program could have engaged over thirty artists-in-residence by the sixth year of implementation.²⁰ Much was learned from these engagements for which the DA&C published a report.²¹ However, all of this burst of action slowed to a crawl when the world fell victim to the SARS-COVID-19 (COVID) virus.

Due to the COVID pandemic, the BOS made necessary decisions resulting in many cutbacks throughout the County’s departmental budgets.²² The number of creative strategists was scaled back to *one* as part of those budget cuts.²³ Since then, the Creative Strategist program has not been fully staffed or funded as intended. It operates below its *intended* capacity. If funded and staffed, a robust potential for the Creative Strategist program remains. This was recognized by the BOS,

¹⁷ Cultural Equity and Inclusion Initiative (CEII) Final Report: Strengthening Diversity, Equity and Inclusion in the Arts and Culture Sector for All Los Angeles County Residents (April 4, 2017)

https://www.lacountyarts.org/sites/default/files/pdfs/lacac17_ceiireport_final.pdf ; Board Motion, AGN. No. 2D-1 (June 26, 2017) *Los Angeles County Cultural Equity and Inclusion Initiative*; Board Motion, AGN. No. 2D-6 (June 26, 2017) *Placement of Cross-Sector Artists within County Departments*

¹⁸ Board Motion, AGN. No. 2D-6 (June 26, 2017) *Placement of Cross-Sector Artists within County Departments*, (p.3).

¹⁹ Department of Arts & Culture. Experiences. *Creative Strategist Program*. 2024

<https://www.lacountyarts.org/experiences/creative-strategist-program> (Accessed April 19, 2024)

²⁰ Department of Arts & Culture, LA County Arts Report: Cultural Equity & Inclusion Initiative, April 2017.

https://www.lacountyarts.org/sites/default/files/pdfs/lacac17_ceiireport_final.pdf (Last Accessed March 26, 2024)

²¹ Department of Arts & Culture. *Creative Strategist Program Evaluation*. December 2021. (December 2021)

²² LA County. CEO. Recommended Adjustments to the 2020-21 Recommended County Budget to Reflect to Reflect Various Changes and Authorization to Execute Funding Agreements (ALL DISTRICTS AFFECTED) (3-VOTES). June 29, 2020. (p. 19, 72)

https://file.lacounty.gov/sdsinter/bos/supdocs/146365.pdf?utm_content=&utm_medium=email&utm_name=&utm_source=govdelivery&utm_term= *See also:*

Libby Denkman. LAist. LA County Supervisors Approve Downsized Budget: No Department Is Spared From Cuts And Layoffs. June 30, 2020. <https://laist.com/news/la-county-supervisors-budget-cuts-layoffs-pandemic> (Accessed on May 7, 2020)

²³ Multiple Interviews with DA&C staff.

when reaffirming the Creative Strategist program through the adoption of the Countywide Cultural Policy Strategic Plan (“Strategic Plan”) in 2022.²⁴

The program remains underutilized. It is time to move beyond this current stasis; the program needs more support. Without staffing and funding *that anticipates future demand and expectations*, the Creative Strategist program cannot be the envisioned dynamic catalyst for problem solving. It will continue to be a series of one-off projects directed by individual Supervisorial Districts. A Creative Strategist cannot be *limited* to special projects. These artists are positioned to ensure their work is making a countywide impact. Bringing on a creative strategist to support just one District’s work is not feasible for the program to thrive. Departments themselves should be internally funding the Creative Strategist program. The BOS has expressly directed them to do so as stated in the Cultural Policy.²⁵ Departments need to redouble efforts to learn what the program is designed to do and to rethink how their departments are to operate to effect the change the BOS has designed through the Cultural Policy. With that said, this Report advocates that the Creative Strategist program:

Needs to be shaken, not stirred.

Once shaken and its momentum back in force, the Creative Strategist program can better serve its purpose to enrich the County’s civic life. This results from greater equity, celebrated diversity and more welcoming inclusion. Pursuing these goals honors the dynamic contribution by the multicultural groups and residents within the County. As an *arts super city* our creative culture spreads widely throughout the world. It should continue to do so for both the benefit of us and the world.



²⁴ https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf

²⁵ Los Angeles County Board of Supervisors Policy Manual, 3.180
https://www.lacountyarts.org/sites/default/files/cultural_policy_final.pdf.

BACKGROUND

“While Los Angeles County has invested in arts and culture for more than a century, there are concerns that all County residents do not have equal and meaningful access to the arts and the benefits they provide.”²⁶

The Background section of this report outlines the arts economy and role of the artist in the County. There will be a brief mention of the history of the DA&C; it will touch on its origins, and recent transition from the longstanding LACAC into a fully-fledged department, and what that means for countywide administrations of arts and cultural programming. It will provide an overview of the CEII (2017), the consequences of the COVID pandemic (2020), the Countywide Cultural Policy (2020)²⁷, the DA&C’s Cultural Policy’s Strategic Plan (2022); and how the Department is faring thus far.

THE CREATIVE ECONOMY

The County’s support for the local creative economy started more than seventy years ago, as a special publicity fund meant to promote music performance.²⁸ This developed into the LACAC, a powerhouse facilitator for arts and culture. As a Commission, there were limits in their abilities to execute ambitious, long-term goals.^{29, 30} After officially establishing a Department in 2018, the reach and creative potential is exponential.

Over the past decade, the arts and related creative industries are a substantial economic force, contributing 4.4 percent of the American gross domestic product. This is greater than individual percentage contributions of construction, transportation, mining and agriculture (and adding \$1.02 trillion to the nation's economy in 2021).³¹

It’s been estimated that the County’s creative economy was responsible for a total gross regional product impact (GRPI) of \$687 billion in 2020 – roughly 23 percent of California’s GRP.³² Prior to the pandemic in 2020, ten million people visited County supported arts institutions.³³ The five

²⁶ Department of Arts & Culture, LA County Arts Report: Cultural Equity & Inclusion Initiative, April 2017. (p. 7) https://www.lacountyarts.org/sites/default/files/pdfs/lacac17_ceiireport_final.pdf (Last Accessed March 26, 2024)

²⁷ Developed directly from Recommendation 1 of the Initiative

²⁸ Los Angeles County Arts & Culture, 75 Years of LA County Arts. 2022. (p.15) https://www.lacountyarts.org/sites/default/files/lacac_timeline_final_upd.pdf (Accessed April 12, 2024)

²⁹ Los Angeles County, California - Code of Ordinances Title 3 - ADVISORY COMMISSIONS AND COMMITTEES. Chapter 3.38 - LOS ANGELES COUNTY ARTS COMMISSION https://library.municode.com/ca/los_angeles_county/codes/code_of_ordinances?nodeId=TIT3ADCOCO_CH3.38L_OANCOARCO

³⁰ Many interviews with current and former staff from DA&C and LACAC.

³¹ National Assembly of State Arts Agencies. The Arts and Culture Contribution to Economic Recovery Report. *Arts and Creativity Drive Economies and Build Resilience, Key Findings*. 2024. <https://nasaa-arts.org/wp-content/uploads/2024/03/2024-Key-Findings-Arts-Creativity-Drive-Economies.pdf> (Accessed April 5, 2024)

³² Otis College of Art and Design. The 2022 Otis College Report on the Creative Economy Details Post-COVID Impact and Recovery. <https://www.otis.edu/news/2022-otis-college-report-creative-economy> (Accessed May 6, 2024)

³³ Ibid.

hundred arts nonprofit organizations in the County reported 13.5 million annual visitors.³⁴ As one local arts and culture official remarked to us;³⁵

“The biggest complaint I get is that our city’s residents want more art!”

The creative economy enables artists to turn their passions and talents into sustainable career paths that can result in more enjoyable, vibrant lives. Promoting entrepreneurship and self-employment in the community gives creative workers more agency over how they want to earn an income, leading to increased job creation and wider economic growth.³⁶ There is an undeniable wealth of artistic resources at our disposal.³⁷

The BOS understood this and resolved to harness the power of arts and creativity as an effective avenue in our local cultural ecology.

Employment by Creative Economy Sector in Los Angeles County

2021

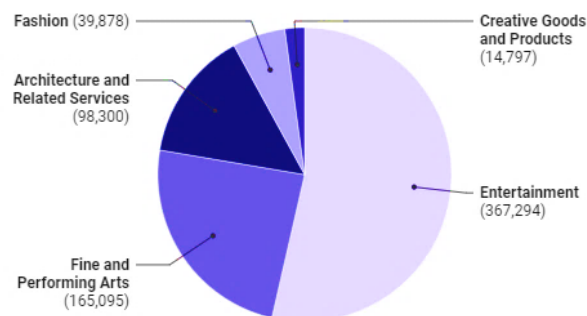


Chart: CVL Economics, LLC; 2023 Otis College Report on the Creative Economy • Source: U.S. Bureau of Labor Statistics Quarterly Census on Employment and Wages; U.S. Census American Community Survey; BEA Local Area Income. • [Get the data](#) • Created with [Datawrapper](#)

Creative Economy Employment in Los Angeles County

2021

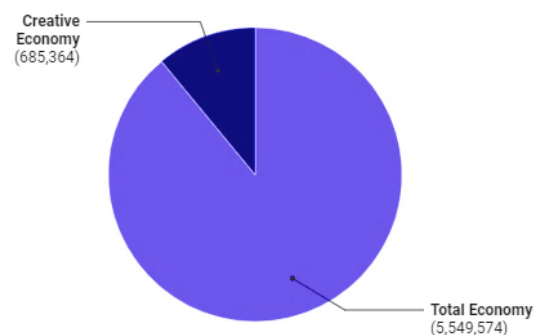


Chart: CVL Economics, LLC; 2023 Otis College Report on the Creative Economy • Source: U.S. Bureau of Labor Statistics Quarterly Census on Employment and Wages; U.S. Census American Community Survey. • Created with [Datawrapper](#)

³⁴ Otis College of Art and Design. The 2022 Otis College Report on the Creative Economy Details Post-COVID Impact and Recovery. 2022. <https://www.otis.edu/news/2022-otis-college-report-creative-economy> (Accessed May 6, 2024)

³⁵ Many interviews with DA&C staff and LACAC.

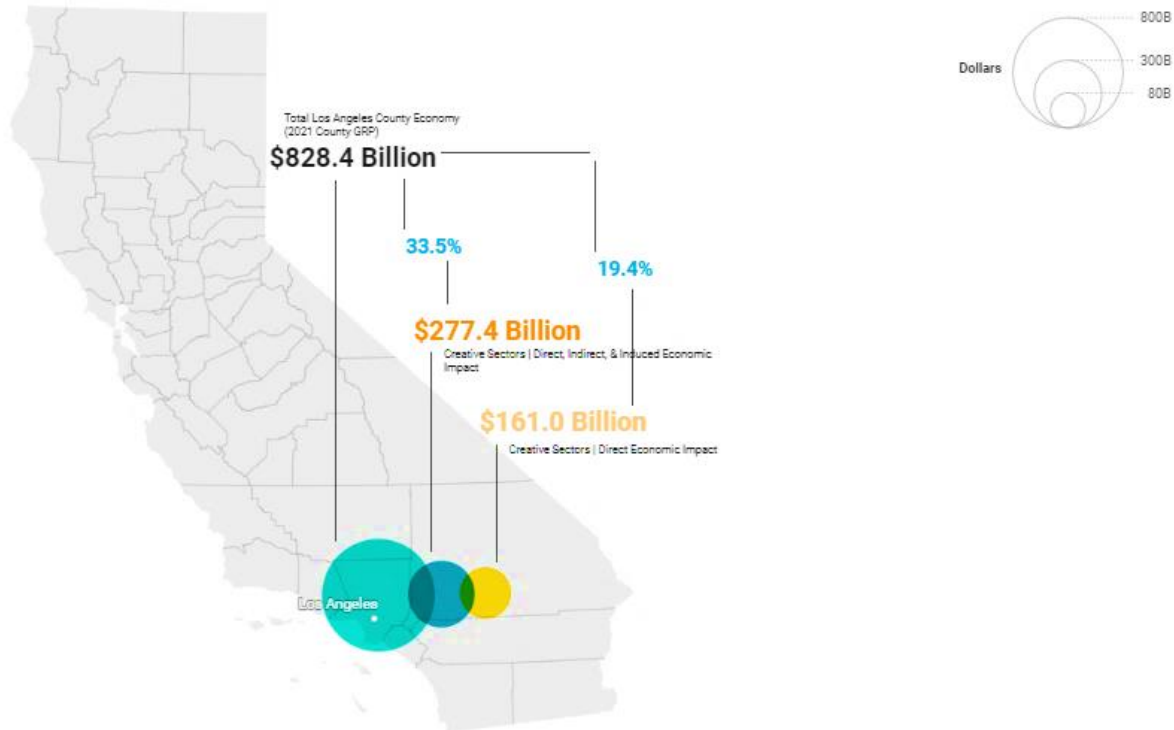
³⁶ LA County is a unique place. The wealth of creative capital generated by arts and culture workers in the LA area generates more ‘gross regional impact’ (GRI) than some states. For example, in 2020, County residents working professionally in creative industries were responsible for \$687 billion – *roughly 23% of the entire state of California’s GRI!*

Otis College of Art & Design, Creative Economy, 2023 Otis Report on The Creative Economy, February 2023. <https://tinyurl.com/2pyey594> (Accessed March 26, 2024)

³⁷ Ibid.

Economic Impact of Los Angeles County's Creative Economy

2021



PLACEMAKING

Creative placemaking, *sometimes referred to as space keeping, or culture bearing*, integrates arts, culture and design into core curriculum for socially motivated installations and collaborative community projects.³⁸ Placemakers are creative leaders; locally minded and socially motivated, and are geared to lead community engagement. Placemaking honors grassroots networks. These are informal community groups providing specific services outside of traditional organizational structures.³⁹ Placemaking lays the groundwork for equitable engagement.⁴⁰ An artist-as-placemaker considers the full context of the surrounding environment; its history, injustices, triumphs, quirks and aesthetic values. Placemakers cultivate an atmosphere encouraging emotional attachment. They facilitate sentimentality.

Once ‘activated’, a ‘made place’ becomes more than just a venue. This is not a traditional expectation of presenting an artist’s work or performance in front of an audience.⁴¹ Placemaking is an environmental, process-based, non-linear artistic practice. It’s about creating artful living.

For example, in 2019, during the County’s first pilot cohort, one Strategist lead workshops for children and seniors living in high-fatality traffic areas found in patchwork neighborhoods in

³⁸ Interview with Creative Strategist on February 9, 2024.

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ National Endowment for the Arts, Impact: Creative Placemaking. 2024. <https://www.arts.gov/impact/creative-placemaking> (Accessed March 25, 2024)

unincorporated LA. Embedded in the Department of Public Works' Vision Zero safe streets initiative, the Policies for Livable Active Communities and Environments (PLACE), using cross-sector collaborations, the Strategist identified the most dangerous traffic corridors with the highest incidences of pedestrian fatalities and injuries.⁴²

The Creative Strategists facilitated art days for children living in the area and welcomed their families into the conversation as well. Many of whom do not drive and are more vulnerable to accidents crossing busy intersections and around public transportation stations.⁴³ The kids created text and imagery for the billboards and bus shelter posters that asked drivers to slow down and watch out for pedestrians. This project was different than a PSA that Public Works could commission because of the deep level of engagement from residents of the area who have been directly impacted by traffic accidents. The Strategist was able to tie the message to the space.

It was important while working on Policies for Livable Active Communities and Environments (Vision Zero/ DPH) OR PLACE projects for the participants to feel, “*that their voices had been truly heard* and not just used for a one-time public service campaign.”⁴⁴ The Strategist, in real time, used the residents' creative feedback about their circumstances to craft a traffic awareness campaign, truly reflective of its place in this specific community,⁴⁵ using their words and faces. The Strategist placed them prominently in the neighborhood for all, including dangerous drivers, to see. The billboards and bus shelter posters were placed throughout the Westmont/West Athens neighborhood for one month between October and November 2020.^{46, 47}

Placemaking artists cultivate partnerships from the public, private sectors, non-profit organizations, and neighbors. This is “cross-sector” work.⁴⁸ The DA&C has adopted this terminology to identify how the use and utility of the Creative Strategists program is understood and the expected outcomes when partnered with a Department.⁴⁹ Cross-sector collaboration, facilitated by artistic placemakers, is done to strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities using existing resources.⁵⁰ Cross-sector creative placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and uses environmental design as public safety.⁵¹

⁴² <https://www.lacountyarts.org/experiences/creative-strategist-program/clement-hamani/creative-strategist-clement-hamani-vision>

⁴³ Interview with Creative Strategist on January 31, 2024.

⁴⁴ Ibid.

⁴⁵ Ibid.

⁴⁶ <https://www.lacountyarts.org/experiences/creative-strategist-program/clement-hamani/creative-strategist-clement-hamani-vision> (Accessed April 8, 2024)

⁴⁷ One month is not enough time to get accurate data readings for how effective the localized campaign actually was. This was due to massive bureaucratic bottlenecks that lead to long periods of waiting and project backlog. The Strategist employed placemaking, but County processes did not allow for the full value to be realized.

⁴⁸ Many Interviews and Source Materials.

⁴⁹ Many Interviews with DA&C, LACAC and associated sources.

⁵⁰ Ibid.

⁵¹ Ibid.

Urban Planner, long-time LACAC collaborator, and current National Endowment for the Arts (NEA) President Maria Rosario Jackson explains it best:

“Cross-sector work often requires partnerships and consistent, recurrent opportunities for people from different sectors to build trust and accommodate differences in style, language and ways of framing issues. A shared willingness to take risks and access to materials explaining key tenets in intersecting fields is important, as is the space and tolerance for failing and trying again.

Integrating arts and culture into community development often requires an appetite for an open-ended process and comfort with or tolerance for the creative process and the unknown.”⁵²

Some of what is required is disruptive and not always easy, rewarded or even permitted. Risk runs counter to the functional operations of traditional models of government. Our Committee sees a shift with the adoption of cross-sector work and especially of the use of Creative Strategists as a useful service. LA County had placed itself in the vanguard for a new, more people-focused way of providing service; one that prides non-hierarchical cooperation. However, through research for this Report, we have found that a fundamental lack of funding, and therefore a lack of programming staff and resource infrastructure has caused the County to fall behind. Unless the Department is restored, the spirit of placemakers as agents of change and the strengthening of networks using cross-sector engagement cannot be truly embraced for all Departments.

When fully-supported, these opportunities foster entrepreneurs and cultural industries that generate jobs and income; generate ideas for new products and services; and can attract and retain unrelated businesses and skilled workers to add to the cultural fabric. Placemakers, and especially DA&C’s Creative Strategists, can promote livability. The economic development outcomes have the potential to radically change the future of the County.⁵³

IMPLEMENTS OF ENGAGEMENT

If placemakers, or Creative Strategists, are the construction crew, what do they use to build with? What do they leave behind? The strategic importance of an artist’s creative toolbox.⁵⁴

A TOOL AND A UTILITY

Compare the use of a tool to that of a utility. A tool is an implement; something to use as part of a process. A utility is capable of serving a purpose for general use; it is reliable. A utility is a conduit between ends. A Creative Strategist is a County department’s utility and a Strategist’s projects are tools. While a tool can be used again and again, it is a *thing*. It is finite. A utility can be drawn from in a wider way. Utilities are a process of energy. A Creative Strategist uses tools but are themselves a utility, ready to be plugged into government functions.

⁵² https://kresge.org/sites/default/files/library/cp_white_paper_2_for_posting.pdf (Accessed April 18, 2024)

⁵³ Ibid.

⁵⁴ Johanna K. Taylor, Artists Embedded in Government: Expanding the Cultural Policy Toolkit (Les artistes au coeur du gouvernement : élargir la boîte à outils de la politique culturelle), January 24, 2024. <https://www.erudit.org/fr/revues/clg/2023-v8-n1-clg09047/1108879ar/> (Accessed March 27, 2024)

TOOLKITS AND FRAMEWORKS AND THE LEGACY OF A STRATEGIST

Similarly, a Strategist's framework can be considered a utility. Frameworks, also called blueprints or toolkits, are designed to withstand staffing transfers and uninformed program administrators.⁵⁵ The utility of a guiding framework is a low or no cost way to continue to interconnect with grassroots organizations and small, hard to reach communities after a Creative Strategist ends their residency within their host department. These on-going, process guides are also called legacy projects.⁵⁶

Legacy projects, toolkits, or frameworks, outline a set of rules and suggest engagement prompts. There is a lot of consideration put towards the specific needs different demographics require. Within the '*blueprint*' of the guide, a Strategist should leave room to tailor an event program or community project to specifically target a desired demographic. This ensures a trusting relationship develops and people-focused service outreach and engagement is met.⁵⁷ Legacy frameworks are meant to endure staffing transfers and structural reorganizations for the benefit of County employees for years to come. These projects are imperative to the long term success of DA&C supporting cross-sector engagement between Departments and the public. The DA&C has been operating at capacity since its inception, and cannot provide adequate resources to support this.

Cross-sector work left behind after a Strategist's residency are considered "legacy frameworks" and "legacy toolkits". They are meant to act as a guide for future Strategists, as well used by in-house project coordinators. The frameworks and toolkits are much more cost effective and require minimal administrative preparation because the program infrastructure has already been created.

DA&C cannot fully monitor the ongoing use of a toolkit or guide left as an artist's legacy post-residency.⁵⁸ Legacy kits are created with the expectation that new processes for administering specific, non-arts government functions are in place. Thus, the process remains embedded long after a Strategist's engagement ends. This assumes a Department understands how to independently administer and interact according to the framework. Currently, guidance and support is available, but offered in a limited capacity. Project continuity is a crucial component to maintain.⁵⁹

TRUST THE PROCESS

Asking a Department Head simply to, "*trust the process*," and let an embedded artist explore and experiment through unconventional methods of inquiry within their organization is a tall task. This does not easily translate, nor align with traditional management styles.⁶⁰ These are staff who have been trained to regard rigid, institutionalized frameworks as key to providing successful public

⁵⁵ Many Interviews with DA&C staff and many interviews with Creative Strategists.

⁵⁶ Many interviews with DA&C staff, LACAC and Relevant Departments.

⁵⁷ Multiple Interviews throughout the Investigation.

⁵⁸ Interview with DA&C staff on March 12, 2024.

⁵⁹ Ibid.

⁶⁰ Many interviews with DA&C. https://kresge.org/sites/default/files/library/cp_white_paper_2_for_posting.pdf (Accessed April 18, 2024)

services.⁶¹ Bureaucratic operations must match timelines, goals, and milestones for the Department against inflexible performance plans.⁶²

The framework that was established for the first cohort of Strategists was intentionally set to allow the artist to get embedded deep within the department's programming without an explicitly stated "end goal" or tangible outcome. The different styles required LACAC staff to serve as a translator; in some instances, emphasizing that an artist's unique creative process is meant to organically infiltrate the department's systems by using a different lens through which to problem-solve.

As of 2024, the processes used by Creative Strategists have been means tested, and the outcomes are clear. Cross-sector work is valuable, and often times the dollar amount is unquantifiable. For the prior year's DA&C Needs Assessment, most County departments were unable to provide exact dollars invested in arts and culture, for several reasons. Few non-arts departments have specific line items in their budgets for the arts. In addition, programs counted by some County departments include but are not limited to arts activities, and the exact dollar amount spent on the arts portion of those programs could not be determined.⁶³

As DA&C becomes more established as the central connecting hub of arts and cultural programming, a better understanding of how cross-sector collaboration will be revealed. The County trusts the process of the Creative Strategists, and as long as DA&C infrastructure is in place, the benefits of engagement can show how arts and culture truly add to the County's creative ecology and economy. Further, the BOS is trusting of this process in three ways: first, by adopting the policy; second, by funding specific priority projects; third, by directing all Departments to allocate resources to utilize cross-sector engagement to fulfill their contributions to the policy.⁶⁴ Creative Strategists are currently all funded as one-off projects at the direction of the Supervisors.⁶⁵

Some Departments get it. DPH does. DMH does. Both have engaged Strategists multiple times and would welcome an artist back to collaborate on a program.⁶⁶ Based on the 2023 DA&C Annual Countywide cultural Policy Report Back, the Agricultural Weights and Measures does not get it. Assessor's Office does not get it. The Sheriff's Department *does not* get it.⁶⁷

⁶¹ Interview with former LACAC staff on March 12, 2024.

⁶² Americans for the Arts. Creative Strategist Initiative. *Embedding the Artist in Bureaucracy*. 2018. <https://blog.americansforthearts.org/2019/05/15/creative-strategist-initiative-embedding-artist-in-the-bureaucracy> (Accessed April 4, 2024)

⁶³ Department Arts & Culture Needs Assessment. Frequently Asked Questions. April 2023. <https://lacountyartsdata.org/faq> (Accessed April 19, 2024)

⁶⁴ Department of Arts & Culture. Countywide Cultural Policy. 2020.

⁶⁵ Many Interviews with DA&C staff, LACAC, Partnered Department staff, and other sources close to the projects.

⁶⁶ Interviews with DA&C Executives, Staff and other relevant Departments.

⁶⁷ Department of Arts & Culture. 2022-2023 *Countywide Cultural Policy Report Back*. December 2023. Agricultural Weights and Measures and Assessor: p. 14, Sheriff Dept.: p. 19. <https://www.lacountyarts.org/sites/default/files/2023-11/Cultural-Policy-Report-Back-2022-23.pdf> (Accessed May 6, 2024)

Agricultural/ Weights & Measures	No response received.
Assessor	No response received.
Sheriff	No response received.

Some Departments are so siloed that considering the integration of arts and culture seems unimaginable. Failure by Departments to understand how to engage with the DA&C on cross-sector Creative Strategist engagement, whether by apathy, de-prioritization with the Cultural Policy’s directives or, intention, seems apparent. Perhaps, this is because currently there are no ‘consequences’ for non-compliance.

History of CEII: The Foundation of the Creative Strategist program.

In June 2015, the BOS set in motion a bold new vision for the future of County governance and operations. A conversation focused around how to better provide diverse, equitable, and inclusive services for every Angelino, regardless of need. This initiative started with an open call with a diverse array of experts and public figures to address primary concerns with cultural equity and inclusion. The leaders of this initiative chosen by the BOS — a leading intellectual in urban planning and development, a powerhouse community organizer, and an activist and artistic director — expanded the dialogue by hosting town halls and solicit community surveys throughout the County.

The responses submitted represented the most diverse collection of community voices as possible. Participants were encouraged to state their ideas, concerns and opinions regarding their awareness and opinions on public art practice support, host and support cultural activities, and effectiveness of service districts. The responses were meant to contribute an overall *roadmap* guiding the County on how to be more equitable in considerations, inclusive as an administrator, and with an acknowledgement of the rich tapestry of diversities found throughout LA.

From this nearly two year inquiry, LACAC published a one hundred -sixteen page report.⁶⁸ The CEII outlined data aligned with current County priorities, departmental initiatives, and countermeasures to address the lack of service.⁶⁹ The Initiative found and proposed thirteen

⁶⁸ Department of Arts & Culture, LA County Arts Report: Cultural Equity & Inclusion Initiative, April 2017. https://www.lacountyarts.org/sites/default/files/pdfs/lacac17_ceiireport_final.pdf (Last Accessed March 26, 2024)

⁶⁹ *Ibid.*, pp.37-71.

recommendations for BOS action targeting equitable and inclusive administration of civil services moving forward.⁷⁰

Additionally, the Board requested a comprehensive review of literature and advisement for best practice regarding the implementation of the upcoming inclusive cultural policy⁷¹. This guidance considered county priorities and community needs.⁷²

“Every resident has meaningful access to arts and culture.”⁷³

The CEII report outlined a framework for the county to:

Invest in cultural infrastructure and create access to arts and culture;

Advance arts and culture in every sector of civic life;

Promote cultural equity, inclusion and belonging.⁷⁴

After eighteen months of research, analysis, and public comment, the finished report was published in April 2020. At this time it was also presented to the BOS for adoption. In a sweeping 5-0 vote, the new policy was accepted and got readied for adoption county-wide.

Roughly five years before COVID began devastating the country, the BOS set in motion an enormous undertaking to study the state of the arts and culture in the County. In 2015, the LACAC, led by its commissioners, took up this responsibility.⁷⁵ Professionals and arts activists were tapped from every aspect of the arts and culture ecosystem – with a special emphasis on including the diverse voices and experiences that make up the County.

The Commission deftly managed these voices and experiences through working groups, which engaged in conversation at public hearings throughout the County to hear about access to, and experiences with, LA’s arts and culture ecosystem. From this work the LACAC published the Cultural Equity & Inclusion Initiative (CEII); the intention being to strengthen diversity, equity, and inclusion for the County’s residents to participate in, experience, and engage with the arts and culture of LA. The CEII made thirteen recommendations to the BOS. One of these recommendations was to establish the Creative Strategist program, which the BOS later adopted and funded.⁷⁶

The BOS also directed the Commissioners to articulate a comprehensive forward looking cultural policy built upon the CEII’s foundation of equity, diversity and inclusion. These efforts were later

⁷⁰ *Ibid*, pp. 114-115.

⁷¹ *Ibid*, pp. 54, 114.

⁷² *Ibid*.

⁷³ *Ibid*. p.7.

⁷⁴ *Ibid*. p.11.

⁷⁵ LA County. Board of Supervisors. SUBSTITUTE MOTION BY SUPERVISORS HILDA L. SOLIS AND MARK RIDLEY-THOMAS. November 10, 2015. <https://file.lacounty.gov/SDSInter/bos/supdocs/99052.pdf> (Accessed on May 6, 2024)

⁷⁶ LA County. Board Motion. *Placement of Cross-Sector Artists within County Departments*. June 26, 2017. <https://file.lacounty.gov/SDSInter/bos/supdocs/115270.pdf> (Accessed on May 6, 2024)

published in 2020, and an implementing roadmap, the Countywide Cultural Policy Strategic Plan (Strategic Plan), was adopted by the BOS in 2022 as the County began emerging from COVID.⁷⁷

CREATIVE STRATEGIST INITIATIVE: EMBEDDING ARTISTS IN FUNCTIONAL OPERATIONS OF GOVERNMENT: TIMELINE OF IMPLEMENTATION

The Creative Strategist program was developed out of the *true North star* guiding the DA&C; the recommendations directed by CEII report. (Adopted in 2017). Further, artists, working cross-sector, as creative problem solvers were baked into the fabric of the Department in 2020's Countywide Cultural Policy. The subsequent Strategic Plan (2022) reaffirmed the mission of the program and other cross-sector initiatives. The Strategic Plan offered proposals for additional DA&C infrastructure additions and unfunded or underfunded existing programs and infrastructure in order to support long term.

LACAC was tasked by the Board Offices to design, implement, and report back on the results found during the original program model. Administrative duties were placed within the Executive Office.⁷⁸ The Commission's then-Deputy Director of Civic Art was the pilot's architect and was placed in charge of program management. This person was uniquely suited due to advocacy work supporting grassroots engagement and her over twenty years of professional experience working in the public art sector and in community-based cultural institutions.⁷⁹

The Deputy Director's work is informed by creative *placekeeping*. Their work in arts administration focuses on the intentional cultivation of artistic activities provided to artists, residents, and business owners and civic and community leaders as a way to strengthen the community relations and the overall physical and social character of a space.⁸⁰ The CEII's recommendations outlining strategies to provide LA equitable services through arts and cultural programming, (and especially using artists as cross-sector strategists), aligns perfectly.

There was an open conversation about whether the program should remain under Civic Art, or be built out into its own Division.⁸¹ The recommendation's original design was to begin with two artist placements in the first year, three in the second and four in the third. There were to be nine, twelve-month artist residencies funded for pilot study. Each one was to receive \$50,000. The money allocated \$40,000 for artist compensation and \$10,000 for material costs.⁸²

The first three artists (an interdisciplinary sound/ sculpture artist, a local multi-media artist/curator, and a community analyst/researcher/activated hyper-local survey-maker) were welcomed into

⁷⁷ LAC Department of Arts & Culture. *Countywide Cultural Policy Strategic Plan*. December 2022. https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf (Last Accessed March 26, 2024)

⁷⁸ Interview with Former LACAC Director on March 8, 2024.

⁷⁹ Americans for the Arts. My Profile, Pauline Kanako Kamiyama, 2018. <https://www.americansforthearts.org/users/3121> (Accessed April 2, 2024)

⁸⁰ Americans for the Arts. *My Profile, Pauline Kanako Kamiyama*, 2018. <https://www.americansforthearts.org/users/3121> (Accessed April 19, 2024)

⁸¹ Interview with Former LACAC Director on March 8, 2024.

⁸² Many Interviews with DA&C staff, LACAC and Creative Strategists.

their host-departments to varying degrees.⁸³ *It was a learning experience after all.* The second three artists (a radical spacekeeper, an activist/illustrator, and a narrative storyteller) began residencies in 2019. COVID was a roadblock early on. The six residencies were treading water and time was running out, Creative Strategists were only contracted for a twelve month engagement.⁸⁴ Each artist used creative problem-solving skills to find alternative funding sources, arguments for program continuation, and quick pivots to address the new problems linked to the stay-at-home orders and critical considerations for public safety.

DA&C partnered with a Mellon Fellow to evaluate the pilot program's outcomes. In December 2021, The Creative Strategist Program Evaluation was published.⁸⁵ The findings and recommendations of this report offered a framework for programming moving forward. The recommendations still ring true today. Because COVID curtailments were still in place, a modified program infrastructure was used instead.

The pilot was not intended to be continued in this form. Program insights, complications and solutions were to be carried over into an adopted form after department review.⁸⁶ After extensive program evaluation, the Department outlined the final framework for cross-sector work/Creative Strategists in the Countywide Cultural Policy (CCP) in 2020.⁸⁷

The accompanying CCCP Strategic Plan (CCCPSP) guiding implementation was released in 2022.⁸⁸

⁸³ Many Interviews with DA&C staff and Creative Strategists.

⁸⁴ *Twelve months is the minimum amount of time an artist needs to get acclimated with a Department's culture, their personality, the internal hierarchies and contact people. To date, this timeline when hiring artists has not changed.*

⁸⁵ Department of Arts & Culture. *Creative Strategist Program Evaluation*. December 2021.

⁸⁶ Many Interviews with DA&C staff, Program Evaluator, LACAC.

⁸⁷ LAC Department of Arts & Culture, Countywide Cultural Policy Strategic Plan, December 2022.

https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf (Last Accessed March 26, 2024)

⁸⁸ Department of Arts and Culture. Article. *Board of Supervisors Adopt Cultural Policy Strategic Plan*. August 30, 2022. <https://www.lacountyarts.org/article/board-supervisors-adopt-cultural-policy-strategic-plan> (Accessed on May 6, 2024)

Strategy 14. Administer the Countywide Cultural Policy: The Department of Arts and Culture, will play a leading role in implementing the Countywide Cultural Policy, ensuring that policy goals are realized, and that arts and culture strategies are integrated into major Countywide plans and the operations of County departments. This new work will include:

- 1) Connecting County departments with arts organizations and individual artists and creating fluid mechanisms and equitable standards of practice for departments to contract with and pay for arts services;
- 2) Developing training for County staff on the policy and providing limited project-based consultations to guide how departments can work with and engage artists and arts organizations;
- 3) Collecting data, monitoring, and evaluating new and expanded program activities that are launched by long-term Cultural Policy implementation and publishing outcomes and findings to support public transparency;
- 4) Encouraging County departments to apply for funding from the Productivity Investment Fund to support arts-based projects and interventions that address Board and Department Priorities;
- 5) Launching and managing projects that recognize artists, culture bearers, and cultural organizations and celebrate cultural heritage and artistic expression of diverse communities as a regular part of the County's annual Heritage Month celebrations to increase visibility, combat cultural erasure, advance narrative change, and recognize contributions of communities of color.

Strategy 14 provides the DA&C with the staffing and resources needed to take the next step in policy implementation to realize the grand vision for the future of LA.

To date, the policy remains under-supported in large part to the County's contingency lawsuits, settlements, and high-priority initiatives. These include LA County Cares, Care First, Jail Last, Anti-Racism, BREATHE Guaranteed Basic Income, Poverty Alleviation, Office of Child Protection, Homeless Alleviation, and Health Integration.⁸⁹

The County's high-priority initiatives have taken precedence in the Annual Fiscal Year Budget Plan over DA&C's requests. To truly embrace the Countywide Cultural Policy, Departments must internalize the unique role a Creative Strategists can play to address areas of high need. The possibilities for creative problem-solving are endless. There is not a question of either/or, and CEO should not have to, for example, weigh "the arts" against Care First Jail Last diversion initiatives. Strategists can be utilized in tandem with other methods of engagement.

There is another roadblock for a fully-funded Policy to consider as well; the COVID pandemic and its economic consequences countywide.

As of April 2024, twelve LA County Departments have opened their doors to, and welcomed the input of local and socially-engaged artists, administrators, cultural program directors, and other creative workers. The Creative Strategists have affected real change in County governance, but can only do so much without DA&C receiving their budget and program infrastructure requests.

⁸⁹ Los Angeles County. Executive Office. *Priorities & Initiatives*. 2024. <https://ceo.lacounty.gov/category/priorities-initiative/> (Accessed on April 19, 2024)

CORONAVIRUS STRIKES AGAIN

Negative impact on the creative economy was nearly immeasurable as employment in the sector plummeted eighty seven percent from prior measures and nonprofit arts organizations suffered losses estimated to be more than \$200 million.⁹⁰ That's a lot to consider given the extreme swings of circumstances, in compressed time. This required the committee to narrow its focus.

COVID is the demarcation line running through our investigation. Two cohorts of Creative Strategists were embedded within partner County departments with justified enthusiasm and promise in 2018.⁹¹ The fully funded pilot program provided a learning curve for how to run things moving forward for what would become the newly designated DA&C. While believing in the efficacy and promise for the Creative Strategist program, the BOS had to make difficult decisions about spending as the country and county were shuttering. One of those many decisions made during constantly changing circumstances was to cut back on funding for the then expected cohort of four new Creative Strategists. From that point after, there would only be funding for one.⁹²

However, and tellingly, the Strategic Plan redoubled the BOS commitment to supporting the Strategists by once again adopting its mission as recommended by the Strategic Plan. The BOS has not given up on the Creative Strategist program. The DA&C believes in its efficacy and wishes to see it grow. But, without further staff support, it remains stunted in comparison to the expectations for the program at its inception. This is no one's fault.

METHODOLOGY

Research for this report was collected using the “community-informed” methods of a Creative Strategist. To start, we met with the DA&C to understand the different levels of support systems affecting the program.

We interviewed members of the Executive Team, Administration Staff, Cross-Sector Management, and from the Research and Evaluation Team. Due to confidentiality, email was limited. DA&C staff graciously took many, many phone calls from us (and rightfully ignored a few) to answer programming questions, clarify information, provide data, critique, feedback, push back, data, and point to cross-sector linkages, as well as troubleshooting, references, introductions and just being pleasant.

- The Department graciously allowed our committee used of their meeting and conference rooms to conduct interviews with outside parties.
- We were invited to observe public hearings concerning DA&C activities.
- We received an invitation to attend the *Crafting a Thriving Nonprofit Sector* Conference hosted by the UCLA School of Law, where we were introduced to the Chair of the National

⁹⁰ (Solis Motion.)

⁹¹ Americans for the Arts. *Creative Strategist Initiative—Embedding Artists in Bureaucracy*. December 5, 2018. <https://blog.americansforthearts.org/2019/05/15/creative-strategist-initiative-embedding-artist-in-the-bureaucracy> (Accessed April 19, 2024)

⁹² <https://ceo.lacounty.gov/recovery/arp/> (Accessed April 19, 2024)

Endowment for the Arts, who was also a primary driver of both the CEII and the Strategic Plan.

- We read relevant documents, evaluation studies, arts journals and periodicals.
- For all statistical data we used the DA&C's interactive arts and culture data mapping website.⁹³
- We referred to Federal Census Bureau information and data nation-wide and specifically for LA County.
- Reports: CEII, Strategic Plan, *Los Angeles County Arts & Culture 75 Years, Creative Strategist Program Evaluation Report* (Dec. 2021), *Countywide Cultural Policy Report Back 2022-23*.

