

2018 – 2019
Los Angeles County
Civil Grand Jury



FINAL REPORT



2018-2019

LOS ANGELES COUNTY CIVIL GRAND JURY MEMBERS

Nancy Coleman
Michael Rodrigues
Margaret A. Chapman
Renée Jenkins
Eslie James
Marguerite C. Downing

Foreperson
Foreperson Pro-Tem
Secretary
Secretary Pro-Tem
Sergeant-At-Arms
Sergeant-At-Arms Pro-Tem

Norwood J. Davis
George A. Ellis
Ronald A. Evans
Renault Fields
Hector Gonzalez*
Alice B. Grigsby
Judith E. Halloran
Freida K. King

Carl Languaine
Ray Lee
Victor H. Lesley
Carl Moore
Jee Hi Park
Patricia G. Patrick
Betty Smith
Valencia R. Shelton
Joseph F. Young

*deceased

The 2018-2019 Los Angeles Civil Grand Jury Report is Dedicated to

Hector R. Gonzalez

August 31, 1942 – January 21, 2019

A trusted and valued contributing Juror

A patriotic American with heritage tracing to the Tigua, Apache, and Yaqui Tribes

We honor his life and memory. We all will miss him dearly and

We thank him for his service.





County of Los Angeles CIVIL GRAND JURY

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June 28, 2019

The Honorable Sam Ohta, Supervising Judge
Los Angeles Superior Court, Department 100
Clara Shortridge Foltz Criminal Justice Center
210 W. Temple Street
Los Angeles, CA 90012

Dear Judge Ohta:

On behalf of the members of the 2018-2019 Los Angeles County Civil Grand Jury (CGJ), it is my privilege to present you with our Final Report. Our collective hope is that you will find it thorough and thought provoking.

The Civil Grand Jury process is unique and, at times, arduous. It is essential for the members of the Civil Grand Jury to learn about the issues facing the cities, county departments, and special districts within the County of Los Angeles. There were 23 different voices around the table as we sought to learn about the task of defining issues to consider. We heard from more than 48 speakers from 34 agencies ranging from the directors of the largest departments within the county to representatives of advocacy organizations. During these presentations as well as during our 14 tours of county facilities, we asked questions and we received valuable information.

The California Penal Code Section 919(b) requires the Civil Grand Jury to "inquire into the condition and management of the public prisons within the county." To fulfill this statutory requirement the CGJ inspected and prepared a report, contained in this volume, on the condition and management of the jails and holding facilities managed and operated by municipal police departments and the Los Angeles County Sheriff's Department (LASO), County jails, courthouse holding cells, juvenile camps and halls operated by the Los Angeles County Probation Department (LACPD or Probation) within Los Angeles County (County). California Penal Code Section 921 permits the Civil Grand Jury free access, at reasonable times, to the public prisons and to the examination, without charge, of all public records within the County; and this CGJ relied upon this authority during our inspections for records of the inspected facilities.

Simply stated, we function as the "watchdog" for the citizens of the County. The members of the jury come from all five supervisorial districts in the county. We have learned about operations of government in Los Angeles County and how some of the overlapping jurisdictions, whether they serve adults or youth, work to provide services to the County residents. The CGJ must work as a committee of the whole to determine what issues warrant investigations. It is in this vein that the CGJ took it as its responsibility to be mindful to serve as a meaningful check and balance to the special interests that compete for the resources of Los Angeles County.

The CGJ's Final Report contains nine Standing Committee Reports and as well as fourteen Investigation Reports that ranged from issues and problems raised by members' visits to jails, juvenile camps, or from the speakers. Additional investigations were initiated related to the matters raised in the news. Each investigative topic was required to have a super majority vote of fourteen with a minimum of three members working on each investigation. The CGJ analyzed reports prepared by county departments and reports prepared for the Board of Supervisors. We researched the literature and interviewed officials and advocates across the county prior to completing reports. Each investigation contains findings and recommendations that require officials to respond as to the actions they will take based on the reports. Relevant statutes setting forth the timeframe for grand jury actions, judicial review, and responses to grand jury reports are included with the report.

In performing our work, we were fortunate to be able to rely upon the expertise and advice of our two legal advisors, Blaine McPhillips, Deputy County Counsel and Cristina P. Legaspi, Principal Deputy County Counsel. We extend our heartfelt thanks to them as well as to the four outstanding Civil Grand Jury staff members: Mark Hoffman, Waymond Yee, Natalie Rascon, and Alex Madero. We could not have completed our task without their support.

We wish to thank you, Judge Ohta and Judge Gordon, and your colleagues on the Grand Jury Committee, for shepherding us through what can only be described as a unique and valuable opportunity to serve and to learn. I know I speak for all of my fellow jurors when I say that we have gained immeasurably more from our service on the CGJ than we could have ever anticipated when you charged us with this great responsibility during our swearing-in ceremony last July.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Nancy Coleman". The signature is fluid and cursive, written over a light gray rectangular background.

Nancy Coleman
Foreperson
2018-2019 Los Angeles County Civil Grand Jury

The Los Angeles County Civil Grand Jury

The Los Angeles County 2018-2019 Civil Grand Jury served from July 1, 2018 to June 30, 2019. The following provides a broad overview of the Civil Grand Jury – its history, function, and makeup.

HISTORY

A precursor to the present Grand Jury is defined in Article 61 of the Magna Carta, signed by King John of England in 1215. Thus the Grand Jury celebrated its 800th birthday in 2015. English colonists brought the Grand Jury to the United States, enshrining it in the Fifth Amendment to the Constitution, which reads, “No person shall be held to answer for a capital, or otherwise infamous crime, unless on a presentment or indictment of a grand jury”.

CALIFORNIA

California Penal Code § 888 (2017)

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

Each grand jury or, if more than one has been duly impaneled pursuant to Sections 904.5 to 904.9, inclusive, one grand jury in each county, shall be charged and sworn to investigate or inquire into county matters of civil concern, such as the needs of county officers, including the abolition or creation of offices for, the purchase, lease, or sale of equipment for, or changes in the method or system of, performing the duties of the agencies subject to investigation pursuant to Section 914.1.”

Article 1, Section 23, of the state of California’s Constitution requires that each of its 58 counties draw and summon a grand jury (civil or criminal) at least once a year.

LOS ANGELES

Within Los Angeles County, there are two separate Grand Jury systems: Criminal and Civil. The required number of grand jurors is based on the size of the county. Los Angeles County, with a population exceeding 10 million, has 23 members and a designated number of alternatives. The criminal grand jury serves for thirty days. The civil grand jury serves for one year from July 1 to June 30th

FUNCTION

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

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

- It must exercise its powers within the geographical boundaries of Los Angeles County.
- Its subject matter jurisdiction is confined to the exercise of specific statutory powers. The Civil Grand Jury has no jurisdiction or authority to investigate federal and state agencies, nor the courts.
- In carrying out its civil functions, members of the grand jury have no privilege to write or speak with immunity from civil or criminal action.
- With the exception of auditors, it cannot hire experts nor investigators upon its own initiative.
- The grand jury can act only as a body; individual grand jurors have no authority nor official identity except when they sit as members of the jury.
- The powers of the Civil Grand Jury are exercised only at its regular and lawful meetings.

The findings of investigations conducted by the Civil Grand Jury can be communicated only in the Final Report published at the conclusion of the jury's term (June 30). Prior to that, all matters discussed are kept private and confidential.

REQUIREMENTS FOR BECOMING A CIVIL GRAND JUROR

To become a civil grand juror, an individual:

- Must be a United States citizen, 18 years of age or older and a resident of the State of California and Los Angeles County for at least a year immediately prior to service.
- Cannot have been discharged as a Grand Juror in any California court within one year of the beginning date of service.
- Cannot have been convicted of wrongdoing in office or any felony or any other high crime.

- Must possess sufficient knowledge of the English language.
- Must not be an elected public official. As part of the process, prospective jurors are subject to background investigations prior to their being selected.

TERM OF SERVICE

The Civil Grand Jury sits for a term of one year—July 1 until the following June 30. Each July, twenty-three (23) Los Angeles County residents are sworn in to serve for a 12-month term. Civil Grand Jury Service is a full-time job, five days per week. Each Civil Grand Jury establishes its own work schedule. It is recommended that anyone selected to serve should consider the time involved and thoughtfully weigh any and all obligations before accepting the nomination.

The Superior Court Judges nominate persons representing the cultural, ethnic, and diverse life experience of all who reside in Los Angeles County so that the Civil Grand Jury may reflect the many interests and concerns of the citizens. Following the nominations, the selection process for Civil Grand Jurors involves a random choice of prospective jurors and alternatives.

COMPENSATION

Jurors are paid \$60 per day plus mileage and are compensated for only those days worked. Jurors who choose to use public transportation to and from court are reimbursed for the cost of said transportation. Because serving as a juror is considered a voluntary position, no sick or vacation time is accumulated.

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

Los Angeles Superior Court Civil Grand Jury
210 West Temple Street, Room 11-506
Los Angeles, CA 90012-3210
(213) 628-7914
www.grandjury.co.la.ca.us

The 2018-2019 Los Angeles County Civil Grand Jury



Top Row Standing (L-R)

Joseph F. Young; Carl Moore; Renault Fields; George A. Ellis; Freida K. King; Victor H. Lesley; Patricia G. Patrick; Valencia R. Shelton; Ronald A. Evans; Norwood J. Davis

Middle Row Seated (L-R)

Alice B. Grigsby; Betty Smith; Carl Langaigne; Judith E. Halloran; Ray Lee

Front Row Seated (L-R)

Renée Jenkins: Secretary Pro-Tem; Michael Rodrigues: Foreperson Pro-Tem;
Nancy Coleman: Foreperson; Margaret A. Chapman: Secretary
Eslie James: Sergeant-At-Arms

(Not pictured: Marguerite C. Downing; Jee Hi Park)

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ALLEGATIONS OF CHILD ABUSE: WHAT'S HAPPENING AT DCFS?



**Valencia R. Shelton, Chair
Judith E. Halloran
Patricia G. Patrick**

SUMMARY

The death of an infant or child is a devastating experience for the family and all attendant persons involved. If the dead infant or child was a dependent under the auspices and care of the Department of Children and Family Services (DCFS) the death casts a dark shadow upon the staff and the pertinent service provider. Who or what caused the death of the child and did the DCFS staff contribute in some way to that death? What does a child abuse allegation involve from the perspective of the Supervising Children's Social worker (SCSW) and Children's Social worker (CSW) who handle child abuse cases? The dynamics of the abuse allegations and the opening of an investigation are guided by California Penal Codes, Welfare and Institutions Codes and Statutes.

The 2018-2019 Los Angeles County Civil Grand Jury (CGJ) chose to shed light on the actual procedures and processes that caseworkers examine when handling a child abuse allegation. The CGJ selected the Lancaster and Palmdale DCFS offices to conduct this research. These offices have been cast negatively in the public press since the deaths of at least 3 minor children which have occurred at one or more of these offices within the last 5 years in the Service Provider areas (SPA). The August 10, 2018 memo from The Office of Child Protection suggested the following ways to improve child abuse and neglect investigations are:

- Conduct a comprehensive analysis of the use of Structured Decision Making (SDM) related to safety and risk screening, investigations of child abuse and neglect, and case management
- In May 2018, begin a department-wide initiative to:
 - Examine policies, training, and practices for case decision-making
 - Retrain all case workers, supervisors, and regional managers on the proper use of SDM, particularly with regard to safety and risk assessments
 - Retrain workers on how to interview witnesses, when to use forensic exams, and how to handle a child's recanted allegations
 - Strengthen the supervisor/social worker teaming process for making case decisions
 - Refer families who are at high risk of coming back to the system to community-based supports and resources to reduce this risk¹

BACKGROUND

Child abuse is the intentional infliction of injuries to a child which can be of a physical, mental, psychological, or those of a sexual nature by a parent, guardian or other persons². There are "approximately 3 million cases of child abuse and neglect nationwide involving almost 5.5 Million children."³ Caseworkers are tasked with investigating potential acts of neglect, physical and sexual abuse, which may occur within the primary family. Most cases of abuse include an overlap of conditions of abuse, physical and sexual abuse or mental/psychological and physical abuse or worse, a

¹[http://ocp.lacounty.gov/Portals/0/OCF/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCF%20Coordinated%20Response%20to%20Anthony%20A%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880](http://ocp.lacounty.gov/Portals/0/OCF/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCF%20Coordinated%20Response%20to%20Anthony%20A%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880) pg. 20 (accessed 5/06/19)

²Adapted from http://leginfo.ca.gov/faces/codes_displaySection.xhtml?lawCode=PEN§ionNum=273d. (accessed 5-2-19)

³ <https://www.healthychildren.org/English/safety-prevention/at-home/Pages/What-to-Know-about-Child-Abuse.aspx> (accessed 5-2-19)

combination of all three types of abuse. The reason for physical and psychological mistreatment of children within a family are often associated with parental feelings of isolation, stress and frustration.⁴ The Department of Children and Family Services is the title given to the agency which oversees the well-being of the children of Los Angeles County who may be neglected, abused or abandoned by their family or guardian. “A child abuse and neglect case starts when someone reports a concern that: (1) you are abusing your child or not taking care of your child properly, (2) Someone else is abusing your child or not taking care of him or her properly and you are not protecting your child from that, or (3) your child is in danger of being abused or not taken care of properly by you or someone else.”⁵ According to the DCFS website: “The signs of child abuse are:

- Repeated injuries, bruises, welts, burns on a child’s body
- Neglected appearance: children who are often badly nourished, inadequately clothed, are left or seen wandering alone at all hours or it may seem as if no one cares for them
- Disruptive behavior: very aggressive, negative behavior constantly repeated may be a sign of abuse
- Passive withdrawn behavior; when children are excessively shy and friendless
- Parents who are “super critical”; parents who discipline their children frequently and severely may begin to abuse them when unrealistic standards are not met
- Families that are extremely isolated; parents who don’t share in school or community activities and resent friendly contacts and are distrustful of other people”.⁶

The data below provides the number of incidents of child abuse cases and their related costs.

- “About 471,500 babies were born in California in 2017, a decline of 17,000 or 3 percent from 2016 according to the Center for Disease Control data, which is provisional.”⁷ The Los Angeles Board of Supervisors (BOS), Chief Executive Officer (CEO) and the Office of Child Protection are working together to ensure that children and families are given every opportunity to succeed at having a loving, healthy environment to thrive and be safe⁸.
- One third of the children in the DCFS system are age four and under. “A recent national study estimates that 37.4 percent of all children will have a protective services investigation by age 18.”⁹
- “Of all the babies born in Los Angeles County during 2006-2007, 14.6 percent had cases reported to child protective services before age five. The majority of these cases were not serious enough to warrant opening a case. This suggests that people may not know what to do, whom to trust, or where to find help when they suspect a problem is developing”.¹⁰
- “For every incident of child abuse, there is a public cost of \$400,533 over the lifetime of the victim.”¹¹

⁴ Ibid

⁵ www.courts.ca.gov/1205.htm (accessed 5-2-19)

⁶ dcfs.co.la.ca.us/safety/#2 (accessed 5-2-19)

⁷ R <https://www.sacbee.com/news/state/california/article211330979.html> (accessed 5-2-19)

⁸ Adapted from dcfs.co.la.ca.us/safety/#2ocp.lacounty.gov/Portals/OCP/PDF/Prevention/Prevention%20Plan/2017-06-29%20Paving%20the%20Road%20to%20Safety%20for%20Our%20Children.pdf?ver=2018-10-24-073408-057 (accessed 5-2-19)

⁹ Ibid

¹⁰ Ibid

¹¹ <https://chronicleofsocialchange.org/research-related/much-child-abuse-cost-study-says-400k-lifetime>

The lack of coordination of county agencies, i.e. Department of Children and Family Services, DPH, DMH and DPSS to work across platforms inhibits data sharing for cases that these agencies have a stake in and creates delays in needed services being given in a timely manner.¹² Achieving this workplace coordination will take job cooperation on multiple levels. It needs to be determined how child safety and risk are assessed, in what circumstances and by whom this occurs. While the Department of Children and Family Services is the one department whose primary focus is children, many other departments and entities are key partners in serving children and need to be a part of the assessment process.¹³ How and to what extent this happens needs to be specifically defined. During the course of our investigation we learned that improvement is needed in how these different partners communicate and coordinate with each other.

To achieve child safety, the focus areas of the OCP Safety Plan are prevention, safety, permanency, well-being, and cross-cutting approaches¹⁴. One of the priorities of the BOS community based family strengthening approach is contained in **Paving the Road to Safety for Our Children: A Prevention Plan for Los Angeles County** (the plan).¹⁵ The Office of Child Protection staff authored and oversees the implementation of this prevention plan which offers key supports designed to improve parenting skills, enhance child development, increase economic stability and build Supervisors' a strong foundation for positive future outcomes. The implementation of this plan includes coordinating a platform together with existing networks employing this approach so that County leadership can support shared planning with communities and provide more ways for families to access services before their issues escalate.¹⁶

Connecting families early to positive family supports will reduce the number of children and families touched by the child welfare system, as well as decrease the length and intensity of interactions for those who must be involved. Family supports include, home visitation programs at the earliest stages possible, high quality early care and education programs such as child care or preschool and community-level child abuse prevention strategies which highlights the voices of the parents and uses volunteers as peer advocates to raise community awareness about child abuse. The plan's seven strategies are:

- Map out and then weave together existing prevention networks
- Expand the capacity of the Prevention & Aftercare networks
- Create a universal home-visitation system
- Improve access to Early Care and Education programs
- Monitor the overall well-being of communities
- Develop standardized measures of prevention to evaluate our efforts
- Implement prevention strategies identified by county departments

¹² [http://ocp.lacounty.gov/Portals/0/OC/Reports/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OC%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880](http://ocp.lacounty.gov/Portals/0/OC/Reports/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OC%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880)

¹³ Interview with judicial officer 12-18-19

¹⁴ <http://ocp.lacounty.gov/> (accessed 5-2-19)

¹⁵ Paving The Road To Safety For Our Children: A Prevention Plan for Los Angeles County, Los Angeles County Office of Child Protection, June 2017, pg.4, <https://www.propel.la/wp-content/uploads/2017/11/Paving-the-Road-to-Safety-for-our-Children.pdf> (accessed May 2, 2019).