The scope of work was not limited to just the DA&C. In the course of our investigation, the cross-sector relationships needed to support the mission of the Creative Strategists, the LACAC Commissioners were an invaluable source of historical knowledge on arts, culture and politics in the County. We began by making general inquiries into what their role was in relation to the Department, and how they can be used to leverage, persuade, and shape political will. Our meetings, phone calls and emails with LACAC members developed into a collaborative dialogue directed at the long-term sustainability of the Creative Strategist program.

Programming cannot grow without funding, so our committee made inquiries with the County's CEO Fesia Davenport was invited and spoke before the fully assembled Civil Grand Jury and outlined the County's budget process, priorities, social initiatives and challenges facing the County now and projected into the future.

Further, throughout our term, the whole jury was privileged to host County Supervisors, County officials, Department heads, city officials and representatives. We also toured many, and various, government operations. The Civil Grand Jury, required by statute, also inspected detention facilities. As the Strategic Plan envisions arts and culture being integrated throughout County operations and civic life, we found these tours relevant, always informative, and invariably leading to deeper thinking about the issues facing the County and this investigation.

We conducted site visits to county and city owned and operated cultural facilities, permanent and temporary civic art installations, artists' studios, and attended various public spaces to do informal interviews with residents about arts and culture.

Finally, when the committee looked back to inventory our experience, we were both impressed by the number of people we interviewed, the places we inspected, and the events we attended in a compressed amount of time, and with limited resources. The Committee is thankful for the graciousness with which we were met; the generous gift of time each, and every, County official, manager and staff gave us was not unappreciated. To the artists and Commissioners, we met, we

⁹³ Department of Arts & Culture. DataArts, *Arts Data Information Map*, 2024. <https://lacountyartsdata.org/#maps> (Accessed March 14, 2024.)

are particularly grateful for your insights, because you still burn to see the Creative Strategist program flourish as first intended. Again, our intent is to start a conversation. Nothing reported herein is meant to blame or single out anyone for rebuke. There's no constructive conversation if people are guarded about misperceived slights as none were intended.

DISCUSSION

The Creative Strategist Program



“What is in a name? That which we call a rose by any other name would smell as sweet.”

William Shakespeare, *Romeo and Juliet*⁹⁴

“The map is not the territory. The word is not the thing.”

S.I. Hayakawa, *Language in Thought and Action*⁹⁵ Admittedly, “Creative Strategist” is not a very descriptive title—there is a lot of room for interpretation for what role cross-sector work plays, and what duties and outcomes are to be expected. An ongoing issue surrounding the program centers on what a *Creative Strategist* actually is. To some, the name is vague; and demands “rebranding,”⁹⁶

⁹⁴ William Shakespeare. *Romeo and Juliet*. Act II. Scene II. Lines 38-49. <https://myshakespeare.com/romeo-and-juliet/act-2-scene-2> (Accessed on May 7, 2024)

⁹⁵ S.I. Hayakawa. *Language in Thought and Action*. In Consultation with Basil H. Pillard, Antioch College. (p.44) https://ia904700.us.archive.org/17/items/in.ernet.dli.2015.30957/2015.30957.Language-In-Thought-And-Action_text.pdf *See also:*

LessWrong. *The Map is Not the Territory*. December 12, 2012. <https://www.lesswrong.com/tag/the-map-is-not-the-territory/history> (Accessed on May 7, 2024)

⁹⁶ Interview with LACAC Commissioner on March 5, 2024.

*“No one knows what the heck we’re offering here! It’s too vague— We need a name with a hook.”*⁹⁷ Others we spoke with were perfectly happy with the term. Many in the DA&C as well as those close or influential to the Department all use the term effortlessly; their understanding of art and place and the limitlessness of creative placemaking convey a strong sense of conviction behind the ideals for utilizing creative methods for deeper community engagement,

*“They are the culture bearers; facilitating robust, cultural frameworks aimed to provide a pipeline into inclusive grassroots activism and engagement.”*⁹⁸

This pedagogical language, while wholly appropriate, has the potential to unintentionally exclude the bureaucrat as well as layman. It can be a real mouthful. Through our many interviews, our Committee finds that where one stands on this continuum of understanding relates to their depth of knowledge of art theory and practices. Few people are so well versed in art theory; most people we’ve spoken with are confused by the term.

But whether the poet’s song is considered, or instead the linguist’s rigorous application of logic, both lead to the same conclusion. As this report centers on art and culture, the final word belongs to the poet. All this mincing and parsing is *“sound and fury, signifying nothing.”*⁹⁹ The misapprehensions come from focusing on art as object: a painting, photograph, statue, or a song. A creative strategist is an artist who focuses on process. The cultural reports and policies approved by the BOS point the way to understanding.

The Creative Strategist Program Evaluation states that, “[the] Creative Strategist program is one of a limited but growing number of government-run artist-in-residence programs across the US designed to support non-arts government functions.”¹⁰⁰ Further, “[it] is intended as a model for arts-based, cross sector projects and community engagement with County Departments to support diversity, equity, and inclusion across all domains of civic life.”¹⁰¹

The breakdown in understanding comes from non-artists, (the vast majority of County employees we’ve met during our term), not knowing how an artist can *support* government *functions* through *process*.¹⁰² When asked how a creative strategist could help a specific department, one Department Head stated,

*“Oh, we have enough art on the walls.”*¹⁰³

This was said minutes after lamenting how difficult it is explaining department functions to other department managers.¹⁰⁴ That statement exemplifies a fundamental misunderstanding about the Creative Strategist Program. Do not despair. Time and again, when first greeted with skepticism

⁹⁷ Ibid.

⁹⁸ Many Interviews with DA&C Staff Members, LACAC Commissioners, External Sources.

⁹⁹ YouTube. Partick Stewart- MacBeth (Act V, Scene V) (1:57) (Wm. Shakespeare, MacBeth.) <https://www.youtube.com/watch?v=qNDWBWFrpm> (Accessed April 8, 2024)

¹⁰⁰ (Evaluation, p. 11, emphasis added.)

¹⁰¹ Ibid.

¹⁰² Many Extensive Interviews.

¹⁰³ Interview with Department Head on October 13, 2023.

¹⁰⁴ Ibid.

about the relevance of using a Strategist, County personnel eventually come to an understanding through conversation.¹⁰⁵

Take the following example: a function of County government is immigrant outreach. Getting meaningful interaction with immigrant parents, who may not have reliable or regular childcare, is a hurdle to overcome for effective outreach by County personnel. Knowing that problem the Creative Strategist embedded at the Office of Immigrant Affairs (OIA) designed an enticing and engaging art activity station for children of immigrant parents, with accompanying supervision. OIA staff were able to interface with the adults while the Strategist used sidewalk chalk, tote bag design and button-making crafts acting as instant onsite daycare during outreach events.¹⁰⁶

It was reported to the Strategist that having a deeper level of engagement for the children helped the parents relax. Because the artist was also an immigrant, the usual barriers felt when interfacing with services offered by the government were not as daunting or insincere.¹⁰⁷

Sidewalk chalk and tote bags don't seem like radical actions on the outside. But this Strategist was able to employ *placemaking* to generate an environment of safety, dialogue and trust. The Creative Strategist connected underserved communities with the county in a meaningful and lasting way.

'Activated' events for immigrant outreach are important processes supporting non-arts government functions. It was not the sole project of the artist's residence; it is a discrete example of how an arts process can support non-arts government function. Thus, immigrant parents attending public outreach events had better opportunities to engage with county employees about services available to those parents, knowing their children were occupied within sight and sound.¹⁰⁸

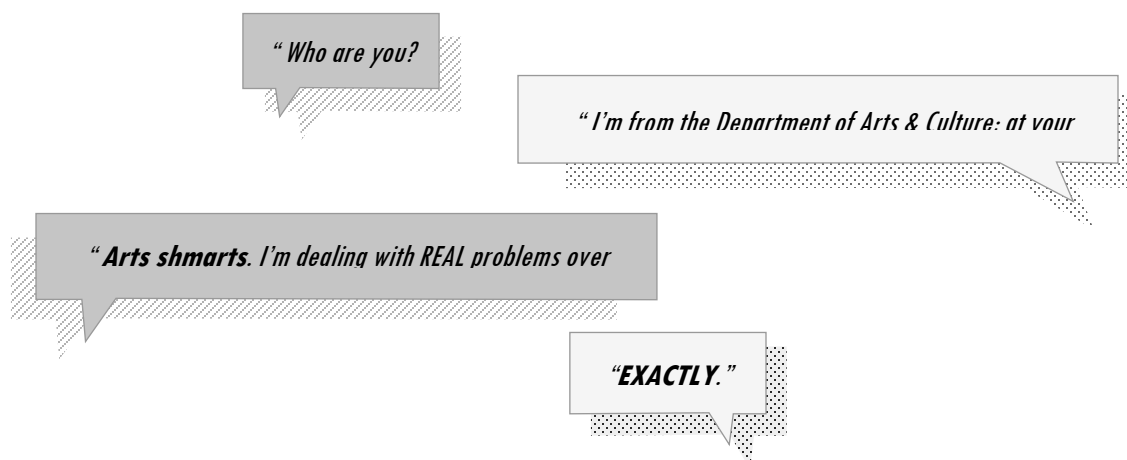
¹⁰⁵ Many Extensive Interviews.

¹⁰⁶ Interview with Creative Strategist on March 12, 2024.

¹⁰⁷ Ibid.

¹⁰⁸ Ibid.

If you think about writing some schlocky dialogue, perhaps for a training or informational video explaining the Creative Strategist program, it could involve a Department Head or Executive Manager meeting someone from DA&C for the first time:



The people at the DA&C know this. And, to the County's credit, there is staff within other Departments that know this as well.¹⁰⁹ During the investigation for this Report, our Committee has identified that the DA&C *unequivocally* needs more support getting the message out and being able engage with County personnel beyond a pamphlet to handout or link to a website copied and pasted in an email blast. Pamphlets are easily discarded, while emails sometimes go straight to spam or junk or just deleted with others *en masse*. But there is not enough time in a day or weeks or months for DA&C people to have individual conversations with the thousands of County employees, who need to understand the Creative Strategist program and to get *all* their own work done.

Unfortunately, the Department is underfunded; all functional operations are running at capacity with no room for expansion. Because of this, the DA&C is unable to adequately communicate with the County. Guaranteed staff are needed to foster meaningful relationships with Department Heads. These relationships contribute to the DA&C's long-term, people-forward, network-building goals.

Our Committee has determined that the onus should be on the DH/managers for primary engagement with the DA&C. One Cross-Sector manager, and assistant, cannot have full knowledge of all the programs going on in every other department. This also comports with the BOS Cultural Policy, which directs departments to engage with the DA&C and allocate their resources to do so.

As the BOS wants this program utilized by all departments as feasible, there needs to be more effort by the DHs, and their managers, to learn about how to utilize the program. These failures are impeding the development of departmental interconnectivity. Those departments whose work most relates to current BOS priorities should be beating down the doors at the DA&C to enlist

¹⁰⁹ Multiple Interviews with DA&C staff, LACAC, partnering Departments, Site Visits and Various Presentations.

creative strategists to support their work. However, there is currently no infrastructure in place to support the work for cross-sector engagement/Creative Strategists. DA&C is resource-poor.

Internal programming needs to be solidified, sustainable, and customizable. Unless funding is found for additional staff, resources will continue to be drafted as one-off projects. The unintended consequence is continued under-support of the Countywide Cultural Policy, and specifically the Creative Strategists, by DA&C and the County at large.

When Departments do contact DA&C for guidance on cross-sector engagement, DA&C has reported feeling deficient in their ability to help. There are currently two members assigned to this division who are working at capacity with no room for expansion.

The Creative Strategist Program is not a Zero-Sum Game

When the focus is on process, then another issue we've repeatedly encountered can be addressed – and dispatched with. This is the priorities weighing calculus.

"Times are

During many inquiries, our Committee heard this phrase again and again and yes... they are. As fellow taxpayers – they hang over us too.

"You *have* to know the Board's stated **priorities**—
which can turn in an instant..."

Perhaps, but the priorities are normally published.

"All these contingent liability issues are hanging
over us, *all of us*."

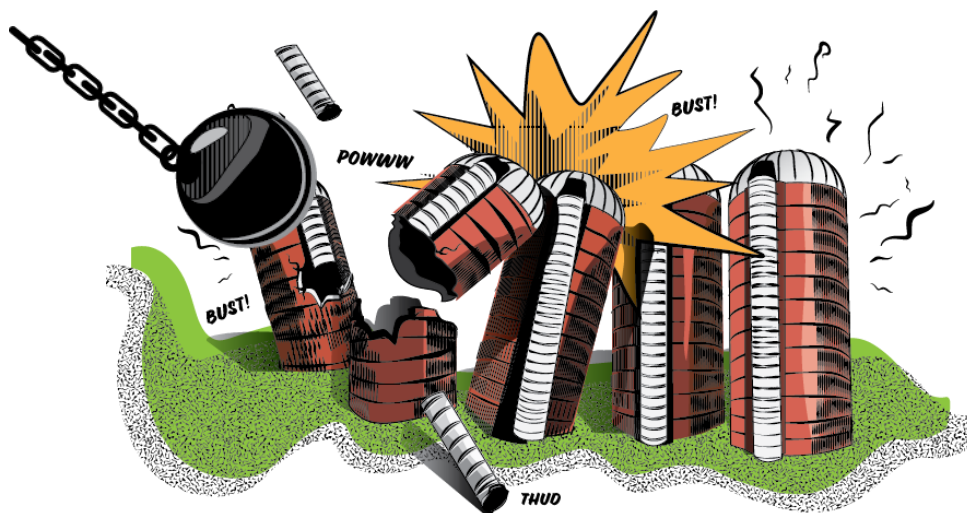
"The CEO is forced to weigh more demands than
there is money for."

This argument could be made at any point in time, whether the county's budget is running lean or in surplus.

"Everyone loves the
arts, but, *come on now*, there are other
priorities."

"Look, when you're facing the homelessness issue, the
fentanyl addiction issue, [or, or, or] how can spending on arts
take priority over any of those issues?"

We have even heard these laments echoing within the DA&C. There is a perceived resignation about how the weighing calculus is becoming too much of a burden to overcome for funding proper staffing. This thinking is misplaced. It hinges on knowing what creative strategists do and then reframing the issue.



Stop talking, and *thinking*, about art as a “thing” within this context. “Hey, gang! Let’s put on a play.” **Not.** Unless that play supports a non-arts government function. The Creative Strategist program is structured as ***process supporting function***. There might not always be an “end product” per se, making success metrics difficult to track. Again, what is the *non-arts* government *function* that needs *support* and what *process* can be engaged from the art toolbox to *support* that *function*. This is not semantics. It means that utilizing a creative strategist is not spending on arts, it’s spending on ongoing functions every department is organized to oversee and respond to. It is issue oriented; it solves discrete problems and grapples with larger ones. There is not a department within County government that does not deal with ongoing problems.

The CEII and Strategic Plan are policies intended by the BOS to bring change to how County government operates. Departments are being directed to put more thought and effort into addressing issues of equity, diversity, and inclusion. There is a need for fresh eyes and new perspectives when thinking about non-art government functions. Department Heads and other personnel can become too zoomed-in -- “siloed” -- resulting in tunnel vision. A Creative Strategist has fresh eyes and uses different perspectives to support function, while also addressing equity, diversity, and inclusion goals.

There is no judgment for a department needing support. Even if that support might *appear* as if coming from left field . . . “Arts?” . . . “An Artist? Doing the work of government is difficult. That must be recognized. It is too easily dismissed by “critics” who do not want to think about issues, just bellyache about subjectively framed problems.

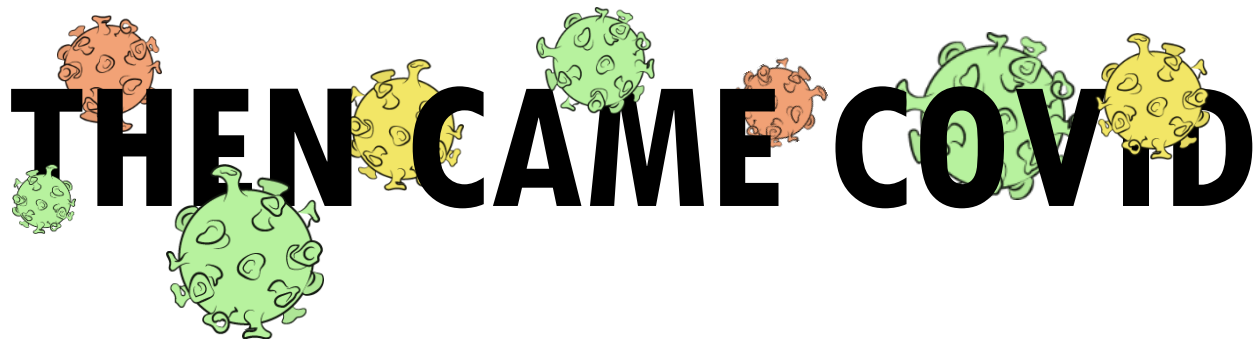
It also does not mean the CEO does not have weigh priorities. Instead, the CEO will be weighing budget requests for addressing different issues through the priority lens. That a budget request involves utilizing a creative strategist is irrelevant. If the request is for a homelessness program that is a priority issue, then the request should be weighed by its purpose. It should not be diminished because an artist is being engaged to support a governmental function of the highest priority.

When framed this way, the Creative Strategist program is not spending money arts; it is investing in process-based solutions, legacy frameworks, and forward-looking placemaking projects related to non-arts government function. An issue can be anything from homelessness; earthquake preparedness; global warming; infectious disease; to the public's perception of policing among differing communities; probation and/or youth offenders. A Creative Strategist is not making art for the sake of art. A creative strategist is using art processes to support government function.

At a minimum, and again, those departments operating at the forefront of the BOS's published priorities should be lining up at the DA&C to discuss hosting engagements for a roster of creative strategists.

The DA&C is Under-staffed

In the original CEII recommendation, the Creative Strategist program was projected to increase arithmetically from two in the first year to thirty by year five.¹¹⁰ As of April 2024, it's been more than six years and outside of the initial pilot cohorts, there have been roughly one embedded Strategist per year.¹¹¹ But that is *not* indicative of a failure of, or underachieving by, the DA&C.



The Creative Strategist program is now operating at capacity with no room for expansion in its current staffing and budget allocations. This is an example of an enduring impact COVID has had on the creative opportunities in civic life.¹¹² Think of it as the program is suffering from a kind of *organizational long-COVID*.¹¹³

When asked how the DA&C could manage, “if our Committee could wave a magic wand and instantly embed thirty creative strategists throughout County operations,” a manager in the department replied,

¹¹⁰ LA County. Department of Arts and Culture. Cultural Equity and Inclusion Initiative. *Recommendation 7: Creative Strategists Working Cross-Sector*. June 2021. p. 62.

https://www.lacountyarts.org/sites/default/files/pdfs/lacac17_ceiireport_final.pdf (Accessed April 4, 2024)

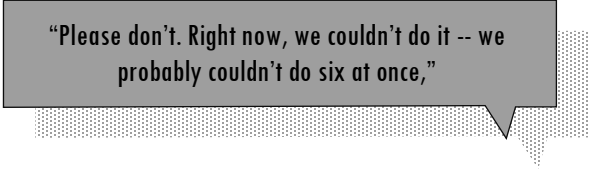
¹¹¹ Many Interviews with DA&C staff, LACAC and Related Sources. Also found on DA&C website:

<https://www.lacountyarts.org/experiences/creative-strategist-program> (Accessed on April 19, 2024)

¹¹² LA County. CEO. Recommended Adjustments to the 2020-21 Recommended County Budget to Reflect to Reflect Various Changes and Authorization to Execute Funding Agreements (ALL DISTRICTS AFFECTED) (3-VOTES). June 29, 2020. (p. 19, 72)

https://file.lacounty.gov/sdsinter/bos/supdocs/146365.pdf?utm_content=&utm_medium=email&utm_name=&utm_source=govdelivery&utm_term=

¹¹³ <https://www.cdc.gov/coronavirus/2019-ncov/long-term-effects/index.html>



“Please don’t. Right now, we couldn’t do it -- we probably couldn’t do six at once,”

There is a lot of work done to get a residency set up before an artist is even chosen to partner with a Department. The cross-sector division is responsible for evaluating specific needs of a potential partner program. They must get a solid grasp on project expectations and outcomes; what is the scope of work and how is this expected to be paid for.¹¹⁴ DA&C cross-sector work consists of two employees and the amount of time, care, and attention to detail is commendable. But that speaks to their own methods for creative problem-solving; after all, most all employees have some personal claim to the local arts ecosystem.

The “six-ish” month process to get an artist embedded in residency during the pilot phase was proven to be an inadequate timeframe.¹¹⁵ DA&C staff report this process being pushed to a year or more. Our Committee’s evaluation of Creative Strategist is that currently, there is not enough time for the cross-sector division to prepare before an artist is embedded with their host department and not enough time for Strategist to digest a specific department’s personality and culture to determine the proper process to implement. This lack of staffing also detracts from the ability to create rosters of artists across subject areas who could be pre-qualified to bid, or be considered for a project, thus reducing start up time.

This issue is not limited to the cross-sector desk. It’s bleeding into the Arts Education program, which is facing whether to turn back funding for the juvenile offender arts education within Probation.¹¹⁶ The staffing is not in place to manage more funding – and there is more than enough funding available.¹¹⁷ These are programs earmarked for incarcerated youth and juvenile diversion arts outreach.

The DA&C should not be in a place where it turns away readily available funding for any of its programs, especially those related to high County priorities.

¹¹⁴ Many interviews with DA&C staff members.

¹¹⁵ Interviews

¹¹⁶ Interview with DA&C staff on March 25, 2024.

¹¹⁷ Interviews

Non-Arts Foundation Funding: | Injecting of a bit of Entrepreneurial Spirit

This returns us again to the concept of *process* -- of Creative Strategists being hired by LA County Departments to *support* their non-art government *functions*. We also circle back to our belief that County employees can understand the program if it is actively discussed with them. During a conversation with a very skeptical Executive budget analyst, the role of a Strategist was murky and the name, misdirecting... The Analyst was puzzled but wanted to understand.

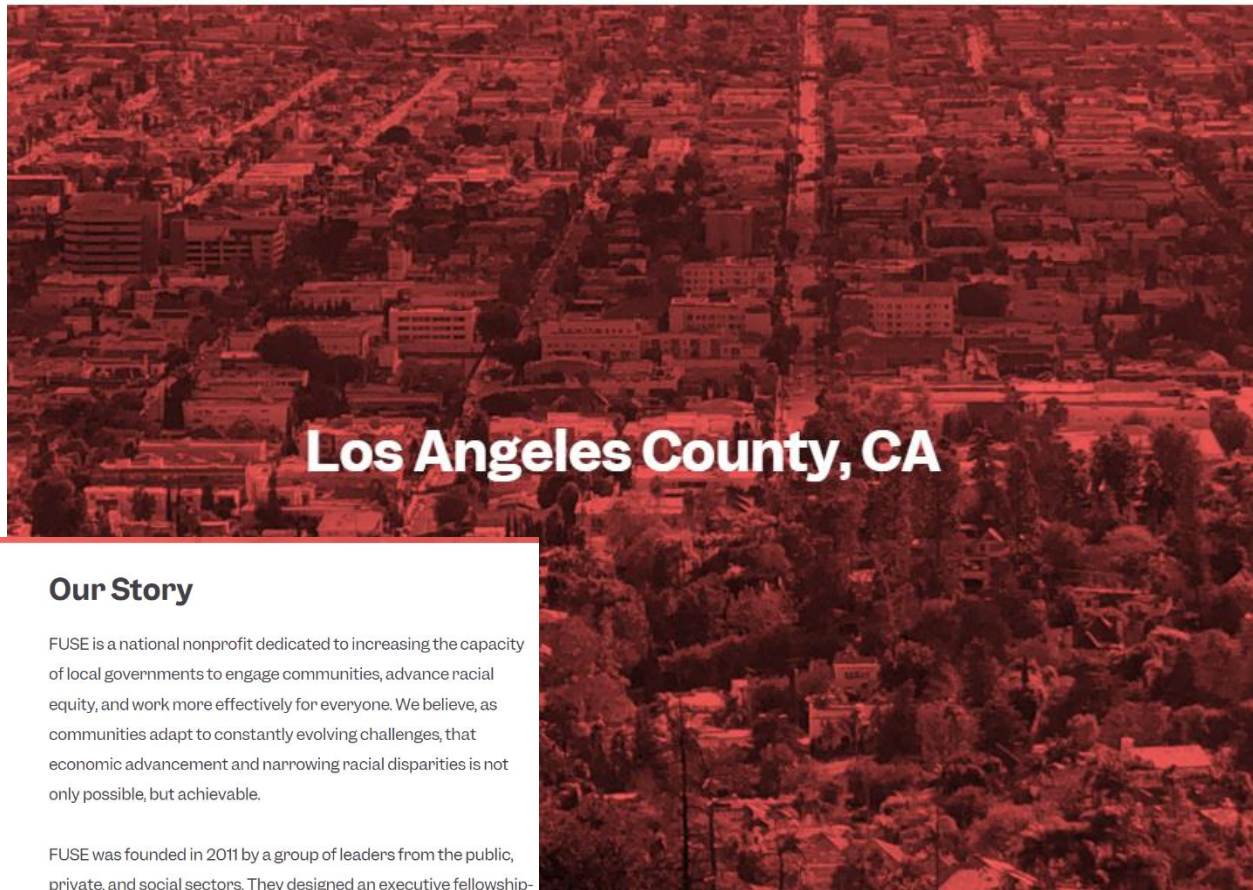


During the investigation, our Committee learned the analyst's spouse is an artist. We learned that during the COVID-shutdown they organized neighbors to work together creating murals to foster community within their neighborhood; they were engaged in impromptu grassroots placemaking. They were strategizing creatively without knowing they were Creative Strategists! The Analyst's anecdote here is the best evidence illustrating the beneficial use of a program like this. As our conversation continued, a light came on. The Analyst stopped asking questions and changed course. The Analyst started jumping around various Departmental budgets on the computer screen:



We were advised to look into a frequent partner of the County, a third-party contract consultancy called the FUSE Fellow program.¹¹⁸


¹¹⁸ Fuse Fellowships. *Our Fellows*. 2024. <http://fuse.org/our-fellows/> (Accessed April 4, 2024)



Our Story

FUSE is a national nonprofit dedicated to increasing the capacity of local governments to engage communities, advance racial equity, and work more effectively for everyone. We believe, as communities adapt to constantly evolving challenges, that economic advancement and narrowing racial disparities is not only possible, but achievable.

FUSE was founded in 2011 by a group of leaders from the public, private, and social sectors. They designed an executive fellowship-based model to accelerate community-based problem-solving. Our focus is on the following six issue areas:

-  [Health](#)
-  [Climate](#)
-  [Justice](#)
-  [Housing](#)
-  [Education](#)
-  [Jobs](#)

FUSE FELLOWSHIP describes itself as *“a national nonprofit dedicated to increasing the capacity of local governments to engage communities, advance racial equity, and work more effectively for everyone.”*¹¹⁹ Should that be repeated?

Our Committee agrees that FUSE pursues the values articulated in both the CEII and the Strategic Plan. As of March 2024, the FUSE website describes at least fifteen fellowships for Los Angeles County under “Health Care.”¹²⁰ Elsewhere on their website, FUSE lists a total of fifty-three projects they’ve been involved in directly with LA County.¹²¹

These are fifty-three contracts to conduct studies concerning government functions identified by County Departments. Further, they are fifty-three opportunities that FUSE focused on advancing “racial equity, and [making County government] work more effectively for everyone.”¹²² They are, or were, funded by the County, an outside funding source, or some combination of the two.¹²³

¹¹⁹ Fuse Fellowship. *Home*. 2024. <http://fuse.org/> (Accessed March 28, 2024)

¹²⁰ Fuse Fellowship. *Projects*. 2024. <http://fuse.org/projects/> (Accessed March 28, 2024)

¹²¹ Fuse Fellowship. *Locations, Los Angeles County CA*. 2024. <http://fuse.org/locations/los-angeles-county-ca/> (Accessed March 28, 2024)

¹²² *Ibid.*

¹²³ See Above Diagram.

The Ballmer Foundation, established through Microsoft fortune, is a funder of FUSE.¹²⁴ The Chan-Zuckerberg Foundation, created by the founder of social media empire Facebook and META, along with California Wellness among others are FUSE funders.¹²⁵ Our Committee felt like Woodward and Bernstein while the Budget Analyst played Mark Felt, (but without a green-lighted movie deal):¹²⁶

Follow the money indeed!¹²⁷

Although we contacted FUSE multiple times, our Committee was unable to get into the details of these engagements. However, cursory descriptions on the website can easily yield a need for Creative Strategist on the project team. If a FUSE Fellow is evaluating and recommending program changes through a top-down lens, would it not make sense to have the support of a Strategist embedded on the ground floor? The opportunity to integrate hierarchical and grassroots methods of engagement can effect very real, very impactful change. It does not strain credulity to believe that ten percent, if not more (all?), could have qualified. At ten percent, five additional creative strategists would be now in, or through, the program.¹²⁸ But no one will ever know, because these types of third-party consultancy engagements are not shared amongst all departments – especially with the DA&C.

It's clear: many County departments contract with outside consultants. However, those Departments do not go the next step and think about whether a creative strategist can be utilized as part of the consulting team. Based on the number of engagements alone, the County appears to be a favored FUSE client. And, again, as the most populous county within the United States this should not be particularly surprising. Discussing how to accommodate using a Creative Strategist, where fitting, should not be an obstacle to negotiating the terms, conditions, and scope of future engagements. The aspirational dictum of the BOS, when announcing the CEII, should not be forgotten, "*to go beyond conversation to actionable strategies.*"¹²⁹ Continue doing studies, for sure. But when the Creative Strategist program is in place to *turn words into action*, then figure out how let them do so.¹³⁰

To our Committee, the answer here is clear, all Departments should be consulting with DA&C to evaluate whether a Creative Strategist shall be utilized or engaged for all proposed third-party consulting contracts. Although, it must be remembered that unless DA&C has staffing and program infrastructure, they won't be able to handle the load of requests.

Adding an artist would provide grassroots, people-focused engagement as a compliment to the top-down, analytical lens of a FUSE Fellow's report recommendations. Their pairing would directly support the Cultural Policy's robust vision for the future of County governance.

¹²⁴ Fuse Fellowship. *Home*. 2024. <http://fuse.org/partners> (Accessed March 28, 2024)

¹²⁵ Ibid.

¹²⁶ YouTube. Movieclips. Follow the Money- All the President's Men (4/9).HD. 1976. (2:37) <https://www.youtube.com/watch?v=vETxuL7Ij3Q> (Accessed April 8, 2024)

¹²⁷ Ibid.

¹²⁸ Assuming the necessary staffing had been established.

¹²⁹ See Supra footnote 3, Motion by Supervisors Hilda L. Solis and Sheila Kuehl, June 26, 2017, p. 3

¹³⁰ *This is Los Angeles!* The only place in the history of the world to make the Olympics financially beneficial to the locality and not an imposed financial burden for decades thereafter.

Other important information directly related to this Report was learned from the website. FUSE worked on a joint project for the County and City of LA: “Making Los Angeles the World’s Leading Region for Supporting an Aging Population.”¹³¹ It was a three-year study (2018-2021). It was sponsored by the County’s Workforce Development, Aging and Community Services, and its Area Agency on Aging. It resulted in a thirty-four-recommendation action plan for the “Purposeful Aging Los Angeles” (PALA) program. Recommendation nineteen therein is to engage a “creative strategist.”¹³² FUSE knows more about the program than other Department Heads.

In 2022-23, DA&C hired a Creative Strategist based, in part, off of recommendation nineteen. The Artist was embedded with the Aging & Disabilities Department to develop a program for senior centers in Supervisorial District 1.¹³³ A miniscule portion of a district utility tax was the source of funding.¹³⁴ DA&C staff knew nothing about the PALA recommendation.¹³⁵ This is not, and not intended to be, a slight on DA&C. It shows that there is a lack of communication within County operations. Further, we have no way of knowing if the people from PALA touted their experience engaging with the Creative Strategist to other departments. There are not adequate staff at DA&C to provide full-service support post-residency. Ensuring project continuity is a crucial component to maintain.

If so, it is more inertial overload that the program must overcome to before even beginning to achieve as intended. There is a need for organization of County operations. That’s the purpose of having separate departments performing separate functions. A risk is that Departments become siloed, which restrict the flow of information in and out unless it pertains only to narrowed operational insights.

Further, there is no need for a specific budget request if the engagement is simply made by the host Department’s already approved operational budget. The host Department and the DA&C can enter a memorandum of understanding and let the creative strategist selection process proceed. But this requires the department to understand how to use the program.

It should not require a third-party consulting contract, and related costs, to point the way.

As the City of Los Angeles also participated in the *Making Los Angeles* study, they could also benefit from sharing other projects that could benefit from further City and County integration run through the DA&C’s Creative Strategist program. DA&C should be reaching out to Department of Workforce Development, Aging, and Community Services and AAA on a regular basis to determine where they could benefit from engaging a creative strategist to support other aspects of the PALA. The County’s aging population is growing every day, so “purposeful aging” would be

¹³¹ Fuse Fellowship. Projects, Making Los Angeles the Leading Region for Supporting an Aging Population. 2024. <https://fuse.org/projects/making-los-angeles-the-worlds-leading-region-for-supporting-an-aging-population/> (Accessed March 25, 2024)

¹³² (Cite Making Los Angeles, p.#.)

¹³³ Los Angeles County Department of Arts & Culture. *Experience, Creative Strategist Program, Carol Zou*. 2024. (<https://www.lacountyarts.org/experience/creative-strategist-program/carol-zou>) (Accessed March 24, 2024)

¹³⁴ Multiple Interviews.

¹³⁵ Interview on April 2, 2024.

an ideal place for an “ongoing” budget item associated with the Creative Strategist program into the budget. And, again, additional staffing would be needed.

FUSE cannot be the only third-party consulting group engaged by the County. All such third-party consulting engagements should be assessed for whether attaching a creative strategist would be efficacious for the County. The BOS wants action. The BOS wants cross-sector engagements utilizing Creative Strategist program. The sheer volume of FUSE Fellow engagements, without thought of using the Creative Strategist program, indicates a lack communication, understanding and/or imagination about the Creative Strategist program, by the Departments outside the DA&C.

Pursue Non-arts Foundations and Other outside Funding for the Creative Strategist program

This report began with the question, “what is a creative strategist?” It’s an artist engaged in a process to support non-arts government functions. Non-arts. We understand that within the DA&C there is a reluctance to let divisions within the Department compete for the same sources of funding. The Creative Strategist program is deemed administrative; Civic Art and Grants are arts centered. As the Creative Strategist program is the newest program within DA&C, it does not have the deepest ties to arts-oriented foundations. That’s fair, this is not a David Mamet play.¹³⁶ However, that does not mean the Creative Strategist program cannot pursue non-arts-oriented Foundations for funding. Again, the Creative Strategist program is designed to support non-arts functions. At this moment, there is no dedicated person to pursue such funding within DA&C. It’s a staffing issue. Our Committee believes that, given the current issues constraining the County budget demands, a bit of entrepreneurialism could be injected into the DA&C. At a minimum, a grants writer should be hired for pursuing non-art foundations as an unexplored source of funding for the Creative Strategist program.

There are other potential opportunities to further expand the Creative Strategist program. The DA&C could open dialogues with local governments to inform them about the Creative Strategist program and determine whether there are interests and needs to engage a Creative Strategist. We know that the County did a joint project with the City resulting in PALA.

A related strategy for DA&C to pursue non-arts funding is to develop a menu of service lists. If given proper staffing, the cross-sector division would like to get a better sense on interest levels of the cities and special districts operating within County lines to partner with the Department and develop location specific frameworks to host their own Creative Strategists under the advisement and administration of DA&C.¹³⁷

¹³⁶ *Glengarry Glen Ross* YouTube. Glengarry glen Ross (9/10) Movie CLIP-Where Did You Learn your Trade? (1992) HD. <https://www.youtube.com/watch?v=rW7WIT6OJxE> (Accessed on April 8, 2024) **See also:**

True Monologue. *Glengarry Glen Ross Monologues*. <https://truemonologue.com/movie/glengarry-glen-ross-monologues/> (Accessed on April 8, 2024); **and especially see the full script below:**

David Mamet. *Glengarry Glen Ross*. 1992. <https://www.dailyscript.com/scripts/glengarry.html> (Accessed on May 7, 2024)

¹³⁷ Interview with DA&C staff on April 2, 2024.

Toolkits are designed, in part, as legacy projects, so that subsequent County employees, or residents, can use them for similar purposes. Local jurisdictions and municipalities could contract with the County to develop their own the toolkits.¹³⁸ The DA&C could then also manage Creative Strategist residencies with other municipalities and local government programs related to those tool kits and create additional opportunities for the artiest to secure more work. But, again, the DA&C will need the necessary staffing to pursue these opportunities. This idea was even raised by the BOS themselves as an opportunity to expand the program.¹³⁹ But the staffing needed at the time to pursue this was not funded.¹⁴⁰

Better Buy-In; Coordination with Other Departments

Some interviewees have advocated adding a MAPP requirement for all Department Heads to ensure compliance with the objectives of the Strategic Plan.¹⁴¹ An annual benchmark is an expressly pointed directive to utilize the Creative Strategist program. As the goals of the Strategic Plan align within reason with ARDI,¹⁴² it seems not to be such an onerous burden. Others cautioned against this as it would add more administrative time and effort from DA&C, which they do not have.¹⁴³ This is a decision that requires more input and nuance than our Committee had access to.. MAPP would seem to focus outside Departments' attention. The BOS is already having DA&C report back about countywide engagement with the Strategic Plan objectives in an annual survey (The DA&C's Annual Report Back).¹⁴⁴ Making this into a MAPP requirement, thus adding more administrative to burden, is counterproductive if necessary staffing cannot be increased.

County Safety Service Departments

The Safety Service Divisions within the County are crying out for the eyes and sensitivities of artistic problem solvers.¹⁴⁵ For instance, the Sheriff's Department did not respond in the annual DA&C Report Back regarding their implementation reporting requirements with the CCP.¹⁴⁶ Perhaps a department that is under multiple consent decrees with the Federal Department of Justice would benefit from utilizing a Creative Strategist.¹⁴⁷ This statement is not meant to be flippant.

¹³⁸ Interviews with Multiple Artists/Creative Strategists.

¹³⁹ LA County. Board Motion by Supervisors Hilda L. Solis and Sheila Kuehl. *Implementing the Cultural Policy*. August 9, 2022.

¹⁴⁰ LA County. Department of Arts and Culture. *Annual Report Back 2022-2023*. December 2023. (p. 4) <https://www.lacountyarts.org/sites/default/files/2023-11/Cultural-Policy-Report-Back-2022-23.pdf> (Accessed on May 7, 2024)

¹⁴¹ Interviews with Multiple LACAC Commissioners.

¹⁴² <https://dmh.lacounty.gov/wp-content/uploads/2022/08/ARDI-Org-Tree.png> (Accessed March 25, 2024)

¹⁴³ Interviews with Multiple DA&C Executives and Staff Members.

¹⁴⁴ LA County. Department of Arts and Culture. *Annual Report Back 2022-2023*. December 2023. <https://www.lacountyarts.org/sites/default/files/2023-11/Cultural-Policy-Report-Back-2022-23.pdf> (Accessed on May 7, 2024)

¹⁴⁵ Sheriff, Probation, and the Medical Examiner.

¹⁴⁶ Four Sheriff Employees completed suicide in a twenty four hour period. This is an unprecedented number of deaths and the Department agrees that this cannot be allowed to remain unaddressed.

YouTube. LA County Sheriff Department. LASD Mental Health Awareness. November 15, 2023.

https://www.youtube.com/watch?v=e1tDz_Ofrqo (Accessed on May 7, 2024)

¹⁴⁷ YouTube. *Conference on the LA County Sheriff Department's Budget Priorities FY2024-2025*. (6:21-6:35). February 8, 2024. <https://www.youtube.com/watch?v=I0M3s-jJPH8> (Accessed on May 7, 2024)

The CEII and the Strategic Plan are articulations by the BOS for a new County culture. Those values are to be integrated into every aspect of civic life.