¹⁶ Ibid

According to the OCP these strategies are essential for reducing the number of children and families who come in contact with the child welfare system, as well as the number of families requiring services from other systems.¹⁷ The decision to remove a child from his or her home is a very fact-intensive one, and requires a thorough understanding of the child’s situation within a 30-day investigative time period. “On July 14, 2015, the Los Angeles County Protocol (the Protocol), governing information sharing by the Los Angeles County Child Abuse Multidisciplinary Personnel Team convened pursuant to Welfare and Institutions Code Section 18961.7”. This Protocol was finalized and signed by the County Department of Children and Family Services, Department of Health Services (DHS), Department of Mental Health, Department of Probation (Probation), Department of Public Health, Department of Public Social Services, Los Angeles County Sheriff (LASD) and the Office of the Los Angeles County District Attorney (DA).¹⁸

The Office of Child Protection, along with the Chief Information Officer (CIO) helped to create this Protocol, which is described in the preceding paragraph, and it was reviewed by County Counsel and approved by the Chief Executive Officer. This Protocol governs the sharing of confidential information on alleged perpetrators or others during investigations of child abuse or neglect allegations. On May 2, 2017 the BOS and seven county agencies approved funding of an electronic portal to support child abuse data collection among the agencies listed above. This Protocol allows the children’s social workers to have the means to legally obtain permissible information on the alleged perpetrators to aid their investigations and make better informed decisions.¹⁹ There was no simple way to accurately identify the alleged perpetrators across the various County data systems and access the allowable, up-to-date information directly from each system which led to the establishment by the CIO of the Countywide Master Data Management (CWMDM) which collects data on alleged sexual predators across Los Angeles County. At the present time, three of the County’s agencies are participating in CWMDM; DHS, DMH and DCFS.²⁰

METHODOLOGY

The CGJ collected information and conducted interviews from the following entities:

- Lancaster and Palmdale DCFS offices
- The Office of Child Protection
- The Violence Intervention Project
- The LAC-USC Medical Hub
- Los Angeles County Probation Department
- The High Desert Medical Hub
- Hathaway-Sycamores Child and Family Services
- Researched various websites
- Created a survey to gather data from the respective DCFS staff

¹⁷ Ibid

¹⁸ Ibid

¹⁹ CIO Recommendation: Approve(X) Memo to Board of Supervisors, May 2, 2017, Re: Development of Electronic Portal to Support Child Abuse Investigations, Accessed on (03-04-19)

²⁰ Ibid

INVESTIGATION

The main focus of this report is to determine whether DCFS's procedures used to ensure the safety of the child and the well-being of the primary family are effective. This committee sought to determine the process of conducting an investigation of suspected child abuse from the mindset and work processes of the DCFS staff. Those caseworkers charged with supervising and observing allegations of child abuse need to be cognizant of many factors. Committee members brainstormed and these are some of the questions we asked to gather data on this topic. What does a caseworker need to document before one makes a child abuse report? What paperwork and legal requirements are needed before CSWs reach a substantiated abuse finding? How intensive are the legal court appearances and how much paperwork is required? How many chances does a family with multiple abuse allegations get before a child is removed from the home? During the course of this investigation this Committee learned that abuse allegations are varied and complex in nature and may involve single or multiple occurrences and single or multiple perpetrators. We learned this data by reading a transcript from a criminal Grand Jury.

On June 25, 2013, the Board of Supervisors established the Los Angeles County Blue Ribbon Commission on Child Protection (BRCCP) to review previous child welfare systems reform efforts, barriers to effective systemic performance, and policies and practices within the system²¹. In its final report, *Paving the Road to Safety for Our Children: A Preventive Plan for Los Angeles County*, one of the key recommendations was to establish an entity to oversee one unified child protection system. On June 10, 2014, the BOS adopted the recommendations contained within the BRCCP final report and took action to establish the Office of Child Protection as a separate entity that would report directly to the Board. The OCP will be located in the Executive Office of the Board, with the purpose of prioritizing and improving child safety through better communication, coordination and accountability across agencies involved in the child protection network".²²

The CGJ focused on the work and schedules of casework staff to give insight into the task of eliminating child abuse. Many reports have been written detailing the deficiencies of the workers of DCFS. If the citizens of Los Angeles County expect children to be free of abuse, the CGJ hopes this investigation will shed light on the complexities of investigating child abuse cases.

The CGJ examined the systemic lapses in a child welfare agency when repeated instances of abuse occur and no substantial case resolutions are made before the death of a child. "According to data from the OCP, research suggests that child welfare systems experience pressure because families are not getting the support they need early enough and because some families are referred back to the system over and over again".²³ In some cases where the child died, the CGJ noted a common factor: the suspects were the birth mother and the non-related boyfriend who may reside in the residence.

²¹ www.southernalgrantmakers.org/events/blue-ribbon-commission-child-protection (accessed 03-04-19)

²² Countywide Child Protection Strategic Plan, 2016-2021, Memo, October 20, 2016, Judge Michael Nash (Ret) (accessed 01-04-19)

²³ *Paving The Road To Safety For Our Children: A Prevention Plan for Los Angeles County*, Los Angeles County Office of Child Protection, June 2017, (accessed on 01-04-19)

Steps in Child Abuse Investigation

All requests for Child Abuse cases start with a call to the Child Protection Hotline (CPH). The allegations of suspected child abuse, neglect and /or exploitation may be received by phone, in writing or made in person. The CPH operates 24 hours a day, 7 days a week and can be reached at the following telephone numbers: 1 (800) 540-4000 within California, 1 (213) 639-4500 outside of California and 1 (800) 272-6699 Telecommunications Device for the Deaf. The CPH must identify the types of calls which constitute appropriate child abuse referrals pursuant to law and Structured Decision Making tools.²⁴

Child abuse caseload procedures are mandated by legal statutes from the California Penal Code, California Welfare and Institutions Codes (WIC) and DCFS Policy Guides. Our judicial court system is still paper driven which makes the elimination of some paperwork problematic. During our interviews with DCFS staff we learned that the daily procedures are filled with reams of required legal documents and case paperwork.²⁵ DCFS must cross report every known or suspected instance of child abuse or neglect to law enforcement and the DA's office within 36 hours of receiving the information by way of the Suspected Child Abuse Report (SCAR).²⁶

E-SCARs (as described below) is used by DCFS to electronically transmit the SCAR to all LASD stations, law enforcement agencies inside and outside of LA County and the DA's office. Once the complaint is received, the case is assigned to the appropriate geographical location. The CSW opens a case file to investigate or eliminate the phone referral or set up an open case file if the abuse is substantiated. There are service referrals made to Multi-Disciplinary Teams and designated county agencies as the case file dictates. All necessary medical exams and evaluations are referred to the appropriate agencies according to guidelines dictated by DCFS policy. The DCFS survey responses from Lancaster and Palmdale gave extensive paperwork as a factor which made their job harder.²⁷

It is a necessary and important aspect of the child welfare system that social workers are called upon to investigate reports of the abuse and/or neglect of children. Social workers need to understand that investigating allegations of abuse or neglect means that they are gathering facts or evidence which may be used in a criminal or dependency court case. "Investigations need to incorporate intensive fact-gathering skills (similar to Law Enforcement) utilizing multiple sources, risk identification, use of technology, the recognition of signs of abuse or neglect, interviewing skills, double-checking facts, seeking expert opinions, contacting the relevant mandated reporters and collateral contacts, consultations with supervisors and colleagues and more".²⁸ Recently cited newspaper articles concerning the Anthony A. & Gabriel Fernandez abuse cases underscore the importance of recognizing and tracking multiple reporting's of abuse from the same family.²⁹

²⁴ Los Angeles Department of Children and Family Services Manual, Policy, www.dcfslacounty.gov, dcfs.co.la.ca.us/safety/index.html#3, (accessed 5/06/19)

²⁵ [http://policy.dcfslacounty.gov/default.htm#Child_abuse_and_neglect.htm%3FTocPath%3DIntake%7CReporting%7CChild%20Abuse%20and%20Neglect%20Reporting%20Act%20\(CANRA\)%7C_____0](http://policy.dcfslacounty.gov/default.htm#Child_abuse_and_neglect.htm%3FTocPath%3DIntake%7CReporting%7CChild%20Abuse%20and%20Neglect%20Reporting%20Act%20(CANRA)%7C_____0) (accessed 5-3-19)

²⁶ Ibid

²⁷ Ibid

²⁸ County of Los Angeles Office of Child Protection, "OCP Coordinated Response To The Anthony A. Motion", August 10, 2018, Memo (accessed on 01-15-19)

²⁹ <https://www.latimes.com/local/lanow/la-me-athony-avalos-torture-20180703-story.html> (accessed 5-3-19); <https://homicide.latimes.com/post/mother-gabriel-fernandez-guilty/> (accessed 5-3-19)

In the case of Gabriel Fernandez both mother and live in boyfriend were found guilty of child abuse according to an *L.A. Times* article dated May 24, 2013. As of the writing of this report the mother of Anthony A. and her live in boyfriend have been arrested but the criminal proceedings are pending. An article from *The Chronicle of Social Change* dated August 15, 2018 states “that despite 13 reports of abuse called in against Avalos’ family from 2013 to 2016, there was nearly two years of radio silence between the last report and the boy’s death in June”.³⁰ The CGJ requested information regarding the child abuse deaths of children who were in the care of DCFS and received an email response from DCFS’ “Office of Litigation Management” that the county had paid \$2,708,000 in settlements between the years of 2013-2017 to the families of 6 children.³¹

DCFS conducts community get-togethers called “Forums” which are staged to engage the individuals who live in one of the 8 Service Planning Areas of the county. At these forums, parents are taught parenting skills and given suggestions to resolve conflict within the family in an orderly manner. Parents may not know that discipline may be counted as abuse. The members of this committee explored the types of training and educational classes offered to parents by DCFS. In three deaths that occurred, discipline such as kneeling on grains of rice for hours, being denied food and water or beating the child until severe bruising was evident are recognized as abuse³². In each of the six deaths, there was a common factor: mother of the child and mother’s live-in boyfriend who was not a parent of the deceased child. This is a “red-flag” situation which should be a warning sign to the investigating CSWs. “A 1993 British study found the incidence of abuse was 33 times higher in a household where the mother was living with an unrelated boyfriend”.³³

Both DCFS and LASD use the E-SCARS system to cross-report allegations of abuse. Electronic Child Abuse Report System (E-SCARS) is a web-based system developed by DCFS’ Information Systems Division and the LASD. E-SCARS allows rapid and secure electronic transmission and receipt of suspected child abuse reports between the DA, LASD and other independent law enforcement agencies within Los Angeles County.³⁴ While both DCFS and law enforcement regularly use E-SCARS to cross report allegations of abuse there is little indication of significant investigative collaboration³⁵. Data received from Lancaster and Palmdale caseworkers indicated how LASD personnel from the Child Abuse Unit were not always available to assist in the collection of evidence at the scene of abuse. Yet, there is minimal indication that they collaborate on abuse allegations conducted within their jurisdiction on a regular basis as reported to the committee members during interviews in both the Lancaster & Palmdale offices.

According to data collected from the survey instrument both supervising children’s social worker and children’s social workers stated that a lower caseload would help ease caseworker anxiety and allow CSWs more time to interact with the client’s families and have the time necessary to conduct a more thorough investigation. During our interviews we learned many of the staff assigned to these offices,

³⁰ <https://chronicleofsocialchange.org/subscriber-content/familyfirstact29826/29826>

³¹ Email received from DCFS Office of Litigation Management on January 4, 2019

³² http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=PEN§ionNum=273d. (accessed 5-3-19)

³³ www.old.post-gazette.com/region/state/2001042boyfriend2.asp (accessed on 04-15-19)

³⁴ http://policy.dcfslacounty.gov/default.htm#Child_Protection_Hotline.htm

³⁵ [http://ocp.lacounty.gov/Portals/0/OC/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OC/P%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880pg.5](http://ocp.lacounty.gov/Portals/0/OC/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OC/P%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880pg.5) (accessed 5/06/19)

particularly new hires, do not live in the area which contributes to the high turnover rate. The amount of time used to monitor family office visits were indicated in the survey responses. We observed monitored family visits to allow the parent and child to have supervised time together to maintain the family association if the child is temporarily out of the family home. A monitored visit occurs when the parent or caregiver comes to the DCFS office and is allowed to visit the child in a room with the CSW seated at the open door for the allotted time, normally an hour.

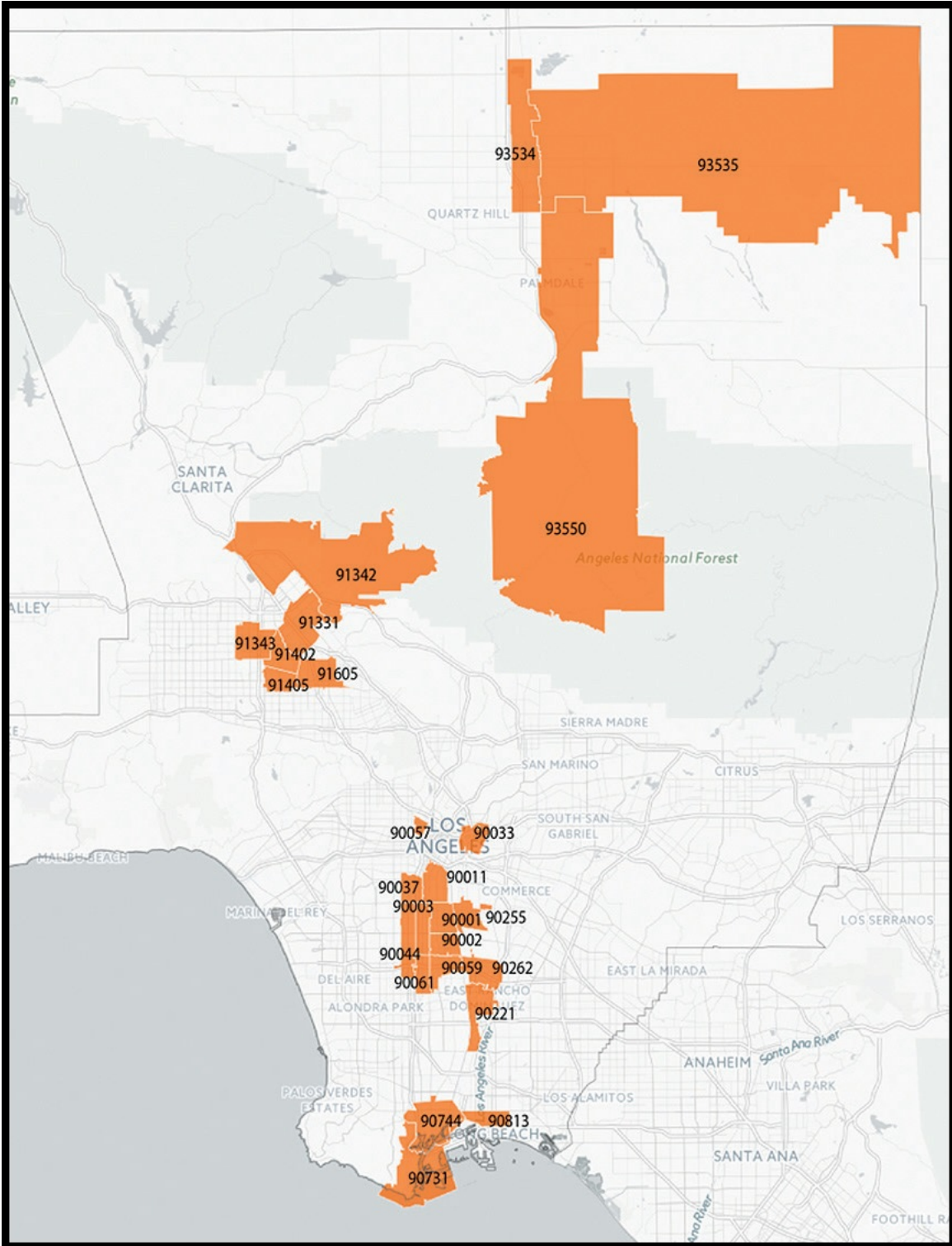
“As of August, 2018, DCFS plans to work with the CEO and Department of Human Resources (DHR) to examine the possibility of extraordinary measures to both recruit and retain highly qualified staff in the Antelope Valley. This may include strategies such as initial assignment bonuses, long-term retention bonuses, transportation allowances, location-based pay differentials, and enhanced specialized training and supports”.³⁶

During interviews the CGJ learned that Supervising Children Social Workers are critical to ensuring that the standard of work produced by individual caseworkers is up to department criteria. The Supervising Children’s Social Workers train Children Social Workers to develop their investigative skills and critical thinking mindsets, promote the thoroughness of reports, and continuously review the quality of the casework. The role of the SCSW is important to the system as the high number of new CSWs recruited is a part of DCFS’ efforts to reduce caseloads. According to DCFS, management recommends a SCSW span of control which is the number of CSWs reporting to the SCSW be at 1:5; as of this report the actual case load for SCSW is 1:6. “Starting in 2015, with the support of the BOS and the CEO, the DCFS has steadily decreased its Countywide Continuing Services (CS) caseload from an average of 24.5 to an average of 19.2 as of August 2018. The Antelope Valley area has experienced mixed success in reducing caseloads. Current caseloads for the Lancaster office are 16.0 (CS), 12.3 Emergency Response (ER). The caseloads for the Palmdale office are 23.2 (CS) and 7.7 (ER)”.³⁷

The Office of Child Protection compiled a map showing Zip Codes of Child Abuse Hot Spots within Los Angeles County. The map shows most of the area of the Antelope Valley and the cities of Van Nuys, Panorama City, Sylmar, Pacoima and North Hills which are within Supervisorial District 5, that is the largest zip coded area. Zip codes within Supervisorial Districts 1 and 2 which encompasses South Los Angeles and the Long Beach area are also included as significant Hot Spots. This information serves to inform DCFS, LASD and Los Angeles Police Department (LAPD) where child abuse is most likely to occur. This map is included because Supervisorial District 5 is the largest district in LA county requiring caseworkers to travel longer distances. This impacts the caseload of individual caseworkers and limits the number of cases they can work on in a short period of time.

³⁶[http://ocp.lacounty.gov/Portals/OCF/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCF%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880](http://ocp.lacounty.gov/Portals/OCF/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCF%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880) pg. 7 (accessed 5/06/19)

³⁷ Ibid



³⁸Paving The Road To Safety For Our Children :A Prevention Plan for Los Angeles County, Los Angeles County Office of Child Protection, June,2017 Memo received on 01-04-19

During the course of this investigation, the Committee drove to the DCFS' Lancaster and Palmdale offices and spoke with staff to get permission to conduct an employee survey. This survey was conducted anonymously and asked only for the caseworker's official job title and specific questions regarding their workload, geographic locations visited during work and the amount of paperwork their position requires to complete a case finding. The survey focused on the social workers' obstacles and successes encountered before completing a case. The Lancaster office lacked responses for the following positions: ER CSW, ER CSWI, CSW DI and CSW II DI. A copy of the CGJ survey used to gather this data is included in the Appendix.

Child Abuse investigations must be completed within thirty (30) calendar days of the initial face-to-face contact. "The purpose of an initial Emergency Response Investigation and Emergency Assessment is to determine: (1) If the child abuse/neglect occurred, (2) If the child's immediate safety is a concern and if it is, the interventions that will ensure the child's protection while keeping the child within the family / or with family members, if at all possible, (3) If there is a risk of future maltreatment and the level of that risk, (4) If continuing DCFS services are needed to address any effects of child abuse/neglect and to reduce the risk of future maltreatment".³⁹

Survey Analysis

The caseloads of all the job titles from Caseworker Trainee (CSW Trainee) to Supervising Children's Social Worker are large (20 to 28 cases per caseworker) which creates extra stress and time lags in completion of work as needed for deadlines. The ideal caseloads for each job category was lower in every category with the exception of Supervising Caseworkers who noted the ideal caseload as one less case. It has been reported that high caseloads have always affected the quality of work for all participants throughout the entire DCFS system as well as judges, attorneys and others. High caseloads have long been an issue in the Antelope Valley (AV) or the High Desert area.

Per the CGJ survey responses the committee learned that CSWs are required to make monthly home visits which are done as a one man unit. Most of the staff are females and they felt unsafe going to home visits alone. The committee also learned that social workers should have comprehensive training on interviewing children, understanding the proper use of Structured Decision Making tools, how to work consistently and effectively with law enforcement when investigating reports of child abuse. Training in investigating allegations of abuse or neglect of children⁴⁰.

In one visit to the courthouse that handles child welfare cases in the Antelope Valley, this CGJ witnessed adults and children scattered all over the floors on all three levels of the building. The size of the courthouse is inadequate relative to the area it serves. This one courthouse handles all juvenile dependency cases in the area.

The Palmdale and Lancaster tables below show that actual caseloads are greater than the ideal caseloads as indicated in the survey.

³⁹ Los Angeles Department of Children and Family Services Manual, Policy, www.dcfslacounty.gov, (accessed 5-6-19)

⁴⁰ [http://ocp.lacounty.gov/Portals/OCP/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCP%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880](http://ocp.lacounty.gov/Portals/OCP/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCP%20Coordinated%20Response%20to%20Anthony%20A.%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880) pg. 4 (accessed 5/06/19)

Survey Findings – Responses from Lancaster DCFS

Job Title	# of staff	Actual Case Load	Ideal Case Load
CSW	4	20; 20; 21; 23	12; 14; 20; 16
CSWI	2	8; 24;	5; 15
CSWII	6	7; 12; 11; 12; 12; 20	6; 5; 7; 5; 12; 10
CSWIII	8	3; 6; 8; 10,21; 21; 21; 25;	8; 5; 8; 12; 15; 15; 20; 7
ER CSW	0		
ER CSWII	0		
CSW DI	0		
CSWII DI	0		
SCSW	4	110; 125; 108; 6 to 1	15; 16; 75; 5 to 1

Survey Findings- Responses from Palmdale DCFS

Job Title	# of staff	Actual Case Load	Ideal Case Load
CSW Trainee	4	23; 0; 3; 18	15; 20; 10; 15
CSW	7	3; 19; 8; 28; 28; 27; 15	5; 15; 10; 15; 18; 22; 15
CSWI	6	29; 26; 21; 30; 28; 28	15; 18; 15; 18; 20; 22
CSWII	15	29; 8; 12; 27; 28; 26; 27; 22; 9; 20; 24; 18; 20; 19; 20	15; 15; 15; 23; 17; 20; 23; 18; 5; 15; 18; 18; 15; 13; 12
CSWIII	9	22; 0; 15; 12; 28; 23; 24; 15; 22	15; 20; 15; 25; 20; 15; 15; 10; 17
ER CSW	1	6	10
ER CSWII	1	11	6
CSW DI	2	17; 16	7; 8
CSWII DI	1	18	10
SCSW	6	6 to 1; 0; 25; 180; 250; 0	5 to 1; 13; 25; 20; 20; 20

Caseworkers must make a written assessment of each child’s safety and well-being based upon the following DCFS variables which **MUST** be documented:

- Health/physical condition including bruises and body marks
- Condition of the home
- Child vulnerability
- Family and or environmental stress
- Parenting skills/discipline used by parents or caregivers
- Parent’s substance abuse
- Availability of day care
- Pertinent medical/psychological/police reports including all attempts to obtain the reports
- Pertinent Collateral Contacts including all attempts to contact Collateral Contacts
- Ability of the family to provide for the safety and well-being of the child
- Impact of any mental health problems of the child and/or parent
- Family’s support system

- Ability of the family to meet the child's immediate needs of supervision, food, clothing, medical/mental health
- Impact of any domestic violence in the family

Investigating Caseworkers may obtain confidential medical and mental health information relevant to an incident of suspected child abuse or neglect **without** submitting a written request per the authority granted by Civil Code 56.10 & 56.104. All allegations are to be investigated thoroughly. Collateral contacts are used by CSWs to help in understanding the nature and extent of the alleged child abuse/neglect and to assess the risk to the child as well as keeping the child safe. Collateral contacts could be neighbors, relatives not living in the home, school teachers, church members, etc. In addition to completing and compiling all of the necessary data in the aforementioned lists, the CSWs are also required to make numerous referrals for services which the family may need.⁴¹

The following represents some of the referrals that CSW's will make to DCFS.

- Assigning the Emergency Response referral to the office where the out-of-home caregiver whom the allegations are made against resides
- Send all case-carrying CSWs and their SCSWs who have a child residing in the home an "Information to CSW" form which notifies that CSW of the referral and what office was assigned to respond to the referral
- FAX the Emergency Response Document and Screener Narrative to Community Care Licensing on a flow basis
- Attach any prior Child Welfare History regarding the caregiver to the referral and the lists of required notifications and follow-ups continue as long as the case is active.

One of the most important duties of the CSW is to order a Forensic Medical Exam when a child is a victim of suspected physical or sexual abuse. The County of Los Angeles has Medical Hub Centers which conduct forensic exams of all types of suspected child abuse. Penal Code Section 13823.11 establishes recommended methods for meeting the minimum legal standards for the collection of evidence. CSWs must order forensic medical exams when child sexual abuse is suspected and they must follow DCFS Protocols⁴². During a visit to the High Desert Medical Hub the CGJ learned that they are in need of supervisory medical staff to ensure that Emergency Response (ER) and Dependency Investigation (DI) cases are seen locally instead of traveling to the Los Angeles Medical Hub at USC.

"Hospitals and health practitioners are required to report to local law enforcement all cases where medical care is sought when injuries may have been inflicted upon a child or minor. A forensic medical exam is to assess a victim's health care needs, to coordinate treatment of any injuries and to collect evidence for use during case investigations and criminal prosecution. Since the body is the crime scene, evidence is time sensitive and may only be present until the victim washes or urinates".⁴³ The CSWs call and set up the initial medical exam and the forensic medical exam (sexual abuse) at one of the Medical Hubs located within Los Angeles County.

⁴¹ Los Angeles Department of Children and Family Services Manual, Policy, Reporting Section www.dcfslacounty.gov (accessed 5/06/19)

⁴² <http://fris.org/SANes/WhatisExam.html> (accessed 5/06/19)

⁴³ <http://fris.org/SANes/WhatisExam.html> pg.1 (accessed 5/06/19)

A Forensic Medical Examination specifically includes:

- Support and crisis intervention
- Information gathering from the victim for the forensic medical history
- An examination/medical assessment
- Coordination of treatment of injuries
- Documentation of biological and physical findings
- Collection of evidence from the victim’s body
- Information, treatment and/or referral for sexually transmitted infections, pregnancy and other non-acute medical concerns
- Follow-up care as needed to facilitate additional healing, treatment or collection of evidence”⁴⁴

The high caseloads of DCFS affect the quality of work done by all concerned within the child welfare system⁴⁵. Through our research the CGJ learned that the Antelope Valley experienced a surge in growth in the last twenty years as housing prices decreased in the area and many families with children moved into the available housing⁴⁶. Moreover, high caseloads have long been an issue in the Antelope Valley. This issue has been lessened by the hiring of an increased number of social workers over the past few years but according to survey results the CGJ received, it is still a major concern.⁴⁷

The table below shows the top 25 community areas of families, with zip codes, in Los Angeles County who have the highest need of public services, which can be financial, housing services or educational services to prevent child abuse. This table is given to indicate to the public the cities corresponding to the map which shows the Hot Spot zip codes within Los Angeles County.

These high areas include Palmdale with a need ranking of 1, South Los Angeles with a need ranking of 2, Long Beach with a need ranking of 3, Panorama City with a need ranking of 4, Athens with a need ranking of 5 and Lancaster scored low with a need ranking of 49.

<u>Zip Codes</u>	<u>County Location</u>	<u>Prevention Need Ranking</u>
93550	Palmdale/Lake Los Angele	1
90003	South L.A.	2
90813	Long Beach	3
91402	Panorama City	4
90044	Athens	5
90002	Watts	6
90059	Watts/Willowbrook	7
91405	Van Nuys	8
90057	Westlake	9
90255	Huntington Park/Walnut Park	16

⁴⁴ <http://fris.org/SANes/WhatisExam.html pg.1> (accessed 5/06/19)

⁴⁵ [http://ocp.lacounty.gov/Portals/OC/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCPCoordinated%20Response%20to%20Anthony%20A%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880 pg. 6](http://ocp.lacounty.gov/Portals/OC/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCPCoordinated%20Response%20to%20Anthony%20A%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880 pg. 6) (accessed on 5/06/19)

⁴⁶ <https://www.kcet.org/shows/artbound/the-shifting-demographics-of-antelope-valley-and-developments-consequences>

⁴⁷ [http://ocp.lacounty.gov/Portals/OC/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCPCoordinated%20Response%20to%20Anthony%20A%20Motion%20\(08-10-18\).pdf?ver=2018-10-24-073730-880 pg. 6](http://ocp.lacounty.gov/Portals/OC/PDF/Reports%20and%20Communication/Anthony%20A.%20Consolidated%20Report/OCPCoordinated%20Response%20to%20Anthony%20A%20Motion%20(08-10-18).pdf?ver=2018-10-24-073730-880 pg. 6) (accessed on 5/06/19)

<u>Zip Codes</u>	<u>County Location</u>	<u>Prevention Need Ranking</u>
90011	South L.A.	18
90061	South L.A.	19
90001	Florence/South L.A.	20
90037	South L.A.	21
91331	Arleta/Pacoima	25
90221	East Rancho Dominguez	26
91605	North Hollywood	27
91342	Lake View Terrace/Sylmar	29
90262	Lynwood	33
90731	San Bernardino/Terminal Island	37
90033	Boyle Heights	40
93535	Hi Vista	43
91343	North Hills	45
90744	Wilmington	46
93514	Lancaster	49

The following table shows the attrition rate of newly hired Children’s Social Workers.

ALL DCFS Offices	CY 2013	CY 2014	CY2015	CY2016	CY2017	CY2018
Terminated Within 12 Months	36	79	66	72	48	3
Total Hired	173	526	601	682	553	288
Attrition Rate	20.81%	15.02%	10.98%	10.56%	8.66%	1.04%

This data shows that DCFS lost a large number of new hires within the first 12 months of work.

Lancaster DCFS	CY2013	CY2014	CY2015	CY2016	CY2017	CY2018
Terminated Within 12 Months	1	7	1	10	7	0
Total Hired	11	41	32	71	41	0
Attrition Rate	9.09%	17.07%	3.13%	14.08%	17.07%	0.00%

The table below shows the attrition rates for the Palmdale DCFS office

Palmdale DCFS	CY2013	CY2014	CY2015	CY2016	CY2017	CY2018
Terminated Within 12 Months	3	4	4	9	3	0
Total Hired	12	38	31	72	31	23
Attrition Rate	25.00%	10.53%	12.90%	12.50%	9.68%	0.00%

According to the survey responses, the major factors contributing to the high attrition rate are the long travel times to get to and from work and to destinations required for the job, along with the mountains of legal forms the caseworkers are required to complete. As a result of the survey it was reported by caseworkers that they are unable to transfer out of the office until someone of equal seniority transfers in.

The Lancaster and Palmdale offices are farther away from the heart of Los Angeles County than any other regional offices and remains sparsely populated. Because of its location in the County and the large expanse of area it covers, work issues related to travel time and use of personal vehicles to pick-up children for monitored visits and family therapy were cited by CSWs and SCSWs as another hindrance to doing their best job.

The CGJ received data regarding the Interstate Compact on the Placement of Children (ICPC) and Interjurisdictional Placements which were established in 1960. This federal law was enacted to protect the child and allow for family contact if the next of kin is out of state. The ICPC allows for the child to be placed with family or caregivers who may live out of state and the child remains under DCFS jurisdiction. The CGJ discovered that there are CSWs and SCSWs with cases in Nevada, Illinois, Indiana, Texas as well as Riverside, San Diego and Kern Counties.

This is another required job factor which can create lags in case completion and challenges to staff when they have to travel out of state to bring a child to California for required jurisdictional hearings or monitored family visits. The CGJ learned from staff during the course of this investigation that for Interstate Compact on the Placement of Children visits involving rental cars, the County reimburses them \$.06 per mile. The County standard rate of gas mileage in the state of California is \$.55 per mile.

In an August 10, 2018 memo addressed to the Board of Supervisors, the OCP suggests that DCFS should work with the CEO's office and the Department of Human Resources to examine the possibility of using extraordinary measures to recruit and retain highly qualified staff in the Antelope Valley.

FINDINGS

1. The DCFS surveys from Lancaster and Palmdale gave extensive paperwork as a factor which made their job more difficult.
2. The lack of coordination between multiple county agencies to work across platforms inhibits data sharing of cases which prevents services from being delivered in a timely manner.
3. BOS, CEO and OCP are working together to ensure that children and families are given every opportunity to succeed at having a loving, healthy environment to thrive and be safe.
4. The CGJ found that DCFS staff are hampered by the lengthy distances travelled daily between home, work and the various client locations. This creates an added stressor to all staff.
5. The CGJ found that staff were required to travel out of state due to the ICPC regulations which ensures the safety and stability of placements of children across State lines.
6. The CGJ found that all levels of staff from CSW trainee to SCSW were understaffed. This adds to job uncertainty and the inability to complete case paperwork required by judicial statutes in a time laden system.

7. The CGJ found that the Lancaster and Palmdale offices do not have enough staff with seniority to adequately support the new hires and maintain a competent working organization
8. The CGJ found the BOS, CEO and OCP are studying the implementation of extraordinary measures (initial assignment bonuses, transportation allowances, location based pay differentials, etc.) to hire and retain staff at the Antelope Valley offices.
9. The CGJ found staff at both area offices of the AV felt unsafe going to home sites and required visits alone.
10. The CGJ found that DCFS staff is stymied by the lack of community based resources within the Antelope Valley area for their caseloads.
11. The CGJ found that current DCFS staff members feel they need relevant job training and asked for laptops to enter data at the site of home visits to avoid case errors.
12. The CGJ found staff should receive a variety of mandatory training in and around the county.
13. The CGJ found that the coverage of the vast area of Antelope Valley made hardship demands on staff and their personal vehicles.
14. The CGJ found staff uses their personal vehicles for job tasks and requested Department issued gas cards to allow them to travel to required job sites.
15. The CGJ found that DCFS staff are paid \$.06 per mile for all out-of-state gas expenses when using rental cars.
16. Employee job satisfaction is hindered by office prohibitions to transfer out of Antelope Valley.
17. The CGJ found that delays in Law Enforcement showing up at abuse scenes left CSWs lacking in knowledge and skills to preserve evidence at the scene.
18. The Committee found that the E-SCARS reporting between LASD and DCFS was not coordinated to prevent cross-over underreporting.
19. The CGJ found that area police and sheriff personnel were not available at times of critical need for Emergency Response to E-SCARS Child Abuse incidents.
20. The CGJ found that the Medical Hub at the High Desert office is in need of supervisory medical staff to ensure that Emergency Response (ER) and Dependency Investigation (DI) cases are seen locally instead of traveling to the Los Angeles Medical Hub at USC.

RECOMMENDATIONS

- 1.1 The CGJ recommends that the Board of Supervisors provide incentives such as initial assignment bonuses, long-term retention bonuses, transportation allowances, location-based pay differentials, and enhanced specialized training and support to recruit and retain highly qualified staff in the Antelope Valley.
- 1.2 The CGJ recommends that the Board of Supervisors and DCFS allocate more staff at both the Lancaster and Palmdale offices to ensure optimum efficiency.
- 1.3 The Board of Supervisors should increase the budget allotment to DCFS to provide county vehicles which can be used by staff to conduct home visits and mandated court appearances.
- 1.4 The CGJ recommends that the Board of Supervisors should provide gas cards to caseworkers to travel the vast areas that the geographical of Lancaster and Palmdale encompass.
- 1.5 DCFS should establish training on the completion of judicial forms used for required statutes and WIC codes and how to complete all such forms.
- 1.6 DCFS should secure law enforcement level training for SCSWs and CSWs regarding evidence collection, photographing evidence of abuse and preservation of the scene of a child's death.
- 1.7 DCFS and LASD should coordinate efforts to eliminate system delays in emergency calls for assistance from DCFS.
- 1.8 The CEO and Board of Supervisors should raise the out of state mileage rate from \$.06 a mile to that of the standard used by Los Angeles County Department MOUs- \$.55 per mile.
- 1.9 DCFS should establish a safety procedure which mandates a two-person response team to all home and other client related visits for the personal safety of the caseworkers.
- 1.10 The High Desert Medical Hub should be fully staffed and open daily.
- 1.11 The Department of Public Health, DCFS, LASD, and LAPD should conduct abuse education classes within the hot spot zip codes.
- 1.12 DCFS should conduct parenting skill classes that address the mother/live-in-boyfriend "red-flag" dynamic.
- 1.13 DCFS, DHS, DMH, Probation, DPH, DPSS, LASD, and The Los Angeles District Attorney should develop a child protection data base system which includes adequate resources, training, cross-training, performance evaluation, follow-up, and oversight to lessen the occurrence of undetected child abuse.

REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report and files it with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05 (a) and (b). All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
 Los Angeles County Superior Court
 Clara Shortridge Foltz Criminal Justice Center
 210 West Temple Street, Eleventh Floor-Room 11-506
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Department of Children and Family Services	1.1,1.2,1.3,1.5,1.6,1.9,1.12,1.13
Department of Mental Health	1.1,1.13
Department of Public Health	1.1,1.11,1.13
Department of Public Social Services	1.13
Los Angeles County Board of Supervisors	1.1,1.2,1.3,1.4,1.8,1.9,1.13
Los Angeles County CEO	1.1,1.2,1.3,1.4,1.8,1.9,1.13
Los Angeles County District Attorney	1.13
Los Angeles County Sherriff's Department	1.6,1.11,1.13
Los Angeles Police Department	1.6,1.11,1.13
Office of Child Protection	1.1,1.13
VIP Los Angeles County Medical Hub	1.10

ACRONYMS

AV	Antelope Valley
BOS	Board of Supervisors
BRCCP	Blue Ribbon Commission on Child Protection
CEO	Chief Executive Officer
CGJ	Civil Grand Jury
CIO	Chief Information Officer
CPH	Child Protection Hotline
CS	Countywide Continuing Services
CSW	Children's Social Worker
CWMDM	Countywide Master Data Management
DA	District Attorney
DCFS	Department of Children and Family Services
DI	Dependency Investigation

DHR	Department of Human Resources
DHS	Department of Health Services
DMH	Department of Mental Health
DPH	Department of Public Health
DPSS	Department of Public Social Services
ER	Emergency Response
E-SCARS	Electronic Suspected Child Abuse Report System
ICPC	Interstate Compact on the Placement of Children
LAPD	Los Angeles Police Department
LASD	Los Angeles Sheriff's Department
OCP	Office of Child Protection
Probation	Department of Probation
SCAR	Suspected Child Abuse Report
SCSW	Supervising Children's Social Workers
SPA	Service Provider Areas
SDM	Structured Decision making
WIC	Welfare and Institutions Code

COMMITTEE MEMBERS

Valencia R. Shelton, Chair
 Judith E. Halloran
 Patricia G. Patrick

ACKNOWLEDGEMENTS

The Civil Grand Jury would like to acknowledge all the DCFS staff at both the Lancaster and Palmdale offices for their prompt response to the request for data to complete this report. The Committee thanks you for your honest appraisals of a complex, paper-driven job of which you are an integral part. The Civil Grand Jury would like to acknowledge the staff of the Office of Child Protection for sharing their time and knowledge about keeping the children of Los Angeles County safe. The CGJ also acknowledges the staff at the Medical Hub Center at USC for the sharing of data on the Hub services provided to the child welfare system.

APPENDIX

Civil Grand Jury Survey Form

2018-2019 Los Angeles Civil Grand Jury

Department of Children & Family Services Survey – Lancaster and Palmdale

Job Title: _____ Date: _____

What is your case load?