A constant criticism directed at the Sheriff's Department is that their "problems" are a consequence of its deeply entrenched "culture." If so, that culture is costing taxpayers a lot of money.¹⁴⁸ Perhaps Creative Strategists could move them toward embracing the new cultural values articulated in Strategic Plan. Perhaps engaging a Strategist to assess new approaches on consent decree issues would create goodwill between County law enforcement and their Federal oversight. Perhaps this is naïve to suggest. Our Committee assumes some, if not many critics, would say this about using an artist in this way.



Our Committee's suggestion above is not intended to *poke the bear*. Simply, the Sheriff Department has the largest budget so lends itself as an easy example. Further, the current Sheriff, Robert Luna, is not responsible for what happened five, ten or twenty years or more ago, but he *is* responsible for dealing with the Department as it is now. Putting the consent decree, and litigation settlement issues aside, there is a very serious, very real mental health crises impacting Sheriff personnel that is only now just being addressed.¹⁴⁹

Department of Human Resources is currently employing a Strategist to work on countywide mental health tool kits for public servants.¹⁵⁰ The toolkit will hopefully evolve into an emergent and sustainable 'Wellness App' for County employee use.¹⁵¹ But this countywide mental health kit might not be tailored specifically enough for social safety personnel. This would be another opportunity to put creative strategist to use supporting non-art government function – the care for stress-related issues faced by the social safety services.

As stated at the close of this report's Methodology section, this Committee is not trying to throw anyone under the proverbial bus. did not respond to the Strategic Plan survey; the LASD knows,

¹⁴⁸ LA Times. *Sheriff's Department Gets \$4 Billion Amid 'Unconscionable' Conditions in L.A. Jails*. June 23, 2023. <https://www.latimes.com/california/story/2023-06-26/la-county-budget-sheriffs-department-4-billion-pleas-for-cuts> (Accessed on May 7, 2024)

¹⁴⁹ YouTube. *Conference on the LA County Sheriff Department's Budget Priorities FY2024-2025*. (30:19-32:00). February 8, 2024. <https://www.youtube.com/watch?v=I0M3s-jPH8> (Accessed on May 7, 2024)

¹⁵⁰ Department of Arts and Culture. Creative Strategist Program. *Christy Berkowitz Berkowitz*. 2024. <https://www.lacountyarts.org/experiences/creative-strategist-program/christy-roberts-berkowitz> (Accessed on May 7, 2024)

¹⁵¹ Multiple Interviews over many months between 2023-2024, speaking to DA&C staff members.

as we all do, that personnel are making tragic decisions that appear related to, or caused by, being active-duty officers. No one wants to hear those reports. Every resident would wish to prevent those tragic courses of action. We assume efforts are being made to address these issues. But, with DHR and DMH determining that an embedded artist can help them, then other Safety Departments should make a serious effort to consider employing a Creative Strategist.

IN THE INTERIM...

*Everywhere I go in the world art is accepted as fundamental to life; only in the United States is it considered a luxury.*¹⁵²

If doubt remains, this Report has been advocating for a more *robust* Creative Strategist program as part of cross-sector initiatives and the CCP. The program began with promise and even a bit of fanfare – being described as part of a “groundbreaking” undertaking, but COVID really quashed all that momentum and goodwill. If everything had gone to plan, the Creative Strategist program was projected to have embedded over thirty creative strategists by year six of its rollout.¹⁵³ If it needs reminding, COVID happened. The pandemic diverted programming in such a way that the effects will be felt for many years to come. Now is time for the County to decide if the Creative Strategist program is more than a fading romantic ideal.

There is no magic wand to wave. Our Committee understands that staffing and program infrastructure cannot be gifted to the DA&C overnight. The findings of this Report make that clear. By the time these recommendations are released on June 28, 2024, the budget will have been set for the following year. However, there may be an easier way to accelerate the realignment of the current program back towards the original mission of the Creative Strategist program. An idea that would not need to dig deeply into County resources, because it has the built-in efficiency of sole-sourced funding, thereby sidestepping the lengthy open bidding process.¹⁵⁴ The idea:

Every artist who has completed their residency has left behind a program framework or toolkit. The artists’ time embedded into County departments was supposed to leave a *legacy* to establish continuity for those following to use. Theoretically, all projects left behind would still be in operation. Due to the disjointed roll-over of the program, from the placemaking pilots, to the COVID years, to the stripped down cross-sector model now in use, the program The Creative Strategists have veered from the original intent.

While a crass person would answer, “*money*,”¹⁵⁵ the bedrock on which democracy stands is most certainly free and open elections. There is an election coming. It is important. Elections will continue to come up and be important. There is a belief and cold-hard data that says that young

¹⁵² Steven Van Zandt, aka “Little Steven”, Commencement Speech Rutgers University, May 14, 2017.

¹⁵³ Department of Arts & Culture. *Creative Strategist Evaluation*. December 2021.

¹⁵⁴ Sole Source Purchases (Effective Date January 1, 2025) <https://doingbusiness.lacounty.gov/wp-content/uploads/2018/01/P-3700.pdf> (Sole sourcing is the ability to bypass the open bid process by having the BOS approve a contract with a known pre-approved contractor.)

¹⁵⁵ YouTube. It’s Always in Philadelphia. *Money me. Money now. Me a money needing a lot now.* <https://www.youtube.com/watch?v=lxpkIVaYcfw> (Accessed April 22, 2024)

people do not vote.¹⁵⁶ Historically, the eighteen to twenty four year old age demographic for young voters do not turn out in large numbers. But this voting block remains an untapped potential. One prior Creative Strategist worked on voting initiatives in Community Colleges throughout SD1, and when our Committee asked, the Strategist replied that they would *gladly* reboot their curriculum and do it again for other colleges in other districts.¹⁵⁷

“Art is nothing if you don’t reach every segment of the people.”¹⁵⁸

This Strategist's original research to better fund their projects found that when partnered with Community colleges they could point to a State statute requiring all Universities to make available resources for young voter outreach. The Strategist then pressed the local community colleges to offer space on their campuses to create voter support centers. At the same time securing more funding for more robust project. *Creative Strategist, indeed.* Again, this artist is prepared to do it again and claims they could get things up and running quickly, but if approved, any movement would have to be included as a supplemental budget item. Campuses could be engaged during the vital home stretch before the upcoming November election.

DA&C managers and staff describe this person as a “dream” and “delight” to work with and needs “little supervision” or “hand holding.”¹⁵⁹ Currently, the DA&C are understaffed to handle the onboarding of an entirely new Strategists. But our example above is not new to the program. This person is vetted and tested. And can be “sole sourced.” The County should want to get more young voters to the polls.

There is a second project that could be considered to reinstate. It’s time to finish what once was started. This project was originally developed out of a 2018 PALA recommendation. Originally hosted by Office of Aging & Disabilities and funded by a percentage user utility tax from SD1. The program can be restarted relatively quickly as a sole source contract. This Creative Strategist has the same standing and respect within the DA&C as the aforementioned Voting project artist.¹⁶⁰ The cross-sector manager at the DA&C would gladly welcome any artist who requires little supervision; especially as an easy way to continue providing equitable art projects Countywide!

This project would be ongoing for at least a three year term to fully reach aging centers in each of the other four County Districts. When asked, the artist felt that although their success in SD1 was celebrated, the programming was not complete. Specific needs requirements for the other four Districts remained unmet.¹⁶¹ They continued to describe a feeling that there was always something inequitable about a program designed to enhance equity but that was unable to meet the needs of every District. But funding for those Districts never materialized.

¹⁵⁶ Interview with Creative Strategist on February 8, 2024.

¹⁵⁷ Ibid.

¹⁵⁸ LA Times Archives, LA Times, *Keith Haring; Subway Pop Graffiti Artist*, February 17, 1990.
<https://www.latimes.com/archives/la-xpm-1990-02-17-mn-439-story.html> (Last Accessed March 26, 2024)

The full quote reads: “If commercialization is putting my art on a shirt so that a kid who can’t afford a \$30,000 painting can buy one, then I’m all for it. Art is nothing if you don’t reach every segment of the people.”

¹⁵⁹ Multiple Interviews.

¹⁶⁰ Multiple Interviews.

¹⁶¹ Interview with Creative Strategist on February 1, 2024.

Who doesn't want to see tea parties for cancer survivors hosted by a drag Queen Elizabeth impersonator? Or how about the planting of sustainable meditation gardens? Further, as the program was truncated the Strategist was unable to ensure that the projects was made sustainable to benefit future participants. The program both touches a vulnerable population and builds community by laying the groundwork for placemaking.

These are but two examples of Creative Strategist projects that could take advantage of the sole-source process and widen the DA&C's cross-sector reach.

There you have it. One program is directed at youth to encourage them to integrate into, and participate in, our democracy. Another program supports purposeful aging, working to ensure that our elderly are honored and not ignored. Both programs would be easier to manage by not taxing an already understaffed Department, because each Strategist understands the program already. They can hit the ground running, giving the DA&C a sense of momentum, while issues discussed above can be worked out without overly dividing attention.

LACAC's Usefulness as an Arm of the DA&C

Again, the DA&C needs an entrepreneurial pivot. The success of the Department depends on connecting with diversified funding sources, especially with looming contingencies overhanging the countywide budget. Additional revenue streams or expected funding sources will allow the Department room to identify and plan for long-term goals. Goals that have been needing to get off the ground since Arts & Culture was a Commission. After speaking with DA&C staff, Arts Commissioners and those close to the Department, our Committee finds that LACAC is currently being underutilized. The BOS and DA&C should be directing LACAC to assemble working groups to explore potential outside financial opportunities; fundraising, fund-matching, grant partners etc... Commissioners can utilize their professional experience working in the County's creative economy to guide the Department towards guaranteed sources.

CONCLUSION

It is not a stretch to assert that much of American History has been a struggle for equity, diversity and inclusion.¹⁶² The Revolution was fought for the idea that it was unfair and unjust to be ruled by a King. But it was *only* unfair for certain property-owning men. In 1861, the country was torn in two over the disagreement on whether human beings could be considered property.¹⁶³ Women could not vote until a little more than a century ago.¹⁶⁴ "Secret societies" terrorized and murdered black Americans openly, while stigmatizing Roman Catholics and Jews.¹⁶⁵ Segregation was practiced in the South; redlining was practiced nationwide.¹⁶⁶ United States citizens were sent to

¹⁶² Library of Congress. American Revolutionary War. 2024. <https://www.loc.gov/classroom-materials/united-states-history-primary-source-timeline/american-revolution-1763-1783/overview/> (Accessed on May 7, 2024)

¹⁶³ Britannica. *American Civil War*. 2024. <https://www.britannica.com/event/American-Civil-War>

¹⁶⁴ US Constitution. *Amendment 19*. <https://constitution.congress.gov/constitution/amendment-19/>

¹⁶⁵ WBUR. The History of White Supremacist Groups in the US. August 16, 2017. <https://www.wbur.org/hereandnow/2017/08/16/history-white-supremacist-groups-us>

¹⁶⁶ Tracy Jan. Washington Post. *Redlining Was Banned 50 Years Ago. It's Still Hurting Minorities Today*. March 28, 2018. <https://www.washingtonpost.com/news/wonk/wp/2018/03/28/redlining-was-banned-50-years-ago-its-still-hurting-minorities-today/> (Accessed on May 7, 2024)

internment camps during World War II.¹⁶⁷ To this day, Black people, Jews and women remain stigmatized by the vestiges of once having been property, or quasi-property, on top of race, gender or religious prejudices. Native Americans were dispossessed of their lands and rounded up on reservations.¹⁶⁸ These are just a few examples from history. America is not always a nice place. Yet, members of this Committee as part of the Civil Grand Jury and as private citizens of LA County insist with pride that it is, “self-evident that all men are created equal,” and our government is formed to “secure the blessings of liberty.”¹⁶⁹

Given this history, it seems radical that BOS chose to integrate the ideals– equity, diversity and inclusion – into every aspect of civic life through by unanimously-approved policy. *Simply: stop fighting people, embrace our self-evident ideals.*

The Creative Strategist program was designed to put “words into actionable plans.”¹⁷⁰ Is it the answer to every problem? No. It can be a bulwark against a belief that pursuing equity is a fool’s errand. A counter to those who believe that inclusion is an affront to some subjectively determined, arbitrary claim about “individual freedom.” It is a dose of reality for those who believe diversity is so scary that the fight to defeat Hitler is ignored or forgotten by some Americans now marching while chanting Nazi slogans like, blood and soil.¹⁷¹

Shake it up. The Department of Arts and Culture needs to be fully and adequately staffed to integrate the County’s Cultural Policy ideals into every aspect of civic life. The beauty? A full integration of artists working cross-sector should not even be a fight. This is the County’s unanimously approved policy after all. Departments countywide need to fully embrace this policy now more than ever.

¹⁶⁷ National Archives. Lessons. *Japanese Relocation*. 2024. <https://www.archives.gov/education/lessons/japanese-relocation> (Accessed on May 7, 2024) *See also:*

The Japanese American Museum in Little Tokyo has an amazing exhibit, Ireichō, that has close ties to a former Creative Strategist. Our Committee encourages anyone to please give this it a visit and honor our Japanese neighbors: <https://www.janm.org/exhibits/ireicho>

¹⁶⁸ National Library of Congress. Materials. Immigration. *Native Americans*. 2024. <https://www.loc.gov/classroom-materials/immigration/native-american/>

¹⁶⁹ National Archives. Constitution. July 4, 1776. <https://www.archives.gov/founding-docs/declaration-transcript>

¹⁷⁰ Los Angeles County Board of Supervisors Policy Manual, 3.180 https://www.lacountyarts.org/sites/default/files/cultural_policy_final.pdf, Exhibit 1; *Countywide Cultural Policy Strategic Plan* https://www.lacountyarts.org/sites/default/files/documents/pdfs/cultural-policy-strategic-plan_7-1-f.pdf (Accessed on May 7, 2024)

¹⁷¹ US Holocaust Museum. *Origins of Neo-Nazi and White Supremacist Terms and Symbols*. Glossary. 2024. <https://www.ushmm.org/antisemitism/what-is-antisemitism/origins-of-neo-nazi-and-white-supremacist-terms-and-symbols> (Accessed on May 7, 2024)



FINDINGS

- 14.1 The Department of Arts & Culture is under-funded; all functional operations are running at capacity with no room for expansion. Because of this, the DA&C is unable to adequately communicate with the County. Guaranteed staff is needed to foster meaningful relationships with other Department Heads. These inter-departmental relationships contribute to the DA&C's long-term, people-forward, network-building goals.
- 14.2 The County's support for the local creative economy started more than seventy years ago as a special publicity fund meant to promote music performance. This developed into LACAC, a powerhouse facilitator for arts and culture, but as a Commission, there were limits in their abilities to execute ambitious, long term goals. After officially establishing a Department, the reach and creative potential is exponential.
- 14.3 The Department has stricter operating and solicitation guidelines for vendors and contractors, the open bid process considerably lengthens project timelines.
- 14.4 The Countywide Cultural Policy was adopted in 2020, and the accompanying Strategic Plan guiding implementation was released in 2022. To date, the policy remains under-supported.

Strategy 14. Administer the Countywide Cultural Policy: The Department of Arts and Culture, will play a leading role in implementing the Countywide Cultural Policy, ensuring that policy goals are realized, and that arts and culture strategies are integrated into major Countywide plans and the operations of County departments. This new work will include:

1) connecting County departments with arts organizations and individual artists and creating fluid mechanisms and equitable standards of practice for departments to contract with and pay for arts services; 2) developing training for County staff on the policy and providing limited project-based consultations to guide how departments can work with and engage artists and arts organizations; 3) collecting data, monitoring, and evaluating new and expanded program activities that are launched by long-term Cultural Policy implementation and publishing outcomes and findings to support public transparency; 4) encouraging County departments to apply for funding from the Productivity Investment Fund to support arts-based projects and interventions that address Board and Department Priorities; 5) launching and managing projects that recognize artists, culture bearers, and cultural organizations and celebrate cultural heritage and artistic expression of diverse communities as a regular part of the County's annual Heritage Month celebrations to increase visibility, combat cultural erasure, advance narrative change, and recognize contributions of communities of color.

This strategy provides the Department of Arts and Culture with the staffing and resources needed to take the next step in policy implementation to realize the vision of the BOS.

- 14.5 There has been some meaningful incorporation of the policy, but wide-spread investment into it by many other Departments has not yet happened. Under-support and inaction are largely caused by an unfamiliarity on how to engage with the policy's directives. Structural silos create communication barriers between Departments and DA&C. DA&C provides leadership, accountability across County departments and agencies to support implementation and ensure arts and culture are utilized appropriately, but without additional staff, they can only do so much.
- 14.6 Before a Creative Strategist is embedded, there is an intensive exploratory period. Interested Departments work closely with DA&C during this time. The cross-sector division facilitates inter-departmental relations, reference guides and opportunities but

does so on a project-by-project basis. The initial “six-ish month process” used during the pilot phase does not provide not enough time to prepare before an artist is embedded with their host department. DA&C reports this process being pushed to a year or more.

- 14.7 There is currently no infrastructure in place to support the work for cross-sector engagement/Creative Strategists. DA&C is resource-poor. Internal programming needs to be solidified, sustainable, and customizable. Unless funding is found for additional staff, resources will continue to be drafted as one-off projects. The unintended consequence is continued under-support of the Countywide Cultural Policy, and specifically the Creative Strategists, by DA&C and the County at large.

When Departments do contact DA&C for guidance on cross-sector engagement, DA&C has reported feeling deficient in their ability to help. There are currently two members assigned to this division who are working at capacity with no room for expansion.

- 14.8 The DA&C is under-supporting Countywide Cultural Policy Item 2: Advance arts and culture in every sector of civic life. This is not due to negligence or intent by the department, but because the Creative Strategist program is still operating under a COVID-informed budget model. Strategy 15 of the Strategic Plan informs BOS and CEO how a fully funded program would operate in advancement of the policy guidelines.
- 14.9 The County’s high-priority initiatives have taken precedence in the Annual Fiscal Year Budget Plan over DA&C’s requests. To truly embrace the Countywide Cultural Policy, Departments must internalize the unique role a Creative Strategists can play to address areas of high need. The possibilities for creative problem-solving are endless. There is not a question of either/or, and CEO should not have to, for example, weigh “the arts” against Care First Jail Last diversion initiatives. Strategists can be utilized in tandem with other methods of engagement.
- 14.10 Cross-sector work left behind after a Strategist’s residency are considered “legacy frameworks” and “legacy toolkits”. They are meant to act as a guide for future Strategists, as well used by in-house project coordinators. The frameworks and toolkits are much more cost effective and require minimal administrative preparation because the program infrastructure has already been created.
- 14.11 The DA&C needs an entrepreneurial pivot. The success of the cross-sector/Creative Strategist program depends on connecting with diversified funding sources, especially with looming contingencies overhanging the County budget. This will allow the Department room to identify long-term program goals.
- 14.12 The DA&C needs an entrepreneurial pivot. The success of the Department depends on connecting with diversified funding sources, especially with looming contingencies overhanging the County budget. This will allow the Department room to identify long-term goals.
- 14.13 DA&C cannot fully monitor the ongoing use of a toolkit or guide left as an artist’s legacy guide post-residency. Legacy kits are created with the expectation that new processes for administering specific, non-arts government functions are in place. Thus, the process remains embedded long after a Strategist’s engagement. This assumes a Department understands how to administer and interact according to the framework unaided. Currently,

guidance and support is available, but offered in a limited capacity. Project continuity is a crucial component to maintain.

- 14.14 There is a well-documented wealth of creative capital to draw upon from the local arts ecology. The County contains more working artists than any other county in the United States. Most of these are found in the entertainment sector. Historically, DA&C and LACAC have minimal engagement with the film and television industry.
- 14.15 The DA&C needs an entrepreneurial pivot. Additional funding and revenue streams need to be secured before big ideas can take place.
- 14.16 Many County Departments hire consultants to evaluate an area of interest and provide action-item recommendations. This is done with intent to identify and include consideration for diversity, equity and inclusion.

RECOMMENDATIONS

The Committee understands that it does not make policy decisions. The Committee has been discussing the express policy decisions made by the BOS regarding the Countywide Cultural Policy and DA&C programs enacted and funded over the last ten years. The recommendations herein are not directives and should not be considered as such. The Committee is using the wording of past BOS motions, and especially reports used in the methodology of this Report (CEII and Strategic Plan).

- R14.1 (a) BOS direct CEO to find funding to meet the staffing needs of the DA&C.
- R14.1 (b) DA&C should report to BOS and CEO with staffing requirements; with special consideration towards creating foundational program infrastructure and accounting for future opportunities for the Department.
- R14.2 No Recommendation.
- R14.3 DA&C should use sole source contracts to rehire those Creative Strategists with incomplete and easily revived projects.
- R14.4 (a) BOS should direct CEO to find funding for unaddressed Strategies outlined in the Countywide Cultural Policy Strategic Plan.
- R14.4 (b) BOS should direct CEO to find remaining funding for partially-funded Strategies outlined in the Countywide Cultural Policy Strategic Plan.
- R14.4 (c) BOS should direct all Department Heads to engage DA&C to incorporate Countywide Cultural Policy goals, such as, but not limited to, allocating resources to engage Creative Strategists and other programs.
- R14.5 (a) BOS should direct all Department Heads to explore incorporating Cultural Policy goals, and especially a Creative Strategist, into their operations or service models. Internal surveys, open calls and program evaluations can help make this determination for allocating departmental resources to engage DA&C programming.
- R14.5 (b) BOS should direct all Department Heads to engage with DA&C for guidance, recommendations and development during this exploratory period. BOS direct

CEO and DA&C to designate anticipated staffing and funding needs to properly interface with other Departments regarding the Countywide Cultural Policy.

- R14.5 (c) DA&C should create necessary infrastructure (program availability, educational materials, vendor lists, resource lists, individualized compliance blueprints and inter-departmental relations person). We recognize this recommendation cannot be implemented unless DA&C received additional staff positions.
- R14.6 DA&C should expand preparatory period timelines from six to twelve months, given the project's scope. Build in clause to allow for additional time if necessary, recognizing that Creative Strategists should be engaged for a minimum of two years.
- R14.7 (a) BOS should direct CEO to find funding to meet the staffing needs for DA&C's cross-sector work to enable the necessary infrastructure to be set in place.
- R14.7 (b) DA&C report to BOS and CEO with staffing requirements to fully-support the cross-sector division; ensure special consideration regarding potential opportunities for future expansion.
- R14.7 (c) BOS and CEO should refer to Strategy 15 in DA&C's 2022 Countywide Cultural Strategic Plan for funding and staffing considerations.
- R14.8 BOS should direct CEO to find funding to adopt DA&C's Strategic Plan Strategy 15.
- R14.9 (a) BOS and CEO assist Departments in reallocating funding and resources to engage a Creative Strategist in their priority projects. Direct Departments to find outside sources, if necessary, with consultation with DA&C.
- R14.9 (b) BOS direct all Departments to allocate resources to utilize the Creative Strategist program as intended.
- R14.10 (a) Our Committee understands that fully funding the Strategic Plan and/or the Creative Strategist program cannot happen overnight. In the interim, BOS direct CEO to find funding to rehire via sole source contract process Creative Strategists identified by DA&C whose projects would benefit from expansion into all five districts.
- R14.10 (b) Our Committee understands that fully funding the Strategic Plan and/or the Creative Strategist program cannot happen overnight. In the interim, DA&C should review the completed Creative Strategist residencies and assess which projects could be re-implemented.
- R14.11 BOS should direct CEO to find funding for a non-arts funding grant writer staff position. Much of the Countywide Cultural Policy situates DA&C in the role of arts facilitator or cultural programming administrator, not as a creative entity itself.

Although, through our many inquiries, our Committee would argue for an unofficial classification based on the ingenuity and artistic approach current staff use to problem solve.

R14.12 BOS and DA&C should direct LACAC to assemble a working group to explore potential outside financial opportunities; fundraising, fund-matching, grant partners etc...

Commissioners can utilize their professional experience working in the County's creative economy to guide the Department towards guaranteed sources.

R14.13 BOS should direct CEO to find funding for cross-sector continuity staffing position.

R14.14 DA&C and LACAC should explore expanding relationships with major studio entertainment foundations and explore cross-sector collaboration.

R14.15 (a) DA&C should build out a paid 'item menu' of specialized services (ex. Cross-sector local jurisdictional exchange); including but not limited to expansion of impact and grant-matching.

R14.15 (b) DA&C should direct LACAC to investigate alternative funding sources (Galas, benefits, bond measures, percentage tax allocations).

R14.16 Regarding DA&C's need for an entrepreneurial pivot, BOS should direct all Departments to consult with DA&C to evaluate whether a Creative Strategist shall be utilized or engaged for any and all proposed third-party consulting contracts.

Adding an artist would provide grassroots, people-focused engagement as a compliment to the top-down, analytical lens of a FUSE Fellow's report recommendations. Their pairing would directly support the Cultural Policy's robust vision for the future of County governance.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2023-2024 Los Angeles CGJ must be submitted to:

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

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R14.1 (a), R14.1 (b), R14.3, R14.4 (a), R14.4 (b), R14.4 (c), R14.5 (a), R14.5 (b), R14.5 (c), R14.7 (a), R14.7 (b), R14.7 (c), R14.8, R14.9 (a), R14.10 (a), R14.11, R14.12, R14.13, R14.16	Los Angeles County Board of Supervisors
R14.1 (a), R14.1 (b), R14.3, R14.4 (a), R14.4 (b), R14.4 (c), R14.5 (c), R14.7 (a), R14.7 (b), R14.7 (c), R14.8, R14.9 (a), R14.10 (a), R14.11, R14.12, R14.13	Los Angeles County Chief Executive Office
R14.1 (b), R14.3, R14.4 (c), R14.5 (b), R14.5 (c), R14.6, R14.7 (a), R14.7 (b), R14.7 (c), R14.9 (a), R14.10 (b), R14.11, R14.12, R14.13, R14.15 (a), R14.15 (b), R14.16	Department of Arts & Culture

COMMITTEE MEMBERS:

Leslie C. Flores, Co-Chairperson
Mark Calahan, Co-Chairperson
Jean C. Holden

APPENDIX I: Countywide Cultural Policy

3.180 - Countywide Cultural Policy Effective Date: 06/23/20

PURPOSE _____

The Countywide Cultural Policy (hereinafter, "Policy") provides direction and guidelines for how Los Angeles County and its Departments will ensure that every resident of the County has meaningful access to arts and culture. The intent of this policy is to foster an organizational culture that values and celebrates arts, culture, and creativity; strengthens cultural equity and inclusion; and leverages arts and culture in strategies to achieve the highest potential of communities across all aspects of civic life.

REFERENCE _____

December 10, 1948: Universal Declaration of Human Rights
September 29, 1965 (amended May 31, 1984, and December 20, 1985): National Foundation on the Arts and Humanities Act of 1965
November 10, 2015: Board Motion : Improving Leadership, Work Force, Programming and Audience Diversity in Los Angeles County Cultural Institutions
April 2016: County of Los Angeles 2016-2021 Strategic Plan : Creating Connections: People, Communities, Government
October 2016 (revised): Statement Americans for the Arts Statement on Cultural Equity
April 4, 2017: Cultural Equity and Inclusion Initiative (CEII) final report : Strengthening Diversity, Equity and Inclusion in the Arts and Culture Sector for All Los Angeles County Residents
April 4, 2017: Board Motion : Los Angeles County Cultural Equity and Inclusion Initiative
June 27, 2017: Board Motion Establishing Transition of the Arts Commission to a County Department
November 20, 2018: Ordinance Establishing Los Angeles County Department of Arts and Culture
United States Conference of Mayors, 86th Annual Meeting: Resolution Supporting Cultural Equity . June 23, 2020 Board Order No. 15

DEFINITION

Cultural Equity: is defined as the values, policies, and practices that ensure that all people— including but not limited to those who have been historically underrepresented or marginalized based on race/ethnicity, age, disability, sexual orientation, gender, gender identity, socioeconomic status, geography, citizenship status, or religion—are represented in the development of policy and the fair and equitable distribution of cultural resources. Cultural equity utilizes a strengths-based approach such that diverse forms of artistic and cultural expression are represented and supported, and existing cultural organizations, artists, communities, and artistic practices are valued.

POLICY _____

Preamble:

The Los Angeles County Board of Supervisors (Board) recognizes that arts and culture are foundational parts of quality of life and vibrant and resilient communities. Arts and culture have the power to enhance diversity, inclusion, and belonging, and contribute to positive outcomes across dimensions of civic life in the human, community, and economic development of the County. The right to freely participate in the cultural life of the community is recognized globally as a basic human right. This is defined as the right to:

- Access, participate in, and enjoy the benefits of arts and cultural activities; • Learn about, maintain, and develop one's cultural expression and heritage; and
- Share in the cultural expression and heritage of others.

In US federal policy, the arts are valued as reflecting America's rich cultural heritage and fostering mutual respect for the diverse beliefs and values of all persons and all groups.

Despite the many benefits of the arts, due to historic and systemic inequity and disinvestment, not all communities have had equal access to cultural resources, representation, public sector investments, and opportunities to participate in cultural life through the arts. Ensuring access to the arts and cultural equity is important for the long-term viability of the cultural sector and quality of life for all in the County.

The policy will serve as a road map for how all County departments can contribute to cultural life, with a focus on cultural equity, diversity, inclusion and access. It serves to solidify and expand on the gains made through the Cultural Equity and Inclusion Initiative (CEII) process and board adopted recommendations, and positions the County as a national arts leader in advancing cultural equity and inclusion in every sector of our civic lives.

Policy: All County departments will strive to provide services, conduct internal operations, allocate resources, establish regulations, and operate facilities in a manner that supports cultural equity and ensures that all individuals and communities can participate fully and equitably in cultural life through the arts. County commissions, agencies and authorities, municipalities, and private sector partners of the County are also encouraged to incorporate the principles of this policy.

The Department of Arts and Culture (hereinafter, "Arts and Culture") will provide leadership, accountability, and coordination across County departments and agencies to support implementation and ensure arts and culture are utilized in the pursuit of goals articulated in this policy. Arts and Culture will establish target goals and benchmarks, and identify areas of need, to measure progress on the policy and report at regular intervals on such progress to the Board of Supervisors.

In addition, the County will:

1. Invest in cultural infrastructure and access to arts and culture
 - a. Invest in cultural infrastructure that supports artists and nonprofit cultural organizations in a manner and at levels that ensure Countywide access to the arts and opportunities for all County residents.
 - b. Expand equity-focused arts and culture investments to increase support for communitybased organizations and cultural resources, particularly those that represent and serve historically marginalized and low-income communities and communities of color.
 - c. Diversify the means of County support for arts and culture to include facilities, land use, funding, policies, and other means, and identify ways that each County Department can contribute to cultural life to assist in eliminating barriers to access.
2. Advance arts and culture in every sector of civic life
 - a. Foster cross-sector and interdepartmental collaboration to leverage arts and culture as a County strategy to support positive outcomes across every sector of civic life, including but not limited to:
 - i. Making every effort within the scope of its reach to ensure equity and access to quality arts education and creative learning for public school students.
 - ii. Incorporating arts, culture, and creative placemaking in equitable development and sustainability.
 - iii. Stimulating a robust and inclusive creative economy with access to career pathways and opportunities for diverse county talent.
 - iv. Integrating civic art and design in the creation of public spaces, transit, and infrastructure.
 - v. Including arts-based strategies in criminal justice reform, child welfare, and prevention.
 - vi. Promoting cultural exchange, cultural heritage, and diplomacy through the arts.
 - vii. Utilizing arts to support health, address trauma, promote healing, and well-being for all communities.
 - b. Assess the impact to arts and cultural assets as part of County land use and development plans to limit displacement and support cultural resources in communities.
 - c. Include arts and culture in Countywide strategic plans, major initiatives, and resources to address Board Directed Priorities and the Cultural Equity and Inclusion Initiative (April 4, 2017).
 - d. Incorporate arts and culture in County community engagement practices to engage diverse and underserved communities in the development of County plans, initiatives, and projects.

3. Promote cultural equity, diversity, inclusion, and belonging a. Identify ways to acknowledge Indigenous Peoples as traditional stewards of this land at County public events and ceremonial functions and celebrate the contributions of culture bearers and traditional arts practices of diverse communities. b. Incorporate arts and culture in County employee engagement, equity initiatives and training, and County facilities to create inclusive and inviting spaces for County workforce and the public. c. Encourage and continue to expand cultural equity, diversity, inclusion and access within the cultural sector of the region and increase coordination across County-owned cultural venues in support of key policies and initiatives.

RESPONSIBLE DEPARTMENT:

All County Departments and Chief Executive Office; Arts and Culture will provide leadership in implementation and technical assistance to other Departments.

DATE ISSUED/SUNSET DATE

Issue Date: July 23, 2020

Sunset Date: July 23, 2024

Renewed Sunset: June 23, 2027

Page 3 of 3

Department of Arts & Culture. REVIEW OF BOARD POLICY NO. 3.180 – COUNTYWIDE CULTURAL POLICY. March 13, 2024.
<https://file.lacounty.gov/SDSInter/bos/supdocs/189609.pdf> (Accessed on April 22, 2024)

EARTHQUAKE SAFETY READINESS

How to Survive the Big ‘One’!



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

ACRONYMS

AISC	American Institute of Steel Construction
ASCE	American Society of Civil Engineers
BOS	Board of Supervisors
CEO	Chief Executive Officer
CERT	Community Emergency Response Teams
FEMA	Federal Emergency Management Agency
IBC	International Building Code
ISBN	International Standard Book Number
LA	Los Angeles
PW	Public Works
RFP	Request For Proposal
RYLAN	Ready Your Los Angeles Neighborhood
UBC	Uniform Building Code
UCLA	University of California Los Angeles
UNISDR	United Nations International Strategy for Risk Reduction
URM	Unreinforced Masonry (a building technique)
US	United States
USC	University of Southern California

DEFINITIONS

Earthquake – a natural violent event involving movement of faults that produces vibrations

Earthquake Probabilities - describe the long-term chances that an earthquake of a certain magnitude will happen during a time window. Most earthquake probabilities are determined from the average rate of historical events. Assuming the annual rate is constant, one can make a probability statement about the likelihood of such an event in the next so-many years. These probabilities might range from one-in-thirty to one-in-three hundred.

Earthquake Safety Retrofit – The effort involved to upgrade the building to meet current structural safety codes. This effort not only includes the actual structure but also office preparation, telecommunications upgrades, and utility upgrades. The official Los Angeles County definition is “an improvement of the lateral force resisting system by alteration of existing

structural elements or addition of new structural elements to the standards required by Section 9707.”¹

Fault - Faults are planes of weakness in the earth’s crust where one side has moved relative to the other.²

High Rise Building – In Los Angeles County, a high rise building is any building over 75 feet tall from ground level to the highest floor used for human occupancy except for hospitals.³

Non-Ductile Cement – used in building construction. A type of cement that is brittle and inflexible that was typically used in pre-1980’s construction when building codes allowed this type of cement. Non-ductile cement is prone to damage during earthquakes due to intense vibrations.

Resilience – The UNISDR defines resilience as “the ability of a system, community, or society exposed to hazards to resist, absorb, accommodate, and recover from the effects of a hazard in a timely and efficient manner, which includes preserving and restoring basic structures and functions.”⁴

Seismic – pertaining to earthquakes or other vibrations of the earth and its crust.

Soft-story – A building with a non-reinforced first floor such as a retail establishment or a garage.

¹ Draft Ordinance prepared by LA County Department of Public Works amending Title 26 of the Los Angeles County Building Code. **The draft ordinance is in Appendix 2.**

² Earthquakes (ca.gov) <https://www.conservation.ca.gov/cgs/earthquakes>

³ Earthquakes (ca.gov) <https://www.conservation.ca.gov/cgs/earthquakes>

⁴ Resilience – The Ultimate Sustainability, page 11, Aris Papadopoulos, ISBN 978-0-9861816-1-0, copyright 2016

*“Los Angeles owes its existence to earthquakes.
Its location, in the arid southwest, could have left it an uninhabitable desert
had it not been for the mountains that surround it, pushed up by active faults,
capturing moisture from the clouds that come off the ocean.*

*Those same faults trap groundwater,
creating the springs that were used by the original settlers to irrigate their crops.
The modern city began to flourish at the beginning
of the twentieth century with the discovery of oil—
oil that was likewise collected by faults,
with the biggest deposits near the Newport-Inglewood Fault,
which runs through Long Beach and Los Angeles’s Westside.”⁵*

---Lucy Jones, Seismologist

EXECUTIVE SUMMARY

Short Summary

The Earthquake Preparedness Committee (Committee) found many useful studies, projects, and maps that explain what is already known about earthquakes. Some steps have already been taken towards mitigating their impact, especially in the area of retrofitting of buildings. Many sources are cited so readers can look further into the details that are of interest to them. This report ends with recommendations so that agencies and cities can be better prepared for earthquakes than they are today.

Long Summary

Older residents of Los Angeles County (LA/County) remember and recognize the immense damage an earthquake can do. Thirty years after the devastating Northridge earthquake occurred, the aftershock can still be felt. Sixty people lost their lives and whole neighborhoods had to be rebuilt.⁶

Buildings made of non-ductile cement are especially prone to earthquake damage because they are not resistant to vibrations caused by earthquakes. Any cement building for which a building permit processed before November 1, 1977 is considered to be made of non-ductile cement.⁷

The Earthquake Committee investigated what has changed since the Northridge earthquake. A primary mover: Los Angeles City Council unanimously approving the program “Resilience by Design.” The program identified the most significant vulnerabilities, and feasible solutions to:

⁵ Dr. Lucy Jones, “The Big Ones: How Natural Disasters Have Shaped Us (and What We Can Do About Them)”

⁶ Los Angeles Times, 17 Jan 2024. The 1994 Northridge Earthquake was a Shock, Here is Why the Next One Won’t Be. Karen Garcia

⁷ Draft Ordinance prepared by LA County Department of Public Works amending Title 26 of the Los Angeles County Building Code

- Protect the lives of our residents;
- Improve the capacity of LA to respond to earthquakes;
- Prepare LA to recover quickly from earthquakes; and
- Protect the economy of LA and all of southern California.⁸

Despite the Resilience plan only officially applying to the City of Los Angeles, the County, City of Long Beach, and other cities within County in joined in support of the goals set forth in the Resilience Plan. The Resilience Plan evaluated what can be done in the following categories:

- Pre-1980 “non-ductile” reinforced concrete buildings;
- Pre-1980 “soft-story-story” buildings;
- Water system infrastructure (including impact on firefighting capability); and
- Telecommunications infrastructure.⁹

Earthquakes cannot be predicted. By definition, earthquake prediction must include three elements: 1) the date and time, 2) the location and 3) the magnitude of the earthquake. There is currently no science that currently allows this type or specificity of prediction.¹⁰ As a result, we need to prepare for earthquakes of any size given their potential for calamitous mass destruction.

In “Resilience: The Ultimate Sustainability,” Aris Papadopoulos¹¹ has promulgated four rules of disaster risk. He cites that:

- 1) Disaster risk grows exponentially with hazard risk;
- 2) Disaster risk grows with urban density even when hazard risk remains constant;
- 3) Disaster risk is inversely proportional to resilience capacity; and
- 4) Emergency capability required is inversely proportional to resilience capacity.¹²

All of these disaster risks apply to the County. The County is a major urban area. The risk of earthquakes in the County has not abated over time. In addition, LA has grown to be the second largest city in the United States, which is within the *most* populated county in America. Since the founding of the Los Angeles pueblo, the potential for disaster in both the County and LA has grown monumentally.

The County needs to address these disaster risks. It is imperative to make buildings earthquake resistant. There are numerous buildings, many of them government buildings, in Southern California that do not meet current building codes related to seismic safety. Again, this is a disaster waiting to happen at any moment of any day.

⁸ The Mayoral Seismic Task Force, City of Los Angeles, “Resilience by Design”, 2014, p.4, www.ladbs.org/docs/default-source/publications/misc-publications/resilience-by-design.pdf

⁹ Ibid.