What do you feel the ideal caseload would be?

List the type of services you provide as a Children’s Social Worker or Supervising Children’s Social Worker?

What is your service provider area (what is the geographical area your cases fall in, list the cities or unincorporated areas)?

List three things that you feel makes your job more difficult (i.e. Number of cases, travel distance, number of forms to fill out, etc.).

List three things that would make your job easier:

What is the approximate number of cases in your caseload in which children are removed from the home due to abuse?

Do you feel safe doing your job

_____?

How often do you use law enforcement when going on home visits?

How often do you prepare cases for a judicial hearing?

How long does it take?

Does it require specialized knowledge?

What is your mode of transportation when making home visits (personal vehicle, company car, etc.)?

Do you have any other concerns?

Do you have any suggestions that you feel would help you to serve the children and families of the Lancaster region better?

ARREST & TRANSFER
LAPD: IS “PROTECT & SERVE” BEING COMPROMISED?



Ronald A. Evans, Co-Chair
George A. Ellis, Co-Chair
Marguerite C. Downing
Carl Moore

ARREST & TRANSFER

LAPD: IS PROTECT & SERVE BEING COMPROMISED?

An Inquiry into the History and Status of Los Angeles Police Department's (LAPD) Shuttered Community Station Jails and its Impact on Response Time For Service and Safety

SUMMARY

In 2011 the LAPD was forced to close a number of its community station jails due to budgetary constraints¹.

One of the mandates of the Los Angeles County Civil Grand Jury (CGJ) is to inspect every jail within Los Angeles County. During these inspections, members of the 2018-2019 CGJ discovered that the LAPD had “temporarily closed”² jails in five of its community stations, namely: Devonshire, Foothill, Harbor, Southwest, and Wilshire. Further inquiries by the CGJ determined that closing these community jails required officers to transport arrestees to regional jails (77th Street, Metropolitan Detention Center (MDC), and Van Nuys) for booking. This is a practice that the CGJ came to refer to as “Arrest and Transfer.”

Interviews with a number of community stations identified that when transporting arrestees to the regional jails for booking, patrol units were having to drive longer distances and increased travel times, and also endure longer wait times than they had prior to the closing of the community station jails.

During interviews with the community stations, the CGJ learned that transporting arrestees to the regional jails often took patrol units far outside of their patrol areas for extended periods—often two or more hours at a time. We also learned:

- When patrol units are outside of their community station area and unavailable to respond to calls of any level this, at times, contributes to an increase in response times to citizens' calls for service.
- In addition to public safety being a concern, officer safety can also be jeopardized due to there being a reduced number of patrol units available to respond in the community station patrol area.
- Transporting arrestees who are in need of medical care to a regional jail also results in additional wait times. If the arrestee is in need of medical care, this is likely to cause unscheduled overtime, especially when a second patrol unit has to be dispatched to relieve the first patrol unit.

¹ <https://www.scpr.org/news/2010/06/14/16178/la-city-officials-consider-jail-closures-staff-rea/>

² as reported on the www.LAPDonline.org website

BACKGROUND

In 2011 the LAPD announced its plan to close a number of community Police station jails (referred to as area jails). There were two reasons for these closures: First was that the planned commissioning of the MDC (a new jail facility built specifically to replace the Parker Center jail in downtown Los Angeles) required considerably more jail staff due to its “pod” design. Second, due to budget cuts, a city-wide hiring freeze was enacted, which affected the recruitment of detention officers who are civilian employees. The solution was to re-assign detention officers from five of the eight area jails (Devonshire, Foothill, Harbor, Southwest, and Wilshire), resulting in the closing (shuttering) of these jails.

From past media reports and from information gained during interviews with multiple departments of the LAPD, the City of Los Angeles and other agencies we interviewed, the following timeline of events was compiled:

- 2008: The City’s financial constraints resulted in a citywide hiring freeze on civilian employees. This hiring freeze affected the recruitment of detention officers and continued through 2013.
- 2009: The new jail at Harbor Community Station was opened for service.
- 2011: The jail at Harbor Community was shuttered.³
- 2013-16: Due to a shortage of detention officers, sworn officers were assigned to detention officer duties at the regional jails.⁴
- 2015: There were 90 sworn officers assigned to MDC to perform detention duties.
- 2017: Recruitment of detention officers was resumed and the Detention Officer Academy was re-opened.
- 2018: In February the first new class of detention officers graduated from the academy.

METHODOLOGY

The CGJ was mandated to conduct inspections of detention facilities, which included shuttered LAPD Community Police Station jails. Due to the factors listed below, the CGJ formed an investigative committee to determine whether shuttering of the jails negatively impacted any of the following areas of concerns:

- Community safety
- Officer safety
- Call response time
- Officer morale
- Increase in unplanned overtime.

³ <http://www.sanpedrobeacon.com/2014/07/17/no-plans-in-sight-to-open-empty-harbor-division-jail/>

⁴ <https://www.lapd.com/article/nearly-90-lapd-officers-be-reassigned-street-patrol-jail-duty>

The CGJ interviewed members of the following agencies:

- L.A. City Chief Administrative Officer
- L.A. City Council (a member)
- The Los Angeles Police Protective League (LAPPL)
- LAPD (Command Staff throughout the organization)
- L.A. City Personnel
- Los Angeles Sheriff's Department

In many interviews both rank and file officers and command staff expressed their desire to have the shuttered jails reopened. The one notable exception to this was the interview with the team at the Wilshire Community station who felt they had not been significantly impacted by the closure of their station jail.

The CGJ reviewed available statistics online and requested statistics from the LAPD to determine how the jail closures impacted officer and community safety.

INVESTIGATION

The investigation into the Arrest & Transfer practices of the LAPD confirmed many of the concerns regarding community and officer safety. From multiple interviews with LAPD Community Station staff we learned that oftentimes there are insufficient numbers of patrol units immediately available to respond to calls. How units are assigned and dispatched was explained to us and described in detail more than once, including that the Computer Aided Dispatch System receives, dispatches and tracks all calls and when required can assign patrol units from adjacent areas to respond. The extra travel time to reach the call location was viewed as a concern regarding impact on community safety and heightening risk to officer safety.

The CGJ learned from interviews with LAPD Custody Services Division and LAPD Community Station staff that arrestees who have non-emergency, non-urgent medical or mental health issues are transported to a regional jail. Pre-booking delays are encountered while waiting for medical assessments at the dispensary, and, while each of the three regional jails have multiple booking windows, there is accommodation for only one arrestee at a time to receive a medical assessment at the dispensary causing long lines and lengthy processing times.

Interviews with community station officers made us aware that during an arrest, arrestees often state that they have a medical condition. LAPD officers follow specific procedures which include asking the question, "Are you sick, ill or injured?", and an affirmative response results in the need for medical assessment by the dispensary at the regional jail. Regarding the percentage of arrestees require medical assessment we learned that approximately 50% of all arrestees require processing through the dispensary or a contract hospital; and approximately 40% of those require transport to a medical facility on an urgent-care basis following their medical assessment. This process adds to the officer's wait time as indicated in the following chart.

The following chart was compiled in an effort to summarize and articulate our understanding of best case and typical wait times at a Regional jail when transporting arrestees. The times shown do not include transportation travel time.

Arrestee Status / Action Matrix

Arrestee Medical / Mental Health Condition	Patrol Unit Action	Typical Wait Time
None	Transport by Patrol Unit to Regional Jail	10-20 mins.*
Yes, Non-urgent Medical	Transport by Patrol Unit to Regional Jail	20-75 mins.*
Yes, Urgent Medical	Decision: Transport by Patrol Unit to Urgent Care or 9-1-1	30-120 mins.
Yes, Emergency Medical	9-1-1	30-75 mins
Mental Health – Non severe	Transport to Regional Jail	30-90 mins
Mental Health – Severe	Transport to Twin Towers	90-120 mins

*Times for Regional Jails for reported “Drop and Go” assisted transfers of custody are 5-10 mins and 10-20 minute ranges respectively.

During interviews, the CGJ was informed of a pilot program called “Drop and Go” which is referenced in the above chart. This program transfers custody responsibilities to designated Dispensary Support Officers (DSOs), who will be utilized for arrestees who do not require a medical assessment. Drop and Go has been effective in reducing delays; this is supported by data provided to the CGJ. This program has been demonstrated at all three regional jails (77th St., MDC, and Van Nuys). As indicated in the above chart, the typical wait time was shown to be reduced significantly for an estimated “one-third or more” of arrestees during the reported “Drop and Go” assisted transfers.

The justification for closing these jails was primarily a financial decision made in 2010-2011 during a period when, as confirmed in a CGJ meeting with the City of Los Angeles, the City’s finances were very constrained. In interviews with several LAPD community stations, the CGJ learned that when transporting arrestees to the regional jails, booking delays were believed to be contributing to the additional cost of unplanned overtime, a cost increase that should be taken into account. However, the LAPD informed the CGJ that there was no mechanism in place to track overtime hours associated specifically with Arrest & Transfer.

The CGJ requested call response time statistics for each of LAPD’s 21 Community Police Stations for the years 2010-2018 is detailed in the table that follows. The data were broken down in three main categories:

- Urgent/Life Threatened - Code 3,
- Urgent/Life Not Threatened - Code 2, and
- Non-coded.

The three following tables provide data that was extracted for the Community Stations that were reported as being most impacted by closure of Community Station jails.

LAPD Response Times

Extracted Summary Data

1. CODE 3 Call Response Times (mins)

Community Station	Bureau	2010	2011	2012	2013	2014	2015	2016	2017	2018
Devonshire	Valley	7.48	7.10	7.22	7.33	7.23	7.20	7.67	7.13	7.12
Foothill	Valley	7.05	6.63	6.52	6.73	7.23	6.62	6.87	6.50	6.90
Harbor	South	6.40	6.43	5.98	6.28	6.42	6.03	6.68	6.52	6.07
Southwest	South	5.43	5.43	5.65	5.90	6.67	6.07	6.15	5.93	5.67
Topanga	Valley	6.33	5.95	5.88	6.27	6.53	6.08	6.45	6.68	6.75
West Los Angeles	West	7.57	7.40	7.48	7.20	7.68	7.73	7.48	7.45	7.95
West Valley	Valley	6.38	5.98	6.10	6.27	6.45	5.83	6.25	6.87	6.48
	Dept. Range	4.48 - 7.57	4.32 - 7.40	4.32 - 7.22	4.48 - 7.33	4.60 - 7.68	4.53 - 7.73	4.70 - 7.67	4.50 - 7.45	4.72 - 7.95
	Dept. A'vge	5.94	5.76	5.76	5.99	6.27	5.97	6.23	6.22	6.18
	Increase over Year 2010	0.00%	-3.03%	-3.03%	0.84%	5.56%	0.51%	4.88%	4.71%	4.04%

Indicates response time exceeds Response Time standard
 Indicates response time exceeds Department average

The data shows that for Code 3 calls, the average response time was maintained from year-to-year, with the 2018 figure being only a small variance from 2010. There was no major variance in other years. For Code 2 calls, however, the 2018 figure is 20% higher than that reported for 2010. The average response time for Non-coded calls reported for 2018 is 60% higher than that reported for 2010.

2. CODE 2 Call Response Times (mins)

Community Station	Bureau	2010	2011	2012	2013	2014	2015	2016	2017	2018
Devonshire	Valley	17.65	17.10	17.65	18.23	17.58	18.45	19.85	19.28	n/a
Foothill	Valley	18.92	18.60	18.17	18.80	18.08	18.23	20.68	19.58	n/a
Harbor	South	17.57	17.07	16.37	14.88	17.47	17.47	20.63	19.65	n/a
Southwest	South	17.43	16.25	18.12	17.48	19.85	18.07	19.60	21.12	n/a
Topanga	Valley	17.32	15.90	16.93	19.03	18.57	18.33	19.78	20.90	n/a
West Los Angeles	West	18.23	19.07	19.17	18.78	19.48	20.35	20.75	20.35	n/a
West Valley	Valley	15.88	15.88	15.77	15.70	15.65	15.58	17.85	20.98	n/a
	Dept. Range	12.17 - 18.92	11.97 - 19.07	11.97 - 19.48	12.47 - 19.68	11.85 - 20.20	13.08 - 20.48	14.97 - 22.13	15.27 - 22.48	
	Dept. A'vge	16.41	16.41	16.78	17.35	17.52	17.68	19.53	19.83	n/a
	Increase over Year 2010	0.00%	0.00%	2.25%	5.73%	6.76%	7.74%	19.01%	20.84%	

3. Non-Code Call Response Times (mins)

Community Station	Bureau	2010	2011	2012	2013	2014	2015	2016	2017	2018
Devonshire	Valley	33.03	30.12	31.27	31.55	n/a	35.33	39.03	40.60	40.17
Foothill	Valley	41.03	38.00	39.08	38.58	n/a	36.13	42.35	41.35	51.68
Harbor	South	36.70	34.15	32.20	36.82	n/a	35.65	44.40	45.33	39.98
Southwest	South	36.58	33.08	41.52	36.17	n/a	41.55	48.65	65.82	n/a
Topanga	Valley	34.78	30.72	32.53	38.95	n/a	41.83	46.72	58.40	59.88
West Los Angeles	West	32.37	33.53	34.77	32.87	n/a	39.80	40.73	40.73	52.82
West Valley	Valley	33.05	32.75	32.02	31.03	n/a	31.92	40.30	56.02	63.98
	Dept. Range	21.22 - 41.03	21.28 - 38.82	21.8 - 42.63	22.18 - 42.00	n/a n/a	23.80 - 45.15	29.30 - 51.83	34.43 - 68.40	42.03 - 75.38
	Dept. A'vge	33.75	33.11	34.32	34.63	n/a	37.45	43.24	49.62	53.53
	Increase over Year 2010	0.00%	-1.90%	1.69%	2.61%		10.96%	28.12%	47.02%	58.61%

Averages are, of course, averages. Regarding best and worst case response times, the jury did not have sufficient time to do a detailed historical analysis for each of the 21 LAPD areas. The department has standards of seven minutes for Code 3 calls but none for the other calls for service. Our analysis of the data for Code 3 calls for each of the LAPD areas did not highlight any alarming increases. However, there was a significant increase in the average response time for Non-coded calls.

Due to the long wait times, the officers become frustrated since they are not performing their regular duties. This has a negative effect on officers' morale and this was confirmed as a concern in interviews with rank and file and command staff of several LAPD community stations.

Adding dispensary staff and detention officers at all three regional jails may reduce the added wait times incurred at booking. However, travel time is still an issue of the Arrest & Transfer process. The mileage and travel times shown in the table below were compiled by utilizing Google Maps. The lower travel time shown is the estimated travel time with no traffic hold-ups and the higher travel time shown is the estimated travel time during typical heavy traffic.

Distances and Travel Times from LAPD Stations to Regional Jails

<u>To MDC, 180 N Los Angeles St, Los Angeles, CA 90012</u>	<u>Miles</u>	<u>Time*</u>
From Central Community Police Station – Central Bureau, 251 East Sixth Street, Los Angeles	1.1	16-24
From Hollenbeck Community Police Station – Central Bureau, 2111 E. First Street, Los Angeles	2.0	15-24
From Newton Community Police Station – Central Bureau, 3400 Central Avenue, Los Angeles	3.4	22-45
From Northeast Community Police Station – Central Bureau, 3353 San Fernando Road, Los Angeles	5.6	24-40
From Olympic Community Police Station – West Bureau, 1130 South Vermont, Los Angeles	3.8	22-45
From Rampart Community Police Station – Central Bureau, 1401 W. Sixth Street, Los Angeles	2.1	17-32
From Wilshire Community Police Station – West Bureau, 4861 West Venice Boulevard, Los Angeles	7.5	18-45

* Time includes 10 minutes allowance for loading and unloading. Typical time for mid P.M. weekday.

<u>To 77th St. 7600 Broadway, Los Angeles, CA 90003</u>	<u>Miles</u>	<u>Time*</u>
From Harbor Community Police Station – South Bureau, 2175 John S. Gibson Blvd., San Pedro	15.5	30-40
From Southeast Community Police Station – South Bureau, 145 W. 108th Street, Los Angeles	2.4	15-22
From Southwest Community Police Station – South Bureau, 1546 West MLK Blvd, Los Angeles	4.3	20-36
From West Los Angeles Community Station – West Bureau, 1663 Butler Avenue, Los Angeles	7.6	30-50

* Time includes 10 minutes allowance for loading and unloading. Typical time for mid P.M. weekday.

<u>To Van Nuys, 6240 Sylmar Avenue, Van Nuys, CA 91401</u>	<u>Miles</u>	<u>Time*</u>
From Devonshire Community Police Station – Valley Bureau, 10250 Etiwanda Avenue, Northridge	9.9	32-60
From Foothill Community Police Station – Valley Bureau, 12760 Osborne, Pacoima	6.6	26-45
From Mission Community Police Station – Valley Bureau, 11121 Sepulveda Blvd., Mission Hills	8.5	28-50
From North Hollywood Community Station – Valley Bureau, 11640 Burbank Blvd., North Hollywood	4.2	20-34
From Topanga Community Police Station – Valley Bureau, 21501 Schoenborn St., Canoga Park	13.8	36-65
From West Valley Community Police Station – Valley Bureau, 19020 Vanowen Street, Reseda	6.4	26-50

* Time includes 10 minutes allowance for loading and unloading. Typical time for mid P.M. weekday.

The CGJ acknowledges that the growing number of arrestees with mental health issues is a problem that presents an ongoing challenge to the LAPD. In several interviews, it was disclosed that there exists a team within the LAPD called the Mental Evaluation Unit (MEU) which includes the System-wide Mental Assessment Response Team (SMART). “This team works with people suspected of having mental illness. The MEU’s mission is to reduce the potential for violence during police contacts involving people experiencing mental illness while simultaneously assessing the mental health services available to assist them.”⁵ The MEU is located in the Downtown Los Angeles area and is not readily available citywide.

Recruitment of additional detention officers will allow the department to reopen the shuttered jails. Recruitment of additional dispensary staff will reduce wait time for medical evaluation. Improvements in response time to citizens’ calls will contribute to positive public relations (PR) in addition to improving community safety and maintaining officer safety.

⁵ http://www.lapdonline.org/detective_bureau/content_basic_view/51704 . Los Angeles Police Department Mental Evaluation Unit (Accessed January 17, 2019)

The CGJ understands that while all Community Station Jails could be immediately reopened on an emergency basis, none could be reopened on a business-as-usual basis due to the need for retrofitting and upgrades. The CGJ acknowledges that any upgrade to shuttered jails involves capital expenditure to meet mandatory inspection requirements which, we were advised in an interview with LAPD Custody Services Division, is difficult to justify given current financial constraints.

Currently detention officers are hired, trained, and assigned separately from LAPD officers. The recruitment and hiring of detention officers and sworn LAPD should be integrated for efficiency since they sometimes work together. The CGJ learned from an interview with the L.A. County Sheriff's department in which the Sheriff's Academy programs for Deputies and for Jail Staff were discussed that they have strong recruiting and training relationships. The City of Los Angeles Personnel Department on the other hand recruits and hires non-civilian staff, which includes LAPD's detention staff while LAPD's personnel department hires Sworn officer staff.