¹⁰ US Geological society. Can You Predict Earthquakes? 2024. <https://www.usgs.gov/faqs/can-you-predict-earthquakes>

¹¹ A recognized expert in resilience from Florida International University

¹² Aris Papadopoulos, *Resilience – The Ultimate Sustainability*, p. 22-25,, ISBN 978-0-9861816-1-0, copyright 2016

Southern California is prone to major earthquakes. Fortunately, the County has not had a major earthquake since the Northridge earthquake in 1994. Many experts continue to indicate that we are “overdue” for a major earthquake in southern California. The U.S. Geological Survey says the probability of a magnitude 6.7 quake hitting the L.A. area again within 30 years is sixty percent. In addition, there is a 46% chance of a magnitude 7.0 and a 31% probability of a magnitude 7.5.¹³ The probability of an earthquake of a magnitude greater than 6.7 striking somewhere in California within the next 30 years is greater than 99%.¹⁴

Following devastating earthquakes near the Syrian/Turkish border (February 2023), County Board of Supervisors (BOS) approved a motion by Supervisor Holly Mitchell, which states:

“To Instruct the Director of Public Works, in collaboration with the Interim County Counsel, to prepare proposed updates to the County’s Building Code to require that all high-rise non-ductile concrete buildings, in the unincorporated areas of the County or owned by the County, be retrofitted within ten years from the date the updated ordinance goes into effect.”¹⁵

There have been several reports published over that last few years what have highlighted the many County owned buildings that are not resilient to a major earthquake.¹⁶ One of the purposes of this Committee investigation is to determine the progress made to retrofit older County owned buildings and measure progress against stated goals. It should be noted that although other jurisdictions within the County own buildings that require seismic retrofit, this report focuses on those buildings owned by the County only.

There are more than 100 faults within the County.¹⁷ A major earthquake on any of the faults that crisscross the LA basin, could topple many buildings in the County

Including major County governmental buildings, which were constructed prior to 1977. Importantly, the building codes allowed for the use of non-ductile cement in their construction before that date.

To prepare for the powerful shocks of a high-magnitude earthquake, cities must first prioritize building resiliency.

“There is a recognition that we’re not going to make our infrastructure earthquake-proof. There’s just no way that that’s affordable. So resilience is the key,” UCLA Professor Scott Brandenburg recognized.¹⁸ “Resilience is not about preventing damage from happening. It’s about being ready

¹³ <https://www.msn.com/en-us/weather/other/is-los-angeles-due-for-another-major-earthquake/ar-AA1n8NIH>

¹⁴ [California Earthquake Map - Fault Lines, Zones & Risks by County | CEA \(earthquakeauthority.com\)](https://www.earthquakeauthority.com/california-earthquake-map-fault-lines-zones-risks-by-county)

¹⁵ 28 Feb 2023 LA County Board of Supervisors Meeting [Statement Of Proceedings \(lacounty.gov\)](https://file.lacounty.gov/SDSInter/bos/sop/1138590_022823.pdf)
https://file.lacounty.gov/SDSInter/bos/sop/1138590_022823.pdf

¹⁶ <https://pubs.usgs.gov/publication/pp1360> & <https://www.latimes.com/science/story/2021-03-24/los-angeles-biggest-earthquake-threat-san-andreas-big-one>

¹⁷ [California Earthquake Map - Fault Lines, Zones & Risks by County | CEA \(earthquakeauthority.com\)](https://www.earthquakeauthority.com/california-earthquake-map-fault-lines-zones-risks-by-county)

¹⁸ <https://www.smartcitiesdive.com/news/weaving-earthquake-risk-into-city-resiliency-plans/586771/>

so that you can recover quickly without significant disruption to society.”¹⁹ It’s pre-planning for mitigation of disaster.

This Report will address a short history of earthquakes in the County and what has been done regarding earthquakes in the County since the 1994 Northridge earthquake. Further, the Report will also focus on how existing programs can be expanded to include larger geographic areas, without having the entire County compete for a limited number of structural engineers and building contractors, that will be needed to retrofit substandard buildings. Finally, this report will describe which County buildings should be subject to retrofitting or, in the alternative be re-built.

The Committee will also provide real-time observation of an earthquake in progress to aid in their understanding of what can happen during a major earthquake.

A relevant video can be viewed at the following: www.youtube.com/watch?v=ixVVuN-mF1M

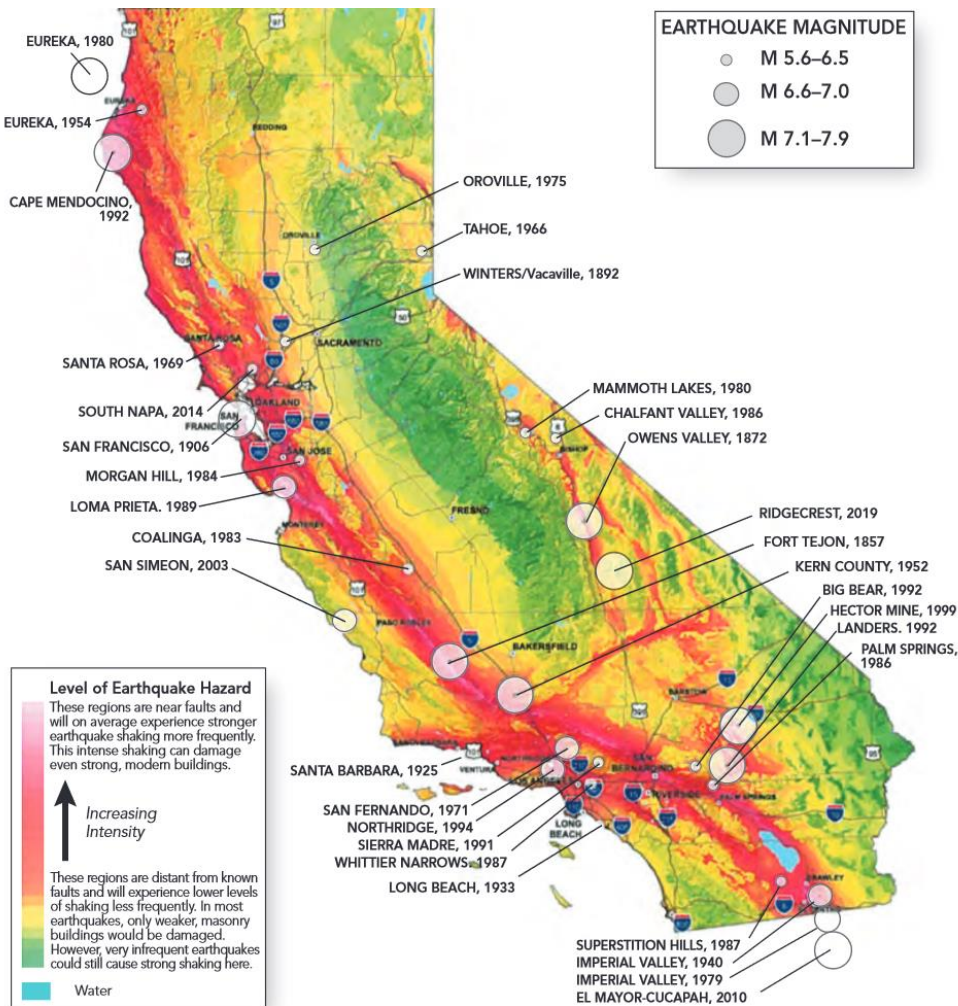
This report will *not* discuss landslides, soil liquefaction or tsunamis, which can be side effects of a large earthquake.

¹⁹ Ibid

BACKGROUND

History of Earthquakes Using Maps

California has a long history of earthquakes. But some of them were so long ago, that many of the current residents of the County have never experienced one. The following maps and table show and refer to the largest earthquakes that have appeared throughout the state and on each known major fault within the County.



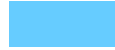







Source: California Geological Survey Map and U.S. Geological Survey²⁰

²⁰ This state-wide map is from the California Seismic Safety Commission, “Home Owners Guide to Earthquake Safety”, 2020 Edition, Page 10.

HISTORY

The following table detail the history of major earthquakes in Los Angeles County: ²¹, ²², ²³, ²⁴

Recorded Date of Historic Earthquake Event (Chronologically)	Geographic Location Coordinates for the Event's Epicenter	Corresponding Fault Line Name within Los Angeles County	Earthquake's Richter Scale Magnitude Reading	Fault Line's Estimated Maximum Magnitude Output	Fault Line Color for Map (Next Page)
January 9, 1857	35° 43' N, 120° 19' W	Fort Tejon (San Andreas)	7.9	8.0 (Southern Section)	
March 10, 1933	33° 37' N, 117° 58' W	Long Beach (Newport/Inglewood)	6.4	7.4	
February 9, 1971	34° 24.67' N, 118° 24.04' W	San Fernando (San Fernando Fault Zone)	6.5	8.0	
October 1, 1987	34° 03.68' N, 118° 04.71' W	Whittier (Whittier Narrows)	5.9	7.2	
January 17, 1994	34° 12.80' N, 118° 32.22' W	Northridge* (Northridge Blind Thrust)	6.7	8.0	
No Historic Event On Record		Palos Verdes		8.0	
No Historic Event On Record		Puente Hills (Thrust Fault)		8.0	
28 March 1992	34° 13' N, 116° 26' W	Emerson/Landers **	7.3	7.5	

*Northridge Blind Thrust is within the San Fernando Fault Zone.

** Even though the epicenter for this earthquake is not in Los Angeles County the earthquake was felt throughout the County.

*** The source of the base of the following map is identified as being from esri. The highlights were added by the Committee. The highlights added by the Committee are approximations of the locations of the major faults. The Committee could not find another map that presents the information in this way.

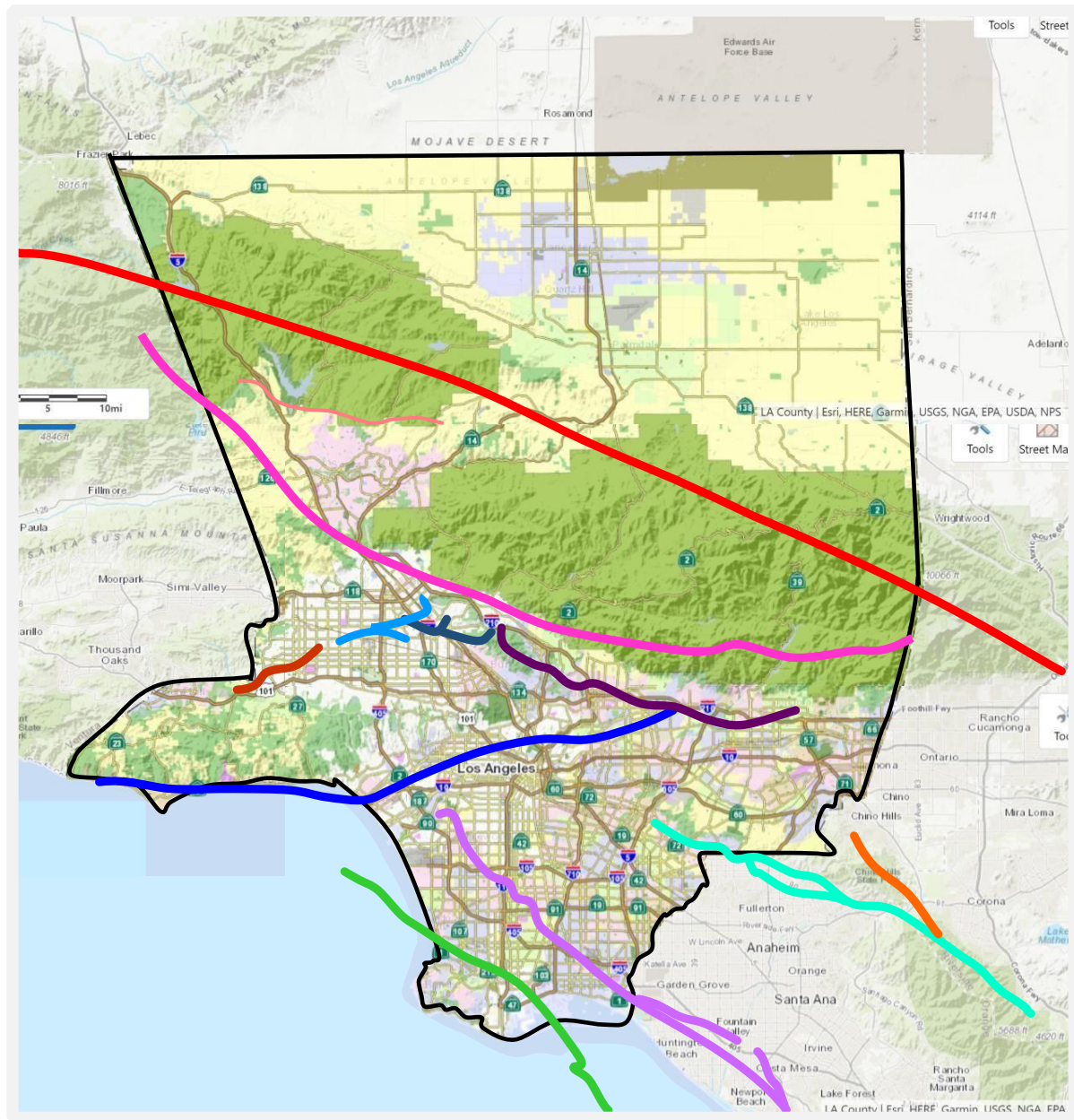
²¹ <https://www.usgs.gov/programs/earthquake-hazards/science/>

²² <https://scedc.caltech.edu/earthquake/>

²³ <https://www.earthquakeauthority.com/california-earthquake-risk/california-earthquake-history-timeline>

²⁴ <https://www.conservation.ca.gov/cgs/earthquakes/bi>

Largest fault zones impacting LA County:



There are numerous earthquake faults that crisscross southern California and especially the County. These faults can produce severe earthquakes. The major faults crossing southern California and the severity of earthquakes they can produce are shown [below/above].

The San Andreas Fault is the most worrisome since it is the one that has the potential to do the most damage. The **San Andreas Fault** is a continental right-lateral strike-slip transform fault that extends roughly 1,200 kilometers (750 mi) through the U.S. state of California. It forms part of the tectonic boundary between the Pacific Plate and the North American Plate. Currently, the accumulated stress on the Southern Part of the fault for an earthquake of 7.0 magnitude or greater to occur.²⁵

Faulting in California²⁶:



Building Code Changes due to Earthquakes

At the time of the 1906 San Francisco earthquake, many municipalities had building codes, but none of them addressed seismic impacts.²⁷ After the earthquake, there was much discussion about addressing earthquake engineering and these building codes. Professional associations in this field advocated for building code changes by requiring buildings to withstand some horizontal forces. In 1925, Santa Barbara became the first known city to change their code.²⁸

The Uniform Building Code (UBC) was first published in 1927. It was meant to promote public safety and standardize the code for many cities primarily in the western US. Updates were made

²⁵ <https://scedc.caltech.edu/earthquake/sanandreas.html>

²⁶ https://www.conservation.ca.gov/cgs/Documents/Publications/Map-Sheets/MS_054-2018-Faulting-in-California-Educators.pdf

²⁷ Stanford University and the 1906 Earthquake Centennial Commemoration, “Evolution of Codes”, 2006, (accessed 21 March 2024), <http://quake06.stanford.edu/centennial/tour/stop10.html>

²⁸ Ibid.

to it approximately every three years until 1997, when it merged into the International Building Code (IBC).^{29 30 31}

The 1933 Long Beach earthquake occurred at 5:54 pm on a Friday after school was out--time which likely saved thousands of lives. One hundred and twenty schools in the Long Beach area were damaged of which seventy were completely destroyed.³² It wasn't long before it was recognized that unreinforced masonry (URM) and/or shoddy workmanship were responsible, along with³³ unfavorable soil conditions, which caused ground shaking and resulting liquefaction.³⁴

Within a month, California passed the Field Act³⁵ that mandated earthquake-resistant construction for public schools in California.³⁶ Other laws passed at the same time that banned URM construction³⁷ and that earthquake forces be taken into account, and that school buildings must be able to withstand lateral forces. The Act also established the Office of the State Architect (now known as the Division of the State Architect) to establish design standards. The plans for schools must be approved by the State Architect and on-going construction would be inspected periodically.³⁸

The 1939 Garrison Act³⁹ applied the Field Act standards to existing school buildings and if a structural engineer found a pre-1933 school building to be unsafe, it had to be updated to the California Building Code.⁴⁰ As of 2010, the Field Act currently applies to the design, construction, and renovation of all public K-12 and community college buildings in the state.⁴¹

By the late 1960s, structural engineers started considering not only the seismic forces, but also the movement or “ductility” of a structure during the earthquake.⁴² After the 1971 San Fernando earthquake which damaged many reinforced concrete buildings, these recommendations for providing ductility in concrete were adopted widely.⁴³ This earthquake also caused several hospitals to collapse.⁴⁴ As a result, the 1973 Alquist Hospital Safety Act mandated that new hospitals would have higher seismic safety standards. Just like the Field Act, it did not originally

²⁹ Handbook to the Uniform Building Code: an Illustrative Commentary. Whittier, Calif.: International Conference of Building Officials, c1988.

³⁰ www.iccsafe.org/about/who-we-are/

³¹ <https://finehomebuilding.com/2023/07/19/a-history-of-u-s-building-codes>

³² California Department of Conservation, (accessed 21 March 2024),

www.conservation.ca.gov/cgs/earthquakes/long-beach

³³ https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/cssc_2007-03_field_act_report.pdf

³⁴ California Department of Conservation, (accessed 21 March 2024),

www.conservation.ca.gov/cgs/earthquakes/long-beach

³⁵ https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/cssc_2007-03_field_act_report.pdf

³⁶ Ibid.

³⁷ https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/cssc_2007-03_field_act_report.pdf

³⁸ Ibid.

³⁹ https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/cssc_2007-03_field_act_report.pdf

⁴⁰ Stanford University

⁴¹ https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/cssc_2007-03_field_act_report.pdf Act

⁴² Stanford University

⁴³ Ibid.

⁴⁴ Ibid.

apply to existing structures until pressure mounted that the 90% of hospitals that were built before the Act should also be retrofitted.⁴⁵ Senate Bill 1953 was then passed in 1994 to require acute care facilities that were built before 1973 to be upgraded by 2008 so that the structure should not pose a significant threat to life and also by 2030 to be able to continue providing service to the public after disasters. A hospital's license would then be revoked if it was not in compliance by these dates.⁴⁶

What Has Been Done Since the Northridge Earthquake?

The ShakeOut Scenario (2008)

For the last 300 years, there hasn't been a single earthquake on the southernmost part of the San Andreas Fault. Plate tectonics are still pushing Los Angeles towards San Francisco at the same rate as fingernails grow—about two inches per year. Los Angeles is on the Pacific plate, while San Francisco is on the North American plate. The boundary between these plates is the San Andreas Fault. There is no way to stop their movements.⁴⁷

It may seem strange, but the San Andreas Fault produces *only* big earthquakes because it is what is considered a “weak” fault. The edges have been ground so smooth, across millions of years, that it no longer has rough spots to stop a rupture. They have been smoothed down so much that when an earthquake begins, there is nothing to stop it. If it ruptures as far as central California (in the San Luis Obispo area), it will hit an area that acts differently. The energy there “oozes” in small amounts, possibly acting like a pressure valve.⁴⁸

In 2008, Dr. Lucy Jones was a science advisor for risk reduction at the U.S. Geological Survey (USGS). She led a team of more than 300 experts in a project called “The ShakeOut Scenario”. It looked at the implications of a major earthquake in Southern California. The research team created a model of an earthquake that moved across the lower 200 miles of the San Andreas Fault, from near the Mexican border to the mountains north of Los Angeles. Their project, which covered 8 counties, was to be used as a foundational baseline for emergency responses and preparedness. It was intended to also lead to public discussion and feedback about the project.⁴⁹

⁴⁵ Ibid.

⁴⁶ Ibid.

⁴⁷ Dr. Lucy Jones, p 1-2, *The Big Ones: How Natural Disasters Have Shaped Us (and What We Can Do About Them)*, New York: Doubleday, 2018

⁴⁸ Ibid, p 4

⁴⁹ Lucile Jones et al., for the U.S. Geological Survey (Report 2008-1150) and the California Geological Survey (Report 25), *The ShakeOut Scenario*, 2008, p 2, <https://pubs.usgs.gov/of/2008/1150/of2008-1150small.pdf>



Map of Counties Included in The ShakeOut Scenario

Further, the ShakeOut Scenario was to identify the physical, social, and economic consequences of a major earthquake. This would enable residents to identify what they can change *now*, before the earthquake, and how to avoid catastrophic impacts *after* the earthquake. They chose to model a magnitude 7.8 earthquake on the southern part of the San Andreas Fault as a plausible event, and the fault most likely to produce a major earthquake. A magnitude 7.8 is not the largest earthquake that the San Andreas Fault can produce, nor is it the only fault to threaten our populated areas. However, the other earthquakes have a history of recurring in much longer intervals (i.e., thousands of years), whereas the San Andreas has generated earthquakes of the ShakeOut size, on an average of every 150 years. Moreover, for the portion of the fault being considered for the project, the last earthquake happened 300 years ago. Since the most likely initiation point would be one of the ends of the fault, it was decided to “start” the earthquake on the southern end, near the Salton Sea.⁵⁰

Physics-based computer simulations calculated the strength and length of shaking in various places and also the ground motion parameters that engineers use when estimating damage to buildings. Damage from the ShakeOut surface rupture was most serious where lifelines (roads, railroads, and utilities) cross the fault. These are mostly concentrated in mountain passes and this disruption has a major economic impact. The count of how many lines cross the San Andreas Fault in the area being considered was:

⁵⁰ Ibid.

- 966 roads that cross the faults (including 2 interstate and 4 state highways)
- 90 crossings of fiber optic cables
- 39 crossings of petroleum and natural gas pipelines
- 21 railroad crossings
- 32 aqueduct crossings and
- 141 overhead power lines.⁵¹

The ShakeOut Scenario estimated there would be between 10,000 and 100,000 separate landslides, with most in the eastern San Gabriel Mountains. Conditions that can lead to liquefaction are widespread throughout the 8-county area but require both strong shaking and a high ground-water table. However, tsunamis are not a big risk because fault lines evaluated in this study are not near the coast.⁵²

Engineering Impacts

In 2008, damages to buildings was estimated to be \$33 billion with two known building types posing the most risk to lives. These were the unreinforced masonry (where bricks or stone blocks with mortar form the load bearing walls) and non-ductile reinforced concrete buildings, which at that time, hadn't yet been retrofitted.⁵³ Although these buildings could no longer be built, some still exist and more recent ordinances aim to have them retrofitted.

Wood-framed buildings generally fare better during earthquake shaking, but some losses should still be expected, especially these⁵⁴:

“—older homes where the house is not bolted to the foundation or the cripple wall is not reinforced

-- buildings with a “soft first story” --- a large opening such as garage door or display windows on the first floor and without compensating reinforcement

-- buildings where building codes were not rigorously followed—a condition difficult to recognize until after the earthquake.”⁵⁵

Steel frame buildings built before 1994 were found with cracks after the 1994 Northridge earthquake. In the 1995 Kobe in Japan earthquake, similar damage was found buildings collapsing. There were special studies to compare these situations and it was thought that these buildings were subject to specific ground conditions that led to “amplified long period motions caused by resonance in the sedimentary basins, particularly the very deep Los Angeles Basin.” The area where this can happen is very large, as it was once a sea floor, and includes “much of the

⁵¹ Ibid., p 5

⁵² Ibid., p 5

⁵³ Ibid., p 6

⁵⁴ Ibid., p 7

⁵⁵ Ibid., p 7

urbanized areas of Los Angeles, Orange, Riverside and San Bernardino Counties.” Further study was outside the scope of the ShakeOut Scenario project.⁵⁶

California had been investing in some mitigation efforts that the Project felt had paid off. By having previously retrofitted highway bridges, converted ceramic insulators in the electric grid to polymers, and replaced cast iron pipes, this meant that many utilities would be better off and able to restore function more quickly.

Based on previous earthquakes, ShakeOut projected the number of fires that would be big enough to call the fire department. From the estimated 1,600 projected fires, 1,200 would be too big for one fire engine company to manage. The fires can grow quite large where there are many wood frame buildings and have a possible lack of water. This has been confirmed given the recent experience with wildfires in Southern California related to drought, and random events such as gender reveal parties, arson, and electric equipment malfunctions.⁵⁷

Social Impacts

Emergency services will be needed in the following areas:

- Crisis information (public information and responder communications);
- Search and rescue;
- “Victim” services (shelter, food, donated goods and services);
- Law enforcement (control, security, traffic control);
- Functions of emergency operation center;
- Fire suppression;
- Medical emergency response;
- Repair of utilities; and
- Debris removal.⁵⁸

Results from past earthquakes found that:

- “95% of rescues from downed buildings are carried out by fellow victims. Training ordinary citizens how to search safely could greatly reduce injuries.
- Many Emergency Operations Centers have not considered the impact of earthquakes on the contents of their Centers. Securing computers and desks and other non-structural mitigation activities would have large payoffs at low cost.”⁵⁹

Some deaths will be caused by collapsed buildings, falling debris and flying objects, or loss-of-control by drivers of automobiles, while some, as mentioned above, will be from fires. The ShakeOut Scenario estimated only 1,800 deaths, of which about half would be from fires, because of retrofitting over the years. There would be about 750 people with severe injuries who will require rapid medical care to survive. An estimated 50,000 people will have injuries that need

⁵⁶ Ibid., p 7

⁵⁷ Ibid., p 7

⁵⁸ Ibid., p 8-9

⁵⁹ Ibid., p 9

emergency room care. Further, mortality rates may also be higher if hospitals cannot function because damage roads may inhibit emergency personnel from transporting the injured to the emergency rooms.⁶⁰

Business Interruption

“The economic impact of the earthquake is not be limited to the structures and goods broken or burnt in the event. Much of the economic activity of the southern California region will be interrupted by the damage to structures and infrastructure. In particular, beyond their direct losses in stock (such as buildings, machines, and inventory), businesses will be unable to function because of loss of electricity, gas, water, and a transportation system. Some of the losses can be recaptured when the business resume but the amount recaptured decreases with time as customers and suppliers find alternatives. Because the duration of outage is so long, the lack of water conveyance becomes the largest factor in business interruption losses for the ShakeOut earthquake, resulting in \$50 billion [in 2008 dollars] in lost economic activity.”⁶¹

The ShakeOut Scenario will be far enough from the Los Angeles International Airport and the Ports of Los Angeles and Long Beach that their damage will be minimal. But this is not the case for other earthquakes. Since trains carry most of their cargo after it enters the county, and rail lines would be unusable, the economic disruption will depend on how rapidly the railways and highways can be re-built.

The ShakeOut Scenario found that previous efforts to reduce loss through mitigation before the event have been successful, but there are many more actions and policies that could be taken to improve resiliency and reduce loss from business interruption. Planning and preparedness can improve both personal and business resiliency.⁶²

The first ShakeOut Drill was performed on November 13 of the same year. The number of participants has steadily increased each year since and is even practiced in other countries.⁶³

City of Los Angeles’s “Resilience by Design” (2014)

Dr. Lucy Jones met Eric Garcetti soon after he became mayor of the City of Los Angeles. After he named her as the city’s Science Advisor for Seismic Safety⁶⁴, they formed a team to identify and address the city’s earthquake vulnerabilities. The city and her agency, the US Geological Survey (USGS), entered into a technical assistance agreement to use the results of the ShakeOut

⁶⁰ Ibid., p 9

⁶¹ Ibid., p 9

⁶² Ibid., p 11

⁶³ <https://www.shakeout.org/history/>

⁶⁴ Brianna Crandall, “Mayor Garcetti Announces Earthquake Plan for Los Angeles Buildings”, *FmLink*, January 21, 2015 (accessed 8 Apr 2024), www.fmlink.com/articles/mayor-garcetti-announces-earthquake-plan-for-los-angeles-buildings/

Scenario to help create a long-term plan for the city.⁶⁵ The city's plan was the result of a year-long collaboration among policymakers, technical experts, and community stakeholders. The policymakers represented all the divisions in the mayor's office while the USGS brought in technical experts.⁶⁶

The plan was released in 2014 by Mayor Garcetti under the title of "Resilience by Design".⁶⁷

The specific goals therein were:

STRENGTHEN OUR BUILDINGS

1. Soft-story retro-fit within 5 years. (How many buildings originally needed it and how many of those were public buildings?);
2. Non-ductile retro-fit within 25 years. (How many buildings originally needed it and how many of those were public buildings?);
3. Implement a Seismic Safety Rating System
4. Create a Back to Business Program; and
5. Mandatory Retrofit of Buildings that are Excessively Damaged in Earthquakes.

FORTIFY OUR WATER SYSTEM --

6. Develop an Alternative Water System for Firefighting;
7. Fortify the Los Angeles Aqueduct;
8. Fortify Other Aqueducts;
9. Fortify Water Storage;
10. Increase Local Water Sources;
11. Create a Seismic Resilient Pipe Network;
12. Implement a Resilience by Design Program at DWP; and
13. Develop a Statewide Seismic Resilience Bond Measure.

ENHANCE RELIABLE TELECOMMUNICATIONS --

14. Maintain Internet Access After Earthquakes;
15. Protect the Power System at Fault Crossings;
16. Create a Citywide Backup Internet System;
17. Fortify Cellular Towers; and
18. Advancement of Earthquake Early Warning.

As for the progress made on these goals, the Committee was able to find some progress on many of them:

⁶⁵ Science Application for Risk Reduction, "Dr. Lucy Jones to Advise the City of Los Angeles on Earthquake Vulnerabilities", February 19, 2014 (accessed 8 April 2024), www.usgs.gov/news/dr-lucy-jones-advise-city-los-angeles-earthquake-vulnerabilities

⁶⁶ Lucile Jones and Marissa Aho, "Resilience By Design", National Academy of Engineering: *The Bridge*, Summer 2019, www.nae.edu/19579/19582/21020/212135/Summer-Bridge-Issue-on-Engineering-for-Disaster-Resilience,

⁶⁷ Ibid.

Goal 1 and Goal 2. Retrofitting ordinance for soft-story and non-ductile cement buildings were passed in 2015 as ordinances 184081 and 183893 respectively.^{68 69} As of 2021, Los Angeles City has retrofitted more than 7,000 buildings.⁷⁰ Of the remaining 12,558 soft-story buildings and 1,222 non-ductile buildings that needed retrofitting, about 93% of these building have submitted their plans.⁷¹ A year later, 8,000 buildings were complete with an estimated \$1.3 billion spent.⁷²

In 2016, the year after the retrofit ordinances were passed, a cost-sharing agreement that had been previously debated with tenant rights organizations and apartment owners associations was resolved by ordinance 184080. The ordinance allowed building owners to pass though up to 50% of the cost of the required work, up to \$38 per month for each tenant.⁷³

Goal 3. The rationale behind having a building seismic rating system was to encourage buildings to be able to withstand larger stresses than we have had in the past by encouraging the owner to do more than the minimum building requirement. In other words, why retro-fit as needed just to satisfy today's requirements for the particular building type, when future earthquakes could reveal more shortcomings in how buildings were built?

Goal 4. A "Back To Business" program would allow businesses within a city to be voluntarily inspected now and if they appear to be up to current code, after a major earthquake, they would be the first buildings to be re-inspected. If the buildings were then found to still be safe, they could open up their business right away. This would also encourage the owners to voluntarily retro-fit now so they would be more likely to avoid excess damage later while also re-opening their businesses sooner.⁷⁴

The Dr. Lucy Jones Center for Science and Society, a non-profit, along with the North Valley Community Foundation and Wells Fargo have also developed a resource guide for small businesses and civic leaders to plan for how small business can become resilient. See their "Small Business Recovery to Resilience Guide"⁷⁵.

Goal 7. There are three aqueducts that are independently owned that import water to Southern California. They are the California Aqueduct that is part of a state system, the Colorado River

⁶⁸ https://www.ladbs.org/docs/default-source/publications/ordinances/14-1697-s2_ord_184081_2-19-16.pdf?sfvrsn=8e28e253

⁶⁹ https://www.ladbs.org/docs/default-source/publications/misc-publications/ordinance_183893.pdf?sfvrsn=cf96e053_6

⁷⁰ Ali Sahabi for Optimum Seismic, "Los Angeles Marks Earthquake Resilience Milestone", October 26, 2021, Accessed 18 March 2024, <https://www.optimumseismic.com/earthquake-resilience/los-angeles-marks-earthquake-resilience-milestone/>

⁷¹ Ibid.

⁷² Rong-Gong Lin II for *Los Angeles Times*, "L.A. hits \$1-billion earthquake milestone: 8,000 buildings retrofitted", October 20, 2020 (accessed 18 March, 2024), <https://www.latimes.com/california/story/2022-10-20/l-a-hits-1-billion-earthquake>

⁷³ Jones and Aho

⁷⁴ A sample plan can be located on pages 48-49 and Appendix C of page 111 in the "Resilience By Design" report, at d3n8a8pro7vhmx.cloudfront.net/mayorofla/pages/16797/attachments/original/1420504740/Resilience_by_Design_Full_Report_Dec_11_FINAL.pdf

⁷⁵ Dr. Lucy Jones Center for Science and Society et al, "Small Business Recovery to Resilience Guide", January 2023, accessed 22 April 2024, www.drlucyjonescenter.org/wp-content/uploads/2023/03/Small-Business-Recovery-to-Resilience-Guide-2023.pdf

Aqueduct, and the Los Angeles Aqueduct. Together, they provide about half of the water that is used in the County, but they all cross the San Andreas Fault.

The DWP developed a seismic enhancement project through the 5-mile-long Elizabeth Tunnel. They reinforced the tunnel at vulnerable locations, then installed two 24-inch diameter high-density polyethylene pipes for 800 feet. The objective was to increase the probability of being able to supply water across the fault zone for earthquake events that do not fully rupture the 9-foot wide horseshoe-shaped concrete-lined tunnel.^{76, 77}

Goal 11. The company Kubota (in Japan) has over a 100 year history of developing pipes. In 1974, they developed an earthquake-resistant ductile pipe and have several kinds of pipes today that have withstood earthquakes. Representatives from the DWP met with them and have since installed some of them here in a trial project.^{78&79}

Goal 12. Although the County still has a long way to go in making our water supplies more resilient, the DWP has identified many things yet to be done in a plan.⁸⁰

Goal 18. In 2019, an early warning app call ShakeAlertLA⁸¹ was released to the public for Apple and Android phones. It was the first early warning app in the county and would alert users if a magnitude 5.0 earthquake or higher occurred with the warning “EARTHQUAKE, EARTHQUAKE, EXPECT STRONG SHAKING. DROP, COVER, AND HOLD ON. PROTECT YOURSELF NOW!”

Since then, the original app has been replaced by a newer app called MyShake⁸² which covers the states of Washington, Oregon, and California, and is planned to go global eventually. It is created at UC Berkeley and is able to take the motion of the phone into account if the user allows it in their phone’s settings. After the earthquake, the user can also provide feedback as part of a citizen science project to learn more about earthquakes.

⁷⁶ Craig A. Davis and John E. Shamma, "Improving the Resilience of Southern California Water Supply Aqueduct Systems to Regional Earthquake Threats", National Academy of Engineering: *The Bridge*, vol. July 1, 2019, pp 60-69, www.nae.edu/19579/19582/21020/212135/212175/Resilience-by-Design

⁷⁷ Scott Lindvall et al, “Recharacterizing the Los Angeles Aqueduct Crossing of the San Andreas Fault for Improved Earthquake Resilience”, conference paper, 2018, [usgs.gov/publications/characterizing-los-angeles-aqueduct-crossing-san-andreas-fault-improved-earthquake](https://pubs.usgs.gov/publications/characterizing-los-angeles-aqueduct-crossing-san-andreas-fault-improved-earthquake) and/or [www.pubs.usgs.gov/publication/70210080](https://pubs.usgs.gov/publication/70210080)

⁷⁸ “Water Pipes that Won’t Break in an Earthquake: The Mission Inherited by Kubota’s Engineers”, February 28, 202, accessed 22 April 2024, www.kubota.com/kubotastories/earthquake-resistant-water-pipes/index.html

⁷⁹ Art Haddaway (for WaterWorks.com), “Earthquake-Resistant Ductile Iron Pipe Makes U.S. Debut in Los Angeles”, April 15, 2015, accessed 22 April 2024, www.waterworld.com/drinking-water/distribution/article/16193807/earthquake-resistant-ductile-iron-pipe-makes-us-debut-in-los-angeles

⁸⁰ Craig A. Davis, “Implementing A Water System Seismic Resilience and Sustainability Program in Los Angeles”, accessed 22 April 2024, www.jwwa.or.jp/jigyoku/kaigai_file/seminar_04/america_06.pdf

⁸¹ Josh Haskell (for ABC7.com), “Earthquake Early Warning App for Los Angeles County Now Available for Download”, January 3, 2019, accessed 22 April 2024, abc7.com/early-warning-system-earthquake-alert-usgs-shakealert/5005402

⁸² myshake.berkeley.edu

There is also a desktop version that is being tested in some schools. The advantage here is that employees and students who do not have access to their phones during the day can still be alerted⁸³.

LA County’s Sustainability Plan “OurCounty” (2019)

This county-wide plan⁸⁴ has a general goal of resilience and recovering from disasters. But there aren’t specific goals related to earthquakes. But it does have specific goals for water supplies and Community Emergency Response Team (CERT) training (in English and other community languages).

Goal 1 of the plan is to have “Resilient and healthy community environments where residents thrive in place”. Strategy 1F is to “develop community capacity to respond to emergencies”. The action item referred to here is:

Countywide, the county started with an estimated 10,000 people having already taken Community Emergency Response Team (CERT) training since the program's introduction in the 1980s. Today a limited number of classes are offered in Spanish.

2025 Targets: 5,000 people trained on emergency response through the CERT program. Make 30% of CERT trainings available in non-English languages

2035 Targets: 10,000 people trained on emergency response through the CERT program. Make 40% of CERT trainings available in non-English languages

2045 Targets: 15,000 people trained on emergency response through CERT program. Make 60% of CERT trainings available in non-English languages

Work Planned for the County (2023-2024)

In 2023, the BOS asked Public Works (PW) to draft an ordinance for retrofitting that would only apply to non-ductile buildings but only for those over 75 feet tall.

In 2024, PW was prepared to present the proposed ordinance to the BOS at about the same time as this report was scheduled to be published probably in May 2024. The proposed text is shown in Appendix 2.

Ordinances in Other Cities

The website “SeismicOrdinances.com” has been making an attempt to follow the progress of various cities in their planning and enforcement of building retro-fits. Since the Committee will be making recommendations for the largest cities in the county to participate in retrofit projects, the table below includes the five largest cities (by population) after Los Angeles. The intent of this table is to capture where the county stands over-all as far as building retro-fits at this time.

⁸³ Julien Marty (for the Berkeley Seismology Lab), “MyShake Desktop App”, accessed 22 April 2024, www.caloes.ca.gov/wp-content/uploads/Earthquake-Tsunami-Volcano/Documents/Partner-Presentation-No-3-UC-Berkeley.pdf

⁸⁴ Los Angeles Countywide Sustainability Plan, 2019, (accessed 28 March 2024), <https://ourcountyla.lacounty.gov/wp-content/uploads/2019/07/OurCounty-Final-Plan.pdf>

Key for Table 1 below:

- The year range is the time span when an ordinance enforces retrofitting.
- “Plan” means the City is planning for the retrofit.
- “Proposal” means an ordinance is in the process of being implemented.
- “Rec” means the Committee will be making a recommendation.

City	Year Incorp. ⁸⁵	Population ⁸⁶	Soft Story	Non-Ductile Cement	Unreinforced Masonry	Steel Frame	Back To Business plan
Los Angeles	1850	3,898,747	2015-2022 ^{87, 88, 89}	2015-2041 ^{90, 91, 92}			Yes
Unincorp. County	n/a	1,022,167	Plan	Proposal			
Long Beach ⁹³	1897	464,759	Plan, Rec	Plan, Rec	Plan		
Santa Clarita	1987	228,673	Rec	Rec			
Glendale	1906	196,543	Rec	Rec			
Lancaster	1977	173,516	Rec	Rec			
Palmdale	1962	169,450	Rec	Rec			
Torrance	1921	147,067	Plan	Plan		Plan	
Pasadena	1886	138,699	2019-2026 ⁹⁴				
Burbank ⁹⁵	1911	107,337			2020-2023 ⁹⁶		
Santa Monica ^{97, 98}	1886	93,076	2017-2025	2017-2027	2017-2019	2017-2037	
Culver City	1917	40,779	2021-2026 ⁹⁹				
West Hollywood ¹⁰⁰	1984	35,757	2017-2028 ¹⁰¹	2017-2037 ¹⁰²			
Beverly Hills	1914	32,701	2019-2023 ^{103, 104}				
City of Industry	1957	264					Rec
Vernon	1905	222					Rec

⁸⁵ https://file.lacounty.gov/SDSInter/lac/1043530_09-10CitiesAlpha.pdf

⁸⁶ Ibid

⁸⁷ www.ladbs.org/services/core-services/plan-check-permit/plan-check-permit-special-assistance/mandatory-retrofit-programs/soft-story-retrofit-program

⁸⁸ www.ladbs.org/docs/default-source/publications/misc-publications/ordinance_183893.pdf?sfvrsn=cf96e053_6

⁸⁹ www.ladbs.org/docs/default-source/publications/ordinances/14-1697-s2_ord_184081_2-19-16.pdf?sfvrsn=8e28e253_8

⁹⁰ www.ladbs.org/services/core-services/plan-check-permit/plan-check-permit-special-assistance/mandatory-retrofit-programs/non-ductile-concrete-retrofit-program

⁹¹ ladbs.org/docs/default-source/publications/misc-publications/non-ductile-concrete-retrofit-owner-guide.pdf?sfvrsn=666df853_8

⁹² www.nonductileretrofit.com/assets/pdf/ordinance_183893-los-angeles.pdf

⁹³ Long Beach Building Resiliency Program, Sept 25, 2023 (accessed 19 April 2024), <https://caanet.org/u/2023/11/Long-Beach-Building-Resiliency-Program-9-25-23.pdf>

⁹⁴ Soft-Story Retro-fit Ordinance, May 20, 2019, <https://www.cityofpasadena.net/planning/soft-story-retrofit-ordinance/>

⁹⁵ Burbank Seismic Retrofitting, (accessed 18 April 2024), www.burbankca.gov/web/community-development/building-codes

⁹⁶ Reinforced Concrete and Masonry Wall Buildings, Seismic Ordinances.com, www.seismicordinances.com/reinforced-concrete-and-masonry-wall-buildings/burbank

⁹⁷ Santa Monica Retrofit Program, (accessed 18 April 2024), www.santamonica.gov/programs/seismic-retrofit-program

⁹⁸ Years extracted from <https://www.smgov.net/uploadedFiles/Departments/PCD/Programs/Seismic-Retrofit/Seismic%20Retrofit%20Noticing%20Schedule.pdf>

⁹⁹ Culver City Seismic Retrofit Ordinance, accessed 18 April 2024, www.culvercity.org/City-Hall/Reports-policies-local-laws/Seismic-Retrofit-Program

¹⁰⁰ WeHo Seismic Retrofit Program, accessed 18 April 2024, www.weho.org/city-government/city-departments/community-development-department/building-and-safety/seismic-retrofit

¹⁰¹ <https://www.weho.org/home/showpublisheddocument/31443/636293170195230000>

¹⁰² <https://www.weho.org/home/showpublisheddocument/34421/636404642325770000>

¹⁰³ www.beverlyhills.org/departments/communitydevelopment/developmentservicespermitcenter/seismicretrofitprogram/

¹⁰⁴ www.beverlyhills.org/cbhfiles/storage/files/405179943937472210/SeismicRetrofitOrdinance-WoodframeSoftstoryBuildingsNo.18-O-2767.PDF

Table 1. Current and Future Building Retrofitting by City

Long Beach Earthquake Ordinances¹⁰⁵

Long Beach is planning to build a Building Resiliency Program. They will be inventorying the types of buildings they have but are planning on focusing on businesses and multi-family buildings. They currently have voluntary retrofit for soft-story and reinforced concrete and non-ductile cement.

Santa Clarita Ordinance

Santa Clarita does not appear to have an earthquake ordinance. Although it is one of the youngest cities in the county and there has been a lot of building recently, the buildings that existed before it was incorporated should be analyzed to see which, if any, should be retrofitted.

Glendale Earthquake Safety Element

It appears that Glendale does not have an ordinance on earthquakes, but their Safety Element contains information on hazardous earthquakes that happen in Glendale.

The Safety Element Technical Background Report to the Safety Element contains the detailed technical analysis and maps used to prepare the Element. They can be found here on the City of Glendale Website.^{106,107}

Because of the statewide Unreinforced Masonry Law of 1986 that required cities in seismic zone 4 to identify hazardous unreinforced masonry buildings in their jurisdiction to be notified of potential seismic hazards and needed to be retrofitted, most of the buildings were improved. As of 2002, of the 703 buildings that were identified, only 2 were still not.¹⁰⁸

Lancaster Municipal Code

Lancaster does not appear to have an earthquake ordinance.

Palmdale Municipal Code

According to the Palmdale Municipal Code section 113.5, construction limitations requires that: “No building or structure shall be constructed over or upon the trace of a known active earthquake fault which is shown on maps maintained by the City Engineer. The absence of a known active earthquake fault trace at the proposed building location shall be determined by the city engineer or a geologist...” “1. When the proposed building is within 50 feet (15,240 mm) of that line designated by the Building Official as the assumed location of a known active earthquake fault on the aforementioned maps” and “2. When the proposed building is within 50 feet (15,240 mm)

¹⁰⁵ www.seismicordinances.com/wood-frame-soft-story-structures/long-beach

¹⁰⁶ www.glendaleca.gov/home/showpublisheddocument/4541/635242148291600000

¹⁰⁷ www.glendaleca.gov/home/showpublisheddocument/4543/635242148297370000

¹⁰⁸ p 2-2 of www.glendaleca.gov/home/showpublisheddocument/4551/635242148319870000

of the most probable ground location of the trace of a known active earthquake fault shown on the aforementioned maps.”¹⁰⁹

Pasadena’ Mandatory Seismic Retrofit Ordinance

In May 2019, Pasadena passed the Mandatory Seismic Retrofit Ordinance. The city did so because: “With an aging building stock in a seismically active region, Pasadena understood the need for a local ordinance requiring seismic retrofits to certain categories of potentially vulnerable buildings. The ordinance covers soft-story buildings, which are “wood-framed buildings with more than one story that typically have extensive ground story windows, garage doors, or open-air spaces (such as parking, with or without garage doors, large window openings, etc.) with little or no solid walls.” According to the Pasadena city website, in the 1989 La Prieta and 1994 Northridge earthquakes “... soft-story buildings accounted for significant human loss and property damage.” Wood soft-story buildings in Pasadena require evaluation and possible retrofit.¹¹⁰

Santa Monica Seismic Retrofit Ordinances

Not only does Santa Monica have a retrofit ordinance for each building type discussed in this report, but it also has one for Concrete Tilt-Up, a building type not discussed in this Report.¹¹¹

City of Industry

This city is geographically small at 12.5 square miles with an estimated population of 800, although the 2022 census showed less than that. They have many business there that are primarily devoted to light manufacturing, warehousing and distribution.¹¹² Rather than focusing on earthquake retrofitting here, the Committee thinks their businesses would benefit from a Back To Business plan with voluntary retrofitting where needed.

City of Vernon

Vernon was founded as the first exclusively industrial city in the Southwestern US. As an industrial city of 5.2 square miles just southeast of downtown Los Angeles, they have about 1,800 businesses that employ about 50,000 people. The businesses are in the categories of food and agriculture, apparel, steel, plastics, logistics, and home furnishings.¹¹³ The Committee would also like to see them create a Back to Business plan, for any businesses that need retrofitting, to do it voluntarily.

¹⁰⁹ <https://www.codepublishing.com/CA/Palmdale/#!/html/Palmdale08/Palmdale0804.html>

¹¹⁰ <https://www.cityofpasadena.net/planning/soft-story-retrofit-ordinance/>

¹¹¹ www.smgov.net/uploadedFiles/Departments/PCD/Programs/Seismic-Retrofit/Seismic%20Retrofit%20Noticing%20Schedule.pdf

¹¹² www.cityofindustry.org/city-hall

¹¹³ cityofvernon.org/about/about-vernon

METHODOLOGY

To conduct this investigation, the Committee started by searching online for what steps the County has taken to help its citizens prepare for an earthquake since the Northridge earthquake. Scientists, engineers, and other interested people often learn from each earthquake and as a result, sometimes the state building code is updated.¹¹⁴ For instance, after earthquakes in Turkey and Syria killed 50,000 people, the BOS voted that the County's building code should require all non-ductile high-rises to be retrofitted within 10 years. The motion by the BOS will apply to all buildings in the unincorporated areas of the county and buildings owned by the county.¹¹⁵

The Committee searched the archives of the Los Angeles Times to determine which County-owned buildings are made of non-ductile cement that require retrofitting to comply with the structural integrity requirements of the State of California Building Code. The Committee confirmed this information with the Los Angeles County Department of Public Works. We also discussed earthquake preparedness with representatives from the Los Angeles County Internal Services Division. The committee interviewed personnel at the Los Angeles County Department of Public Works to learn about the process to retrofit these buildings. The committee also interviewed the Los Angeles County Chief Executive Officer (CEO) to learn about the contracting process for the building retrofit. The committee reviewed various web sites to gain an understanding of non-ductile cement. We reviewed FEMA documents to learn about earthquake (seismic) retrofit considerations. We also reviewed earthquake data on the Southern California Earthquake Data Center (scedc.caltech.edu) site, the United States Geological Survey (usgs.gov) site, the California Geological Survey (conservation.ca.gov/cgs) and the California Earthquake Authority (earthquakeauthority.com).

¹¹⁴ Los Angeles Building Code - http://lacounty-ca.elaws.us/code/coor_title26/
https://library.municode.com/ca/los_angeles_county/codes/code_of_ordinances

¹¹⁵ Minutes from the Feb 28, 2023 BOS meeting, (accessed 29 Mar 2024),
www.file.lacounty.gov/SDSInter/bos/sop/1138590_022823.pdf

DISCUSSION

HALL OF JUSTICE

The Hall of Justice suffered damage severe enough in the 1994 Northridge Earthquake to cause Los Angeles County to remove all occupants from this building. The building was renovated but was not allowed to be occupied until 2015.¹¹⁶

MEDICAL EXAMINER OFFICE

The Medical Examiner informed us during an interview that sufficient facilities for handling the deceased may not be available following a major earthquake since the Medical Examiner facilities have not been retrofitted for earthquake safety. Also, since the San Andreas fault bisects Los Angeles County the auxiliary facilities in the Antelope Valley may not be accessible. The Medical Examiner doesn't have specific plans to accommodate this type of disruption.

PORTS OF LOS ANGELES AND LONG BEACH

In the event of an earthquake, transportation venues from the ports to distribution centers may be blocked or otherwise unavailable. Plans should be made to accommodate possible transportation disruption.

EARTHQUAKE HAZARDS

It should be noted that no one can predict an earthquake. An earthquake prediction must include three elements: 1) the date and time, 2) the location, and 3) the magnitude. There is no science that currently allows this type of prediction.¹¹⁷ Therefore, one has to prepare for an earthquake that might occur at any time and without warning.

Mr. Papadopoulos who was identified earlier in this report has promulgated four rules of disaster risk. They are:

- 1) Disaster risk grows exponentially with hazard risk
- 2) Disaster risk grows with Urban Density even when hazard risk remains constant
- 3) Disaster risk is inversely proportional to resilience capacity and
- 4) Emergency capability required is inversely proportional to resilience capacity.¹¹⁸

All of these tenets apply to Los Angeles County. Los Angeles County is a major urban area which is prone to earthquakes. The risk of earthquakes in Los Angeles County has not changed in historic times but the city has grown to the second largest urban area in the United States in the last 250 years. Therefore, the potential for disaster in Los Angeles County has grown significantly. This needs to be addressed.

¹¹⁶ <https://www.historicresourcesgroup.com/projects/hall-justice?>

¹¹⁷ <https://www.usgs.gov/faqs/can-you-predict-earthquakes>

¹¹⁸ Resilience – The Ultimate Sustainability, page 22, Aris Papadopoulos, ISBN 978-0-9861816-1-0, copyright 2016

This report will address a short history of earthquakes in the county, what has been done since the 1994 Northridge earthquake, and how the existing programs can be expanded to include larger geographic areas without having the entire county compete for the limited number of structural engineers and building contractors at the same time. It will also describe which public buildings should be subject to retrofitting or be re-built.

There have been several reports published over that last few years that highlight that many Los Angeles County owned buildings are not sufficiently sturdy to withstand a major earthquake. The Los Angeles Times published an extensive report.¹²²

Building Construction Types with Examples

- 1) Soft-First Story;
- 2) Non-Ductile Reinforced Concrete;
- 3) Unreinforced Masonry (URM); and
- 4) Steel Framed.

¹²³ Interview with Los Angeles County Department of Public Works personnel

Each of these methods is described and pictured below along with how much progress has been made in strengthening buildings of each type.

Soft-First Story

Soft-First Story buildings have a ground floor with a large door or window on at least one side where reinforcement is absent. Some examples of Soft-First Story buildings are garages with typical garage doors or showcase windows in stores.¹²⁴



ssc.ca.gov/wp-content/uploads/sites/9/2020/08/20-01_hog.pdf – page 22

Non-Ductile Reinforced Concrete

Non-ductile concrete buildings are structures that contain brittle concrete elements (columns, beams, walls, and connections) that tend to perform poorly during earthquakes due to the limited

¹²⁴ [What is soft-story seismic retrofitting? | HowStuffWorks](#)

amount of provided reinforcing steel. In a concrete building designed per today's code standards, the reinforcing steel is designed to act as a strong cage, holding the concrete intact inside of the elements during an earthquake and allowing it to continue to support the building weight.

In a non-ductile concrete building, typically designed using older pre-1980's building codes, the elements have limited steel reinforcement to form a confining cage. As a result, the concrete element cracks and crushes, losing its ability to continue to support load as the concrete pieces spall or fall out of the cage. The building consequently may partially or fully collapse because of a large earthquake.¹²⁵

This potential for damage puts the occupant's safety at a tremendous risk, in addition to reducing or eliminating its ability to function. This type of non-ductile concrete construction has caused the loss of lives during earthquakes including the Mexico City earthquake (1985), Northridge earthquake (1994), and Christchurch New Zealand earthquake (2011). Concrete buildings designed and constructed prior to the 1976 building code are usually non-ductile, even if they are categorized as "reinforced concrete" buildings on building permits.¹²⁶

Non-ductile concrete refers to a type of concrete that lacks the ability to deform or stretch under stress. Unlike ductile materials that can withstand significant strain without fracturing, non-ductile concrete is brittle and prone to cracking. This lack of flexibility and tensile strength makes it vulnerable to structural failure, especially during seismic events.¹²⁷

Older high-rise buildings owned by Los Angeles County in and near downtown Los Angeles are made of non-ductile cement.

¹²⁵ Projects: Non-Ductile Concrete Buildings (degenkolb.com) <https://degenkolb.com/work/non-ductile-concrete-buildings/>

¹²⁶ Ibid

¹²⁶ Unveiling Non-Ductile Concrete: Understanding Its Properties - ScienceSphere.blog (semaforobares.com)



Picture from Non-Ductile Concrete Buildings (degenkolb.com) <https://degenkolb.com/seismic-ordinances/non-ductile-concrete-buildings/>

Frequently Asked Questions about non-Ductile Concrete buildings and Soft-Story Buildings in Los Angeles can be read at the website for the Structural Engineers Association of Southern California: <https://www.seaosc.org/la-retrofit-faq>

Unreinforced Masonry (URM)

[Grab photos from California Seismic Safety Commission, “Home Owners Guide to Earthquake Safety”, 2020 Edition, Pages 19 and 21.]

ssc.ca.gov/wp-content/uploads/sites/9/2020/08/20-01_hog.pdf

An unreinforced masonry building (UMB or URM building) is a type of building where load-bearing walls, non-load-bearing walls, or other structures, such as chimneys, are made of brick, cinderblock, tiles, adobe or other masonry material that is not braced by reinforcing material, such as rebar in a concrete or cinderblock.¹²⁸

¹²⁸ <https://mitigation.eeri.org/wp-content/uploads/femap774.pdf>



ssc.ca.gov/wp-content/uploads/sites/9/2020/08/20-01_hog.pdf

An unreinforced masonry building (UMB or URM building) is a type of building where load-bearing walls, non-load-bearing walls, or other structures, such as chimneys, are made of brick, cinderblock, tiles, adobe or other masonry material that is not braced by reinforcing material, such as rebar in a concrete or cinderblock.¹²⁹

If a home has walls built of unreinforced masonry— brick, hollow clay tiles, stone, concrete blocks, or adobe—the walls may be too brittle to resist earthquake shaking. As a result, the walls could collapse in an earthquake.¹³⁰

In California, a URM retrofit law was passed in 1986 but left up to the cities in earthquake-prone areas to enforce it. A few cities did that while in others they only required the owner to identify/acknowledge it.

“In California, there are also other types of mandatory seismic ordinances that apply to structure types such as unreinforced masonry (URM) buildings. The California URM Law was passed in 1986 and required local governments in high seismic zones to *develop an inventory* for URM buildings and establish a loss-reduction program. For a handful of California cities, ordinances requiring seismic retrofit were passed—but in the majority of cities, the local ordinances only required that owners identify buildings as being vulnerable. Typically, mandatory compliance dates for URM buildings in California covered by this older generation of seismic ordinances have passed, meaning that most of the buildings in California covered by these older ordinances should be in compliance. Because of this, SeismicOrdinances.com does not address URM ordinances in

¹²⁹ Ibid

¹³⁰ Homeowner’s Guide to Earthquake Safety (ca.gov) https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/20-01_hog.pdf Page 21

California. Those requiring specific information on URM ordinances in California should contact their municipality directly.”—from Seismic Ordinances.com]¹³¹

Steel Framed

Steel frame is a building technique with a "skeleton frame" of vertical steel columns and horizontal I-beams, constructed in a rectangular grid to support the floors, roof and walls of a building which are all attached to the frame. The development of this technique made the construction of the skyscraper possible. ¹³²



FEMA Guidelines

Design of the structural system of a building must incorporate several important features whether they are new buildings or older buildings undergoing seismic safety retrofit:¹³³

- Stable foundations;
- Continuous load paths;
- Adequate stiffness and strength;
- Redundancy;
- Regularity;
- Ductility and toughness; and
- Adequate separation from neighboring construction.

¹³¹ https://ssc.ca.gov/wp-content/uploads/sites/9/2020/08/cssc_2005-02_urm.pdf Status of the Unreinforced Masonry Building Law

¹³² https://www.aisc.org/globalassets/modern-steel/archives/2007/03/2007v03_seismic-resistant_structures.pdf

¹³³ Earthquake Resistant Design Concepts, An Introduction to Seismic Concepts for New Buildings, Edition 2, Federal Emergency Management Agency (FEMA), P-749, September 2022, Paraphrased from Chapter 3, <https://www.fema.gov/emergency-managers/risk-management/earthquake/training/fema-p-749>

1. **Stable Foundations** - In addition to being able to support the weight of the structure without excessive settlement, the foundation system must be able to resist earthquake-induced overturning forces and be capable of transferring large horizontal forces between the structure and the ground without excessive settlement or sliding. Foundation systems also must be capable of resisting both transient and permanent ground deformations without inducing excessively large displacements in the supported structures.
2. **Continuous Load Paths** - A load path is a series of connected elements designed to deliver loads from their origin to the foundation. In steel construction, load path is achieved by bolted or welded connections between each of the framing elements. In reinforced concrete and masonry structures, continuous reinforcing bars must run throughout the structure to tie it together.
3. **Adequate Stiffness and Strength** - Strong earthquake shaking will induce both vertical and lateral forces in a structure. The lateral forces that tend to move structures horizontally have proven to be particularly damaging. If a structure has inadequate lateral stiffness or strength, these lateral forces can produce large horizontal displacements in the structure and potentially cause instability.
4. **Regularity** - A structure is considered regular if the distribution of its mass, strength, and stiffness is such that it will sway in a uniform manner when subjected to ground shaking. For a regular building, lateral movement in each story and on each side of the structure will be about the same, as will the strength of the structure relative to the supported mass.
5. **Redundancy** - If all the strength and earthquake resistance of a structure are concentrated in only one or a few elements, the structure will not have any residual strength if those elements are seriously damaged, and this can lead to structural collapse. If a structure has redundancy, a large number of elements participate in providing the strength of the structure. If only a few are badly damaged, the remaining elements may have enough residual strength to prevent collapse.
6. **Ductility and Toughness** - Ductility and toughness are structural properties that relate to the ability of a structural element to sustain damage when overloaded while continuing to carry load without failure. These are extremely important properties for structures designed to sustain damage without collapse.

DESIGN PROCESS FOR RETROFITTING

Structural Engineer and Construction Manager normally take the lead in designing an earthquake retrofit for a building. However, they are assisted by designers of cladding, ceilings, lighting, HVAC, electrical and other systems. The overall design phase also includes accommodating current employees during the seismic retrofit process and ensuring that offices are secure. For example, can the employees work in the same locations during the retrofit or do they have to be

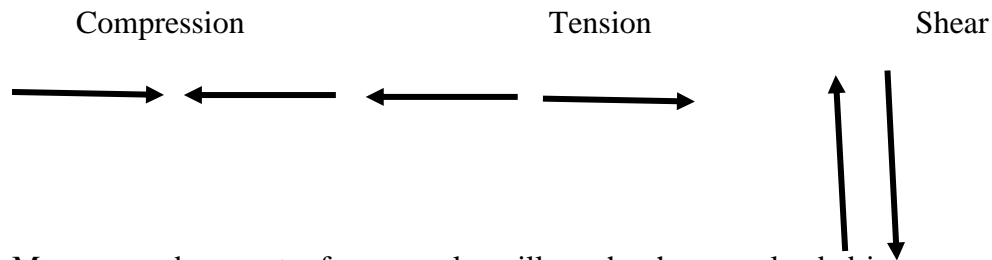
moved around the building or moved to another facility. The overall process involves the following.¹³⁴

1. Find original building design plans;
2. Inspect interior and exterior building to ensure current design actually matches original design plans;
3. Update design plans to match actual building design;
4. Design and document required seismic retrofit updates;
5. Determine Complete Cost to Retrofit;
6. Compare retrofit costs to demolish/re-build and/or purchase new facility to determine most efficient methodology;
7. Submit plans to approving authority to gain permits;
8. Approving authority issues required permits;
9. Permits posted at construction site;
10. Complete construction effort;
11. Test construction as necessary; and
12. Have independent inspector inspect construction to ensure compliance with building codes.¹³⁵

¹³⁴ Interview with Los Angeles County Department of Public Works 14 Dec 2023 and 26 Feb 2024 and Interview with Los Angeles County CEO 11 Jan 2024

¹³⁵ Earthquake Resistant Design Concepts, An Introduction to Seismic Concepts for New Buildings, Edition 2, Federal Emergency Management Agency (FEMA), P-749, September 2022, Paraphrased from Chapter 3, <https://www.fema.gov/emergency-managers/risk-management/earthquake/training/fema-p-749>

Forces That Impact Buildings during an Earthquake



Masonry and concrete, for example, will crush when overloaded in compression and will crack and pull apart when placed in tension or shear. Wood will crush when overloaded in compression, split when overloaded in shear, and break when overloaded in tension. Steel will buckle if overloaded in compression and will twist when loaded in bending, if not properly braced, but will yield when overloaded in tension. When steel yields, it stretches a great deal while continuing to carry load, and this property allows it to be used in structures of all types to provide them with ductility and toughness.¹³⁶



A strong earthquake can cause the two sides of a fault to suddenly slide by one another. Even a relatively minor fault rupture can cause foundation and structural damage requiring expensive repairs.

Pilar Villamor, GNS Science, 2016

Picture from the California Seismic Safety Commission Homeowners Guide to Earthquake Safety Page 7 (ssc.ca.gov/wp-content/uploads/sites/9/2020/08/20-01_hog.pdf)

Los Angeles County-Owned Buildings

¹³⁶ ¹³⁶ Earthquake Resistant Design Concepts, An Introduction to Seismic Concepts for New Buildings, Edition 2, Federal Emergency Management Agency (FEMA), P-749, September 2022, Paraphrased from Chapter 4, <https://www.fema.gov/emergency-managers/risk-management/earthquake/training/fema-p-749>

Sample of Los Angeles County Buildings Using Non-Ductile Cement	
Building Name	Date Constructed
Los Angeles County Hall of Administration	1960
Los Angeles County Hall of Records	1962
Los Angeles County Hall of Justice	1925 – Damaged in Northridge Earthquake in 1994. Renovation Complete for occupation 2015
Chief Medical Examiner’s Office Building (1100 N. Mission)	1969
Los Angeles City Hall	1928 – Renovated in 1998
<u>L.A. County targets 33 buildings for seismic upgrades - Los Angeles Times (latimes.com)</u>	<u>https://www.latimes.com/california/story/2023-03-27/concrete-buildings-la-county</u>

There are 33 Los Angeles County-owned buildings that were built prior to 1977 that have not been renovated. The above table is a partial listing. The entire listing appears in Appendix 1. Many cities such as Los Angeles and Long Beach also have buildings of this vintage which have not been renovated. Most buildings built prior to 1977 use non-ductile concrete which at that time complied with existing building codes. Today building codes require reinforced ductile concrete to be used in building construction. The complete list of Los Angeles County owned buildings requiring earthquake safety retrofit is in Appendix 1.

The Capital Projects Department within the Building and Safety Division of the Public Works Department is responsible for ensuring Los Angeles County Buildings are compliant with the current building code. The current California Building Code (California Code of Regulations Title 24 Building Standards Code) incorporates earthquake safety standards. Part 2 contains structural safety requirements.

The process of retrofitting a building involves several steps. The first step is to locate the original plans to compare the actual construction of the building with the original plans and update the plans as necessary. The next step is to inspect the building to ensure that the building was actually constructed in accordance with the plans. The LA County Public Works Division has hired an independent construction manager to oversee this process. Part of this phase is to compare the actual construction of the building with the current building codes to plan the retrofit, which, in and of itself, is a several million-dollar effort. It involves locating plumbing lines, electrical lines, rebar, and other items that need to be accounted for and then determining what has to be improved. During this phase it has to be determined whether the retrofit process involves moving the current employees to another building or moving within the building. Then an analysis must be completed to determine whether the retrofit is the most economically viable solution. During this phase the effort to retrofit is compared to other options such as moving the employees and offices to other county-owned buildings, leasing or buying another acceptable building, or leveling the current

building and building a new facility from scratch. The next phase is to contract for the retrofit and begin the actual construction. Public Works would actually author the contract and oversee the construction effort. The CEO's office would ensure that the contract covers the construction effort and includes provisions for contingencies. It is estimated that the cost of the retrofit for the Hall of Administration is \$400 to \$700 million dollars. The other high-rise buildings that are the priority of the County are estimated to have a similar cost. Currently there is no funding available to complete the seismic safety retrofit effort.

Current Status of Los Angeles County Retrofit Effort

Los Angeles County is concentrating on retrofitting the five County-owned high rise buildings (More than 75 feet from ground level to highest occupied floor) made of non-ductile cement. These buildings are the Hall of Administration (500 W Temple), Hall of Records (320 W Temple), General Hospital (1200 N. State Street), LAC/USC Medical Center Interns and Residence Buildings (2020 Zonal), Health Services Building (313 N. Figueroa). The first building to be retrofitted is the Hall of Administration. Currently, the effort is in the design phase. A construction manager was hired to manage this process. A construction manager oversees and coordinates construction projects. Construction managers are responsible for planning, organizing, and managing all aspects of the construction process, from project initiation to completion. The first phase is to compare the as built configuration of the Hall of Administration to the original design drawings and update the drawings as necessary. This effort is estimated to cost about \$3 million dollars. A construction schedule and estimated cost to retrofit cannot be completed until the design phase is complete. However, very preliminary estimates indicate the cost to retrofit the Hall of Administration is between \$400 million and \$700 million.

This is the initial stages of this project. Once the design phase is complete a cost estimate and schedule need to be completed. Then a comparison of the retrofit activity with a “demolish and rebuild” activity with a purchase an existing building activity must be completed. Then a Request for Proposal needs to be completed and bids solicited. Finally, the winning bidder must be selected and actual construction initiated.¹³⁷

LESSONS FROM JAPAN

Japan has about one-fifth of the world's earthquakes¹³⁸ and they don't talk about earthquakes by magnitude, but by how much the earth shakes on a scale of 1 to 7.¹³⁹ (In this section of the report, Richter scores have a decimal indication in the number while Japanese earth movement scores are integers.) When there is a lot of damage, they figure out the problem and then upgrade the building code to make buildings more resilient.¹⁴⁰

¹³⁷ Interview with management of the Los Angeles County Department of Public Works – 23 Dec 2023

¹³⁸ Justin McCurry for The Guardian, “Tokyo Braces for Another ‘Big One’ on 100th Anniversary of Deadly Quake: Japan Has Learned Key Lessons from the 1923 Earthquake that Killed 105,000 People, but Rapid Growth of the Capital has Raised the stakes”, August 31, 2023, (accessed 15 March 2024), www.theguardian.com/world/2023/sep/01/tokyo-braces-for-another-big-one-on-100th-anniversary-of-deadly-quake

¹³⁹ Rupert Wingfield-Hayes for the BBC, “What a Century of Earthquakes has Taught Japan, January 2, 2024, (accessed 15 March 2024), www.bbc.com/news/world-asia-67860334

¹⁴⁰ Justin McCurry

To see the vast changes over the past century or so, compare the damage of the 2011 Fukushima earthquake to the 1923 massive Great Kanto Quake. The Kanto earthquake flattened huge areas and had a shaking level of 5 in the capital city of Tokyo. The Fukushima earthquake was a massive 9.0 on the northern coastline but was also felt as an earth movement level of 5 in Tokyo. In 1923, Tokyo was flattened and 140,000 people died. In 2011, the tall skyscrapers swayed, but no buildings fell. It was the tsunami that killed thousands of people, not the shaking.¹⁴¹

But over the last century, the population and density of the city has grown dramatically. In 1923, many of Tokyo's four million residents were at home, preparing their lunch over open fires just before noon when the earthquake hit.¹⁴² The fires raged for two days while smaller shaking and wind continued.

The wooden buildings burned and 290,000 buildings were lost. Scenes from the earthquake are preserved in a museum where a pile of nails, printing machines, and damaged bikes were "welded" together by the heat. [But some of the lives lost were not due to the earthquake, since mobs with swords and iron bars killed 6,000 Korean residents after xenophobic rumors that they were exploiting the chaos.]^{143 144}

Seismologists have used statistics based on past patterns to predict that there is a 70% chance that a magnitude 7 or higher quake will hit Tokyo in the next 30 years. However, due to better planning and technology, the worst-case scenario is that only 6,000 people would die, but millions of lives will be altered and the economy could be challenging, especially with their current public debt. Global supply chains would also be disrupted.

Planning and preparation is a significant indicator of who will survive a large earthquake in Japan. The Japanese government collects large amounts of data using state of the art seismometer networks and early-alert systems.¹⁴⁵ Disaster-preparedness groups have sprung up in the last 25 years as they organize drills and cultivate neighborly ties. When one of the disaster-prevention leaders was asked what worried him the most, he paused, then said "toilets".

Construction companies and developers often invest in more safety measures than are mandated. For example, one firm installed a 1,350-ton pendulum on a skyscraper to reduce the building's sway.¹⁴⁶ And the government has purchased land to enable wider roads for fire breaks and have planned evacuation routes. (In 1923, 40,000 people died in a field when they were surrounded by flames on all sides.)¹⁴⁷

Today, Tokyo has over 14 million residents.¹⁴⁸ Even though the chance of fire has decreased, there are still many wooden buildings and more people live alone without a strong support system.

¹⁴¹ Rupert Wingfield-Hayes

¹⁴² Mel Haasch for *The Economist*, "The Next Big One, A Century After its Last Big Quake, Tokyo Braces for a Successor", September 10, 2023

¹⁴³ Justin McCurry

¹⁴⁴ The Economist

¹⁴⁵ The Economist

¹⁴⁶ The Economist

¹⁴⁷ The Economist

¹⁴⁸ <https://www.statista.com/topics/9914/tokyo/#topicOverview>

Surveys show that those who live alone are less likely to be prepared. And as the population ages, more seniors will need help in a disaster.¹⁴⁹

Personal and Office Earthquake Preparedness

There are several simple ways one can prepare their home or office for an earthquake and minimize the impact. They can also help others in the process if they know what to do.

The ShakeOut Drill

The ShakeOut drill began in 2008 as part of the ShakeOut Scenario where over 300 scientists and specialists studied what kind of large earthquake would be likely for southern California and what kind of impact it would have. The earthquake drill was designed to educate the public about how to prepare for and protect themselves during a large earthquake. The number of people who participate each year keeps growing and it is very easy to do:

Drop. . . Cover. . . and Hold On . . .

This means you should:

DROP to the floor if you are able to, preferably facing away from a window.

COVER your head, either by being under a table or desk and shield your head from anything falling or flying through the air.

HOLD ON to a table or chair leg as long as there is shaking.

The Seven Steps

One can review the seven preparation steps at the Earthquake Country Alliance website:

<https://www.earthquakecountry.org/sevensteps>

Although this list of steps was designed to apply to individual homes and families, it also applies to office areas.

Ready Your Los Angeles Neighborhood (RYLAN)

The Rylan Program (Ready Your LA Neighborhood) (RYLAN) was created and implemented by the City of Los Angeles Emergency Management Department (EMD). RYLAN provides free and convenient step by step tools to help families, businesses and local neighborhoods of Los Angeles prepare for earthquakes and other disasters. RYLAN also addresses the steps to take immediately after a natural disaster. Through the RYLAN program, the local community will be able to assist the EMD to help communities not only prepare for earthquakes, but will also help communities avoid injuries, protect property and save lives if and when a natural disaster occurs.¹⁵⁰

The RYLAN Emergency Preparedness Guide for LA can be found here:

¹⁴⁹ The Economist

¹⁵⁰ <https://ready.lacity.gov/>

<https://ready.lacity.gov/sites/g/files/wph2196/files/2021-04/ryan-emergency-preparedness-guide-english-digital.pdf>

Community Emergency Response Team (CERT)

LOS ANGELES COUNTY CERT

The County of Los Angeles' Fire Department's (LACFD) CERT created a neighborhood preparedness network for County communities. Local fire department and law enforcement offers a free 20-hour FEMA approved training curriculum that teaches County residents on basic disaster response skills including earthquake preparedness, fire safety, light search and rescue, team organization and medical operations for disasters. CERT members work alongside first responders like the LACFD by aiding them when they respond to an emergency in their community.¹⁵¹

To sign up for the Los Angeles County CERT training, go here:

<https://lacountyfire.galaxydigital.com/event/>

LA CITY CERT

The Los Angeles Fire Department (LAFD) offers CERT members seventeen and a half hours (one day a week for seven weeks) of initial training. This CERT course is followed by full-day bi-annual refresher drills as well as several opportunities to assist the LAFD at local disaster incidents. CERT training is free for LA citizens and available to anyone 18 or over. Classes are conveniently available mornings, afternoons and evenings on a continuous bases throughout the year in locations all over Los Angeles.¹⁵²

You can sign up for LA Cert here:

www.eventbrite.com/o/lafd-cert-program-7803155391

LONG BEACH CERT

According to the Long Beach Community Emergency Response Team's (LB CERT) website, LB CERT's mission is to: "'Do the greatest good for the greatest number of people" when a major disaster strikes Long Beach's business community or community in general. CERT volunteers work closely with the Long Beach Fire Department to participate in the community's disaster preparation.¹⁵³ LB CERT provides the necessary training required by the Federal Emergency Management Agency (FEMA). The LB CERT program will provides skills and knowledge to participants to assist neighbors, co-workers and professional rescue personnel when a disaster strikes. LB CERT training is usually 24 hours. Training usually takes place over Friday 6pm-10pm and Saturday and Sunday 8am-5pm.

¹⁵¹ ready.lacounty.gov/cert/

¹⁵² www.lafd.org/join/volunteer/cert

¹⁵³ www.longbeach.gov/fire/community-outreach/cert/mission-and-purpose/

You can sign up for LB Cert here:

<https://www.longbeach.gov/fire/community-outreach/cert>

ANTELOPE VALLEY CERT

The Antelope Valley Community Emergency Response Team (AV CERT) provides disaster preparedness training to the public on the hazards that “may impact desert & rural communities.” AV CERT teaches fire safety, light search & rescue, team organization, amateur radio and disaster medical operations.¹⁵⁴ Basic AV free Cert training are offered three consecutive Saturdays from 8:00 AM to 5:00 PM. Participants must attend all three sessions to be awarded a certificate of completion which is a requirement to join AV CERT.

You can sign up for AV CERT here:

<https://www.antelopevalleycert.org/training>

FEMA CERT:

To find the nearest CERT training available for any area, please see the following site:

https://community.fema.gov/PreparednessCommunity/s/cert-find-a-program?language=en_US

¹⁵⁴ www.antelopevalleycert.org/

PREPARING AT HOME

Ten Essential Emergency Supplies¹⁵⁵

1. Water for 7-10 days (1 gallon per person per day);
2. Food for 7-10 days (including pet food);
3. First Aid Kit and instructions;
4. Flashlights (and extra batteries);
5. Radio (and extra batteries);
6. Medications;
7. Cash and important documents (small bills and coins, birth certificates, tax returns, deeds, titles, insurance papers, medical cards);
8. Clothing and sturdy shoes;
9. Tools (wrench, duct tape, fire extinguisher, sturdy gloves, whistle); and
10. Sanitation and hygiene supplies.

How to Prepare Your Home

Prepare and protect your home BEFORE an earthquake. Decrease your risk of damage and injury from an earthquake by identifying possible home hazards. Complete your earthquake plan by identifying and securing the following hazards:

- Tall, heavy furniture that could topple, such as bookcases, china cabinets, or modular wall units.
- Water heaters that are not up to California code could rupture.
- Stoves and appliances that could move enough to rupture gas or electrical lines.
- Hanging plants in heavy pots that could swing free of hooks.
- Heavy picture frames or mirrors over a bed.
- Latches on kitchen cabinets or other cabinets that will not hold the door closed during shaking.
- Breakables or heavy objects that are kept on high or open shelves.
- A masonry chimney that could crumble and fall through an unsupported roof into your home.
- Flammable liquids, such as painting or cleaning products, which would be safer in a garage or outside in a shed.¹⁵⁶

Last but not least, protect the investment in your home with CEA earthquake home insurance. Earthquake insurance will provide you with the peace of mind, when, not if, the big one hits.

Also check to see if there is grant money available¹⁵⁷, if you need to retrofit your house.