Open detention officer positions within the LAPD can be found on the LAPD website (www.LAPDOnline.org), and are located by clicking on "Opportunities/Civilian Employment." However, it is difficult to locate the list of civilian positions associated with detention and staffing of jails on the website. (See exhibit included in the Appendix)

FINDINGS

1. The data provided to the CGJ, as summarized in the "LAPD Response Times" chart, showed there have been increases in the response times for Code 2 and Non-code calls from the baseline year of 2010 by 20% and 60% respectively by 2018.
2. The shuttering of community station jails requires patrol units to transport arrestees to the regional jails. As shown in the "Distance and Travel times" chart, the distances they are required to travel as the result of the closed jails are greater, resulting in longer travel times; and additional time may be encountered if they encounter traffic congestion. This can be mitigated with the reopening of the shuttered jails.
3. As listed in the table "Arrestee Status/Action Matrix", the wait time for patrol unit officers at the three regional jails for arrestees with medical conditions was reported to the CGJ and observed as often being excessive due to there being only a single line for the dispensary at each regional jail.
4. The program known as 'Drop & Go' which was implemented on a trial basis demonstrated that delays caused by transporting arrestees to the regional jails could be reduced by transferring control of the arrestee to a detention officer assigned in a dispensary support role.
5. The data provided to the CGJ regarding the improvement in booking times complementing the typical wait times listed in the "Arrestee Status/Action Matrix" chart, clearly indicates

that the 'Drop & Go' program is able to significantly improve booking times and contribute positively to reducing patrol unit 'out-of-service' periods.

6. Dispensaries at each of the three regional jails have multiple booking windows; however, there is accommodation for only one arrestee at a time to receive a medical assessment at the dispensary causing long lines, which contributes to extended wait times.
7. Detention officers are civilian personnel and job openings are advertised in civilian workforce job listings. Recruitment and hiring of detention officers are handled by L.A. City Personnel Department. LAPD recruitment programs on the other hand focus solely on the recruitment of sworn officers. The LAPD does not promote or actively recruit detention officers. Opportunities for detention officers are not promoted on the LAPD website. (See Appendix).
8. LAPD officers indicated that long waiting times causes them to become frustrated since they are not performing their regular duties, having a negative effect on officer morale.
9. Based on feedback received during interviews, it is the understanding of the CGJ that the Mental Evaluation Unit (MEU) and the System-wide Mental Assessment Response Team (SMART) can help with non-crime arrestees requiring mental evaluations. However, these resources are only available in the metropolitan downtown area.
10. The CGJ experienced difficulty reaching an individual at many of the community stations using their non-emergency telephone numbers. While some calls were answered promptly, most were forwarded to voicemail.

RECOMMENDATIONS

- 2.1 The LAPD should reopen each of the community station jails in the interests of improving community response time, officer safety, officer morale, and operational efficiency.
- 2.2 The LAPD should maintain the Drop-and-Go program at all three regional jails.
- 2.3 To determine the true impact on overtime, the LAPD should work with appropriate City agencies to develop an effective method to track overtime associated with transportation and booking of arrestees.
- 2.4 The City Auditor should conduct an analysis to determine the impact of the closed jails on officer overtime.
- 2.5 The LAPD should work with the City of Los Angeles Personnel Department to hire additional medical staff to accommodate the evaluation of more than one arrestee at a time.
- 2.6 The LAPD should include on the LAPD website detention officer recruitment.

- 2.7 The LAPD should include detention representatives as part of LAPD officer recruitment events for the purpose of recruiting detention officers.
- 2.8 The LAPD should develop a program to enhance the relationship between sworn officers and detention officers.
- 2.9 The LAPD should expand the MEU and SMART resource with multiple teams to extend support to all areas of the city.
- 2.10 The LAPD should confirm that all community stations are able to respond promptly to their published non-emergency station telephone numbers.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
 Los Angeles County Superior Court
 Clara Shortridge Foltz Criminal Justice Center
 210 West Temple Street, Eleventh Floor-Room 11-506
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
City Administration Officer, City of Los Angeles	2.1, 2.2, 2.3, 2.5
City of Los Angeles Personnel Department	2.5
Los Angeles City Controller	2.3, 2.4
Los Angeles City Council	2.1
Los Angeles Police Department (LAPD)	2.1, 2.2, 2.3, 2.5, 2.6, 2.7, 2.8, 2.9, 2.10
Mayor, City of Los Angeles	2.1, 2.2, 2.4, 2.5

ACRONYMS

CGJ	Civil Grand Jury
DO	Detention Officer
DSO	Dispensary Support Officers
LAPD	Los Angeles Police Department
LAPPL	Los Angeles Police Protective League
MDC	Metropolitan Detention Center (aka Metro Detention Center)
MEU	LAPD Mental Evaluation Unit
SMART	Systemwide Mental Assessment Response Team

ACKNOWLEDGEMENTS

The CGJ acknowledges the following departments and entities for cooperation and assistance in preparing this report:

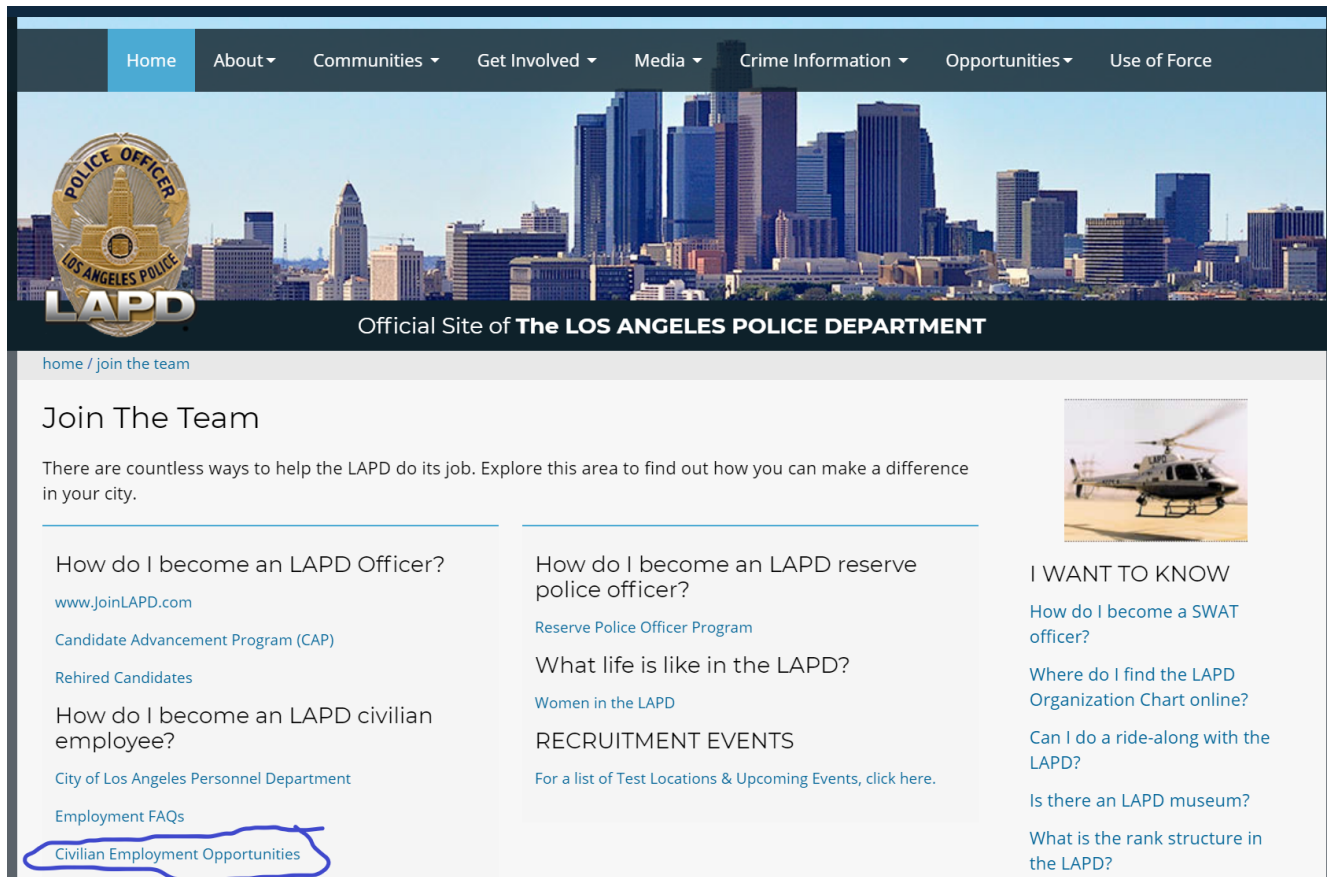
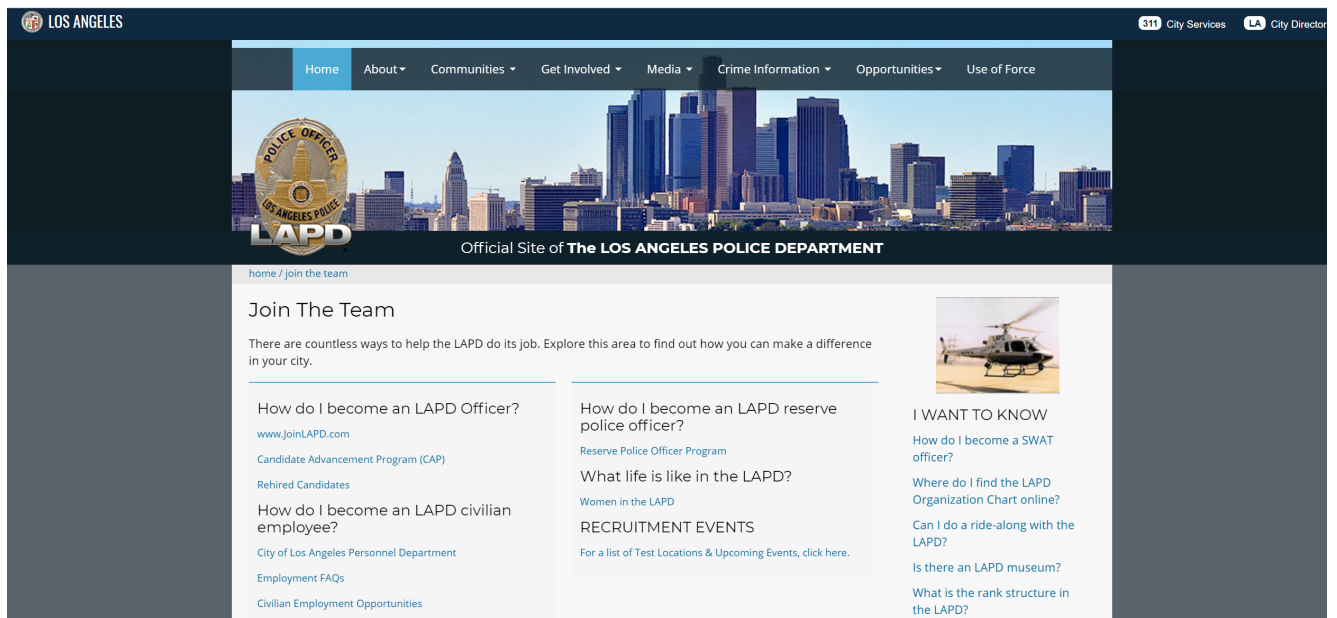
- Los Angeles Police Department Headquarters
- Los Angeles Police Department Custody Services Division
- Los Angeles Police Department Community Station Commanding Officers (multiple)
- Los Angeles Police Protective League
- City of Los Angeles Personnel Department
- County of Los Angeles Sheriff Personnel Administration Bureau
- Office of City Administrative Officer, City of Los Angeles

COMMITTEE MEMBERS


Ronald A. Evans, Co-Chair
George A. Ellis, Co-Chair
Marguerite C. Downing
Carl Moore

APPENDIX

Civilian Opportunities with the LAPD



Home About Communities Get Involved Media Crime Information Opportunities Use of Force



Official Site of **The LOS ANGELES POLICE DEPARTMENT**


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Civilian Employment Opportunities

The Los Angeles Police Department (LAPD) employs over 3,500 civilian employees in a variety of administrative, technical, scientific and administrative support functions. The civilian employees of the LAPD work together with the sworn officers in meeting the community's law enforcement and public safety needs.

There are over 150 different [Civilian Job Classifications](#) within the LAPD. Civilian employees are responsible for performing such duties as: answering 911 emergency calls; staffing front desks in community police stations; collecting and analyzing evidence from crime scenes; supervising the Department's jails; assisting in surveillance; collecting and identifying fingerprints; providing information to officers in the field; maintaining the Department's records; and preparing and administering the Department's budget. In addition to opportunities within the LAPD, depending upon an employee's classification and experience, civilian employees may also apply for positions within other City departments.

All civilian employees are hired through the Civil Service process for the City of Los Angeles. All positions require that applicants file for, take and pass an examination for a specific classification. For a list of open positions, contact the City of Los Angeles Personnel Department at 213-473-9311, or call the 24 Hour Job Hotline at 213-473-9310. Further information may be obtained on the Personnel Department's [Job Opportunities Web Page](#).



I WANT TO KNOW

- [How do I become a SWAT officer?](#)
- [Where do I find the LAPD Organization Chart online?](#)
- [Can I do a ride-along with the LAPD?](#)
- [Is there an LAPD museum?](#)
- [What is the rank structure in the LAPD?](#)

Note: The link shown for contacting the L.A. City Personnel department's web page (Further information may be obtained on the Personnel Department's [Job Opportunities Web](#)

Server Error

404 - File or directory not found.

The resource you are looking for might have been removed, had its name changed, or is temporarily unavailable.

The "Employment FAQs" link on the "Join The Team" web page leads to a web page, which features becoming a SWAT officer and even a link for more information on how to become a SWAT officer, but no mention of becoming a Detention Officer; see screen capture below:



Official Site of **The LOS ANGELES POLICE DEPARTMENT**

[home](#) / [join the team](#)

Employment FAQs

[How can I obtain information on becoming a police officer?](#)

[What opportunities are there for civilians who want to work for the police department?](#)

[How can I volunteer for the Los Angeles Police Department?](#)

[Can I get an internship with the LAPD?](#)

How do I become a SWAT officer?

The Special Weapons And Tactics Team (SWAT), is a specialized unit within [Metropolitan Division](#). All specialized assignments within LAPD are promotions, which require training, experience, and selection through the promotional process.

The entry-level position for those with the goal of becoming a SWAT officer is Police Officer I, Academy training and field probationary period.

Please see www.JoinLAPD.com for more information on hiring and promotions.



I WANT TO KNOW

[How do I become a SWAT officer?](#)

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[What is the rank structure in](#)

***BRADY* INFORMATION, IS IT AVAILABLE?**



Carl Languaine, Co-Chair
Nancy Coleman, Co-Chair
Alice B. Grigsby
Carl Moore

BRADY INFORMATION, IS IT AVAILABLE?

SUMMARY

The Los Angeles County District Attorney's office has a unit and process to provide defense attorneys exculpatory and impeachable information about witnesses who may be involved in a criminal case. This responsibility emanates from a 1963 U.S. Supreme Court case known as *Brady*.¹ Currently, individuals charged in a crime or having been found guilty are judged and sentenced with consideration of their "priors". Why should law enforcement officers be treated differently? They should be subject to the same "automatic" and consistent process related to their history. The objective is to provide transparency in the criminal justice process.

BACKGROUND

The Los Angeles County prosecutor's obligation is to provide exculpatory and impeachment information that comes from the Federal Due Process Clause of the 14th Amendment as applied by the United States Supreme Court in *Brady v. Maryland* (1963) 373 U.S. 83 and in California's Criminal Discovery Statute as codified in Penal Code section 1054.1(e). The prosecutor must provide evidence favorable to the defendant on the issue of guilt or punishment. Failure to reveal such information may be grounds for a referral to the State Bar on a violation of the Professional Rules of Conduct, 5-110 (E). The prosecutor who intentionally does not turn over such information may also be guilty of a felony. (Penal Code section 141 (c)).

This type of information (exculpatory) is critical to defense lawyers in trial because it serves to undercut the credibility of the officer. These officers have documented examples of past behavior that could be relevant or even helpful to defendant's court case. As the *Brady* decision insures defense attorneys may now introduce this evidence in an effort to paint a complete picture of an officers past actions or behavior to make sure their client(s) receive a fair proceeding.

In a published opinion by Kamala Harris, former California Attorney General² "*Brady list*" refers to the names of officers who have sustained findings of misconduct against them that reflect moral turpitude, untruthfulness, or bias that may bring into question the credibility of the officer.

The Los Angeles County District Attorney's Discovery Compliance System Manual provides examples of exculpatory or impeachment evidence to include:

- Felony convictions involving moral turpitude;
- False reports by a prosecution;
- Evidence contradicting a prosecution witness's statements or reports;

¹ 373 U.S. 83 (1963).

² Office of the Attorney General State of California No. 12-401, October 13, 2015.

- A finding of misconduct by a Board of Rights or Civil Service Commission that reflects on a prosecution witness's truthfulness, bias or moral turpitude.³

A policing department may or may not have disciplined the officer. The CGJ received information that if an officer falsifies reports, is known to have lied or been convicted for illegal activities, they should be on the *Brady* list.

The CGJ received information over the course of the investigation that a police department in Los Angeles County does not provide the District Attorney's Office with a list of *Brady* officers. In jurisdictions around the country the District Attorney (including Los Angeles to some extent) has created the list and maintains it, even though the police unions disagree with the exclusion of some of their members from being used as witnesses.⁴

The Los Angeles County District Attorney's office maintains a dual system for monitoring information related to policing agents and potential witnesses. There is a *Brady* List as well as the Officer and Recurrent Witness Information Tracking System (ORWITS). A March 15, 2018, Special Directive 18-02,⁵ sent to all Deputy District Attorney Personnel from the District Attorney announces the creation of a *BRADY* database to work alongside ORWITS. The two systems are to be used together by the Discovery Compliance System (DCS). California has a statute, part of the Public Safety Procedural Bill of Rights, which prohibits an agency from taking any adverse action simply because an officer has been placed on a *Brady* list.⁶ However, this does not prevent a California agency from disciplining the officer for the underlying conduct which led to the officer being placed on the list.⁷

In the last six decades, since the Supreme Court ruled in the *Brady* case, there have been both state court rulings as well as additional Supreme Court decisions. None of these decisions have contradicted the original decision. Prosecutors are still obligated to provide defense attorneys with *Brady* information.⁸

Protective orders issued by the court at the request of prosecutors have been used routinely and to a devastating effect, to limit what defense attorneys can do with *Brady* information that courts do release either through a *Pitchess*⁹ motion or a request for a protective order.¹⁰ The information sharing demanded by *Brady* is what the protective orders prevent. It is incomprehensible to think that what is known about an officer's credibility in one case cannot be shared with colleagues or by the same attorney in another case. If a defense attorney learns about the integrity of an officer where a protective order has been requested and granted in one

³ Jackie Lacey, *Discovery Compliance System Compliance Manual*. (Revised – March 2018) p. 6

⁴ Justin George and Eli Hager, "One way to deal with cops who lie? Blacklist them, some DAs say." www.abajournal.com/news/article/one-way-to-deal-with-cops-who-lie-blacklist-them-some-das-say/ (accessed 1/25/2019)

⁵ Jackie Lacey, *Discovery Compliance System Compliance Manual*. (Revised – March 2018)

⁶ CA Gov. Code §3305.5(a).