¹⁵⁵ <https://ready.lacounty.gov/ten-essential-emergency-supplies/>

¹⁵⁶ www.earthquakeauthority.com/blog/2020/what-to-do-before-an-earthquake

¹⁵⁷ www.earthquakeauthority.com/prepare-your-house-earthquake-risk/brace-and-bolt-grants

FINDINGS

- 15.1 The Los Angeles County Board of Supervisors directed Los Angeles County Department of Public Works to develop and gain approval for a Los Angeles County ordinance for retrofit of non-ductile cement buildings. They did not request a draft ordinance for any other type of building. However, they also asked for an inventory of the soft-story buildings.
- 15.2 The draft ordinance is complete and awaiting public comment and formal approval by the Los Angeles County Board of Supervisors but it only applies to buildings over 75 foot tall.
- 15.3 The design phase for the seismic retrofit for the Hall of Administration is in progress.
- 15.4 A construction manager has been hired to facilitate the design process.
- 15.5 Until the design phase for the Hall of Administration is complete an actual schedule and estimate to complete cannot be developed.
- 15.6 There is no funding identified for the actual retrofit construction activity for the Hall of Administration or any subsequent retrofit effort.
- 15.7 Los Angeles County doesn't appear to have a formal earthquake resilience plan.
- 15.8 The City of Los Angeles has a "Resilience by Design" program that addresses building retrofitting, water supply and storage, telecommunications, and a quicker return-to-work after the buildings that the agencies/companies work in are inspected. It could be used as an example for other large cities. Appendix C of that plan also discusses a Back to Business program.
- 15.9 The City of Los Angeles's DWP appears to still need to find solutions for more water storage and conveyance.
- 15.10 A few cities have earthquake retrofitting ordinances while others are still considering it. To increase the number of buildings that can withstand an earthquake, more cities should pass earthquake retrofit ordinances.
- 15.11 There are two small cities in the county (City of Industry and Vernon) that don't have many residents but they have many businesses there. To help the economy recover and get more people back to work, these small cities could implement Back To Business programs.
- 15.12 Big earthquakes are often followed by fires. Roads many be blocked with fallen debris at the same time and/or water to fight the fires may not be available since about half of the county's water comes from the aqueducts that cross over the San Andreas fault.
- 15.13 The Medical Examiner currently works out of three buildings near downtown LA and two of these buildings need retrofitting. They also have three satellite locations, one of which is in the Antelope Valley (on the north side of the San Andreas fault). In the event of a large earthquake where many people die, the Antelope Valley may become separated from the rest of the County. The Medical Examiners may not have a viable place to work from. Mutual aid medical examiners who arrive to help

may not have a place to work either. The Committee could not find any plan that covers this contingency,

- 15.14 It is possible that after an earthquake, the cell towers and internet providers would not be able to provide service for a while. Satellite phones may then be useful. The Committee could not find any plan that addresses this contingency.
- 15.15 The Ports of Los Angeles and Long Beach together handle 40% of the cargo entering and leaving the U.S. They may not be able to move along the cargo entering/ leaving their facilities due to limited access out of the region if the San Andreas Fault is activated and railways and highways are damaged. If a major earthquake occurs in the southern part of the country, such as on the Newport-Inglewood fault, the ports themselves can be damaged. The Committee could not find any plan that addresses this contingency.
- 15.16 If there is a lot of damage, more building inspectors would be needed. (Neighboring cities/ counties would also likely need to do inspections at the same time.)
- 15.17 CERT classes are currently offered but the number of residents being trained to do basic first aid and search and rescue are insufficient should a large earthquake occur and cause severe damage. And, of those who have already been trained, some of them have moved away or may not be able to perform the physical tasks any more. Our multi-ethnic communities have some people who do not speak English, so CERT classes should be taught in a variety of languages.
- 15.18 Southern California topography was created by eons of seismic activity which continues to this day. Therefore, Southern California and particularly Los Angeles County is prone to earthquakes some of which pose a risk ranging from significant to catastrophic. Earthquake faults and earthquakes themselves do not respect county and city jurisdictional boundaries. Therefore, major earthquakes can and usually do cause damage in more than one county and multiple cities.
- 15.19 The San Andreas Fault crosses Northern Los Angeles County. A major earthquake on the San Andreas Fault could cause a ground rupture which could damage transportation venues significantly rendering them unusable effectively isolating the Antelope Valley from the rest of Los Angeles County. This type of damage could make it difficult to provide aid to residents of the Antelope Valley.
- 15.20 Buildings designed prior to 1977 were built to existing building codes for that time which allowed the use of non-ductile cement in the construction. Non-ductile cement is NOT properly reinforced and therefore is prone to damage and collapse from vibrations associated with earthquakes. There are 33 buildings in the Los Angeles area owned by Los Angeles County that were designed prior to 1977 that are assumed to be constructed of non-ductile cement. These buildings require a seismic safety/earthquake safety retrofit for them to be safer for human occupancy. The Department of Public Works maintains these buildings are currently safe for human occupancy. Five of these identified buildings are over 75 feet from ground level to the highest human occupied floor and are considered

high rise buildings. Los Angeles County is concentrating on these buildings for seismic safety retrofit activities.

RECOMMENDATIONS

- R15.1 County should draft an ordinance for retrofitting soft-story first floor buildings.
- R15.2 County should extend the proposed non-ductile retro-fit to buildings of every height, not just those over 75 feet.
- R15.3 LAC PW should complete design phase for earthquake safety retrofit for Hall of Administration
- R15.4 Once the design phase for the earthquake safety/seismic retrofit is complete for the Hall of Administration LAC PW should develop a project schedule.
- R15.5 Once the design phase for the Hall of Administration is complete LAC PW should obtain a cost estimate
- R15.6 Once the cost estimate is complete LAC PW should develop a Request for Proposal (RFP) to gain detailed cost estimates. Once the RFP is complete LAC CEO should solicit bids for Hall of Administration retrofit project and chose winning bidder.
- R15.7 LAC CEO should develop and earthquake recovery/resilience plan.
- R15.8 The City of LA is requested to comment on each of its 18 goals in their “Resilience By Design Plan” as to any misunderstandings the Civil Grand Jury may have had as well as progress that has been made that was not mentioned. This is meant to help those who build on this in the future.
- R15.9 The City of LA’s DWP should continue to work on water transport and storage, especially in regards to putting out fires.
- R15.10 Long Beach, Santa Clarita, Glendale, Lancaster, and Palmdale should inventory their buildings to determine if they have enough need in their city for retrofitting buildings of certain types. If so, create appropriate ordinances.
- R15.11 The Cities of Industry and Vernon should consider having a Back to Business program to benefit the large number of businesses in their cities and to help the economy recover.
- R15.12 The Medical Examiner should make/update their emergency plans to include no ground access to the Antelope Valley (Lancaster, Palmdale). Where will autopsies and exams be done? Where will mutual aid volunteers from other medical examiners work, eat, park their vehicles? How can people work without water or electricity?
- R15.13 The County should buy enough radio or satellite phones so that each agency and city referenced in the Responses section has at least two phones. ISD should track who the phones are assigned to, provide video or written training for how to use the phones, and ask that the agency or city use them in their annual ShakeOut Drill as well as report their success/ failure to ISD each year.
- R15.14 The Los Angeles and Long Beach ports should make/update plans for cargo that needs to be moved, especially perishables, when roads and railways out of the county may be damaged. They also need to create/update their plans for damage in their harbors, including things that can possibly fall over.

- R15.15 If there is a lot of damage to buildings, more building inspectors would be needed. Plan for how temporary inspectors will be obtained and how they will be assigned, keeping in mind that businesses in the medical field should be inspected first, followed by those who were enrolled in the Back to Business program.
- R15.16 All Fire Departments within the county should grow their CERT training so that one out every 2,000 residents in their jurisdiction is trained each year. Repeat this level of training for at least three years. Attempt to conduct 30% of the training in languages other than English. Add “refresher” classes for those who were previously trained. (When responding, please indicate the languages that would be included.) By August 1 each year, report the number of trainees and the language in which they were trained during the previous 12 months to the County’s Chief Sustainability Office (in the Department of the County CEO). The Department of Sustainability should include this information in their annual reports.

REQUIRED RESPONSES

California Penal Code section 933(c), 933.05(a), and 933.05(b) require a written response to all Recommendations contained in this report. Such responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report to the public.

All responses to the recommendations of the 2023-2024 Los Angeles County Civil Grand Jury must be submitted on or before Monday, September 30, 2024:

Presiding Judge
Los Angeles Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, 13th Floor, Room 13-303
Los Angeles, CA 90012

Responses are required from:

RECOMMENDATIONS	RESPONDING AGENCY
R15.1, R15.2, R15.6, R15.7, R15.12	Los Angeles County Board of Supervisors
R15.1, R15.2, R15.6, R15.7, R15.12	Los Angeles County Chief Executive Office
R15.1, R15.2, R15.3, R15.4, R15.5, R15.6, R15.15	Los Angeles County Department of Public Works
R15.13	Los Angeles County Internal Services Department
R15.12	Los Angeles County Department of Medical Examiner
R15.16	Los Angeles County Fire Department
R15.14	Port of Los Angeles
R15.14	Port of Long Beach
R15.8	City of Los Angeles
R15.9	Los Angeles Department of Water and Power
R15.10, R15.15	City of Long Beach
R15.10, R15.15	City of Santa Clarita
R15.10, R15.15	City of Glendale
R15.10, R15.15	City of Lancaster
R15.10, R15.15	City of Palmdale
R15.11, R15.15	City of Industry
R15.11, R15.15	City of Vernon

R15.16	Alhambra Fire Department
R15.16	Arcadia Fire Department
R15.16	Beverly Hills Fire Department
R15.16	Burbank Fire Department
R15.16	Compton Fire Department
R15.16	Downey Fire Department
R15.16	Glendale Fire Department
R15.16	Long Beach Fire Department
R15.16	Los Angeles Fire Department
R15.16	Montebello Fire Department
R15.16	Monterey Park Fire Department
R15.16	Pasadena Fire Department
R15.16	Redondo Beach Fire Department
R15.16	Santa Monica Fire Department
R15.16	Sierra Madre Fire Department
R15.16	South Pasadena Fire Department
R15.16	Torrance Fire Department
R15.16	West Covina Fire Department

COMMITTEE MEMBERS:

Wayne Dodds - Chair

Christine Elia

Noel Larson

Maureen Smith

Mary Leos-Pacheco

APPENDIX 1 - Los Angeles County Buildings That Need Retrofitting due to Having Non-ductile Cement

Los Angeles County Seismic Retrofit List for NDC Buildings

Department	Building Name	Address	Year Built
Board of Supervisors	Hall of Administration	500 W Temple St, Los Angeles, CA 90012	1962
Medical-Examiner Coroner	Chief Medical Examiner Service	1104 N. Mission Rd., Los Angeles, CA 90033	1972
Medical-Examiner Coroner	Chief Medical Examiner Administration/Investigation	1102 N. Mission Rd., Los Angeles, CA 90033	1972
District Attorney	Hall of Records	320 W Temple St, Los Angeles, CA 90012	1962
Fire District	Fire Station 171	141 W Regent St, Inglewood, CA 90301	1972
Fire District	Fire Station 8	7643 W Santa Monica Blvd, West Hollywood, CA 90046	1950
Health Services	General Hospital	1200 N State St, Los Angeles, CA 90033	1932
Health Services	LAC+USC S Mark Taper Foundation Family Advocacy	1721 Griffin Ave, Los Angeles, CA 90031	1932
Health Services	MLK - Interns & Residents Building	12012 Compton Ave, Los Angeles, CA 90059	1973
Health Services	LAC+USC Outpatient Clinic	2010 Zonal Ave., Los Angeles, CA 90033	1963
Health Services	H. H. Humphrey Comprehensive Health Center	5850 S Main St, Los Angeles, CA 90003	1976
Health Services	LAC+USC Medical Center - Parking Structure (Lot 12)	2020 Zonal Ave, Los Angeles, CA 90033	1972
Health Services	LAC+USC Medical Center-Interns & Residents Building	2020 Zonal Ave, Los Angeles, CA 90033	1965
Health Services	LAC+USC Medical Center-Pharmacy Building	1100 Mission Rd, Los Angeles, CA 90033	1917
Health Services	LAC+USC Medical Center-Science Hall - Building 90	1733 Griffin Ave, Los Angeles, CA 90031	1932
Health Services	MLK - Leroy Weekes Medical Support Building - North	12021 Wilmington Ave, Los Angeles, CA 90059	1976
Health Services	MLK - Service And Supply Building - South	12021 Wilmington Ave, Los Angeles, CA 90059	1976
Health Services	Health Services Administration	313 N. Figueroa St, Los Angeles, CA 90012	1967
Health Services	H Claude Hudson Comprehensive Health Center	2829 S. Grand Ave., Los Angeles, CA 90007	1977
ISD	Adams / Grand Complex Parking Garage (Lot 46)	318 W Adams Blvd, Los Angeles, CA 90007	1964
ISD	Alameda Street Garage	1055 N Alameda St, Los Angeles, CA 90012	1968
ISD	Health Services Headquarter Lot 29 Parking Structure	346 N Fremont Ave, Los Angeles, CA 90012	1967
ISD	ISD Administrative Headquarters	1100 N Eastern Ave, Los Angeles, CA 90063	1972
LA County Library	Huntington Park Library	6518 Miles Ave., Huntington Park, CA 90255	1970
LA County Library	Montebello Library	1550 W Beverly Blvd, Montebello, CA 90640	1966
LA County Library	Compton Library	240 W. Compton Bl., Compton, CA 90220	1974
Probation	Eastlake Juvenile Court Parking Structure	1605 Eastlake Ave, Los Angeles, CA 90033	1960
Public Health	Ferguson Administrative Services Center	5555 Ferguson Dr., Commerce, CA 90022	1949
Public Health	Central Public Health Center	241 N Figueroa St., Los Angeles, CA 90012	1950
Public Health	Hollywood / Wilshire Public Health Center	5205 Melrose Ave, Los Angeles, CA 90038	1966
Public Social Services	Metro Special District Office	2707 S. Grand Ave, Los Angeles, CA 90007	1964
Public Social Services	Adams & Grand	2615 S. Grand Ave., Los Angeles, CA 90007	1952
Sheriff	Pitchess Detention Center East	29340 The Old Road, Castaic, CA 91384	1959

<https://ca-times.brightspotcdn.com/c1/c0/59f2f31541d1a8554193ce6b80a8/county-seismic-retrofit-list-for-ndc-buildings.pdf>

APPENDIX 2

DRAFT LOS ANGELES COUNTY ORDINANCE NO _____ FOR NON-DUCTILE CEMENT HIGH RISE BUILDINGS – Document provided to the Committee from the Director of Public Works, Mark Pestrellas, scanned.

An ordinance amending Title 26 - Building Code and Title 27 - Electrical Code - of the Los Angeles County Code, to establish regulations for the seismic retrofit of high-rise non-ductile concrete buildings; to define minor or standard excavation or grading pursuant to the California Permit Streamlining Act; and to modify Consumer Price Index adjustments for fees in Title 27 - Electrical Code to be consistent with the Building Code.

The Board of Supervisors of the County of Los Angeles ordains as follows:

SECTION 1. Chapter 97 is hereby added to read as follows:

CHAPTERS? EARTHQUAKEJ4AZARD REDUCTION FOR EXISTING
HIGH-RISE NON-DUCTILE CONCRETE BUILDINGS

SECTION 9701 PURPOSE AND|SCOPE

The purpose of this Chapter is to promote pub|lp saf^ and welfare by reducing the risk of death or injury which might otherwise result from earthquake damage to high-rise non-ductile concrete buildings constructed or for which an application for a building permit was submitted prior to November 1,1977. The provisions of this Chapter shall apply to any existing high-rise concrete building determined by the Building Official to have been built under building standards enacted before the 1977 Los Angeles County Building Code. Such buildings have been recognized as having a potentially significant risk of damage, including partial or complete collapse during moderate to strong earthquakes, due to non-ductile detailing of structural elements that
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render the building deficient in sustaining gravity loads when the building is subjected to earthquake-induced lateral displacements.

This Chapter sets forth minimum standards for structural seismic resistance to improve the performance of these buildings during earthquakes and to reduce, but not necessarily prevent, the loss of life, injury or earthquake-related damage. This Chapter does not require existing electrical, plumbing, mechanical or fire protection systems to

be altered unless determined by the Building Official to constitute a hazard to life or property.

The owner of each building subject to this Chapter shall cause an investigation of the existing construction and a seismic evaluation to be performed on the building by a civil or structural engineer or architect licensed by the State of California. If the building does not meet the minimum standards specified in this Chapter, the owner shall cause it to be retrofitted to conform to such standards within the period provided in this Chapter. Failure to comply within the required time period may result in enforcement and nuisance abatement.

Each building within the scope of this Chapter, which has been evaluated to demonstrate compliance or has been retrofitted to comply with the minimum standards in this Chapter, shall be maintained in conformity with the requirements of this Chapter in effect at the time of such evaluation or retrofit.

SECTION 9702 DEFINITIONS

For purposes of this Chapter, words and terms shall be defined as set forth in this Section. Where terms are not defined in this Section and are defined elsewhere in HOA.104439047.4 2

this Code, such terms shall have the meanings ascribed to them as in this Code.

Where terms are not defined through the methods authorized by this Section, such terms shall have ordinary accepted meanings such as the context implies.

CONCRETE BUILDING. A building, or any portion thereof, having concrete floors and/or roofs, either with or without beams, and a lateral resisting system composed of concrete walls and/or concrete frames with or without masonry infills, or any combination thereof. A lift-slab building shall be considered a concrete building with or without a concrete lateral resisting system.

HIGH-RISE BUILDING. A building of any type of construction or occupancy having floors used for human occupancy located more than seventy-five (75) feet above the lowest floor level having high-rise building access, except buildings used as hospitals as defined in Health and Safety Code section 1250.

HIGH-RISE BUILDING ACCESS. An exterior door opening conforming to all of the following:

1. Suitable and available for fire department use.
2. Located not more than two (2) feet (610 mm) above the adjacent ground level.
3. Leading to a space, room or area having foot traffic communication capabilities with the remainder of the building.
4. Designed to permit penetration through the use of fire department forcible-entry tools and equipment unless other approved arrangements have been made with the fire authority having jurisdiction.

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HIGH-RISE NON-DUCTILE CONCRETE BUILDING. A high-rise concrete building determined by the Building Official to have been built according to the building standards enacted before the effective date of the 1977 Los Angeles County Building Code.

HISTORICAL BUILDING. Any building designated as a qualified historical building as defined in Part 8, Title 24 of the California Code of Regulations.

MASONRY INFILL. Unreinforced or reinforced masonry wall construction within a reinforced concrete frame.

OWNER. Any person, agent, operator, entity, firm, or corporation, including successors and assigns, with legal or equitable interest in a building subject to this Chapter; is a record owner of the property in the official records of the County Registrar-Recorder; or otherwise has rights to authorize evaluation and retrofit of the building.

RETROFIT. An improvement of the lateral-force-resisting system by alteration of existing structural elements or addition of new structural elements to the standards required by Section 9707.

SECTION 9703 ADMINISTRATION

9703.1 Issuance of Earthquake Hazard Reduction Compliance Order.

The Building Official shall attempt to identify those high-rise concrete buildings within the scope of this Chapter and shall take reasonable measures to issue an Earthquake Hazard Reduction Compliance Order ("Order") as provided in this Section.

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9703.2 Service and Contents of Order.

The Order shall be in writing and shall be served either personally or by registered or certified mail, postage prepaid, upon the owner and by posting on the building. The Order shall specify that the building has been determined by the Building Official to be within the scope of this Chapter and, therefore, is required to meet the requirements of this Chapter. The Order shall specify the time limits for appeal of the Order and for compliance with the Order. The Order shall include a Non-ductile Concrete Building Checklist to be completed per Section 9704.1.1.

The Building Official may, but is not required to, send copies of the Order to any party concerned as defined in Section 102.1.

Failure of any owner, party concerned or other interested party to receive the Order shall not affect the validity of any proceedings taken thereunder.

9703.3 Appeal of Order.

The owner may appeal the Order to the Building Board of Appeals established by Section 105. Such appeal shall be filed with the Building Board of Appeals within sixty (60) days from the service date of the Order. Such appeal shall be made in writing and the grounds thereof shall be stated clearly and concisely. Appeals shall be made in accordance with the procedures established in this Code. The Building Board of Appeal's decision on the appeal shall be final.

The time for appeal may be extended by the Building Official for good cause shown. Failure to submit a timely written request for appeal or to appear at a scheduled

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hearing shall be deemed a waiver of the right to a hearing before the Building Board of Appeals.

9703.4 Recordation.

At or about the time the Order is served, the Building Official shall file with the office of the County Recorder a certificate stating that the subject building appears to be within the scope of this Chapter 97. The certificate shall state that the owner thereof has been ordered to conduct a seismic evaluation of the building, and if necessary, to retrofit or demolish the building as set forth in this Chapter. The certificate shall also

state that the owner has sixty (60) days from the date of the Order to appeal the determination, and that if such an appeal is not submitted, the determination will be final and binding.

If the building is subsequently determined to not be within the scope of this Chapter, or is demolished, or is retrofitted, the Building Official shall file with the Office of the County Recorder a certificate terminating the status of the building as being subject to the Order.

SECTION 9704 TIME PERIOD FOR COMPLIANCE

9704.1 Compliance Time Period.

The owner of a building subject to this Chapter shall complete the following actions according to the compliance time periods stated below:

1. Within three (3) years after service of the Order described in Section 9703, obtain approval of the Non-ductile Concrete Building Checklist provided by the Building Official. The checklist shall be completed by a civil or structural engineer or architect
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licensed by the State of California. Such licensed professional shall complete the form and determine, to the satisfaction of the Building Official, whether the high-rise concrete building is non-ductile and retrofitting is required in accordance with this Chapter.

2. Within seven (7) years after service of the Order, submit a complete permit application consistent with Section 106.4.1 and an engineering report from a licensed professional consisting of an evaluation report per ASCE 41-17 Section 1.4.5, the structural analysis, and plans for retrofit of the building; or submit plans for demolition of the building-

3. Within nine (9) years after service of the Order, obtain the permit for retrofit or demolition of the building according to Section 106.5.1. The permit shall be maintained active and not allowed to expire according to Section 106.5.4, unless extended pursuant to 9704.2.

4. Within ten (10) years after service of the Order, when opting to demolish the building, complete the demolition of the building.

5. Within twenty (20) years after service of the Order, complete all necessary retrofit work on the building consistent with the structural analysis and plans approved

by the Building Official.

Time limits for compliance shall be based on the service date of the Order from the Building Official. Transfer of title shall not change the compliance time periods.

Notwithstanding any other provisions of this Code to the contrary, a building that is found to be within the scope of this Chapter and is not brought into compliance with HOA. 104439047.4

this Chapter within the compliance time period, is subject to enforcement pursuant to Section 9708.

9704.2 Extensions.

The owner may request an extension to the time period set forth in Section 106.4.1.1. The Building Official may, for good cause shown, grant additional extensions beyond the two extensions authorized by Section 106.4.1.1. Extensions approved by the Building Official shall not exceed 180 days and shall require payment of an extension fee as determined by the Building Official, not to exceed 25 percent of the plan check fee per extension.

The owner may request an extension to the time period for compliance set forth in Section 9704.1.3, in Section 9704.1.5, or in Section 106.5.4. A written request for extension may only be filed after the owner has submitted an engineering report to the County with a structural analysis pursuant to Section 9704.1.2, and the retrofit plans have been approved by the County. The owner must also provide a proposed schedule for compliance. The Building Official may, for good cause shown, approve, approve with modifications, or deny the extension request in writing. The extension timeframe determined by the Building Official shall be commensurate with the justification.

Extensions shall require payment of an extension fee as determined by the Building Official, not to exceed 25 percent of the plan check fee for extensions to time limits required by Section 9704.1.3 or the permit fee for extension to time limits required by Sections 9704.1.5 or 106.5.4.

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9704.3 Appeal of Time Period for Compliance.

The owner of the building may appeal the determination of the Building Official pursuant to Section 9704.2 to the Building Board of Appeals. Such appeal shall be filed

with the Board within sixty (60) days of the Building Official's determination. Such appeal shall be made in writing and the grounds thereof shall be stated clearly and concisely. Appeals shall be made in accordance with the procedures established in this Code. The Building Board of Appeal's decision on the appeal shall be final. Failure to submit a timely written request for appeal or to appear at a scheduled hearing shall be deemed a waiver of the right to a hearing before the Building Board of Appeals^ .

SECTION 9705 OCCUPANCY AND TENANT ADVISORY

The owner shall provide written notification to all current and prospective residential and nonresidential tenants, subtenants, lessees, sublessees, or any other person(s) entitled to the use and/or occupancy of the building of a retrofit project approved pursuant to this Chapter. The notice shall include information for the retrofit project, including the scope of and expected duration of the work.

SECTION 9706 HISTORICAL BUILDINGS

Historical Buildings shall comply with the California Historical Building Code and the provisions of this Chapter. Modifications to the standards set forth in this Chapter may be permitted when such modifications are consistent with the provision of the California Historical Building Code. Such modifications shall be clearly specified in the engineering report and plans for retrofit of the building.

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SECTION 9707 BUILDING STRUCTURAL ANALYSIS, DESIGN AND EVALUATION

Buildings subject to this Chapter shall meet or exceed the requirements specified for the "Structural Performance Level" for the associated earthquake hazard levels as indicated in Table A based on the Risk Category as defined in the American Society of Civil Engineers (ASCE) 41-17.

TABLE A

SEISMIC PERFORMANCE REQUIREMENTS BY RISK CATEGORY

Risk Category Hazard Level 1 Hazard Level 2

I&II BSE-1E.S-3 BSE-2E, S-5

III & IV BSE-1E. S-2 BSE-2E, S-5

SECTION 9708 ENFORCEMENT AND PROSECUTION

It shall be unlawful to own, use, occupy, maintain or be in control of a building for which an Order requiring compliance with this Chapter has been served and where said Order and/or decision of the Building Board of Appeals has not been complied with.

Such a building may be declared unsafe pursuant to Section 102.

In case the owner shall fail, neglect, or refuse to comply with the Order or with any decision of the Building Board of Appeals, the owner shall be guilty of a misdemeanor and the Building Official may cause such owner of the building to be prosecuted as a violator of this Code. The ownershall be responsible for costs incurred by the County, as provided in this Code, resulting from owner's failure to comply.

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The provisions of this Chapter shall not in any manner limit or restrict the County or the District Attorney from enforcing any other County Ordinances or abating public nuisances in any other manner provided by law.

EXCEPTION; This Section 9708 shall not apply to any building on which work is proceeding in compliance with the time limits set forth in this Chapter, or in compliance with any extensions of time granted by the Building Official, or in compliance with any action, order or determination made by the Building Official in the implementation of this Chapter.

SECTION 9709 SEVERABILITY

If any section, subsection, sentence, clause, or phrase of this Chapter is for any reason held to be Invalid or unconstitutional by a court of competent jurisdiction or by reason of any preemptive legislation, such decision or legislation shall not affect the validity of the remaining portions of this ordinance. The County Board of Supervisors hereby declares that it would have adopted this Chapter, and each and every section, subsection, sentence, clause and phrase thereof not declared invalid or unconstitutional, without regard to whether any portion of the ordinance would be subsequently declared invalid or unconstitutional.

HOA.104439047.4 11

Search Results - Tessa: Photos and Digital Collections (lapl.org)

Digital Collection of Los Angeles Public Library



Compton City Hall 1933 Earthquake



Compton Junior College 1933 Earthquake



Damage to Olive View Hospital 1971 Earthquake

Herald Examiner Collection



Santa Monica Freeway (I10) Collapsed Overpass 1994 earthquake

Gary Leonard Collection

Los Angeles Photographers Collection



Apartment Building damaged 1994 earthquake

Cary Moore Collection

Los Angeles Photographers Collection



Granada Hills Library -1994 earthquake

Los Angeles Public Library Institutional Collection

STANDING COMMITTEE REPORTS



2023 – 2024
LOS ANGELES COUNTY
CIVIL GRAND JURY

AD HOC

SUMMARY

The purpose and duties of the Ad Hoc Committee (Ad Hoc) was to determine whether an issue presented by another committee, such as Citizen Complaints, should be presented to the Civil Grand Jury for a vote and whether an investigation should ensue. The Committee was also available in assisting other committees with their research, but was not responsible for performing investigations on behalf of other committees. The following are the two actions taken by the Ad Hoc Committee.

DISCUSSION

Metropolitan Transportation Authority – K-Line Construction and Business Interruption Fund

The Ad Hoc Committee met to discuss a matter presented to them for potential inquiry by the Citizen's Complaint Committee (CCC).

The CCC received a complaint from a citizen regarding (i) impacts to his business allegedly caused by the Metropolitan Transportation Authority (MTA) K-Line construction, and (ii) MTA's failure to take action on his Business Interruption Fund application. The Ad Hoc reviewed the complaint to determine if there was an issue that warranted a presentation to the CGJ for a possible investigation.

The Ad Hoc Committee discussed the impact to businesses allegedly caused by the MTA K-Line construction and the Business Interruption Fund applications. The Ad Hoc contacted Pacific Coast Finance for a possible investigation.

Questions discussed regarding the MTA were: are funds still available, contact the program administration, what was the process for receiving funding and who administered the program?

The manager of the program at Pacific Coast Finance said that the program was still active. PCF is and was responsible for the outreach and disbursement of funds. Metro link reimburse PCF for the funds distributed.

He stated that 82 businesses have closed and 17 have moved from the area of K-line construction and that \$27.5 million dollars of funds have been disbursed to date.

No further action was taken by the Ad Hoc because the citizen who submitted the complaint was no longer in business.

The Los Angeles County Civil Grand Jury Compensation Letter

On Jan 19, 2024 The Ad Hoc Committee submitted a letter to The Los Angeles County Civil Grand Jury Administrator, Mark Hoffman and his budget analyst.

The letter was in response to a meeting that Ms. Fesia Davenport, CEO of Los Angeles County had with the Civil Grand Jury 2023-2024. At the end of her briefing on the County Budget, a question was asked about the process to increase jury compensation.

Her reply was for the CGJ to submit a budget request with adequate justification.

On January 22, 2024 the Civil Grand Jury overwhelmingly agreed and presented data to justify an increase in jury pay to the Grand Jury Administrators as requested by Mr. Mark Hoffman and his budget analyst in order to prepare a formal budget request to the CEO.

Acronyms

Ad Hoc	Ad Hoc Committee
CCC	Citizen Complaint Committee
CGJ	Civil Grand Jury
MTA	Metropolitan Transportation Authority
PCF	Pacific Coast Finance

COMMITTEE MEMBERS:

Mary Leos-Pacheco, Chairperson

Maureen Smith, Vice Chairperson

Christine Elia

Noel G. Larson

e

AUDIT

SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) investigates the fiscal and operational performance of Los Angeles County departments, local and city government, school districts, and special districts. The CGJ is specifically empowered by California Penal Code Section 926 to engage outside experts who can assist the CGJ investigative committees.

The Audit Committee's function is to find outside auditing firms that can respond in a timely manner to assist CGJ investigations by developing the scope of work, submitting contractual agreements to the County Counsel for review, finalizing the agreements, and authorizing payment for any audit work with the final approval of the court.

During this term, no contracts were awarded.

ACRONYMS

CGJ	2023-2024 Los Angeles County Civil Grand Jury
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COMMITTEE MEMBERS:

Mark Calahan, Chairperson

Darnell Groom

Christine Elia

CITIZEN COMPLAINTS

SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) receives complaints from the residents of Los Angeles County regarding county government, city governments, agencies, and special districts within the county. Submission of these complaints is the means by which citizens can petition the CGJ regarding grievances against city and county governments, agencies and special districts.

DISCUSSION

A complaint must be in writing and is confidential. Any request for an investigation must include detailed evidence supporting the complaint or request for investigation. Each complaint is received by the Jury Administrative staff, logged and assigned a unique file number. An acknowledgement letter is sent to the complainant and the complaint is forwarded to the CCC Chair.

Residents who wish to submit complaints can find the complaint form and guidelines at the CGJ website: <https://www.lacourt.org/forms/pdf/CitizensComplaint.pdf>. Handwritten complaints are also accepted and all must be mailed to the CGJ office at:

Clara Shortridge Foltz Criminal Justice Center
Los Angeles County Civil Grand Jury
222 South Hill Street, Room 670
Los Angeles, CA 90012

COMPLAINT DISPOSITION

The Civil Grand Jury for the term 2023-2024 received thirty (34) complaints from the public.

Complaint Type	Number Received
Complaints reviewed, no further action.	10
Complaints reviewed, lack of jurisdiction for complaint.	15
Complaints reviewed, criminal subject matter *	9

* Four complaint submissions related to one matter.

ACRONYMS

CGJ	2023-2024 Los Angeles County Civil Grand Jury
CCC	Citizen Complaints Committee

COMMITTEE MEMBERS:

Mark Calahan, Chairperson

Mary Leos-Pacheco, Co-Chairperson

Joan M. Alexander, Secretary

Victor H. Vidal

Ray Lee

Noel G. Larson

Vicki King – IT Assistance

CONTINUITY

SUMMARY

The 2023-2024 Los Angeles County Civil Grand Jury (CGJ) Continuity Committee (The Committee) collects, reviews, and organizes responses to the 2022-2023 Los Angeles County Civil Grand Jury Final Report (The Report). In the case of absent responses, The Committee contacts the relevant agencies and public officials.

In a more general sense The Committee has an interest in both reviewing the reports of past juries and maintaining a record for future juries, hence “Continuity.”

DISCUSSION

The Committee worked to ensure that each public agency or individual responded to the previous year’s recommendations appropriately and in a timely manner. Cal. Penal Code § 933(c) requires that agencies respond within ninety (90) days and that public officials or agency heads respond within sixty (60) days of receiving The Report.

Cal. Penal Code § 933.05(b) specifies the following responses to Civil Grand Jury recommendations:

1. The respondent agrees with the recommendation.
2. The respondent disagrees with the recommendation, either wholly or partially.
3. The recommendation has been implemented.
4. The recommendation has not been implemented, but will be.
5. The recommendation requires further analysis.
6. The recommendation will not be implemented.

The Committee reviewed responses for compliance and completeness. If an agency did not respond or responded only partially, The Committee notified the agency by phone. For the most part agencies responded within 14 days of initial notification. The Committee then mailed formal requests to agencies that did not respond to repeated notifications.

Cal. Penal Code § 933(c) requires that the CGJ maintain an archive of responses to The Report for a minimum of five (5) years. The CGJ tasked The Committee with passing on responses to the 2024-2025 CGJ and with publishing the responses for public review. After collection, responses were organized by report and then uploaded to the CGJ website.

The Table on the following pages are the responses from the 2022-2023 Los Angeles County Civil Grand Jury Report:

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
AGING OUT: Transitional Aged Youth	Board of Supervisors, Los Angeles County	1.1	Ongoing MDTs regularly scheduled with necessary stakeholders.	X			X					
		1.2b	DCFS and Probation to insure youths obtain all necessary documents (CA ID, Birth Certificate, etc.).				X	X				
		1.2c	BOS to lobby state legislature to extend TAY services.					X				X
		1.3	DCFS and Probation to provide TAY transitional training for foster parents/guardians.	X								
		1.3a	DCFS or Probation to require training and guidance as mandated by MDT and educational plans.	X								X
		1.3b	DCFS or Probation to provide case history upon youth placement.	X	X							
		1.4	DMH to include CBT to services provided.	X	X							
		1.5	Departments to provide transition plans for youth.	X			X					
		1.6	LAHSA to provide \$500,000 to Covenant House LA to fund house an additional 16 youth.				X	X				
	Chief Exec Office , L.A. County	1.1	Ongoing MDTs regularly scheduled with necessary stakeholders.	X			X					
		1.2b	DCFS and Probation to insure youths obtain all necessary documents (CA ID, Birth Certificate, etc.).				X	X				
		1.3	DCFS and Probation to provide TAY transitional training for foster parents/guardians.	X								
		1.3a	DCFS or Probation to require training and guidance as mandated by MDT and educational plans.	X								X
		1.3b	DCFS or Probation to provide case history upon youth placement.	X	X							
1.4		DMH to include CBT to services provided.	X	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
AGING OUT: Transitional Aged Youth	CEO	1.5	Departments to provide transition plans for youth.	X			X					X
		1.6	LAHSA to provide \$500,000 to Covenant House LA to fund house an additional 16 youth.				X	X				
	Department of Children & Family Services (DCFS)	1.1	Ongoing MDTs regularly scheduled with necessary stakeholders.	X			X					
		1.2	DCFS and MDTs monitor the age of TAYs to insure that TAY services available when appropriate.	X								
		1.2a	DCFS, Probation and MDTs to monitor ages of TAYs in order to inform TAYs of all services available through age 25.					X				
		1.2b	DCFS and Probation to insure youths obtain all necessary documents (CA ID, Birth Certificate, etc.).				X	X				
		1.3	DCFS and Probation to provide TAY transitional training for foster parents/guardians.			X						
		1.3a	DCFS or Probation to require training and guidance as mandated by MDT and educational plans.	X								X
		1.3b	DCFS or Probation to provide case history upon youth placement.	X	X							
		1.5	Departments to provide transition plans for youth.	X			X					X
	Dept Pub Soc	1.2b	DCFS and Probation to insure youths obtain all necessary documents (CA ID, Birth Certificate, etc.).	X								
	DPH	1.2b	DCFS and Probation to insure youths obtain all necessary documents (CA ID, Birth Certificate, etc.).	X	X							
	Probation	1.1	Ongoing MDTs regularly scheduled with necessary stakeholders.	X			X					
		1.2a	DCFS, Probation and MDTs to monitor ages of TAYs in order to inform TAYs of all services available through age 25.	X	X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
AGING OUT: Transitional Aged Youth	L.A. County Probation	1.2b	DCFS and Probation to insure youths obtain all necessary documents (CA ID, Birth Certificate, etc.).	X	X							
		1.3	DCFS and Probation to provide TAY transitional training for foster parents/guardians.	X	X							
		1.3a	DCFS or Probation to require training and guidance as mandated by MDT and educational plans.	X	X							
		1.5	Departments to provide transition plans for youth.	X	X							
	Dept. Mental Health	1.1	Ongoing MDTs regularly scheduled with necessary stakeholders.	X	X							
		1.4	DMH to include CBT to services provided.	X	X							
		1.5	Departments to provide transition plans for youth.	X	X							
	LACC	1.6	LAHSA to provide \$500,000 to Covenant House LA to fund house an additional 16 youth.	X	X							
	LA Mayor	1.6	LAHSA to provide \$500,000 to Covenant House LA to fund house an additional 16 youth.							X		
	LACOE	1.1	Ongoing MDTs regularly scheduled with necessary stakeholders.	X			X					
		1.3b	DCFS or Probation to provide case history upon youth placement.			X						
		1.5	Departments to provide transition plans for youth.	X	X							
	LASHA	1.6	LAHSA to provide \$500,000 to Covenant House LA to fund house an additional 16 youth.							X		

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ALL ABOARD: IS METRO RAIL ON TRACK?	Board of Supervisors, Los Angeles County	2.2	Increase Metro TSOs to improve fare compliance.	X	X							
		2.9	Keep fares at current rate. Improve access to free/discounted rates.	X	X							
		2.10	(a) Install turnstiles/other impediments to discourage non-transit riders. (b) Station TSOs at high traffic stations to insure payment of fares.	X								
		2.12	(a) Metro to explore adding public restrooms at Customer Centers, (b) work with cities to share cost of new restrooms.	X								
		2.13	Increase maintenance and cleaning on B (Red) Line.	X	X							
		2.14	(a) hire more custodians and have more concentrated cleaning areas, (b) Encourage riders to report custodial/maintenance issues through metro.net or the Transit Watch App.	X	X							
		2.16	Expand "Cleaned By" program to all trains.						X			
	LACTMA	2.1	Require LAPD, LASD, LBPd to assign more officers to ride the trains.	X	X							
		2.2	Increase Metro TSOs to improve fare compliance.	X	X							
		2.3	Enforce COC violations, fining and garnishing frequent violators.	X	X							
		2.4	Improving agency coordination and reporting.	X	X							
		2.5	Establish and publish Ambassador Program success benchmarks.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ALL ABOARD: IS METRO RAIL ON TRACK?	Los Angeles County Metropolitan Transportation Authority (LACMTA)	2.6	Establish Ambassador interaction with other security agencies.	X								
		2.7	Determine current information on non-transportation riders on Metro system.	X								
		2.8	Encourage riders to use Transit Watch App.	X	X							
		2.9	Keep fares at current rate. Improve access to free/discounted rates.	X	X							
		2.10	(a) Install turnstiles/other impediments to discourage non-transit riders. (b) Station TSOs at high traffic stations to insure payment of fares.	X								
		2.11	(a) Create "Metro Manners" quick guide to highlight regulations. (b) Publicize Metro Manners guide.		X							
		2.12	(a) Metro to explore adding public restrooms at Customer Centers, (b) work with cities to share cost of new restrooms.	X								
		2.13	Increase maintenance and cleaning on B (Red) Line.	X	X							
		2.14	(a) hire more custodians and have more concentrated cleaning areas, (b) Encourage riders to report custodial/maintenance issues through metro.net or the Transit Watch App.	X	X							
		2.15	Metro to schedule several daily brief cleaning sessions at tail track stops, esp. for the Blue (A) and Red (B).		X	X			X			
		2.16	Expand "Cleaned By" program to all trains.						X			
		2.17	Metro to promote vendor presence in stations	X								

				Responses									
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed	
ALL ABOARD: IS METRO RAIL ON TRACK?	LACMTA	2.18	Respect the Ride to be adapted and expanded across all train lines.			X	X						
		2.19	Institute nightly "lock-down" procedure for staff/TSOs.			X	X						
		2.20	Expand Metro Clean program to entire Metro rail system.		X	X							
		2.21	Westlake/MacArthur Park station. Initiatives to be implemented at other stations.	X									
	Metro Board of Directors, Los Angeles County	2.1	Require LAPD, LASD, LBPD to assign more officers to ride the trains.	X	X								
		2.2	Increase Metro TSOs to improve fare compliance.	X	X								
		2.3	Enforce COC violations, fining and garnishing frequent violators.	X	X								
		2.4	Improving agency coordination and reporting.	X	X								
		2.5	Establish and publish Ambassador Program success benchmarks.	X									
		2.6	Establish Ambassador interaction with other security agencies.	X									
		2.7	Determine current information on non-transportation riders on Metro system.	X									
		2.8	Encourage riders to use Transit Watch App.	X	X								
		2.9	Keep fares at current rate. Improve access to free/discounted rates.	X	X								
		2.10	(a) Install turnstiles/other impediments to discourage non-transit riders. (b) Station TSOs at high traffic stations to insure payment of fares.	X									

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ALL ABOARD: IS METRO RAIL ON TRACK?	Metro Board of Directors, Los Angeles County	2.11	(a) Create "Metro Manners" quick guide to highlight regulations. (b) Publicize Metro Manners guide.	X			X					
		2.12	(a) Metro to explore adding public restrooms at Customer Centers, (b) work with cities to share cost of new restrooms.	X								X
		2.13	Increase maintenance and cleaning on B (Red) Line.	X	X							
		2.14	(a) hire more custodians and have more concentrated cleaning areas, (b) Encourage riders to report custodial/maintenance issues through metro.net or the Transit Watch App.	X	X							
		2.15	Metro to schedule several daily brief cleaning sessions at tail track stops, esp. for the Blue (A) and Red (B).		X	X						
		2.16	Expand "Cleaned By" program to all trains.						X			
		2.17	Metro to promote vendor presence in stations	X								
		2.18	Respect the Ride to be adapted and expanded across all train lines.			X	X					
		2.19	Institute nightly "lock-down" procedure for staff/TSOs.			X	X					
		2.20	Expand Metro Clean program to entire Metro rail system.		X	X						
		2.21	Westlake/MacArthur Park Station Initiatives to be implemented at other stations.	X								
	LASD	2.1	Require LASD to assign more officers to ride the trains.									
		2.4	Improving agency coordination and reporting.									