⁷ Ibid and Terrence P. Dwyer. Police Liability and Litigation. Nov. 3, 2016 www.policeone.com/legal/articles/238028006-Dont-destroy-your-career-The-Brady-list-and-the-ruinous-impact-of-a-lie/ (accessed April 29, 2019)

⁸ Jackie Lacey, *Discovery Compliance System Compliance Manual*. (Revised – March 2018) Introduction

⁹ *Pitchess v. Superior Court* (1974) 11 Cal.3d 531 (*Pitchess*)

¹⁰ Jonathan Abel, *Stanford Law Review* (Vol.67:743 p. 802).

case and then a later case involves the same officer, the attorney may not use the information according to information given the CGJ in interviews. The same officer might be a witness in other cases in the same courthouse where colleagues of the defense attorney work and they would not be allowed to hear about the officer's lack of trustworthiness.¹¹

The California State Legislature adopted provisions in the 1970s¹² to provide for the rights and protections of peace officers. They felt that this was a matter of statewide concern. The basic reason for such a statewide move was that effective law enforcement depends upon the maintenance of stable employer-employee relations, between public safety employees and their employers. The goal of the legislation was to make sure that the residents of California were protected from crime and that those doing the protection, the policing agencies, could operate within the law. The rights and protection of peace officers gave the governmental entities operating police departments and the police officers assurances of standards.¹³

There is a case currently before the California Supreme Court brought by the Association for Los Angeles Deputy Sheriffs (ALADS), to stop the Los Angeles County Sheriff from releasing the names of 300 deputies as potential *Brady* officers.¹⁴ The communication of this information comes directly from law enforcement or through the news as in the *Los Angeles Times* in a four-part series August 12 – 16, 2018.¹⁵ In the ALADS case the Sheriff attempted to give the District Attorney information about 300 deputies, but thus far has been prevented from doing so. These are the current ways that the public and the District Attorney find out about *Brady* officers.

The University of California Berkeley Investigative Reporting Program received a list of 12,000 names as a result of a public records request to the state's Commission on Peace Officer Standards and Training. This was first reported in the *San Jose Mercury News*¹⁶ and later in the *Columbia Journalism Review*.¹⁷ A provision in the public safety omnibus bill adopted in 2019 allowed the state's Commission on Peace Officer Standards and Training (POST) to keep information in its records showing when a current or former law enforcement officer is convicted of a felony.¹⁸ These officers could be considered *Brady* and thus added to any lists maintained by the various county district attorneys. The California Attorney General became involved and sent a letter, strongly suggesting that the list not be made public, while stating that it had been mistakenly released.¹⁹

¹¹ *Ibid*

¹² California Codes Government Code Section 3300-3311.

¹³ Amended by Stats. 1990, Ch. 675, Sec. 1.

¹⁴ Court of Appeal, Second District, Division 8, California. ASSOCIATION FOR LOS ANGELES DEPUTY SHERIFFS, Petitioner v. SUPERIOR COURT OF THE STATE OF CALIFORNIA FOR THE COUNTY OF LOS ANGELES, Respondent; LOS ANGELES COUNTY SHERIFF'S DEPARTMENT et al., Real Parties in Interest. B280676. Decided: July 11, 2017 (on Appeal to the CA Supreme Court).

¹⁵ Corina Knoll, Ben Poston, Maya Lau, Liam Dillon. *Los Angeles Times*, August 12, 13, 14, 16, 2018. In addition there was an editorial on Aug. 15th. Accessed April 29, 2019. www.newspaper.latimes.com.

¹⁶ Robert Lewis and Jason Paladino, *San Jose Mercury News*, www.mercurynews.com/2019/02/26/california-keeps-a-secret-list-of-criminal-cops-but-says-you-cant-have-it/019. (accessed 2/29/2019)

¹⁷ www.cjr.org/united_states-project/berkeley_becerra_records.php - downloaded 3/5/19

¹⁸ Robert Lewis and Jason Paladino, *San Jose Mercury News*, www.mercurynews.com/2019/02/26/california-keeps-a-secret-list-of-criminal-cops-but-says-you-cant-have-it/019. (accessed 2/29/2019)

¹⁹ *Ibid*.

The California legislature adopted Assembly Member Nancy Skinner’s legislation AB 1421²⁰ that called for the public to have accessibility to information related to police misconduct. Transparency is the goal. The Skinner legislation requires that four types of incidents may be disclosed about police or custody officers: discharge of a firearm at a person; use of force that results in death or great bodily injury; a sustained finding of sexual assault involving a member of the public; and a sustained finding of dishonesty by a peace officer.²¹ Yet, cases have been filed throughout the state by police unions to stop the publication of the information. There are some jurisdictions that believe that any information made public should be after the implementation date of January 1, 2019 while the intent of the legislation was to include actions in the past. Police departments have reacted differently. Cities such as Inglewood²² and Long Beach²³ shredded documents prior to the January 1st implementation date. Other police departments have stated that they do not want to provide information for acts before the implementation date, but rather only for those acts beginning on January 1, 2019 and not before. Information that is available through AB 1421 is a starting point for the public, defense and prosecuting attorneys to find out about the behavior of some police officers.

There have been no public statements by the District Attorney, the Public Defender or the Alternate Public Defender with regard to information that will become available based on AB 1421 in Los Angeles County. The information is important to the public as well as the criminal justice system. If officers are on a list for misconduct that is disclosed under A.B. 1421 then defense attorneys can request *Pitchess* motions and the District Attorney can add the names to ORWITS.

The promise of *Brady* is to provide all parties in a criminal trial with information about the witnesses, especially those police officers who might be less than credible. The balance of police rights and those of defendants must be weighed and the choice should be for transparency.²⁴

Defense attorneys, whether it is the Public Defender, the Alternate Public Defender or private defense counsel state that there is inconsistent information provided by the LA County District Attorney’s office with regard to *Brady* officers. In one case, the Public Defender was handed a redacted newspaper article and told to go find out about the officers without any further clarification. In another case the DA’s office sought a protective order based on a newspaper article. The CGJ learned through interviews that there are differences between the manner in which *Brady* information is distributed by DA’s in L.A. County between various court houses dealing with the use of protective orders on a routine basis.

The CGJ received information that in some courthouses every disclosure is a fight. The DA has the information but refuses to turn anything over and advises the defense to file a *Pitchess*

²⁰ An Act to amend Sections 832.7 and 832.8 of the Penal Code, relating to peace officer records. Signed by Governor Brown September 30, 2018.

²¹ Paul D. Knoth. *California Public Agency Labor & Employment Blog*. (January 2, 2019) – downloaded 4/25/19

²² Howard Blume, *Los Angeles Times* www.latimes.com/local/lanow/la-me-ln-inglewood-protest-20181223-story.html (accessed 12/24/2018)

²³ Megan Barnes, *Long Beach Press-Telegram*, www.presstelegram.com/2018/12/28/long-beach-quietly-destroys-years-of-internal-police-records-before-transparency-law-goes-into-effect-says-it-is-unrelated/ (Accessed May 6, 2019)

²⁴ Jonathan Abel, *Stanford Law Review* (Vol.67:743 p. 802). Abstract

motion. In other situations there is uncertainty on the part of the DA as to whether information should be disclosed to the defense. The Public Defender's Office provided examples of how the DA's office has informed public defenders. These include supervisors that tell the line DAs that they are fulfilling their *Brady* obligation by just telling the defense that there is something in the Officer and Recurrent Witness Information Tracking System (ORWITS) and not disclosing any actual information about the misconduct. Another example was a police report and transcript showed major inconsistencies between what was written in the police report and what the officer testified to. The DA then sought a protective order even though the officer's testimony occurred in public and is a public record. Because the DA's Discovery Compliance Unit maintains information on *Brady* as well as ORWITS, the information may be deemed not to be *Brady* but rather ORWITS and not be required to be shared with the defense. In several cases, the DA has stated there is information in ORWITS but because it is not *Brady* it need not be disclosed.

The Los Angeles County District Attorney's description of *Brady* and ORWITS are as follows:

"The *Brady* Database: The *Brady* database contains all exculpatory and impeaching information of recurrent witnesses that is discoverable per se. This includes felony and misdemeanor convictions or other misconduct that reflects on the credibility of a witness. This information shall be disclosed to the defense even if the witness will not be called to testify.

The ORWITS: ORWITS is an informational database that contains material on recurrent witnesses that may be constitutionally or statutorily discoverable depending on the facts of a case. The handling DDA shall make this determination after consultation with his or her Deputy-in-Charge (DIC) or Head Deputy. The decision whether to disclose information obtained from the DCS must be made before the preliminary hearing and, for misdemeanors, before any substantive hearing.

Information in ORWITS may not appear impeaching on its face, but may become relevant in a proceeding. Reasonable minds may differ on whether information is impeaching. Additionally, the relevance of potentially impeaching information to the particular facts of a case can vary greatly. Accordingly, ORWITS information will be managed and maintained separate and apart from *Brady* information."²⁵

The Los Angeles District Attorney states that they do not receive *Brady* information from the police on a consistent basis. This is a major impediment to providing the defense with *Brady* information on a timely basis. The lack of consistency in Los Angeles County makes it impossible to provide defense counsel all of the information promised in *Brady*.

Amicus in *Johnson*²⁶ and the *ALADS*²⁷ case refer to practices in other California counties as to how *Brady* is handled between the policing agencies and the district attorneys. In some counties there

²⁵ Jackie Lacey, *Discovery Compliance System Compliance Manual*. (Revised – March 2018) p.19

²⁶ *People v. Superior Court (Johnson)* (2015) 61 Cal.4th 696

²⁷ Court of Appeal, Second District, Division 8, California. ASSOCIATION FOR LOS ANGELES DEPUTY SHERIFFS, Petitioner v. SUPERIOR COURT OF THE STATE OF CALIFORNIA FOR THE COUNTY OF LOS ANGELES, Respondent; LOS ANGELES COUNTY SHERIFF'S DEPARTMENT et al., Real Parties in Interest. B280676. Decided: July 11, 2017 (on Appeal to the CA Supreme Court).

is a particular person or unit (perhaps similar to the LA's Discovery Compliance Unit) who is the recipient of *Brady* information. The difference between the counties is the willingness of the policing agencies to share their list of "*Brady* police" with prosecutors. Police departments in Los Angeles County along with the District Attorney should explore a method and repository to store such information.

METHODOLOGY

The CGJ met with the District Attorney, the Public Defender Office, the Alternate Public Defender, the Inspector General, the ACLU, as well as other experts on how *Brady* is being implemented in Los Angeles County. Memoranda provided by the District Attorney as well as law review and newspaper articles were examined.

FINDINGS

1. There is inconsistency in the "routine" provision of exculpatory and impeachable information given to defense attorneys. While the District Attorney's office of Discovery Compliance provides training to new hires, or by courthouse location, or to specialized units and on-going to all DA's, the provision of "information" is not standardized.
2. The Los Angeles Police Department and the Los Angeles County Sherriff's do not provide *Brady* officers to the District Attorney in Los Angeles County.
3. AB 1421 was signed by Governor Brown making police officer records of shootings, use of force and some misconduct disclosable to the general public. While policing agencies and their unions have attempted through the courts to say: they may not be disclosed, they may not retroactively be disclosed (prior to the implementation date of January 1, 2019) and that they should be limited to a number of years.
4. Some policing agencies including Inglewood and Long Beach began shredding documents in December 2018. The Los Angeles Police Chief announced that he would not release records prior to January 1, 2019 but only records going forward.
5. The Los Angeles Police Department and the Los Angeles County Sheriff's Department have not routinely turned over *Brady* officers to the District Attorney. The District Attorney stated that they learn about questionable officers from reports in the news or through other means, but not directly from the policing agencies. In turn, information that the DA's office receives has inconsistently been shared with defense attorneys.
6. Protective Orders requested by the DA, that may limit a defense attorney's use of information for one case when the same officer may be a witness in another case, often results in a limited ability to provide an adequate defense.

7. The final disposition of the Association for *Los Angeles Deputy Sheriffs (ALADS) vs. County of Los Angeles; Los Angeles County Sheriff's Department: Jim McDonnell*,²⁸ currently before the California Supreme Court, as well as the litigation around the implementation of AB 1421 will impact the availability of information and personnel files regarding police misconduct.

RECOMMENDATIONS

- 3.1 To be consistent with the intent of AB 1421 legislation and the spirit of transparency, policing agencies should immediately provide information about the use of force that results in death or great bodily injury, discharge of a firearm at a person, a sustained finding that an officer committed a sexual assault or a sustained finding of dishonesty.
- 3.2 The Board of Supervisors should assign independent oversight responsibilities to a neutral entity such as the Office of Inspector General or others, as to insure automatic, transparent and consistent sharing of *Brady* information via a centralized repository. Receipt and maintenance of data will be the sole responsibility of this entity. This is designed to ensure integrity of the database.
- 3.3 A standardized process should be utilized that facilitates the transfer of information related to *Brady* or ORWITS to defense attorneys.
- 3.4 All entities involved in the Criminal Justice system should receive consistent standardized training related to the transparency of *Brady* information.

REQUIRED RESPONSES

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

²⁸ ²⁸ Court of Appeal, Second District, Division 8, California. ASSOCIATION FOR LOS ANGELES DEPUTY SHERIFFS, Petitioner v. SUPERIOR COURT OF THE STATE OF CALIFORNIA FOR THE COUNTY OF LOS ANGELES, Respondent; LOS ANGELES COUNTY SHERIFF'S DEPARTMENT et al., Real Parties in Interest. B280676. Decided: July 11, 2017 (on Appeal to the CA Supreme Court).

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Board of Supervisors	3.2
Los Angeles County District Attorney	3.2, 3.3, 3.4
Los Angeles County Inspector General	3.2, 3.3
Los Angeles Police Department	3.1, 3.4
Los Angeles Sheriff's Department	3.1, 3.4

ACRONYMS

CJG Civil Grand Jury
ORWITS Officer and Recurrent Witness Information Tracking System
ALADS Association for Los Angeles Deputy Sheriffs
DCS Discovery Compliance System
POST Peace Officer Standards and Training

COMMITTEE MEMBERS

Nancy Coleman, Co-Chair
Carl Langaigne, Co-Chair
Alice B. Grigsby
Carl Moore

CANNABIS IN THE CITY OF LOS ANGELES



Victor H. Lesley, Chair
Margaret A. Chapman, Secretary
Marguerite C. Downing
Eslie James

SUMMARY

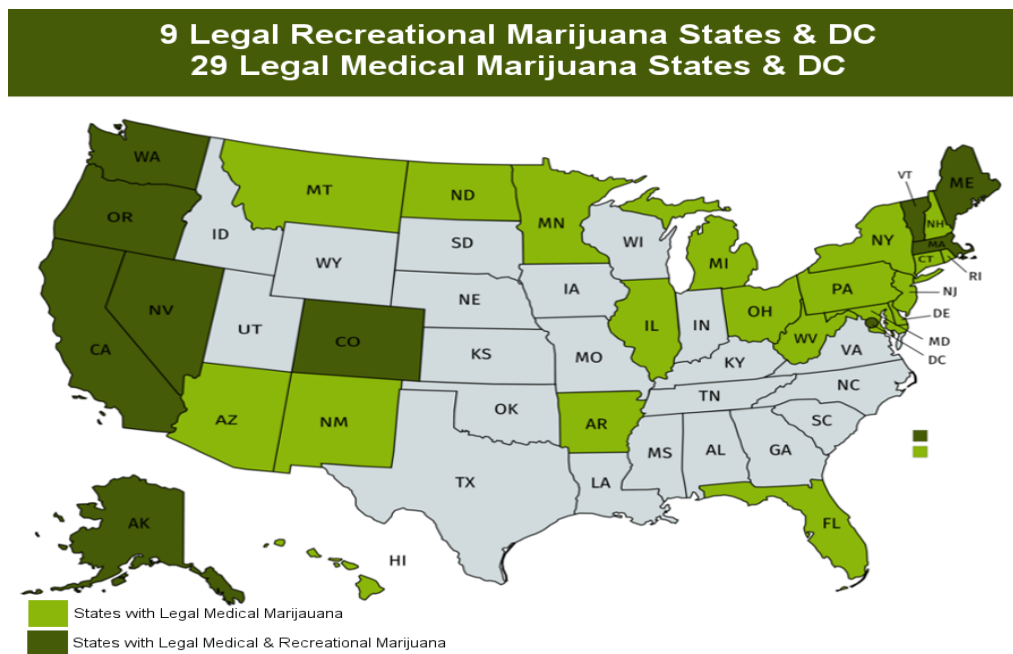
As various forms of legalized cannabis (Marijuana) continue to gain favor across the country, it is only fitting that the State of California and its largest city has joined in the quest to benefit from that potential pot of gold called “tax revenue” of cannabis related cultivation and sales. In 2016 California became the sixth state to legalize the cultivation and distribution of recreational cannabis with the passing of Proposition 64 “The Adult Use Marijuana Act” (AUMA).

The City of Los Angeles has created the “Department of Cannabis Regulation” (DCR), to monitor and administer the ever changing procedures on how to get cannabis to the consumer at a reasonable price while trying to manage the pitfalls that accompany most products that traverse the trail from being illegal to legal.

While many of the public officials in the seventeen largest cities in Los Angeles County have demonstrated that they were still dealing with what to do about this new legislation, the 2018-2019 Los Angeles Civil Grand Jury (CGJ) decided to concentrate on the City of Los Angeles.

BACKGROUND

To date there are 9 states that have legalized the sale of recreational cannabis that contains the Tetrahydrocannabinol (THC) and 29 states that allow the sale of medicinal cannabis which contains the Cannabidiol (CBD).¹ The map below identifies those states that have legalized cannabis.



¹ <https://marijuana.procon.org/files/1-recreatioinal-marijuana/rec-marijuana.map-01-22-2018>

Early Cannabis Voting In the County

According to the voting data published in the *Orange County Register* the majority of the citizens of the seventeen largest cities in Los Angeles County voted to approve AUMA legislation.² The citizens wanted access, however based on this committee’s interviews with the local city officials, were not supportive of the cultivation and dispensing of the product. These decisions are changing from the no vote to a passive consideration of some form of the legalized use of the product. In essence, many of the city councils of these cities are in what can best be described as a “wait and see” posture when it comes to the cultivation and sale of cannabis in their city. These decisions will be influenced by legislation that continues to be passed on the state level such as the following:

1. All citizens will have the right to grow cannabis indoors on their property
2. Cannabis can be delivered between cities within the county
3. Potential tax revenue

POPULATION	CITY	YES VOTE TO LEGALIZE - 2016	STATUS OF CITY OFFICIALS AS OF 2018
M = 1,000			
MM = Millions			
109M	Burbank	61%	No
93M	Carson	56%	No
98M	Compton	62%	No
114M	Downey	51%	No
115M	El Monte	65%	No
197M	Glendale	65%	No
112M	Inglewood	64%	No
4MM	LA City	57%	Yes
159M	Lancaster	65%	No
107M	Norwalk	53%	No
156M	Palmdale	65%	No
151M	Pomona	65%	No
180M	Santa Clarita	65%	No
93M	Santa Monica	75%	No
95M	South Gate	53%	No
147M	Torrance	65%	No
108M	West Covina	51%	No

² www.ocregister.com/2018/01/03/what-are-the-marijuana-laws-in-your-California-city-explore-our-database-of-local-cannabis-policies-2/

Tetrahydrocannabinol is the main psychoactive compound found in marijuana that gives you the “high” sensation. The Cannabidiol (CBD) is derived from taking the CBD oil from the cannabis plant and diluting it with coconut or hempseed oil. Hemp is also part of the cannabis family. The CBD compound continues to be scrutinized and tested for its medicinal qualities.³

The State of California produces far more cannabis than its citizens can consume. A report published in 2018 by the California Department of Food and Agriculture showed that the state produced 15.5 million pounds of cannabis while consuming only 2.5 million pounds.⁴

Cannabis Benchmarks, a company that tracks marijuana prices, reported at the end of December 2018, that the average price of regulated cannabis in California was \$ 1,183 a pound, compared with \$3,044 in Illinois, \$3,072 in Connecticut, and \$2,846 in Washington DC. California’s surplus is equal to 13 times Colorado’s total annual production and is smuggled eastward, especially across the Rockies and Mississippi where the wholesale price is as much as three times as high. A report from ArcView Market Research and BDS Analytics estimated that legal spending on cannabis will hit \$17 billion this year and increase to \$31 billion by 2022.⁵

The State of California passed the following legislation to legalize the cultivation, sale, and use of cannabis.

- November 5, 1996 The voters approved Proposition 215 “The Compassionate Use Act” to allow those with various chronic illnesses to purchase cannabis legally.⁶
- November 8, 2016 Proposition 64 “Adult Use Marijuana Act” (AUMA), was approved to legalize the cultivation, sale, and consumption of cannabis for recreational purposes to begin in 2018. Also under Proposition 64, adults age 21 and older in California may possess up to 1 ounce of dried and processed marijuana and grow up to six plants in their homes.⁷

Based on newspaper stories across the country regarding the revenue generated by the sale of cannabis the politicians and especially governors of this country see the potential earnings that accompany this cannabis revolution and foresee the additional revenue that it can generate.

³ www.healthline.com/nutrition/cbd-oil-benefits (accessed 02-15-19)

⁴ www.nytimes.com/2019/01/02/us/buying-legal-weed-...am_united&version=latest&contentplacement=2&pgtype=collection

⁵ www.nytimes.com/2019/01/02/us/buying-legal-weed-...am_united&version=latest&contentplacement=2&pgtype=collection

⁶ <https://saclaw.org/articles/marijuana-laws-in-california-ed/> (accessed 02-15-19)

⁷ www.courts.ca.gov/prop64.htm (accessed 02-15-19)

As an example, the chart below provides estimated 2018 tax revenue from the sale of cannabis in various west coast states. This data was taken from the website of each state.

<u>State</u>	<u>Sales</u>	<u>Tax Revenue</u>
Colorado	\$1.3 billion	\$200 million
Oregon	\$300 million	\$83 million
Nevada	\$195 million	\$30 million*
Washington	\$1.3 billion	\$120 million

*Nevada’s revenue was generated in the first 6 months of the year.

METHODOLOGY

This information was gathered through the following methods:

1. Speakers who appeared before our committee
2. Interviews with various public officials
3. Interviews and discussions with the members of the City of Los Angeles Department of Cannabis Regulation
4. Articles from the Los Angeles Times
5. Articles from the New York Times that publishes a daily section called “California Briefing”
6. Various websites
7. Orange County Register
8. Articles from various websites

INVESTIGATION

The City of Los Angeles has decided to aggressively take this state mandated legislation and implement it. Most jurisdictions in the county are in a “wait and see” mode. The CGJ interviewed the officials responsible in the City.⁸

As of this report, the still developing City of Los Angeles Department of Cannabis Regulation is moving forward in the following manner according to officials in the Department of Cannabis Regulation. (See Appendix for specific Los Angeles laws and regulations.)

Regulation

In addition to the state regulations, the City of Los Angeles is limiting cultivators to using a maximum of 1.5 acres in the city to grow cannabis. The owners of dispensaries will be limited to a maximum of three licenses. The city will not grant large, outdoor or mixed light cultivation licenses. A “set back zone” has been established to protect schools, libraries, and parks. This zone will require all dispensaries to be established no closer than 700 feet from these places.

⁸ Ord.No.185,343, Eff.12/19/17

The City of Los Angeles requires that all dispensaries retain security guards during business hours. In addition, growers and dispensaries will be subject to inspection by the Department of Cannabis Regulations and must renew their city license yearly.

Licensing – The following information was gathered from discussions and survey from officials in the Department of Cannabis Regulation

- The City of Los Angeles has 170 licensed medicinal cannabis dispensaries who have already received a license to sell recreational cannabis products.
- The CGJ was informed by officials in the Department of Cannabis Regulation that there will be limits based on the formula set forth by the Los Angeles City Council there will be limits on how many licensed cannabis retailers will be allowed in each district. The formula is that for every 10,000 people there will be one cannabis dispensary allowed. The Department of Cannabis Regulation estimates that this will allow the opening of 400 cannabis dispensaries around the city. Additional licenses will be issued for cultivation and delivery.
- In continued discussions with the officials in the Department of Cannabis Regulations the City Council is watching the licensing process very closely as this is new territory and there continues to be discussion about the direction of the regulations regarding the sale of recreational cannabis in the City of Los Angeles.
- It is estimated that Los Angeles will be the largest licensed commercial cannabis marketplace in the world. The demand for recreational and medical cannabis will only increase because of the city's 4 million residents and 48 million tourists who visit the city every year.
- The City of Los Angeles Department of Cannabis Regulation is looking to grow proportionately with the increase in demand for the product. The expected increase in tourism due to the ever changing downtown population, with the upcoming 2022 Super Bowl and 2028 Olympics will also be beneficial.
- There are no restrictions on the existing medical cannabis dispensaries. They will be allowed to hold a license to sell medical and recreation cannabis. These existing dispensaries were given priority processing during Phase 1 stage of licensing for the sale of cannabis for recreational consumption.
- The Department of Cannabis Regulation and law enforcement will be responsible for the investigation of unlicensed cannabis businesses. This includes sales, cultivation and delivery. The penalties for operating an illegal cannabis business includes the issuance of

administrative actions to shut off utility services, padlocking and barricading of doors at an illegal location.⁹

- According to DCR representatives, the operation of an illegal cannabis business is considered a misdemeanor with a fine of \$1,000 and up to six months in jail. All employees of an unlicensed cannabis business may be subject to the Administrative Citation Enforcement Program. Another consideration is that some illegal cannabis sellers will open a dispensary and sell cannabis until they are forced to close. Unfortunately the fines and 6 month jail sentence may not be much of a deterrent in comparison to the amount of money that can be made in a short period of time. Based on information received from The Department of Cannabis Regulation the annual license fee that will be associated with a state cannabis cultivation license and will depend on the size of the cultivation operation. The state license fee may range from \$1,200 to \$77,000 per year. For the same operation, the yearly license fee for the city of Los Angeles will be \$8,059. The state license fee for retail dispensaries will be based on annual revenue. These fees will be separated into multiple levels and range from \$2,500 to \$96,000 per year.

Cannabis Cultivation

In November 2016, the people of the State of California voted to approve Proposition 64, the Adult Use Marijuana Act, which decriminalized certain activities related to non-medical cannabis in California. Subsequently, the State enacted the Medicinal and Adult-Use Cannabis Regulation and Safety Act to establish a system to control and regulate cannabis, distribution, transportation, storage, manufacturing, processing and sale of both medicinal and recreational cannabis. The AUMA also provided for state licensing of commercial cannabis businesses, starting January 1, 2018.

State law¹⁰ requires city approval in order to obtain a state license. The City of Los Angeles began a licensing system for certain cannabis-related businesses through the creation of its Department of Cannabis Regulation (DCR). Additionally, a Cannabis Regulation Commission (CRC) was created to implement established city bylaws to coordinate the administration of the requirements of the licensing process. The Los Angeles City Council declared and approved by resolution, rules and regulations of the department on December 17, 2017.¹¹

To apply for commercial cannabis cultivation, applicants are required to provide a proposed cultivation plan to DCR, to show how they intend to meet all the operational requirements of their proposed business activities. Applicants also must provide water and power sources information while submitting an energy efficiency plan. This information is required by the State

⁹ <https://www.dailynews.com/2019/03/08/la-city-council-votes-to-shut-off-utilities-at-illegal-marijuana-shops/>

¹⁰ <http://cannabis.ca.gov/laws-regulations/> and Penal Code Section 1203.4

¹¹ ORDINANCE NO. 185343 An ordinance adding Article 4 to Chapter X of the Los Angeles Municipal Code to regulate commercial cannabis activities in the City of Los Angeles

of California. They must also attest that they will function as an “agricultural employer” as commercial cannabis activities are defined by the State of California.¹²

As of July 23, 2018, applicants must attest and provide evidence that the Fire Department’s Bureau of Fire Prevention and Public Safety have been notified of their proposed business premises for cultivating commercial cannabis. According the Los Angeles City Code, it is unlawful to conduct any commercial cannabis activity outside of a building. Indoor commercial cannabis activities fall under five category types:¹³

Cannabis Sales

The State of California is attempting to control pricing through taxes while allowing the market to operate within the state regulations to establish price. The issues with pricing to date is that there is still a very active illegal market for cannabis where many of those who would ordinarily buy cannabis legally can still purchase the product below the legal market price.¹⁴

State Taxes on Cannabis Sales

The tax table below was developed for the Office of Cannabis Management by The Marijuana Policy Group (MPG). This was the tax structure that was recommended by this organization to be applied to all phases of the cannabis business.¹⁵

Unincorporated Area taxes (\$M)	2019	2020	2021	2022	2023
Adult Use Retail (10%)	\$7.75	\$10.26	\$12.78	\$15.27	\$17.68
Medical Retail (5%)	2.11	2.03	1.93	1.83	1.71
Cultivation (2%)	0.11	0.14	0.13	0.13	0.13
Processing (2%)	0.04	0.05	0.05	0.05	0.05
Distribution (2%)	0.09	0.11	0.11	0.11	0.10
Total	\$10.10	\$12.59	\$15.00	\$17.39	\$19.67

Countywide Taxes (\$M) Includes					
Unincorporated Areas	2019	2020	2021	2022	2023
Adult Use Retail (0.5%)	\$4.71	\$6.24	\$7.78	\$9.29	\$10.76
Medical Retail (0.5%)	1.32	1.27	1.21	1.15	1.07
Cultivation (0.05%)	.78	.97	.93	.91	.88
Processing (0.5%)	.51	.64	.61	.59	.58
Distribution (0.5%)	.83	1.03	.99	.96	.94
Total	\$8.15	\$10.15	\$11.52	\$12.90	\$14.23
Total Tax Revenue	\$18.25	\$22.74	\$26.52	\$30.29	\$33.90

¹²[http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:losangeles_ca_mc](http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates$fn=default.htm$3.0$vid=amlegal:losangeles_ca_mc) (accessed 02-15-19)

¹³[http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:losangeles_ca_mc](http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates$fn=default.htm$3.0$vid=amlegal:losangeles_ca_mc) (accessed 02-15-19)

¹⁴<https://cannabis.lacounty.gov/wp-content/uploads/2018/06/19-attachment-IVpdf> (accessed 5/8/2019)

¹⁵<https://cannabis.lacounty.gov/wp-content/uploads/2018/06/19-attachment-ivpdf>

Adjusted (Unincorporated Capture (M))	Regulated	Sales	2019	2020	2021	2022	2023
Adult use			\$77.5	\$102.6	\$127.8	\$152.7	\$176.8
Medical			\$42.2	\$40.5	\$38.7	\$36.6	\$34.2
Total			\$119.7	\$143.1	\$166.5	\$189.3	\$211.0
Adjusted Countywide (\$M)	regulated	Sales	2019	2020	2021	2022	2023
Adult use			\$942.7	\$1,248.4	\$1,550.0	\$1,857.9	\$2,151.6
Medical			\$529.8	\$509.2	\$485.7	\$459.3	\$429.7
Total			\$1,472.5	\$1,757.6	\$2,040.7	\$2,317.2	\$2,581.3

It has been determined that the above recommended tax structure was too excessive and promoted the illegal sale of cannabis throughout the city.¹⁶

In discussions with representatives in the Department of Cannabis Regulation the CGJ was informed that the countywide sale of cannabis in Los Angeles County in 2019 will be \$1.5 billion and in 2023, \$2.6 billion.

The Department of Cannabis Regulation estimates that the tax revenue generated by the sale of Cannabis in the City of Los Angeles for the fiscal year 2018-2019 will be \$30 million. The City of Los Angeles Office of Finance published this revised tax schedule to be applied to the sale of cannabis in the city.¹⁷

**Los Angeles City Taxes on Cannabis Sales
Cannabis Tax Rate Table**

Classification	Activities Taxed	Tax Rate
L701 Medical CANNABIS SALES	All sales related to medical use cannabis by retail or microbusiness operations	\$50 per \$ 1,000 in gross receipts
L702 Adult Use CANNABIS SALES	All sales related to adult or recreational cannabis use by retail or microbusiness operations	\$100 per \$1,000 in gross receipts
L703 Cannabis TRANSPORTATION	Transportation or delivery of cannabis products	\$10 per \$ 1,000 in gross receipts
L704 Cannabis TESTING	Activities related to the testing of cannabis products	\$10 per \$1,000 in gross receipts

¹⁶ <http://cannabis.lacounty.gov/wp-content/uploads/2018/06/2018-06-19-Attachment-IV.pdf> (accessed 04-10-19)

¹⁷ <https://finance.lacity.org/files/cannabis-tax-rate-table.png> (accessed 02-15-19)

**Los Angeles City Taxes on Cannabis Sales
Cannabis Tax Rate Table**

L706 Cannabis CULTIVATION	Wholesale sales related to the cultivation of cannabis	\$20 per \$ 1,000 in gross receipts
L708 Cannabis MISCELLANEOUS	Sales related to all other cannabis activities such as manufacturing and packaging	\$20 per \$1,000 in gross receipts

Social Equity

The social equity program being implemented by the Department of Cannabis Regulation is designed to allow the financially challenged and those formerly incarcerated as a result of the “War on Drugs”, to participate in the legalized sale of cannabis in Los Angeles.

The following locations, which are recognized by zip codes, represent the areas of the city where residents will be allowed to participate in the Social Equity Program.¹⁸ In addition, the Department of Cannabis Regulation moved to include other cities with low income areas.

- 90044 Athens
- 90008 Baldwin Hills/Leimert Park/View Park
- 90003 Broadway/Manchester
- 90001 Firestone Park
- 90011 Los Angeles
- 90013 Los Angeles
- 90014 Los Angeles
- 90021 Los Angeles
- 90062 Los Angeles
- 90059 South LA
- 90061 South LA
- 90037 Vermont
- 90058 Vernon
- 90043 View Park/Windsor Hills
- 90002 Watts
- 90016 West Adams
- 90057 Westlake

¹⁸ <https://cannabiscorplaw.com>> (accessed 02-15-19)

The Social Equity program that is being offered by the City of Los Angeles has been divided into two tiers of qualifications. These tiers have been outlined by “The California Cannabis Organization” (CCO) and are as follows:

- Tier 1: The candidate is considered “low income” with earnings of less than \$41,230 annually, as well as (a) a cannabis conviction prior to November 8, 2016, that would be prosecuted as a misdemeanor or citation or (b) 5 years cumulative residency in a qualifying zip code.
- Tier 2: The candidate is considered “low income” with five years cumulative residency in a qualifying zip code or has ten years cumulative residency in a qualifying zip code.

The Department of Cannabis Regulation states that all applications processed under Phase 3 of licensing and beyond will be done at a ratio of two social equity applications for every one non-social equity applicant.

All other applications will be reviewed at a ratio of one social equity applicant for every one non-social equity applicant to ensure equal market access. Presently, the Department of Cannabis Regulation is behind schedule in the licensing of low-income individuals to sell cannabis products.

There are stories of these individuals who are seeking to take advantage of the social equity program who had rented potential store space before the market could raise the price to lease these spaces and are now having to forfeit these storefronts due to not being able to obtain a license.

Based on comments made by officials in meetings and at a town hall meeting February 28, 2019 the CGJ learned of a more troubling fact that those in the Department of Cannabis Regulation cannot give these individuals a believable reason for the delays. “One of the obvious reasons is that the department is severely under staffed while waiting for the bureaucracy of city government to approve new hires.”

These potential beneficiaries, whose lives were negatively affected by the war on drugs, are now being hampered by a system that has boasted about being fair and equitable in its efforts to right an admitted wrong. At present, the system for many reasons, is unable to deliver on its promises.

Expungement

On September 30, 2018 Governor Jerry Brown signed into law Assembly Bill No. 1793 that will require the Department of Justice to review the records in the state summary history database and to identify past convictions that are potentially eligible for recall or dismissal of sentence, dismissal and sealing, or re-designation pursuant to the Adult Use Marijuana Act. The bill will

require the court to automatically reduce or dismiss any conviction pursuant to AUMA if there is no challenge by July 1, 2020.¹⁹

The Los Angeles County District Attorney informed this jury that there are approximately 10,000 marijuana convictions in the county of Los Angeles and due to the sheer size of this endeavor, they are considering the hiring of a consulting firm to take on this task in order to meet the deadline.

In addition the Department of Cannabis Regulation and the Los Angeles County District Attorney's office anticipates working together to ensure that those individuals who qualify for record expungement will be processed accordingly. The state has set the deadline as July 1, 2020.

FINDINGS

1. The staff at the Department of Cannabis Regulation appears to be limited in its ability to handle the multitudes that wish to be interviewed as they attempt to apply for licenses. The City's Social Equity Program is not meeting the needs of those who would qualify for the program due to the lack of personnel in the Department of Cannabis Regulations to pre-screen these applicants.
2. The City's Social Equity Plan does not appear to offer long term opportunities for its recipients to "**OWN**" a cannabis related business.
3. The Los Angeles County District Attorney's office has not provided any information to the CGJ about whether or not it will meet its deadline of July 1, 2020 in the expungement of cannabis convictions or how they will go about doing so.

RECOMMENDATIONS

- 4.1 There should be additional staff added to the Department of Cannabis Regulation as rapidly as fiscally possible.
- 4.2 Los Angeles should review, analyze and implement Social Equity Plans adopted by other cities that will appeal to the career minded individuals, i.e.: Long Beach.
- 4.3 The Los Angeles County District Attorney should develop a process to accomplish the expungement of cannabis related convictions by the July 1, 2020 deadline.

¹⁹ . <https://www.recordgone.com/news/2018/marijuana-expungement-law-change-california-ab-1793> (accessed 02-15-19)

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
City of Los Angeles Department of Cannabis Regulation	4.1, 4.2 ,4.3
Los Angeles County District Attorney	4.3
Mayor, City of Los Angeles	4.1, 4.2

ACRONYMS

AUMA	Adult Use of Marijuana Act
BDS	Business Development Services
CCO	California Cannabis Organization
CRC	Cannabis Regulation Commission
CBD	Cannabidiol
DCR	Department of Cannabis Regulation
MPG	Marijuana Policy Group
THC	Tetrahydrocannabinol

COMMITTEE MEMBERS

Victor H. Lesley, Chair
Margaret A. Chapman, Secretary
Marguerite C. Downing
Eslie James

APPENDIX

The City's laws and regulations for cannabis licensing and commercial cannabis activity are primarily found in three places: the Cannabis Procedures ordinance in Article 4, Chapter X of the Los Angeles Municipal Code (LAMC); the Rules and Regulations for Cannabis Procedures; and the Commercial Cannabis Activity ordinance in Article 5, Chapter X of the LAMC. Collectively, these ordinances and regulations govern how the City processes and issues licenses for commercial cannabis activity, where commercial cannabis activity may take place in the City, and how commercial cannabis businesses must operate in the City.