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ALL ABOARD: IS METRO RAIL ON TRACK?	LASD	2.6	Establish Ambassador interaction with other security agencies.						X			
		2.7	Determine current information on non-transportation riders on Metro system.						X			
	LAPD	2.1	Require LAPD to assign more officers to ride the trains.						X			
		2.4	Improving agency coordination and reporting.			X	X					
		2.6	Establish Ambassador interaction with other security agencies.	X								
		2.7	Determine current information on non-transportation riders on Metro system.			X	X					
		LBPd	2.1	Require LBPd to assign more officers to ride the trains.		X						
	2.4		Improving agency coordination and reporting.		X							
	2.6		Establish Ambassador interaction with other security agencies.		X							
	2.7		Determine current information on non-transportation riders on Metro system.		X							
CAREER TECH ED	LACOE	1.2a	LACOE to acknowledge students in CTE programs.	X	X							
		1.5	LACOE to establish partnerships between high schools and community colleges.	X	X							
		1.7a	LACOE to encourage school districts to hire additional counselors to reduce counselor to student ratio.	X								
		1.8a	LACO to encourage school districts to promote local apprenticeship programs	X	X							
		1.9a	LACOE to encourage school districts to add before/after school opportunities for students who desire to participate in CTE programs.	X			X					

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
CAREER TECHNICAL EDUCATION PATHWAY: The Road Less Traveled	LACOE	1.10a	LACOE to encourage school districts to aggressively pursue CTE Incentive Grants.	X	X							
		1.11a	LACOE to encourage school districts to offer competitive salaries for CTE instructors.	X			X					
		1.12a	LACOE to encourage school districts to recruit CTE instructors	X			X					
	Los Angeles Unified School District (LAUSD)	1.2b	LAUSD to acknowledge students in CTE programs.	X	X							
		1.4b	LAUSD to ensure school districts have detailed description of CTE programs in Local Control and Accountability Plans.	X	X							
		1.7b	LAUSD to hire additional counselors to reduce counselor to student ratio.	X			X					
		1.8b	LAUSD to inform students of local apprenticeship programs.	X			X					
		1.9b	LAUSD to encourage school districts to add before/after school opportunities for students who desire to participate in CTE programs.	X	X							
		1.10b	LAUSD to encourage school districts to aggressively pursue CTE Incentive Grants.	X	X							
		1.11b	LAUSD to encourage school districts to offer competitive salaries for CTE instructors.	X	X							
		1.12b	LAUSD to recruit for CTE instructor positions.	X	X							
		LBSD	1.2b	LBUSD to acknowledge students in CTE programs.		X						
	1.4b		LBUSD to ensure school districts have detailed description of CTE programs in Local Control and Accountability Plans.				X					
	1.7b		LBUSD to hire additional counselors to reduce counselor to student ratio.		X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
CAREER TECHNICAL	LBUSD	1.8b	LBUSD to inform students of local apprenticeship programs.				X					
		1.9b	LBUSD to encourage school districts to add before/after school opportunities for students who desire to participate in CTE programs.		X							
		1.10b	LBUSD to encourage school districts to aggressively pursue CTE Incentive Grants.		X							
		1.11b	LBUSD to encourage school districts to offer competitive salaries for CTE instructors.		X							
		1.12b	LBUSD to recruit for CTE instructor positions.		X							
GRAND JURY PAY	BOS	1.1	Increase CGJ per diem to \$100.			X						X
		1.2	Make per diem increase retroactive to Jan. 31, 2023.							X		
		1.3	Increase CGJ mileage reimbursement to IRS standard rate of \$0.65 per mile.							X		
	CEO	1.1	Increase CGJ per diem to \$100.			X						X
		1.2	Make per diem increase retroactive to Jan. 31, 2023.							X		
		1.3	Increase CGJ mileage reimbursement to IRS standard rate of \$0.65 per mile.						X			
Election Operations	Board of Supervisors	1.1	Reduce staffing early on in the election cycle.	X								
		1.3	Consolidate some poll worker positions to reduce staffing early in the election cycle.			X						
		1.4	Schedule in-person training closer in time to elections.						X			
		1.5	Allow poll workers to repeat in-person training or provide a recorded session to Vote Center workers.		X	X						
		1.6	Split the 8-hour, in-person training for LA County poll workers into 4-hour sessions.		X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ELECTION OPERATIONS	Board of Supervisors	1.7	Continue marketing efforts with other jurisdictions for VSAP software to offset development costs.			X						
		1.8	Publish a report of the 2022 Gubernatorial and previous elections using Vote Center paradigm focusing on improvements in staffing, training, Vote Center locations, equipment, and election processes/procedures.						X			
	LA County Registrar/Recorder/County Clerk	1.4	Schedule in-person training closer in time to elections.						X			
		1.5	Allow poll workers to repeat in-person training or provide a recorded session to Vote Center workers.		X	X						
		1.6	Split the 8-hour, in-person training for LA County poll workers into 4-hour sessions.						X			
		1.7	Continue marketing efforts with other jurisdictions for VSAP software to offset development costs.			X						
		1.8	Publish a report of the 2022 Gubernatorial and previous elections using Vote Center paradigm focusing on improvements in staffing, training, Vote Center locations, equipment, and election processes/procedures.						X			
	Have We M.E.T.	LA County BOS	1.1	Prioritize recruitment of additional mental health clinicians. Incentive with student loan reimbursals/loan buy-outs and flexible schedules.	X							
1.2a			BOS permit METs to use outside clinicians if DMH cannot provide personnel. Agencies to be reimbursed for these hires.	X	X							

				Responses									
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed	
HAVE WE M.E.T.? Mental Health Evaluation Teams and How They Work	Board of Supervisors, Los Angeles County	1.2b	BOS allow agencies to hire trained employees if in-house personnel is insufficient. Agencies to be reimbursed for these hires.	X	X								
		1.3	BOS authorize an update or replacement of the current CAD to integrate with other systems used by other agencies.	X								X	
		1.4a	BOS to improve patient navigation services or allow agencies to provide their own personnel to provide expanded services.	X	X								
		1.4b	LACoFD to be authorized to provide patient navigation personnel. The agency to be reimbursed for such hires.					X				X	
		1.6	DMH/DPH/DHS and the BOS substantially increase the number of rescue transport vehicles in service.	X	X								
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.	X	X								
		1.8a	BOS to fully support / participate in the CA Governor's efforts to provide construction funding and programs.	X	X								
		1.8b	BOS to prioritize acquiring, renovating, and opening mental health facilities.	X	X								
		1.9	BOS to authorize the creation of independent Mental Health Evaluation Bureau.	X									
	LACC	1.3	BOS to authorize an update or replacement of the current CAD.									X	
		1.8a	LACC to fully support / participate in the CA Governor's efforts to provide construction funding and programs.									X	

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HAVE WE M.E.T.? Mental Health Evaluation Teams and How They Work	LACC	1.8b	LACC to prioritize acquiring, renovating, and opening mental health facilities.								X	
		1.9	LASD to authorize the creation of an independent Mental Health Evaluation Bureau.	X								X
	Department of Mental Health (DMH)	1.1	DMH to prioritize recruitment of additional mental health clinicians. Incentivize hires with student loan reimbursals or loan buy-outs as well as flexible workweek schedules.	X								
		1.2a	DMH to permit METs to use outside clinicians procured under contract from private companies if DMH cannot provide personnel.	X	X							
		1.2b	DMH to allow agencies to hire specially trained employees in place of DMH professionals if in-house personnel is insufficient.	X	X							
		1.4a	DMH to improve patient navigation services or allow agencies to provide their own personnel in order to provide expanded services.	X	X							
		1.6	DMH to substantially increase the number of rescue transport vehicles in service.	X	X							
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.	X	X							
		1.8a	DMH to fully support / participate in the CA Governor's efforts to provide construction funding and programs.	X	X							
		1.8b	BOS & LACC to prioritize acquiring, renovating, and opening mental health facilities.	X	X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HAVE WE M.E.T.? Mental Health Evaluation Teams and How They Work	Department of Public Health (DPH)	1.1	DPH to prioritize recruitment of additional mental health clinicians. Incentivize hires with student loan reimbursals or loan buy-outs as well as flexible workweek schedules.	X	X							
		1.4a	DPH to improve patient navigation services or allow agencies to provide their own personnel in order to provide expanded services.				X					
		1.6	DMH to substantially increase the number of rescue transport vehicles in service.	X								
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.						X			
		1.8a	DPH to fully support / participate in the CA Governor's efforts to provide construction funding and programs.					X				
		1.8b	BOS & LACC to prioritize acquiring, renovating, and opening mental health facilities.					X				
	Department of Health Services (DHS)	1.1	DHS to prioritize recruitment of additional mental health clinicians. Incentivize hires with student loan reimbursals or loan buy-outs as well as flexible workweek schedules.						X	X		
		1.4a	DHS to improve patient navigation services or allow agencies to provide their own personnel in order to provide expanded services.						X	X		
		1.6	DHS to substantially increase the number of rescue transport vehicles in service.						X	X		
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.						X	X		

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HAVE WE M.E.T.? Mental Health Evaluation Teams and How They Work	DHS	1.8a	DHS to fully support / participate in the CA Governor's efforts to provide construction funding and programs.						X	X		
		1.8b	BOS & LACC to prioritize acquiring, renovating, and opening mental health facilities.						X	X		
	Los Angeles Sheriff Department (LASD)	1.2b	BOS/DMH to allow agencies to hire specially trained employees in place of DMH professionals if in-house personnel is insufficient.						X	X		
		1.3	BOS to authorize an update or replacement of the current CAD.	X								X
		1.4a	BOS/DPH/DHS and BOS to improve patient navigation services or allow agencies to provide their own personnel in order to provide expanded services.						X	X		
		1.6	LASD to substantially increase the number of rescue transport vehicles in service.						X	X		
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.						X	X		
		1.8b	BOS & LACC to prioritize acquiring, renovating, and opening mental health facilities.						X	X		
	LAS	1.9	LASD to authorize the creation of an independent Mental Health Evaluation Bureau.	X								X
	LACoFD	1.2b	BOS/DMH to allow agencies to hire specially trained employees in place of DMH professionals if in-house personnel is insufficient.						X	X		
1.3		LACoFD to authorize an update or replacement of the current CAD.	X									

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HAVE WE M.E.T.? Mental Health Evaluation Teams and How They Work	Los Angeles County Fire Department	1.4a	BOS/DPH/DHS and BOS to improve patient navigation services or allow agencies to provide their own personnel in order to provide expanded services.						X	X		
		1.4b	LACoFD to be authorized to provide patient navigation personnel. The agency to be reimbursed for such hires.					X				X
		1.6	LACoFD to substantially increase the number of rescue transport vehicles in service.						X	X		
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.						X	X		
	LAPD	1.3	LAPD to authorize an update or replacement of the current CAD.	X								
		1.6	LAPD to substantially increase the number of rescue transport vehicles in service.	X								
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.	X								X
	LAFD	1.2a	BOS and DMH to permit METs to use outside clinicians procured under contract from private companies if DMH cannot provide personnel.	X								
		1.2b	BOS/DMH to allow agencies to hire specially trained employees in place of DMH professionals if in-house personnel is insufficient.	X								
		1.3	LAFD to authorize an update or replacement of the current CAD.	X								

				Responses									
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed	
HAVE WE M.E.T.?	Los Angeles Fire Dept	1.4a	BOS/DPH/DHS and BOS to improve patient navigation services or allow agencies to provide their own personnel in order to provide expanded services.	X									
		1.6	LAFD to substantially increase the number of rescue transport vehicles in service.	X									
		1.7	5 transport vans dispatched by LAFD are an insufficient number of vehicles to transport mental health patients within the county.	X									
HHH: TOO FEW, TOO MUCH, TOO SLOW	LAHD	1.1	Remaining funds to go to "interim" housing for the unhoused.						X				
		1.2	LAHD to prioritize controlling PSH costs and mitigating delays.						X				
		1.3	Tiny Home' villages to be reclassified as de facto permanent housing until more substantial housing options are available.							X			
	Los Angeles Housing Department (LADA)	1.4	The City to remove any city-imposed impediment to building safe, affordable PSH projects.								X		
		1.5	The City to remove any lender hesitation by guaranteeing construction loans on container PSH projects.	X	X								
		1.6	The city to immediately put suitable vacant land under its control that is suitable to be used for housing purposes toward safely housing those living on the streets.								X		
		1.7	The city to find a new method of developing PSH which allows for both cost and quality controls.						X		X		
		1.8	Programs focused on remodeling/rehabbing structures to be given priority for funding over larger, publically funded, new PSH projects.						X				

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HHH: TOO FEW, TOO MUCH, TOO SLOW	LADA	1.9	The PLA was not approved by voters for HHH and to not be applied to PSH projects.					X				
		1.10	LADA to consider new private solutions for PHS developments.			X						X
	Mayor, City of Los Angeles	1.1	Remaining funds to go to "interim" housing for the unhoused.						X			
		1.2	Mayor's Office to prioritize controlling PSH costs and mitigating delays.						X			
		1.3	Tiny Home' villages to be reclassified as de facto permanent housing until more substantial housing options are available.							X		
		1.4	The City to remove any city-imposed impediment to building safe, affordable PSH projects.				X					
		1.5	The City to remove any lender hesitation by guaranteeing construction loans on container PSH projects.	X	X							
		1.6	The city to immediately put suitable vacant land under its control that is suitable to be used for housing purposes toward safely housing those living on the streets.							X		
		1.7	The city to find a new method of developing PSH which allows for both cost and quality controls.					X		X		
		1.8	Programs focused on remodeling/rehabbing structures to be given priority for funding over larger, publically funded, new PSH projects.						X			
		1.9	The PLA was not approved by voters for HHH and to not be applied to PSH projects.						X			

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HHH: TOO FEW, TOO MUCH, TOO SLOW	Los Angeles City Council (LACC)	1.1	Remaining funds to go to "interim" housing for the unhoused.								X	
		1.2	LACC to prioritize controlling PSH costs and mitigating delays.								X	
		1.3	Tiny Home' villages to be reclassified as de facto permanent housing until more substantial housing options are available.								X	
		1.4	The City to remove any city-imposed impediment to building safe, affordable PSH projects.				X				X	
		1.5	The City to remove any lender hesitation by guaranteeing construction loans on container PSH projects.								X	
		1.6	The city to immediately put suitable vacant land under its control that is suitable to be used for housing purposes toward safely housing those living on the streets.								X	
		1.7	The city to find a new method of developing PSH which allows for both cost and quality controls.								X	
		1.8	Programs focused on remodeling/rehabbing structures to be given priority for funding over larger, publically funded, new PSH projects.								X	
		1.9	The PLA was not approved by voters for HHH and to not be applied to PSH projects.								X	
HOUSING	LADWP	1.11	DWP to designate one electrical and water contact person for each PSH project.		X							
	BOS	1.2	HCV and EHV programs be administered by one agency by agreement among the BOS, LACC, Mayor of LA, HACLA and LACDA.						X			

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HOUSING VOUCHERS FOR LOW INCOME AND HOMELESS ANGELENOS	Housing Authority of the City of Los Angeles (HACLA)	1.1	HACLA to consider adopting LACDA's workflow for handling HCVs and EHVs.						X			
		1.2	HACLA to consider using temporary workers to perform routine tasks and process paperwork that involve little to no client interface. Explore recruiting non-traditional employees (i.e. retirees)	X								
		1.3	HACLA to assure that inquiries and complaints re: Section 8 vouchers et meaningful responses within (2) business days.	X								
		1.4	Shorten and simplify HACLA's Section 8 application forms and instructions.	X								
		1.5	HACLA to give applicants forms, instructions, and assistance so application responses can be streamlined.	X								
		1.6	HACLA to partner or leverage outside housing specialists to assist clients in navigating the complex process of applying for Section 8 vouchers.			X						
		1.7	HACLA to schedule inspections at the earliest possible time when it appears that they will be necessary, even if applications and other details have not been completed.						X			
		1.8	HACLA to creatively use HUD service fees as landlord incentives.			X						
		1.9	HACLA to arrange to have many units in an SRO building inspected at one time, so that several units can be leased without inspectors duplicating efforts and making numerous separate trips to the site.			X						

				Responses									
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed	
HOUSING VOUCHERS FOR LOW INCOME AND HOMELESS ANGELENOS	HACLA	1.10	HACLA to consider implementing LACDA's more aggressive method of over-issuing EHV vouchers.						X				
		1.11	HACLA to provide easy to read/understand written information about FEHA's anti-discrimination provisions to landlords and tenants, and provide education to the public.			X							
		1.12	HACLA supervisors/ caseworkers to be taught about FEHA/related ordinances and be trained on how/when to make referrals to City Attorney or HRC.			X							
		1.20	HCV and EHV programs be administered by one agency by agreement among the BOS, LACC, Mayor of LA, HACLA and LACDA.						X				
	LACC	1.20	HCV and EHV programs be administered by one agency by agreement among the BOS, LACC, Mayor of LA, HACLA and LACDA.						X				
	LACDA	1.13	LACDA to consider using temporary workers to perform routine tasks and process paperwork that involve little to no client interface. Explore recruiting non-traditional employees (i.e. retirees)							X			
		1.14	LACDA to shorten and simplify Section 8 application forms/instructions.			X	X						
		1.15	LACDA to simplify and shorten application forms and instructions.							X	X		
		1.16	LACDA to partner/leverage outside housing specialists to assist clients in navigating the Section 8 application.		X					X			
		1.17	LACDA to use HUD service fees as landlord incentives.		X					X			

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
HOUSING VOIUCHERS	L.A. County Development Authority	1.18	LACDA to provide easy to read/understand written information about FEHA's anti-discrimination provisions to landlords and tenants and schedule seminars to educate the public.		X				X			
		1.19	LACDA caseworkers/ supervisors to be taught about FEHA/ related ordinances and be trained on how/when to make referrals to LA County Counsel or HRC.			X	X					
		1.20	HCV and EHV programs should be administered by one agency by agreement among the BOS, LACC, Mayor of LA, HACLA and LACDA.						X			
THE INMATE RECPECTION CENTER	Board of Supervisors	6.1	Replace entire AJIS with an updated information system.	X								
		6.2	The County to develop an info system to receive data/ communications from the Court.	X								
		6.3	Include staff in every step of the design, development, testing and implementation of a new system.	X								
	Chief Information Office	6.1	Replace entire AJIS with an updated information system.	X								
		6.2	The County to develop an info system to receive data/ communications from the Court.	X								
		6.3	Include staff in every step of the design, development, testing and implementation of a new system.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
The IRC	ISD	6.1	Replace entire AJIS with an updated information system.	X								
		6.2	The County to develop an info system to receive data/ communications from the Court.	X								
		6.3	Include staff in every step of the design, development, testing and implementation of a new system.	X								
	LASD	6.1	Replace entire AJIS with an updated information system.	X								
		6.2	The County to develop an info system to receive data/ communications from the Court.	X								
		6.3	Include staff in every step of the design, development, testing and implementation of a new system.	X								
JUVENILE JUSTICE CYA	Board of Supervisors, Los Angeles County	1.1	Probation Dept., Dept. of Juvenile Justice and the BOS shall develop a system that recognizes/ facilitates care/ rehabilitation of juvenile offenders.	X								
		1.2a	Address the leaking steam-vent at Central Juvenile Hall immediately.	X								
		1.2b	The County to begin substantial physical renovation of Central and Nidorf.	X								
		1.2c	The County to find alternative facility to house juveniles during renovations.	X								
		1.3	Allotment of funds must be a top priority. An immediate, large-scale financial investment in the juvenile justice system is required to provide adequate facilities/ services for youth offenders.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
JUVENILE JUSTICE CYA	Board of Supervisors, Los Angeles County	1.4	The Probation Dept. must institute or upgrade programs that encourage incarcerated juveniles to become aware and to understand, that there are consequences for inappropriate behaviors, whether in or out of detention facilities.	X								
		1.5	Probation and custody officers assigned to juvenile facilities to be provided with safety/protective gear to ensure personal safety.	X								
		1.6	Develop a new set of rules to provide consequences and accountability for youth offender violations while maintaining the rights of the offender.	X	X							
		1.7a	The County to provide opportunities for juvenile offenders to be rehabilitated/ educated while detained.	X	X							
		1.7b	Encourage Advanced educational, career training and enrichment programs. Physical activities to be provided and encouraged.	X	X							
		1.8	Make available 24-hour on-site counseling, mental health care, and family reunification services to juvenile detained at halls and camps.	X			X					
		1.9a	Educate Probation officers/ staff members to treat violence-prone offenders with respect and tolerance while maintaining safety.	X	X							
		1.9b	Educate and Counsel violence-prone juvenile offenders to stress accountability and consequences of bad actions while detained.	X	X							
		1.10a	Probation/custody officer staffing problems to be addressed and appropriate hiring implemented.	X	X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
JUVENILE JUSTICE CYA	Board of Supervisors	1.10b	Train Probation/custody officers to recognize emerging problems and take appropriate actions to defuse potentially violent situations.	X	X							
		1.10c	Institute Counseling, mental health services and wellness programs for probation officers and staff members to decrease absenteeism.	X	X							
		1.11	Probation/ custody officers must be given additional/ ongoing training to handle juveniles who act up or act out with physical violence.	X								
	Chief Executive Office, Los Angeles County (CEO)	1.1	Probation Dept., Dept. of Juvenile Justice and the BOS shall develop a system that recognizes/ facilitates care/ rehabilitation of juvenile offenders.	X								
		1.2a	Address the leaking steam-vent at Central Juvenile Hall immediately.	X								
		1.2b	The County to begin substantial physical renovation of Central and Nidorf.	X								
		1.2c	The County to find alternative facility to house juveniles during renovations.	X	X							
		1.3	Immediately allocate a large-scale financial investment in the juvenile justice system is required to provide adequate facilities/ services for youth offenders.	X	X							
		1.4	The Probation Dept. will institute or upgrade programs encourage incarcerated juveniles awareness and understanding, building awareness of consequences for inappropriate behavior, in and out of detention facilities.	X	X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
JUVENILE JUSTICE CYA	Chief Executive Office, Los Angeles County (CEO)	1.5	Probation and custody officers assigned to juvenile facilities to be provided with safety/protective gear to ensure personal safety.		X							
		1.6	Develop a new set of rules to provide consequences and accountability for youth offender violations while maintaining the rights of the offender.	X	X							
		1.7a	The County to provide opportunities for juvenile offenders to be rehabilitated/ educated while detained.	X	X							
		1.7b	Encourage Advanced educational, career training and enrichment programs. Physical activities to be provided and encouraged.	X	X							
		1.8	Make available 24-hour on-site counseling, mental health care, and family reunification services to juvenile detained at halls and camps.	X			X					
		1.9a	Educate Probation officers/ staff members to treat violence-prone offenders with respect and tolerance while maintaining safety.	X	X							
		1.9b	Educate and Counsel violence-prone juvenile offenders to stress accountability and consequences of bad actions while detained.	X	X							
		1.10a	Probation/custody officer staffing problems to be addressed and appropriate hiring implemented.	X	X							
		1.10b	Train Probation/custody officers to recognize emerging problems and take appropriate actions to defuse potentially violent situations.	X	X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
JUVENILE JUSTICE CYA	Office of CEO	1.10c	Institute Counseling, mental health services and wellness programs for probation officers and staff members to decrease absenteeism.	X	X							
		1.11	Probation/ custody officers must be given additional/ ongoing training to handle juveniles who act up or act out with physical violence.	X								
	Los Angeles County Department of Probation	1.1	Probation Dept., Dept. of Juvenile Justice and the BOS shall develop a system that recognizes/ facilitates care/ rehabilitation of juvenile offenders.	X	X							
		1.2a	Address the leaking steam-vent at Central Juvenile Hall immediately.	X	X							
		1.2b	The County to begin substantial physical renovation of Central and Nidorf.	X			X					
		1.2c	The County to find alternative facility to house juveniles during renovations.	X	X							
		1.3	Allotment of funds must be a top priority. An immediate, large-scale financial investment in the juvenile justice system is required to provide adequate facilities/ services for youth offenders.	X	X							
		1.4	The Probation Dept. must institute or upgrade programs that encourage incarcerated juveniles to become aware and to understand, that there are consequences for inappropriate behaviors, whether in or out of detention facilities.	X	X							
		1.5	Probation and custody officers assigned to juvenile facilities to be provided with safety/protective gear to ensure personal safety.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
JUVENILE JUSTICE CYA	Los Angeles County Department of Probation	1.6	Develop a new set of rules to provide consequences and accountability for youth offender violations while maintaining the rights of the offender.	X	X							
		1.7a	The County to provide opportunities for juvenile offenders to be rehabilitated/ educated while detained.	X	X							
		1.7b	Encourage Advanced educational, career training and enrichment programs. Physical activities to be provided and encouraged.	X	X							
		1.8	Make available 24-hour on-site counseling, mental health care, and family reunification services to juvenile detained at halls and camps.			X						
		1.9a	Educate Probation officers/ staff members to treat violence-prone offenders with respect and tolerance while maintaining safety.	X	X							
		1.9b	Educate and Counsel violence-prone juvenile offenders to stress accountability and consequences of bad actions while detained.	X	X							
		1.10a	Probation/custody officer staffing problems to be addressed and appropriate hiring implemented.	X	X							
		1.10b	Train Probation/custody officers to recognize emerging problems and take appropriate actions to defuse potentially violent situations.	X	X							
		1.10c	Institute Counseling, mental health services and wellness programs for probation officers and staff members to decrease absenteeism.	X	X							
		1.11	Probation/ custody officers must be given additional/ ongoing training to handle juveniles who act up or act out with physical violence.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACK OF HOUSING: The Social Injustice of the 21st Century	Los Angeles City Council (LACC)	1.1	City and County to ensure subsidy funding for EHV vouchers.	X								X
		1.4	The City to appoint an independent commission to review and approve new housing construction.						X			X
		1.5	The City and County to find other ways of funding PSH.	X			X					X
		1.6	The City and County to streamline land acquisition process.				X	X				
		1.8	The City to use available parking lots to provide a safe place to shelter people living in cars or RVs, incl. restrooms and trash removal.	X								X
		1.9	The city and County to appoint person responsible for suing for violations by landlords, possibly contracting private attorneys.			X						
		1.11	The City to build the prescribed Housing Element Allotment units.	X								
		1.12a	The City to encourage development and conversion of underutilized and vacant commercial buildings into housing.	X								
		1.13	The city to charge higher linkage fees.		X				X			
		1.14	The city to facilitate alternate unit construction while eliminating entitlement and permitting obstacles.		X							
		1.15	The City to eliminate or reduce the school tax for Mayor Bass' 100% affordable PSH.							X		
		1.16	Extend Mayor Bass' ED1 directive to include all affordable and low income housing.			X						
		1.17	The City to use private capital group model for funding and construction of its 100% PSH.	X								
		1.18	The City to avoid using tax credits for funding its 100% PSH construction.			X						

				Responses									
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed	
LACK OF HOUSING: The Social Injustice of the 21st Century	Los Angeles City Council (LACC)	1.20	Make more voucher subsidies available to allow new permanent housing access by low income applicants.	X									
		1.21	The City and County to enforce the anti-discrimination laws against landlords.			X							
		1.22	The City to adequately fund the upkeep, repairs, additions and other necessary maintenance of repurposed properties.			X							
		1.23	The city to streamline permitting process to enable timely necessary repairs, additions, and other maintenance for low-income, repurposed properties.	X			X						
		1.24	LAHSA to provide adequate housing navigators to assist in finding rental units for people holding vouchers.							X			
		1.25	Build LA computer program expanded to include all housing construction projects.	X									
	Mayor, City of Los Angeles	1.1	City and County to ensure subsidy funding for EHV vouchers.	X									
		1.4	The City to appoint an independent commission to review and approve new housing construction.							X			X
		1.5	The City and County to find other ways of funding PSH.	X			X						
		1.6	The City and County to streamline land acquisition process.				X	X					
		1.8	The City to use available parking lots to provide a safe place to shelter people living in cars or RVs, incl. restrooms and trash removal.	X									X
		1.9	The city and County to appoint person responsible for suing for violations by landlords, possibly contracting private attorneys.			X							

Report Title	Agency	Recommendation	Description	Responses								
				Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACK OF HOUSING: The Social Injustice of the 21st Century	Office of the Mayor, City of Los Angeles	1.11	The City to build the prescribed Housing Element Allotment units.	X								
		1.12a	The City to encourage development and conversion of underutilized and vacant commercial buildings into housing.	X								
		1.13	The city to charge higher linkage fees.						X			X
		1.14	The city to facilitate alternate unit construction while eliminating entitlement and permitting obstacles.		X							
		1.15	The City to eliminate or reduce the school tax for Mayor Bass' 100% affordable PSH.							X		
		1.16	Extend Mayor Bass' ED1 directive to include all affordable and low income housing.			X						
		1.17	The City to use private capital group model for funding and construction of its 100% PSH.	X								
		1.18	The City to avoid using tax credits for funding its 100% PSH construction.			X						
		1.20	Make more voucher subsidies available to allow new permanent housing access by low income applicants.	X								
		1.21	The City and County to enforce the anti-discrimination laws against landlords.			X						
		1.22	The City to adequately fund the upkeep, repairs, additions and other necessary maintenance of repurposed properties.			X						
		1.23	The city to streamline permitting process to enable timely necessary repairs, additions, and other maintenance for low-income, repurposed properties.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACK OF HOUSING: The Social Injustice of the 21st Century	LA Mayor	1.24	LAHSA to provide adequate housing navigators to assist in finding rental units for people holding vouchers.							X		
		1.25	Build LA computer program expanded to include all housing construction projects.	X								
	Board of Supervisors, Los Angeles County	1.1	City and County to ensure subsidy funding for EHV vouchers.			X						
		1.5	The City and County to find other ways of funding PSH.	X	X							
		1.6	The City and County to streamline land acquisition process.	X	X							
		1.9	The city and County to appoint person responsible for suing for violations by landlords, possibly contracting private attorneys.			X						X
		1.11	The City to build the prescribed Housing Element Allotment units.						X			
		1.12b	The County to encourage development and conversion of underutilized and vacant commercial buildings into housing.	X								
		1.19	No Recommendation								X	
		1.20	Make more voucher subsidies available to allow new permanent housing access by low income applicants.	X								
		1.21	The City and County to enforce the anti-discrimination laws against landlords.			X						

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACK OF HOUSING	Chief Executive Office	1.2	LAHSA to have more than (1) document-ready potential tenant for each unit to ensure reduce time waiting for a qualified tenant.	X								
		1.3	LAHSA to revise the VI-SPDAT system to make it fairer for all applicants.	X								
		1.4	The City to appoint an independent commission to review and approve new housing construction.						X			
		1.7	HACLA to implement procedures to inspect potential voucher-funded units in a timely manner.	X								
LACoFD WORKER'S COMPENSATION	Board of Supervisors, Los Angeles County	1.1a	The CEO to soliciting multiple TPAs and awarding 1-2 independent contracts for WC Claims.	X								
		1.1b	LACoFD to be invited to participate in the development of renewal of the TPA contract.						X			
		1.2a	LACoFD and CEO/DHR to amend existing TPA Unit C existing contract with Sedgwick to include detailed ASIs for claims mgmt. for remainder of contract.						X			
		1.2b	ASI amendments direct Sedgwick adjusters to provide "point-of-entry" auth. For all FF WC claims for existing and future contracts.						X			
		1.2c	ASI amendments to include penalties for delays caused by Sedgwick's handling resulting in OT staffing.						X			
		1.2d	LACoFD to arranging "ride-alongs" for claims adjusters to better understand FFs.						X			

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACoFD WORKER'S COMPENSATION	Board of Supervisors, Los Angeles County	1.3	ASI amendments to authorize TPA adjusters to pay 25% more than OMFS standard fees and expedite treatment/recovery for the existing contract. Future TPA contracts to include these ASIs.						X			
		1.4	LACoFD to work with DHR to expand contracted clinic network.			X						
		1.5	LACoFD to authorize WC claims immediately/no-contest except where fraud or demonstrable conduct is suspected.						X			
		1.6a	LACoFD to offer buy-outs of LC4850 benefits for permanently disabled FF.					X				
		1.6b	LACoFD to academy classes to increase recruit hiring.	X								
		1.7a	LACoFD to make full use of CEO Risk Mgmt.'s VCE to manage MC claims and RTW program.	X								
		1.7b	DHR to develop a comprehensive Disability Compliance Record module in VCE.	X								
		1.8	LACoFD to develop creative RTW strategies.	X	X							
		1.9	LACoFD to emphasize firefighter training and physical/mental fitness programs.	X								
		1.10	LACoFD to contact firefighters on disability frequently by peers and supervisors.	X	X							
	CEO	1.1a	The CEO to soliciting multiple TPAs and awarding 1-2 independent contracts for WC Claims.	X	X							
		1.1b	LACoFD to be invited to participate in the development of renewal of the TPA contract.						X			

				Responses									
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed	
LACoFD WORKER'S COMPENSATION	Chief Executive Office, Los Angeles County (CEO)	1.2a	LACoFD and CEO/DHR to amend existing TPA Unit C existing contract with Sedgwick to include detailed ASIs for claims mgmt. for remainder of contract.						X				
		1.2b	ASI amendments direct Sedgwick adjusters to provide "point-of-entry" auth. For all FF WC claims for existing and future contracts.						X				
		1.2c	ASI amendments to include penalties for delays caused by Sedgwick's handling resulting in OT staffing.						X				
		1.3	ASI amendments to authorize TPA adjusters to pay 25% more than OMFS standard fees and expedite treatment/recovery for the existing contract. Future TPA contracts to include these ASIs.						X				
		1.7a	LACoFD to make full use of CEO Risk Mgmt.'s VCE to manage MC claims and RTW program.	X									
		1.7b	DHR to develop a comprehensive Disability Compliance Record module in VCE.	X									
	L,A, County Fire Department	1.1b	LACoFD to be invited to participate in the development of renewal of the TPA contract.							X	X		
		1.2a	LACoFD and CEO/DHR to amend existing TPA Unit C existing contract with Sedgwick to include detailed ASIs for claims mgmt. for remainder of contract.							X	X		
		1.2b	ASI amendments direct Sedgwick adjusters to provide "point-of-entry" auth. For all FF WC claims for existing and future contracts.							X	X		
		1.2c	ASI amendments to include penalties for delays caused by Sedgwick's handling resulting in OT staffing.							X	X		

Report Title	Agency	Recommendation	Description	Responses								
				Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACoFD WORKER'S COMPENSATION	Los Angeles County Fire Department (LACoFD)	1.2d	LACoFD to arranging "ride-alongs" for claims adjusters to better understand FFs.						X	X		
		1.3	ASI amendments to authorize TPA adjusters to pay 25% more than OMFS standard fees and expedite treatment/recovery for the existing contract. Future TPA contracts to include these ASIs.						X			
		1.4	LACoFD to work with DHR to expand contracted clinic network.			X						
		1.5	LACoFD to authorize WC claims immediately/no-contest except where fraud or demonstrable conduct is suspected.						X	X		
		1.6a	LACoFD to offer buy-outs of LC4850 benefits for permanently disabled FF.					X				X
		1.6b	LACoFD to academy classes to increase recruit hiring.	X	X							
		1.7a	LACoFD to make full use of CEO Risk Mgmt.'s VCE to manage MC claims and RTW program.	X								
		1.7b	DHR to develop a comprehensive Disability Compliance Record module in VCE.	X								
		1.8	LACoFD to develop creative RTW strategies.	X	X							
		1.9	LACoFD to emphasize firefighter training and physical/mental fitness programs.	X								
		1.10	LACoFD to contact firefighters on disability frequently by peers and supervisors.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
LACoFD WORKER'S COMPENSATION	Los Angeles County Department of Human Resources	1.2a	LACoFD and CEO/DHR to amend existing TPA Unit C existing contract with Sedgwick to include detailed ASIs for claims mgmt. for remainder of contract.						X			
		1.2b	ASI amendments direct Sedgwick adjusters to provide "point-of-entry" auth. For all FF WC claims for existing and future contracts.						X			
		1.2c	ASI amendments to include penalties for delays caused by Sedgwick's handling resulting in OT staffing.						X			
		1.3	ASI amendments to authorize TPA adjusters to pay 25% more than OMFS standard fees and expedite treatment/recovery for the existing contract. Future TPA contracts to include these ASIs.						X			
		1.4	LACoFD to work with DHR to expand contracted clinic network.			X						
		1.6a	LACoFD to offer buy-outs of LC4850 benefits for permanently disabled FF.					X				
		1.7a	LACoFD to make full use of CEO Risk Mgmt.'s VCE to manage MC claims and RTW program.	X								
		1.7b	DHR to develop a comprehensive Disability Compliance Record module in VCE.	X								
MEDI-CAL	DHS	1.1	LACA-C to follow-ups with DHS and report to BOS the resolution of (6) partially implemented Priority 1 and 2 recommendations.	X								
		1.2	DHS to resolve the (6) partially implemented Priority 1 and 2 recs by Sept. 30, 2023.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
PROPOSITION 19	Controller	1.1	LACA-C to follow-ups with DHS to resolve and report to BOS the (6) partially implemented Priority 1 and 2 recommendations.	X								
		1.5	Assessor/BOS to examine the Assessment appeals system and reform to improve timeliness.	X			X					
	Board of Supervisors	1.3	BOS to appropriate funds to develop Prop 19 education, proper completion of PCORs; esp. outreach/professional education for real estate brokers/agents.			X				X		
		1.4	BOS to increase filing fees for assessment appeals, while making a portion/all refundable when appellant wins.	X								X
		1.5	Assessor/BOS to examine the Assessment appeals system and reform to improve timeliness.	X	X							
SHERIFF'S OPERATIONS	Board of Supervisors, Los Angeles County	1.1a	If LEG membership is disclosed, admission to be added to personnel file and submitted into an intra-office tracking rehabilitation /recidivism database.	X								
		1.1b	If willingly disclosed, leadership should flag employee for counseling and constructive monitoring.					X				
		1.1c	If discovered, LEG affiliated staff begin an immediate review process to determine membership and follow termination.	X								
		1.1d	Remove Leadership immediately if staff involvement in LEG is ignored, punishment delayed/aid provided to conceal gang status.	X								
		1.2	All identified LEG logos/emblems must be removed from all LASD stations/property.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
SHERIFF'S OPERATIONS: AN EROSION OF TRUST	Board of Supervisors, Los Angeles County	1.3	LASD to hold themselves to a strict non-partisan personae while in uniform and comply strictly with official policies/procedures.	X								
		1.4	LASD/Oversight Monitors to publicize existence of Special Counsel.						X			
		1.5a	CPAs should participate in teambuilding exercise with Station Sergeant's. to implement/uphold CPA's recommendations.					X				
		1.6	CPAs to publish written progress reports in a dedicated tab on lasd.org/transparency.						X			
		1.7	Add link on lasd.org TRANSPARENCY page listing ongoing consent decrees, restraining orders and lawsuits.	X								
		1.8	Write a brief discussion of events leading up to a shooting incident to supplement BWC video.	X								
		1.9	Submit all weapon discharge cases to the DA for outside review.			X						
		1.10a	Incoming SIB Director to establish new information policies /procedures to reflect modern marketing /information sharing trends.	X								
		1.10b	Collaborate with COPS Bureau to ensure updated policies/procedures focused on best practice on how the public receives Dept. communications.	X								
		1.11	Implement CACs Department-wide.	X								
		1.12	Incorporate LE Bystander training like ABLE into LASD materials.	X								
		1.13	DA to quickly determine for immediate action on a case or if it could be returned to LASD.						X			

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
SHERIFF'S OPERATIONS: AN EROSION OF TRUST	Los Angeles Sheriff Department (LASD)	1.1a	If LEG membership is disclosed, admission to be added to personnel file and submitted into an intra-office tracking rehabilitation /recidivism database.	X								
		1.1b	If willingly disclosed, leadership should flag employee for counseling and constructive monitoring.					X				
		1.1c	If discovered, LEG affiliated staff begin an immediate review process to determine membership and follow termination.	X								
		1.1d	Remove Leadership immediately if staff involvement in LEG is ignored, punishment delayed/aid provided to conceal gang status.	X								
		1.2	All identified LEG logos/emblems must be removed from all LASD stations/property.	X								
		1.3	LASD to hold themselves to a strict non-partisan personae while in uniform and comply strictly with official policies/procedures.	X								
		1.4	LASD/Oversight Monitors to publicize existence of Special Counsel.						X			
		1.5a	CPAs should participate in teambuilding exercise with Station Sergeant's. to implement/uphold CPA's recommendations.						X			
		1.6	CPAs to publish written progress reports in a dedicated tab on lasd.org/transparency.					X				
		1.7	Add link on lasd.org TRANSPARENCY page listing ongoing consent decrees, restraining orders and lawsuits.		X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
SHERIFF'S OPERATIONS	Los Angeles Sheriff Department (LASD)	1.8	Write a brief discussion of events leading up to a shooting incident to supplement BWC video.	X								
		1.9	Submit all weapon discharge cases to the DA for outside review.			X				X		
		1.10 a	Incoming SIB Director to establish information policies/procedures to reflect modern marketing/ information sharing trends.	X								
		1.10 b	Collaborate with COPS Bureau to update policies/procedures on how the public receives Dept. communications.	X								
		1.11	Implement CACs Department-wide.	X								
		1.12	Incorporate LE Bystander training like ABLE into LASD materials.	X								
		1.13	DA quickly develop a evaluation of determination for immediate action.						X			
	OIG	1.4	LASD/Oversight monitors to publicize Special Counsel on LASD websites.	X	X							
	COC	1.4	LASD/Oversight monitors to publicize Special Counsel on LASD websites.	X								
	Dist. Attny	1.9	All weapon discharge cases submitted to the DA for outside review.			X						
1.13		DA quickly develop a evaluation of determination for immediate action.			X							
STORMWATER	Dept. Public Works	1.1	LACFD to continue to capture stormwater.	X	X							
		1.2	LACFD to operate facilities to maximize stormwater capture and water conservation.	X	X							
		1.3	LACFD to continue to evaluate increased reservoir storage opportunities.	X	X							

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
STORMWATER CAPTURE AND WASTEWATER REUSE	Los Angeles County Department of Public Works	1.4	LACFCD to conduct a study to identify unused/under-utilized areas conducive to groundwater recharge/prepare priority purchase list.	X	X							
		1.6	LACFCD to review app. Process for Measure W funding and simplify.	X								
		1.7	LACFCD to prepare a presentation for school districts/PTAs extolling environmental benefits of green space/semi-permeable pavement.	X								
		1.8	LACFCD to make aerial photos available to cities/county agencies/ other organization used to create/rehab green space.	X	X							
		1.9	LACDPW to est. a committee to study/identify potential users of recycled wastewater.	X								
		1.10	LACDPW to develop a master plan to distribute recycled water throughout the County.	X								
	Board of Supervisors	1.5	BOS to provide funding for sediment removal behind dams, enlargement of spreading basins, and additional property purchases.	X	X							
		1.11	BOS to provide funding for the design/construction of a backbone purple water system.						X			
		1.15	LADWP continue to remediate SFB to reopen wells currently closed.						X			
		1.16	BOS to work with State gov't. to establish expedited procedures for water supply/remediation projects.	X	X							
	Sanitation	1.9	LACDPW to est. a committee to study/identify potential users of recycled wastewater.	X								
		1.12	Continue to construct ATW facilities to lessen need for imported water.	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
	LA City	1.9	LACDPW to est. a committee to study/identify potential users of recycled wastewater.	X								
		1.13	Est. permanent funding to complete Hyperion and Tillman.	X								
	DWP	1.9	LACDPW to est. a committee to study/identify potential users of recycled wastewater.	X								
		1.13	Est. permanent funding to complete Hyperion and Tillman.	X								
		1.14	Est. permanent funding of JWPCP ATW projects.							X		
	Long Beach	1.9	LACDPW to est. a committee to study/identify potential users of recycled wastewater.	X								
	MWD	1.14	Est. permanent funding of JWPCP ATW projects.	X								
ZERO EMISSIONS	LA County Board of Supervisors	1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.	X								
		1.7	NO2 needs to be contained during hydrogen production operations.						X			
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.	X								
		1.8b	Reflect ZE Goals in construction building codes.	X								
		1.9	Closely monitor impact of SB 1383.	X								
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.							X	X	
	Planning	1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.							X		
	1.7	NO2 needs to be contained during hydrogen production operations.							X			


				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ZERO EMISSIONS: Air Quality Monitoring	Regional Planning	1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.	X								
		1.8b	Reflect ZE Goals in construction building codes.	X								
		1.9	Closely monitor impact of SB 1383.						X			
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.						X			
	Department of Sustainability	1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.						X			
		1.7	NO2 needs to be contained during hydrogen production operations.	X								
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.	X								X
		1.8b	Reflect ZE Goals in construction building codes.	X								
		1.9	Closely monitor impact of SB 1383.						X			
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.						X			
	Environment & Toxicology	1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.						X			
		1.7	NO2 needs to be contained during hydrogen production operations.	X								X
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.							X		
		1.8b	Reflect ZE Goals in construction building codes.							X		
		1.9	Closely monitor impact of SB 1383.						X			
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.						X			

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ZERO EMISSIONS: Air Quality Monitoring	Los Angeles City Council	1.1	Manage Port electrical grids to service expanding energy needs.								X	
		1.2	Issue Violations if docked beyond wait time.								X	
		1.3	Prioritize POLA/POLB payments for Clean Truck program as a means of helping small companies purchase ZE trucks.								X	
		1.4	Determine best locations in the Port Complex for charging stations for present/future planned electric trucks/cars.								X	
		1.5	Clean Truck Pgm. to develop a means for potential buyers/sellers to market recycled truck materials.								X	
		1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.								X	
		1.7	NO2 needs to be contained during hydrogen production operations.								X	
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.								X	
		1.8b	Reflect ZE Goals in construction building codes.								X	
		1.9	Closely monitor impact of SB 1383.								X	
	1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.								X		
	Port of Los Angeles	1.1	Manage Port electrical grids to service expanding energy needs.	X	X							
		1.2	Issue Violations if docked beyond wait time.			X				X		
1.3		Prioritize POLA/POLB payments for Clean Truck program as a means of helping small companies purchase ZE trucks.	X	X								

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ZERO EMISSIONS: Air Quality Monitoring	Port of Los Angeles (POLA)	1.4	Determine best locations in the Port Complex for charging stations for present/future planned electric trucks/cars.	X	X							
		1.5	Clean Truck Pgm. to develop a means for potential buyers/sellers to market recycled truck materials.						X	X		
		1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.	X	X							
		1.7	NO2 needs to be contained during hydrogen production operations.		X							
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.	X			X					
		1.8b	Reflect ZE Goals in construction building codes.	X	X							
		1.9	Closely monitor impact of SB 1383.	X	X							
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.							X		
	Port of Long Beach (POLB)	1.1	Manage Port electrical grids to service expanding energy needs.	X			X					
		1.2	Issue Violations if docked beyond wait time.							X		
		1.3	Prioritize POLA/POLB payments for Clean Truck program as a means of helping small companies purchase ZE trucks.	X			X					
		1.4	Determine best locations in the Port Complex for charging stations for present/future planned electric trucks/cars.	X			X					
		1.5	Clean Truck Pgm. to develop a means for potential buyers/sellers to market recycled truck materials.			X	X					
		1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.								X	

				Responses								
Report Title	Agency	Recommendation	Description	Agree	Implemented	Partially Agree	Partially Implemented	Partially Disagree	Disagree	Cannot be Implemented	No response	Further Study Needed
ZERO EMISSIONS: Air Quality Monitoring	Port of Long Beach (POLB)	1.7	NO2 needs to be contained during hydrogen production operations.					X		X		
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.									
		1.8b	Reflect ZE Goals in construction building codes.									
		1.9	Closely monitor impact of SB 1383.	X							X	
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.								X	
		1.1	Manage Port electrical grids to service expanding energy needs.								X	
		1.2	Issue Violations if docked beyond wait time.								X	
		1.3	Prioritize POLA/POLB payments for Clean Truck program as a means of helping small companies purchase ZE trucks.								X	
		1.4	Determine best locations in the Port Complex for charging stations for present/future planned electric trucks/cars.								X	
		1.5	Clean Truck Pgm. to develop a means for potential buyers/sellers to market recycled truck materials.								X	
		1.6	Exposure of NO2 pollution be identified and eliminated in energy applications.								X	
		1.7	NO2 needs to be contained during hydrogen production operations.								X	
		1.8a	Retrofit Schools, gov't agencies, commercial offices with EE systems.								X	
		1.8b	Reflect ZE Goals in construction building codes.								X	
		1.9	Closely monitor impact of SB 1383.								X	
		1.10	All LA Sanitation Districts publish updated reports on adherence to SB 1383.								X	

Links to the responses from the table above:

URL	http://www.grandjury.co.la.ca.us/pdf/Responses%20to%202022-2023%20Los%20Angeles%20County%20Civil%20Grand%20Jury%20Final%20Report.pdf
QR Code:	

ACRONYMS

CGJ	2023-2024 Los Angeles County Civil Grand Jury
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COMMITTEE MEMBERS:

Mary Leos-Pacheco, Chair
Leslie C. Flores, Co-Chair
Ray Lee
Maureen Smith
Michelle M. Wilson

DETENTION

SUMMARY

California Penal Code Section 919(b)1 mandates every Civil Grand Jury in the state of California inquire into the condition and management of the public jails, holding facilities and lockups within Los Angeles County that are operated by various law enforcement agencies. This includes 129 detention facilities, juvenile Probation halls and camps and holding facilities inside County courthouses.

California Penal Code 9212 permits the CGJ free access, at reasonable times, to all the aforementioned locations, and examination, without charge, of all public records within the County.

BACKGROUND

The purpose of these inspections was to review the overall conditions of each facility. This would also include cleanliness and possible structural damage. If found, any of the above referenced irregularities could prompt the CGJ to develop a full investigative report.

METHODOLOGY

The CGJ was divided into seven teams, consisting of two to four CGJ members, based on geographic region. These teams conducted visits to the following detention and probation facilities over a two month period:

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
77th Street Community Station 7600 S. Broadway Los Angeles, CA 90003 (323) 786-5075	LAPD	Alfred J. McCourtney Juvenile Justice Center Courthouse 1040 W. Avenue J Lancaster, CA 93534 (661) 945-6354	LASD
Alhambra Courthouse 150 W. Commonwealth Ave Alhambra, CA 91801 (626) 293-2100	LASD	Alhambra Police Station 211 S. 1st St Alhambra, CA 91801 (626) 570-5151	City Police
Arcadia Police 250 W. Huntington Dr Arcadia, CA 91007 (626) 574-5151	City Police	Avalon Station 215 Sumner Ave Avalon, CA 90704 (310) 510-0174	LASD
Azusa Police 725 N. Alameda Ave Azusa, CA 91702 (626) 812-3200	City Police	Baldwin Park Police 14403 E. Pacific Ave Baldwin Park, CA 91706 (626) 960-1955	City Police

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Barry J. Nidorf Juvenile Hall 16350 Filbert St Sylmar, CA 91342 818.364.2011	LASD	Bell Gardens Police 7100 Garfield Ave Bells Garden, CA 90201 (562) 806-7700	City Police
Bell Police 6326 Pine Ave Bell, CA 90201 (323) 585-1245	City Police	Bellflower Courthouse 10025 Flower St Bellflower, CA 90706 (562) 345-3300	LASD
Beverly Hills Police 464 N. Redford Dr Beverly Hills, CA 90210 (310) 550-4951	City Police	Burbank Courthouse 300 E. Olive St Burbank, CA 91502 (818) 260.8498	LASD
Burbank Police 200 N. Third St Burbank, CA 91502 (818) 238-3333	City Police	Camp Clinton B. Afflerbaugh 6621 N. Stephens Ranch Rd La Verne, CA 91750 (909) 593-4926	Probation
Camp Glenn Rockey 1900 Sycamore Canyon San Dimas, CA 91773 (909) 599-2391	Probation	Camp Joseph Paige 6601 N. Stephen Ranch Rd La Verne, CA 91750 (909) 593-4921	Probation
Camp Vernon Kilpatrick 427 S. Encinal Canyon Rd Malibu, CA 90265 (818) 889-1353	Probation	Carson Station 21356 S. Avalon Blvd Carson, CA 90745 (310) 485-3294	LASD
Central Arraignment Courthouse 429 Bauchet St Los Angeles, CA 90012 (213) 974-6068	LASD	Central Community Station 251 E. 6th St Los Angeles, CA 90014 (213) 486-6606	LASD
Century Regional Corr. Facility 11705 S. Alameda St Lynwood, CA 90262 (323) 568-4500	LASD	Cerritos Station 18135 Bloomfield Ave Cerritos, CA 90703 (562) 860-0044	LASD
City of Industry 150 N. Hudson Ave City of Industry, CA 91744 (626) 330.3322	LASD	Clara Shortridge-Foltz Criminal Justice Center 210 W. Temple St Los Angeles, CA 90012 (213) 628.7900	LASD
Claremont Police 570 W. Bonita Ave Claremont, CA 91711 (909) 399-5411	City Police	Compton Courthouse 200 W. Compton Blvd Compton, CA 90220 (310) 761-4300	LASD

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Covina Police 444 N. Citrus Ave Covina, CA 91733 (626) 331-3391	City Police	Crescenta Valley Station 4554 N. Briggs Ave La Crescenta, CA 91214 (818) 248-3464	LASD
Culver City Police 4040 Duquesne Ave Culver City, CA 90232 (310) 253-6208	City Police	Devonshire Community Station 10250 Etiwanda Ave Northridge, CA 91325 (818) 832-0633	LAPD
Dodger Stadium Security Office 1000 Elysian Park Los Angeles, CA 90012 (323) 224-2611	LAPD	Dorothy Kirby Center 1500 S. McDonnell Ave Los Angeles, CA 90022 (323) 981-4301	LASD
Downey Courthouse 7500 Imperial Hwy Downey, CA 90242 (562) 658-0500	LASD	Downey Police 10911 Brookshire Dr Downey, CA 91502 (562) 861-0771	City Police
East LA Station 5019 E. 3rd St Los Angeles, CA 90022 (323) 26414151	LASD	East Los Angeles Courthouse 4848 W. Civic Center Way Los Angeles, CA 90022 (323) 780-2025	LASD
Ed Edelman Children's Court 201 Centre Plaza Drive #2700 Monterey Park, CA 91754 (323) 307-8098	LASD	El Monte Courthouse 11234 E. Valley Blvd El Monte, CA 91731 (626) 401-2298	LASD
El Monte Police 11333 Valley Blvd El Monte, CA 91731 (626) 58012100	City Police	El Segundo Police 348 Main Street El Segundo, CA 90245 (310) 524-2200	City Police
Foothill Community Station 12760 Osborne St Pacoima, CA 91331 (818) 756-8861	LAPD	Gardena Police 1718 162nd St Gardena, CA 90247 (310) 217-9670	City Police
George Deukmejian Courthouse 275 Magnolia Ave Long Beach, CA 90802 (562) 256-3100	LASD	Glendale Courthouse 600 E. Broadway Ave Glendale, CA 91206 (818) 265-6400	LASD
Glendale Police 131 N. Isabel St Glendale, CA 91206 (818) 548-4840	City Police	Glendora Police 150 S. Glendora Ave Glendora, CA 91741 (626) 914.8250	City Police
Harbor Community Station 2175 John Gibson Blvd San Pedro, CA 90731 (310) 726-7700	LAPD	Hawthorne Police 12501 Hawthorne Blvd Hawthorne, CA 90250 (310) 675-4444	City Police

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Hermosa Beach Police 540 Pier Ave Hermosa Beach, CA 90254 (310) 318-0360	City Police	Hollenbeck Community Station 2111 E 1st St Los Angeles, CA 90033 (323) 342-4100	LASD
Hollywood Community Station 1358 Wilcox Ave Los Angeles, CA 90028 (213) 972-2971	LAPD	Huntington Park Police 6542 Miles Avenue Huntington Park, CA 90255 (323) 584-6254	City Police
Inglewood Courthouse 1 E. Regent St Inglewood, CA 90301 (310) 419-5132	LASD	Inglewood Juvenile Court 110 E. Regent Inglewood, CA 90301 (310) 41-8343	LASD
Inglewood Police 1 W Manchester Blvd Inglewood, CA 90301 (310) 412-5211	City Police	Inmate Reception Center 450 Bauchet St Los Angeles, CA 90012 (213) 893-5875	LASD
LAC + USC Jail Ward 2051 Marengo St Los Angeles, CA 90033 (323) 409-1000	LASD	Lakewood Station 5130 N. Clark Ave Lakewood, CA 90712 (562) 623-3500	LASD
Lancaster Station 501 W. Lancaster Blvd Lancaster, CA 93534 (661) 948-8466	LASD	LAX Courthouse 11701 S. La Cienega Blvd Los Angeles, CA 90045 (310) 725-3000	LASD
Lomita Station 26123 Narbonne Ave Lomita, CA 90717 (310) 539-1661	LASD	Long Beach Police 400 W. Broadway Long Beach, CA 90802 (562) 570-7260	City Police
Los Angeles Airport Police 9160 Loyola Los Angeles, CA 90045 (424) 646-6100	Airport Police	Los Angeles County Fairgrounds Holding Facility 1011 W. McKinley Ave Pomona, CA 91768 (909) 620-2155	Pomona Police
Los Padrinos Juvenile Hall 7285 Quill Dr Downey, CA 90242 (562) 940-8681	LASD	Lost Hills Station 27050 Agoura Rd Calabasas, CA 91301 (818) 878-1808	LASD
Manhattan Beach Police 420 15th St Manhattan Beach, CA 90266 (310) 802-5140	City Police	Marina Del Rey Station 13851 Fiji Way Marina Del Rey, CA 90292 (310) 482-6000	LASD

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Men's Central Jail 441 Bauchet St Los Angeles, CA 90012 (213) 974-4921	LASD	Mental Health Courthouse 5925 Hollywood Blvd Los Angeles, CA 90028 (323) 441-1898	LASD
Metropolitan Courthouse 1945 S. Hill St Los Angeles, CA 90007 (213) 745-3202	LASD	Metropolitan Detention Center 180 N. Los Angeles St Los Angeles, CA 90012 (213) 485-0439	LAPD
Michael D. Antonovich Antelope Valley Courthouse 42011 4th St West Lancaster, CA 93534 (661) 974-7200	LASD	Mission Hills Community Station 11121 N. Sepulveda Blvd Mission Hills, CA 91345 (818) 838-9800	LAPD
Monrovia Police 140 E. Lime Ave Monrovia, CA 91016 (626) 256-8000	City Police	Montebello Police 1600 Beverly Blvd Montebello, CA 90640 (323) 887-1313	City Police
Monterey Park Police 320 W. Newmark Ave Monterey Park, CA 91754 (626) 573-1311	City Police	Newton Community Station 3400 S. Central Ave Los Angeles, CA 90011 (323) 846-6547	LAPD
North County Correctional Facility 29340 The Old Road Castaic, CA 91384 (661) 295-7810	LASD	North Hollywood Community Station 11640 Burbank Blvd N Hollywood, CA 91601 (818) 623-4016	LAPD
Northeast Community Station 3353 San Fernando Rd Los Angeles, CA 90065 (323) 561-3218	LAPD	Norwalk Courthouse 12720 Norwalk Blvd Norwalk, CA 90650 (562) 345-3700	LASD
Norwalk Station 12335 Civic Center Dr Norwalk, CA 90650 (562) 863-8711	LASD	Olympic Community Station 1130 S. Vermont Ave Los Angeles, CA 90006 (213) 382-9102	LAPD
Pacific Community Station 12312 Culver Blvd Los Angeles, CA 90066 (310) 482-6334	LAPD	Palmdale Station 750 East Ave Q Palmdale, CA 93550 (661) 272-2400	LASD
Palos Verdes Police 340 Palos Verdes Dr Palos Verdes, CA 90274 (310) 378-4211	City Police	Pasadena Courthouse 300 E. Walnut St Pasadena, CA 91101 (626) 396-3300	LASD

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Pasadena Police 207 N. Garfield Ave Pasadena, CA 91101 (626) 744-4501	City Police	Pico Rivera Station 6631 Passons Blvd Pico Rivera, CA 90660 (562) 949-2421	LASD
Pitchess Detention Center East Facility 29330 The Old Road Castaic, CA 91384 (661) 295-7810	LASD	Pitchess Detention Center North Facility 29320 The Old Road Castaic, CA 91384 (661) 295-8840	LASD
Pitchess Detention Center South Facility 29330 The Old Road Castaic, CA 91384 (661) 295-8840	LASD	Pomona Courthouse 400 W. Mission Blvd Pomona, CA 91766 (909) 802-1100	LASD
Pomona Police 490 W. Mission Blvd Pomona, CA 91766 (909) 620-2155	City Police	Rampart Community Station 1401 W. 6th St Los Angeles, CA 90017 (213) 484-3400	LAPD
Redondo Beach Police 401 Diamond St Redondo Beach, CA 90277 (310) 379-2477	City Police	San Dimas Station 270 S. Walnut Ave San Dimas, CA 91773 (909) 450-2700	LASD
San Fernando Courthouse 900 3rd St San Fernando, CA 91340 (818) 256-1800	LASD	San Fernando Police 910 1st St San Fernando, CA 91340 (818) 898-1267	City Police
San Marino Police 2200 Huntington Dr San Marino, CA 91108 (626) 300-0720	City Police	Santa Clarita Courthouse 23747 W. Valencia Blvd Valencia, CA 91355 (661) 253-5600	LASD
Santa Clarita Station 26201 Golden Valley Rd Santa Clarita, CA 91350 (661) 260-4000	City Police	Santa Monica Courthouse 1725 Main Street, #114 Santa Monica, CA 90401 (310) 260-3515	LASD
Santa Monica Police 333 Olympic Dr Santa Monica, CA 90401 (323) 395-9931	City Police	Signal Hill Police 2745 Walnut Ave Signal Hill, CA 90755 (562) 989-7200	City Police
South Gate Police 8620 California Ave South Gate, CA 90280 (323) 563-5436	City Police	South Los Angelese Station 1310 W. Imperial Hwy Los Angeles, CA 90044 (323) 820-6700	LASD

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Southeast Community Station 145 W. 108th St Los Angeles, CA 90061 (213) 972-7828	LAPD	Southwest Community Station 1546 Martin Luther King Jr. Blvd Los Angeles, CA 90062 (213) 972-7828	LAPD
Temple City Station 8838 Las Tunas Dr Temple City, CA 91780 (626) 285-7171	LASD	Topanga Community Station 21501 Schoenborn St Canoga Park, CA 91304 (818) 756-4800	LAPD
Torrance Courthouse 825 Maple Ave Torrance, CA 90503 (310) 787-3700	LASD	Torrance Police 3300 Civic Center Dr Torrance, CA 90503 (310) 328-3456	City Police
Twin Towers 450 Bauchet St Los Angeles, CA 90012 (213) 893-5100	LASD	Van Nuys Community Station 6240 Sylmar Ave Van Nuys, CA 91401 (818) 374-9500	LAPD
Van Nuys Courthouse West 14400 Erwin St. Mall Van Nuys, CA 91401 (818) 989-6900	LASD	Vernon Police 4305 S. Santa Fe Ave Vernon, CA 90058 (323) 583-8811	City Police
Walnut/Diamond Bar Station 21695 E. Valley Rd Walnut, CA 91790 (909) 595-2264	LASD	West Covina Courthouse 1427 West Covina Pkwy West Covina, CA 91790 (626) 430-2600	LASD
West Covina Police 1444 W. Garvey Ave West Covina, CA 91791 (626) 939-8500	City Police	West Hollywood Station 780 N. San Vicente Blvd West Hollywood, CA 90089 (310) 855-8850	LASD
West LA Community Station 1663 Butler Ave Los Angeles, CA 90025 (310) 444-0702	LAPD	West Valley Community Station 19020 Vanowen St Reseda, CA 91335 (818) 374-7611	LAPD
Whittier Police 13200 Penn St Whittier, CA 90602 (562) 567-9200	City Police	Wilshire Community Station 4861 W. Venice Blvd Los Angeles, CA 90019 (213) 473-0476	LAPD

The following Detention Facilities were inactive at the time of inspection. Typically, the city police departments listed below have contracted with the Los Angeles County Sheriff's Department to process all necessary bookings and incarcerations:

FACILITY NAME/ADDRESS	AGENCY	FACILITY NAME/ADDRESS	AGENCY
Altadena Station 780 E. Altadena Dr Altadena CA 91001 (626) 798-1131	LASD	Beverly Hills Courthouse 9355 Burton Way, #101 Beverly Hills, CA 90210 (310) 288-1279	LASD
Central Juvenile Hall 1605 Eastvale Ave Los Angeles, CA 90033 (323) 226-8611	LASD	Irwindale Police 505 N. Irwindale Ave Irwindale, CA 91706 (626) 430-2244	City Police
La Verne Police 2061 3rd St La Verne, CA 91750 (909) 596-1913	City Police	San Gabriel Police 625 Del Mar Ave San Gabriel, CA 91776 (626) 308-2828	City Police
Santa Clarita Valley Station 23740 W. Magic Mtn. Pkwy Valencia, CA 91355 (661) 253-5699	LASD	Sierra Madre Police 242 W. Sierra Madre Blvd Sierra Madre, CA 91024 (626) 355-1414	City Police
South Pasadena Police 1422 Mission St South Pasadena, CA 91030 (626) 403-7270	City Police		

COMMITTEE MEMBERS:

Victor H. Vidal, Chair	Nicola Lamb
Joan M. Alexander	Noel G. Larson
Robert Barrone	Ray Lee
Mark Calahan	Mary Leos-Pacheco
Christine Elia	Irene Shandell-Taylor
Darnell Groom	Maureen Smith
Jean C. Holden	Michelle M. Wilson
Victoria King	

ACRONYMS

LAPD	Los Angeles Police Department
LASD	Los Angeles County Sheriff's Department

EDIT & PUBLICATION

SUMMARY

For the 2023-2024 Los Angeles County Civil Grand Jury (CGJ), the Committee and the Publication Committee was combined as a single standing committee of the CGJ, The Edit & Publication Committee (The Committee).

EDIT

The Committee oversaw the writing activities of the CGJ. The published final report represents the work of the CGJ in providing recommendations on improving operations of government entities within Los Angeles County. The legal authority of the CGJ is defined by Penal Code 925:

“The grand jury shall investigate and report on the operations, accounts, and records of ... the county.”

In addition, Penal Code 925a provides that the grand jury may investigate and report on the operations, accounts, and records of any incorporated city or joint powers agency located in the county.

Penal Code section 933a requires the CGJ to:

“submit to the Presiding Judge of the Superior Court a final report of its findings and recommendations that pertain to the county government matters....”

The Committee worked closely with each investigative committee and collaborated with both the Publication and Information Technology Committees. The Publication Committee designed a uniform template for the reports including sections, style, font, spacing, and other aspects of the final compiled report. The Information Technology Committee developed a template that allowed the Investigative Teams to write their reports with a consistent look and style.

DISCUSSION

Committee Duties

The duties of the Committee were as follows:

- Coordinating the approval of investigative topics by the entire CGJ
- Defining the standards for the Final Grand Jury Report (font size, headers, page format, etc)
- Creating templates for Standing Committee and Investigative Committee reports
- Setting timelines for the preparation of all reports
- Managing the approval process by the entire CGJ
- Editing completed reports prior to review by County Counsel

- Incorporating comments from County Counsel prior to handing the report to the Publication Committee

Standing Committee Reports

Reports were prepared by each standing committee, with the exception of Audit as no audit was conducted during the period the Jury was seated. Completed Standing Committee reports were submitted to the jury for approval in February, 2024. The reports were approved by the Jury, and reviewed by Edit, prior to review by County Counsel.

Investigation Committee Reports

In December 2023, each active investigation presented a summary of their investigation to date. The Jury again voted whether each active investigation would continue. Starting in January 2024, weekly status updates for every active investigation were presented to keep the jury informed as to the progress of each investigation. The first rough draft of every investigative report was provided to the Jury in February, with the final investigative committee reports completed by the end of March, 2024.

Other Report Sections

The Committee also coordinated other parts of the report such as the Foreperson Letter, Introduction, creation of the QR Code, and taking of the Grand Jury photograph included in the report.

PUBLICATION

The Committee was established to work closely with a contracted print shop for the production and distribution of the 2023-2024 Los Angeles County Civil Grand Jury's (CGJ) annual final report.

Each year, the CGJ, pursuant to California Penal Code 925, is mandated to investigate local governmental functions and operations and interview various public officials to create a final report at the end of its term. Afterwards, hard-bound books are delivered to superior court judges, the Los Angeles County Board of Supervisors, and Department heads that contributed to the CGJ's many inquiries.

For those agencies over which the CGJ does not have jurisdiction or are not required to provide responses to the recommendations resulting from an investigation, a "Courtesy Letter" is sent on July 1, 2024. The letter contains a QR Code and URL hyperlink to the CGJ report index. and a personalized message detailing how their contribution led to the findings and recommendations of a specific report.

The CGJ's final report will be posted online at: <http://grandjury.co.la.ca.us/gjreports.html>.

DISCUSSION

The CGJ is mandated to publish a compiled final report book on the end of the term. Investigative and standing reports will include investigative findings, background information, commendations and recommendations. Each committee's submission must be approved by the body prior to inclusion in the final report book.

The Committee's additional responsibilities include:

- The assembly of the final draft report to be submitted to the printer for the printing of the book.
- Coordinating the CGJ's professional group photograph.
- In collaboration with the Edit Committee, the approval of the final report layout before delivery to the printer.
- Review and approve the final report as it is returned from the printer.
- The assembly of specific reports that must be delivered prior to the publication of the final report to those individuals who were department heads and interviewed for the various investigations.
- The preparation of courtesy letters.

ACRONYMS

CGJ	2023-2024 Los Angeles County Civil Grand Jury
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COMMITTEE MEMBERS:

Robert Barrone, Chairperson

Leslie C. Flores, Co-Chairperson

Wayne Dodds

Christine Elia

Victoria King

HOSPITALITY

SUMMARY

The Hospitality Committee of the 2023-24 Los Angeles Civil Grand Jury (CGJ) consisted of six members, and was created in the first weeks of the CGJ term. Although not statutorily required, it is believed that this Committee is a vital Committee for the wellbeing of a successful jury.

DISCUSSION

In order to build a strong bond between the twenty members of the CGJ, the Committee hosted monthly birthday celebrations with either a provided lunch or a special cupcake with a birthday card signed by all members of the jury. There were also festive celebrations with decorations and meals either prepared by or provided by the Committee. The Committee frequently consulted the entire body for suggestions and approvals.

The Committee also planned a well-received, Winter Holiday Lunch at the San Antonio Winery, with each attending member paid separately for their meal. Administration gave the CGJ the afternoon off to allow them to enjoy their lunch at leisure. A spring event was also planned consisting of an ice cream social for Valentine's Day and also a pizza party for the many birthdays happening in February.

The Committee collected a voluntary fee of \$25.00 as monthly "dues" which was agreed upon by the CGJ to fund these events. The money was also used to purchase supplies, such as a 5 gallon bottled water dispenser, including regular water deliveries, coffee, tea, sweeteners and creamers, cups, plates, utensils, sodas, chips and occasional breakfast pastries. Shopping for supplies also came out of the monthly "dues" and was conducted after hours or on weekends. In addition, the Committee was responsible for the daily cleaning of the break room and weekly cleaning of the refrigerator.

The Committee met regularly to discuss the best ways to meet the requests of the CGJ and to handle the bookkeeping, cash reconciliations and provide the CGJ with a monthly accounting of the monies spent.

ACRONYMS

CGJ	2023-2024 Los Angeles County Civil Grand Jury
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COMMITTEE MEMBERS:

Michelle M. Wilson, Chair
Irene Shandell-Taylor, Secretary
Joan M. Alexander
Jean C. Holden
Vicki King
Victor H. Vidal

INFORMATION TECHNOLOGY

SUMMARY

The Information Technology Committee (IT) for the 2023-2024 CGJ was an integral part of the jury functions. They gave a computer training session for those jurors who were not as familiar with computer operations as others. We split the duties of performing data backups and helping less computer literate jurors get up to speed on their computers.

All jurors have to formulate and complete investigative reports. To keep up with all of the different documents that go into the reports we formulated a folder system designed to assist jurors with keeping their work in an orderly manner that would efficiently allow them to update previously created documents and to add others to their compilation.

Folders for each of the standing committees and those investigations that received a quorum vote of approval were created. Each standing committee folder has a committee member folder inside designating which jurors were in each committee in case any juror or administration person needed to know who was on what committee.

The IT committee members performed backups of all juror data on a daily basis to ensure all data entered on their computer would be available to be recovered should an individual lose, misplace or delete a document by accident.

The IT Committee also setup various printers on the jurors' computers and resolved any printing problems. One of our brilliant IT committee member's proposed the great idea of using thumb drives to transfer data from perspective information sources to the jury because our email system was not reliable.

Another of our IT members had past experience using GIS (Geographic Information Systems) software and thought several of our investigative reports would benefit from maps in the report. Due to lack of time, we used GIS maps that were created by others.

If future juries want to display their own maps in the reports, they should discuss this option with jury administration at the start of their term.

ACRONYMS

CGJ	2023-2024 Los Angeles County Civil Grand Jury
GIS	Geographic Information Systems
IT	Information Technology

COMMITTEE MEMBERS:

Darnell Groom, Chairperson

Christine Elia

Irene Standell-Taylor

Victoria King

SPEAKERS & TOURS

SUMMARY

Los Angeles County consists of 88 cities, 96 school districts and approximately 493 special districts that serve the County's population of over 10 million citizens. The Los Angeles County Civil Grand Jury (CGJ) has a statutory obligation to explore and examine governmental entities and operations within the County that are of interest and importance to the citizenry. In order to accomplish this requirement, the Speakers and Tours Committee facilitates tours of county operations and arranges for speakers for the CGJ.

The speakers who spoke to the CGJ and the tours taken by the CGJ were selected based on recommendations of the committee as well as suggestions from members of the CGJ at large which were voted on and approved by the CGJ as a whole.

TOURS

As part of the Speakers and Tours Committee effort, it was determined that several of the major incarceration facilities in the County should be visited by the Jury panel as a whole. The Speakers and Tours Committee ("Committee") arranged the following detention related tours:

DATE	LOCATION	AGENCY
08/08/2023	North County Correctional Facility	LASD
09/19/2023	Inmate Reception Center	LASD
10/10/2023	Twin Towers Correctional Facility	LASD
10/23/2023	Century Regional Detention Center	LASD

In addition to tours of the major incarceration facilities, several additional general interest tours were taken to provide a broad spectrum of exposure to the panel. Topics discussed or demonstrated in the tours often enhanced committee investigations. The Speakers and Tours Committee arranged for the following general interest tours:

DATE	LOCATION	AGENCY
08/23/2023	Los Angeles County Harbor, San Pedro	Port of Los Angeles
09/05/2023	Arroyo Tiny Homes Village, Highland Park	Hope the Mission
09/12/2023	Emergency Operations Center, Los Angeles	City of Los Angeles - EMD
09/26/2023	LA County Communications Center, Eagle Rock	CHP
10/19/2023	Los Angeles World Airport Police, LAX	LAWA
10/27/2023	LAPD Virtual Reality Training Center, Elysian Park	LAPD
10/30/2023	Office of Emergency Management, Los Angeles	Los Angeles County - CEO

SPEAKERS

In order to contribute to Jury investigations, it is necessary to speak with government leaders and/or subject matter experts. Several of these interviews resulted in or contributed to investigations.

The Speakers and Tours Committee arranged for the following people to speak to the entire Jury panel on various topics of general and specialized interest:

DATE	SPEAKER(S)/TITLE	AGENCY/TITLE(S)
08/30/2023	Mark Smith – Inspector General	LAPD
08/31/2023	Michel Moore – Chief of Police	LAPD
09/21/2023	Kathryn Barger – Supervisor, 5 th District	Los Angeles County
09/26/2023	George Gascón – District Attorney	Los Angeles County
10/12/2023	Max Huntsman – Inspector General	Office of the Inspector General
10/16/2023	Sergio Perez – Controller	City of Los Angeles
10/17/2023	Ricardo J. Ocampo – Judge	Superior Court of Los Angeles County
10/18/2023	Rowan Vansleve – President	Hope the Mission
10/20/2023	Ricardo Garcia – Chief Public Defender	Los Angeles County
10/20/2023	Lindsay Horvath – Supervisor, 3 rd District	Los Angeles County
10/24/2023	Robert Luna – Sheriff	Los Angeles County
10/25/2023	Ross Maza – Mayor	City of Alhambra
11/08/2023	Brian Williams – Deputy Mayor for Public Safety	City of Los Angeles
11/30/2023	Mark Pestrella – Director	Los Angeles County Department of Public Works
12/04/2023	Minh Le – General Manager	Los Angeles County Energy & Environmental Services
12/04/2023	Alberto Carvalho – Superintendent	LAUSD
12/11/2023	Eunisses Hernandez – Council Member, District 1	City of Los Angeles
12/12/2023	Dr. Sharon Balter – Director of Communicable Disease Control	Los Angeles County Department of Public Health
01/18/2024	Fesia Davenport – Chief Executive Officer	Los Angeles County

ACRONYMS

CEO	Los Angeles County office of the Chief Executive Officer
CGJ	2023-2024 Los Angeles County Civil Grand Jury
CHP	California Highway Patrol
EMD	City of Los Angeles Emergency Management Department
LAPD	Los Angeles Police Department
LASD	Los Angeles County Sheriff's Department
LAUSD	Los Angeles Unified School District

COMMITTEE MEMBERS:

Robert Barrone, Chairperson

Irene Shandell-Taylor

Michelle M. Wilson

Jean C. Holden