In addition, the City has passed legislation to impose cannabis business taxes on licensees, establish the Department of Cannabis Regulation and the Cannabis Regulation Commission, to set restrictions on where cannabis-related advertising may be displayed. Links to all of these ordinance can be found below.

Cannabis Procedures (See Section 104.20 for Social Equity Program) - Article 4, Chapter X of the Los Angeles Municipal Code

Cannabis Location Restrictions - Article 5, Chapter X of the Los Angeles Municipal Code
Department of Cannabis Regulation and Cannabis Regulation Commission - Chapter 31 of the Los Angeles Administrative Code

Cannabis Enforcement, Taxation, and Regulation Act - Sections 21.51 and 21.52 of Article 1, Chapter II of the Los Angeles Municipal Code

Advertising of Cannabis, Cannabis Products, and Cannabis Activity - Article 6, Chapter X of the Los Angeles Municipal Code

Cannabis Rules and Regulations for Cannabis Procedures

Please note: Cannabis laws and policies are continuously evolving within the City of Los Angeles to learn more and to stay engaged, DCR encourages stakeholders to sign up for Department Alerts, Commission Agenda.²⁰

²⁰ [http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:losangeles_ca_mc](http://library.amlegal.com/nxt/gateway.dll/California/lamc/municipalcode?f=templates$fn=default.htm$3.0$vid=amlegal:losangeles_ca_mc) (accessed 02-15-19)

THE CHALLENGE OF REPORTING ELDER ABUSE



Ronald A. Evans, Co-Chair
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THE CHALLENGE OF REPORTING ELDER ABUSE

An Investigative Report into the Process of Reporting Suspected Abuse of Seniors

INTRODUCTION

Elder Abuse, also referred to as Senior Abuse, is a hidden problem in our society and a major issue that impacts the quality of life and security of the elderly. Abuse may be physical, psychological or financial. There are social service agencies such as the Long Term Care Ombudsman, medical personnel, financial institutions, police and paramedics that are mandated to report and investigate reports of elder abuse.¹ However, does the general public recognize Elder Abuse or know how to report it?²

It is nationally recognized that only a small percentage of Elder Abuse cases is reported, which leaves the vast majority unreported³. Elder Abuse is not as widely recognized as are Child Abuse or Domestic Violence.

The 2018-2019 Los Angeles County Civil Grand Jury (CGJ) sought to identify how residents of Los Angeles County should report Elder Abuse. The public information about reporting suspected Elder Abuse is sparse and confusing. There are multiple phone numbers. Some are local and some toll free, and are found in both County and City of Los Angeles publications and websites.⁴ However, the phone numbers for reporting Elder Abuse on websites are easy to miss.

SUMMARY

This 2018-2019 Los Angeles County Civil Grand Jury investigation addresses concerns on how difficult it is for a member of the public to report suspected Elder Abuse to Adult Protective Services (APS).

¹ "Information For Mandated Reporters", <http://www.cdss.ca.gov/inforesources/Adult-Protective-Services>

² <http://www.livewellsd.org/content/livewell/home/all-articles/news/july-2016/campaign-increases-awareness-of-elder-abuse-reporting.html>;
https://acl.gov/sites/default/files/programs/2016-09/Tumba_White_Paper.pdf

³ "One Study estimated that only 1 in 14 cases of abuse are reported to authorities." <https://www.ncoa.org/public-policy-action/elder-justice/elder-abuse-facts/>

⁴ As websites are subject to being changed, while websites were searched, referencing them will not necessarily provide the same information or layout/appearance that the CGJ encountered during its inquiries.

BACKGROUND

California State definitions for Elder Abuse defined in California Penal Code Section 368 include: Abandonment; Abduction; Abuse of an elder or dependent adult; Financial Abuse; Isolation; Mental Abuse; Neglect and Physical Abuse.⁵

Elder Abuse in California: Elders are defined as persons 65 years and older. Under California law, Elder Abuse can be both criminal and civil.⁶

Criminal Elder Abuse occurs where any person who knows that a person is an elder and willfully causes or permits that elder to suffer, or inflicts unjustifiable physical pain or mental suffering on the elder. It also covers situations where a person willfully causes or permits an elder to be placed in a situation in which the elder's health is endangered. (Penal Code Section 368)

Civil law defines civil Elder Abuse to mean physical abuse, neglect, financial abuse, abandonment, isolation, abduction, or other treatment resulting in physical harm or pain or mental suffering to an elder. It also means the deprivation by a care custodian of goods or services that are necessary to avoid physical harm or mental suffering. (Welfare & Institutions Code Section 15610 et seq.)⁷

- Abandonment: The desertion of an elder by someone who is a caregiver.
- Abduction: The removal, without the consent of the conservator, of a conservatee to another state.
- Financial Abuse: The illegal or unethical exploitation and/or use of an elder's funds, property, or other assets.
- Isolation: The intentional prevention of an elder from receiving mail, telephone calls or visitors.
- Mental Suffering: The infliction of fear, agitation, confusion through threats, harassment or other forms of intimidating behavior.
- Neglect: The failure to fulfill a caretaking obligation such as assisting in personal hygiene, providing food, clothing or shelter, protecting an elder from health and safety hazards or preventing malnutrition.
- Physical Abuse: The infliction of physical pain or injury, sexual assault or molestation, or use of physical or chemical restraints for punishment.
- Self-Neglect: Self-neglect is a category of Elder Abuse that may be reported when there is concern that an elderly person may be endangering their own health.

METHODOLOGY

The Civil Grand Jury is concerned that when the general public encounters a situation involving an older person who might be a victim of abuse, it is difficult to learn how to identify and report the abuse.

⁵ https://oag.ca.gov/bmfea/laws/crim_elder (accessed 3-26-19)

⁶ http://www.canhr.org/factsheets/abuse_fs/html/fs_elderabuse.htm (accessed 3-26-19)

⁷ https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=WIC&division=9.&title=&part=3.&chapter=11.&article=2

In researching methods to locate an appropriate phone number to call and report suspected Elder Abuse, multiple attempts were made by CGJ members using a variety of publicly available sources including Internet searches, reviewing web sites, and exploring County and City of Los Angeles publications.

The CGJ contacted and interviewed the following departments and entities:

- City and County of Los Angeles Long Term Care Ombudsman Program
- City of Los Angeles Department of Aging
- Los Angeles County Adult Protective Services
- Los Angeles County Area Agency on Aging
- Los Angeles County District Attorney’s Office, Bureau of Victim Services
- Los Angeles County Workforce Development, Aging & Community Services (WDACS)
- Los Angeles Police Department, Communications Division, Operations Support Unit

INVESTIGATION

The challenge of how to report suspected Elder Abuse became the basis for concern. Efforts began with Internet searches for published documents and resources providing guidance on the appropriate way to report suspected Elder Abuse situations.

Terms Relating to Elder Abuse

The CGJ encountered many terms used in printed publications and on the Internet relating to Elder Abuse including alternative terms, such as ‘senior abuse’ being used as an alternative to ‘elder abuse’. Some of the many terms used and some of the sources that use them include:

Abuse	Widely used term
Abuse of the Elderly	Used by Attorneys
Abuse of a Senior	Used by Attorneys
Elder / the Elderly	Used by L.A. County District Attorney’s Office
Elder Abuse	Used by City Attorney of L.A., Long Term Care Ombudsman, Victim Compensation Program (CalVCP)
Elderly	Widely used term
Elderly Person, Elderly People	Used on LACounty.gov
Older Adult	Used by WDACS “ <i>Who We Are & What We Do</i> ”, LACounty.gov
Older Person	Used by LACounty.gov
Senior, Seniors	Used by LACounty.gov, L.A. District Attorney “Safeguarding Our Seniors”
Senior Abuse	Used by Attorneys
Seniors & Older Adults	Used by 2-1-1 LA

Website Searches

Searches for help with reporting Elder Abuse using Google and Bing encountered difficulties in locating the phone number to call. The first listings (website hits) that come up are advertisers' listings for law firms. One needs to scroll past these to get to the publicly available services.

Regarding sites found by Internet search that provided help for reporting Elder Abuse at the start of our investigations, the first site listed was the County of Los Angeles District Attorney's website.⁸ The second site provided information on the Workforce Development, Aging & Community Services (WDACS) website for mandated reporters. The CGJ found the WDACS website to be difficult to navigate and its organization likely to be confusing for the general public looking for help in reporting Elder Abuse.⁹

A search on the Los Angeles County website lead the CGJ to a search results page listing the following options for "Elder Abuse":¹⁰

- Department of Community and Senior Services - Home¹¹
- Adult Protective Services¹²
- Area Agency on Aging¹³
- Commission on Disabilities¹⁴
- In-Home Supportive Services (IHSS)¹⁵
- District Attorney's Office Elder Abuse Unit¹⁶

While each of these websites do provide information or references regarding Elder Abuse, none were found to be an appropriate site for finding out how to report Elder Abuse. This is explained in more detail later.

One County site listed in the website search included a link to Adult Protective Services (APS) for counties in California. The listed link for Los Angeles County resulted in a "404 Not Found" error page on the WDACS website. This was advised in a meeting to WDACS and a later Internet search (5/8/2019) showed that this link had been deactivated.¹⁷

In a later Internet search (5/8/2019), the search discovered a website that posted both Elder Abuse and Child Abuse 'hotline' reporting numbers in a simple and clear format. This website is the 'Los Angeles Almanac' website.¹⁸ This search result appeared on the second page of the search results.

⁸ da.co.la.ca.us/seniors

⁹ https://wdacs.lacounty.gov/

¹⁰ http://www.lacounty.gov/

¹¹ https://www.lacounty.gov/residents/social-services/seniors-disabled/

¹² https://wdacs.lacounty.gov/programs/aps/

¹³ https://wdacs.lacounty.gov/programs/aaa/

¹⁴ http://laccod.lacounty.gov/

¹⁵ http://dpss.lacounty.gov/wps/portal/dpss/main/programs-and-services/in-home-supportive-services/

¹⁶ http://da.lacounty.gov/seniors

¹⁷ http://dpss.lacounty.gov/new_portal/dpss_elder_services.cfm

¹⁸ http://www.laalmanac.com/crime/cr11y.php

Adult Protective Services

The agency responsible for investigating reported suspected Elder Abuse is Adult Protective Services (APS), which is the appropriate agency for the public to make reports. This agency is part of the Agency on Aging which is part of Workforce Development, Aging & Community Services. As a result APS has minimal visibility beyond those who are mandated reporters that have been made aware of APS.¹⁹

In contrast to the difficulties the CGJ encountered in our attempts to find out how to report Elder Abuse, the Department of Children and Family Services' (DCFS) website made it very easy to locate the phone number for reporting Child Abuse. The DCFS website also had a "Report Child Abuse" link; one that was visible on all main pages without the need to scroll down.²⁰ However, other County websites that one might think are logical choices for locating a contact number for Elder Abuse, including those located by a search on the www.lacounty.gov website referenced above, do not provide easily located phone numbers or links for reporting Elder Abuse.

By multiple Internet search attempts and by locating and reviewing published documents, including some provided to the CGJ on visits and meetings with both L.A. City and County of Los Angeles Area Agency on Aging departments, the CGJ tested and verified its concerns regarding just how difficult it was to locate an appropriate telephone number to call to report elder abuse and, as a result, developed a simplified list of "Report Abuse" numbers. This list provides contact numbers for Child Abuse, Domestic Abuse, Dependent Adult Abuse and Elder Abuse numbers on a single sheet. A draft exhibit is included in the Recommendation section of this report.

Long Term Ombudsman

In an interview with the Office of the Ombudsman for Long Term Care for the County of Los Angeles, the CGJ learned that reporting of suspected Elder Abuse of residents of Long Term Care (LTC) Facilities that are licensed by the State of California should not be made to APS, but instead be made to the Ombudsman for Long Term Care. The Ombudsman for Long Term Care is primarily concerned with ensuring that Long Term Care Facilities include Skilled Nursing homes (SNFs), Assisted Living Communities and Residential Care Homes (which are commonly referred to as 'Board & Cares') are compliant with State licensing requirements.

Long Term Care licensed facilities are required to have a prominently displayed poster explaining that complaints or concerns regarding the facility should be reported to the Ombudsman at the posted number. However, if a family member or other person wishes to report suspected elder abuse, they should contact Adult protective Services. Information about the LTC Ombudsman and the contact number can be found on the <https://wdacs.lacounty.gov/> website.

¹⁹ "Information For Mandated Reporters", <http://www.cdss.ca.gov/inforesources/Adult-Protective-Services>

²⁰ <http://lacdcs.org/>

Published Numbers for Reporting Elder Abuse

From Internet searches and from contact numbers that are referenced in printed publications, the CGJ located the following regarding published contact numbers for reporting elder abuse.

- One County website that we found that provides the correct toll free telephone number for reporting Elder Abuse is the 2-1-1 LA County (<https://www.211la.org>) website. The “211la.org” website is a good source of information for those that (a) have knowledge of 2-1-1 LA County, and (b) also know what to look for, i.e. have familiarity with the term Elder Abuse or the department name Adult Protective Services.
- 211LA is a 24 hour, 365 days per year answering service that handles a wide range of County of Los Angeles services. 2-1-1 community resource advisors will ask appropriate screening questions and direct or connect the caller to the appropriate agency when the topic is related to Elder Abuse. A positive feature of the County 2-1-1 LA service is that a member of the general public can call 2-1-1 to report any abuse including Child Abuse, Domestic Violence, Dependent Adult Abuse and Elder Abuse. For Elder Abuse reporting calls, the caller will be connected to the APS Elder Abuse call center which can be reached directly by calling 1-877-477-3646 (1-877-4R SENIOR).
- In addition to the County 2-1-1 service, there is also the City of Los Angeles 3-1-1 service, which is similar in nature to the County 2-1-1 service but for services within the City of L.A.
- A further service in the City of L.A. is the non-emergency contact number for the Los Angeles Police Department (LAPD), 1-877-275-5273 (1-877-ASK-LAPD), which is found on LAPD websites. The CGJ learned from placing calls to this number, that like other service numbers, it is answered by an automated attendant and the caller has to listen to a list of options and then select the most appropriate one. However, no clear guidance for reporting abuse is provided leaving the caller to choose between the “Non-emergency Dispatch” and the “LAPD Community Stations” options.
- From both Internet and printed publications from the Agencies of Aging for both the City of Los Angeles and the County of Los Angeles the CGJ learned that 9-1-1 is the appropriate number to call for any suspected physical abuse concern. This was additionally verified by consultation with Los Angeles City’s Emergency Call Centers. However, Internet searches for information on “Elder Abuse” and “Reporting Elder Abuse” found that almost no websites give guidance on when to call 9-1-1. The exceptions for the City and County of Los Angeles are the websites that post the online versions of printed publications that are referenced in this report. The websites are:
http://assets.lapdonline.org/assets/pdf/Elder_Abuse_BRO_for_Law_Enforcement_6-5-15.pdf
and
<http://www.wiseandhealthyaging.org/cms/pdf/Elder%20Justice%20Resource%20Guide%20018%20web.pdf>.

- When it comes to Elder Abuse, other than physical abuse situations, the vast majority of the general public does not know how to report an Elder Abuse situation that is not an emergency. In response to inquiries made by the CGJ regarding training provided to 9-1-1 operators at Los Angeles City’s Emergency Call Centers (Public Safety Answering Point – PSAP) the CGJ was advised the following: *“9-1-1 operators receiving calls for service regarding physical or sexual abuse, or neglect of an elder or dependent adult shall dispatch a police unit to the location. If the caller cannot qualify the call as an emergency, the 9-1-1 operator will direct the caller to services such as the Area Agency on Aging, County Mental Health, or GENESIS (Geriatric Evaluation Networks Encompassing Services Information and Support) if mental health assistance is requested, or for questions regarding adults and their rights refer the caller to Adult Protective Services.”*²¹ An additional comment made was that local, non-emergency numbers for community police stations might also be suggested, for example, 1-877-ASK-LAPD.

Suspected Elder Abuse Calls Reported

Information on call volumes and types (classifications) was requested. The two tables following provide information extracted from a report presented by APS staff²² to the CGJ that included statistical information from which we learned:

Elder Abuse case Classifications Statistics Summary ²³

Summary of APS Intake Statistics 2014-15 – 2018-19 (through 1/2019)

Reporting Source Classification	2014-15		2015-16		2016-17		2017-18		2018-19 YTD*	
(1) Other Hospital/Medical Clinic	4,913	11.9%	5,116	10.8%	5,205	10.1%	5,911	10.5%	2,636	8.3%
(2) Client	3,446	8.4%	3,687	7.8%	4,617	8.9%	5,128	9.1%	2,141	6.7%
(3) Other/Anonymous	2,179	5.3%	2,104	4.4%	2,390	4.6%	3,214	5.7%	987	3.1%
(4) Financial Institution	2,035	4.9%	1,863	3.9%	2,151	4.2%	2,589	4.6%	1,099	3.5%
(5) Relative not in the home	2,057	5.0%	2,038	4.3%	1,826	3.5%	2,003	3.6%	749	2.4%
(6) Other Public Agency	1,501	3.6%	1,537	3.2%	1,465	2.8%	1,623	2.9%	1,068	3.4%
(7) Other Private Agency	1,570	3.8%	1,475	3.1%	905	1.7%	1,125	2.0%	631	2.0%
(8) Neighbor/Friend	1,040	2.5%	927	2.0%	771	1.5%	901	1.6%	417	1.3%
Sub Total of Top 8	18,741	45.5%	18,747	39.6%	19,330	37.3%	22,494	40.1%	9,728	30.6%
Unclassified (missing info)	18,034	43.8%	24,388	51.5%	28,409	54.9%	28,754	51.3%	19,344	60.9%
Sub Total of all other Classifications	4,445	10.8%	4,256	9.0%	4,049	7.8%	4,817	8.6%	2,707	8.5%
Total Intakes (Suspected Abuse Cases)	41,220		47,391		51,788		56,065		31,779	

* July 2018-Jan 2019

- The number of reported incidents of Elder Abuse that warranted an investigation rose from 41,220 in 2014-2015 to 56,065 in 2017-2018, a growth of 38.3% over a 4 year period. During this time period APS staffing increased minimally.
- The average number of new cases per social worker per year was reported as having risen from 317 in 2014-15 to 356 in 2017-18. The average number of new cases per social worker per year has risen by 12%. In the presentation given to the CGJ by APS staff, we learned that cases typically remain in ‘open’ status for periods of several

²¹ This explanation was provided by the LAPD Communications Division Manual – 2015 Edition (submitted 2-26-2019)

²² Report presented by APS staff to the CGJ on 1/26/19 which included statistical data for 2013-2014 through 2017-2018.

²³ Figures extracted from APS internal report provided to CJG 1-26-2019.

months often extending from one year into the next, which leads to the number of cases that a Social Worker has in ‘open’ status continually increasing.

- The ‘Types of Allegations/Primaries’ data showed that in 2013-2014, 66,361 allegations of elder abuse were reported and received by APS Intake. This figure rose to 91,761 allegations received by APS Intake in 2017-2018, of which more than 47,000 cases were classified as ‘primaries’. A ‘primary’ is a case that has been assigned to an APS Social Worker.

Types of Allegations/Primaries – Five Fiscal Years

	<u>2013-14</u>	<u>2014-15</u>	<u>2015-16</u>	<u>2016-17</u>	<u>2017-18</u>
Abandonment	648	682	715	732	833
Abduction	126	130	173	159	153
Financial	10,404	11,096	12,599	14,447	16,274
Isolation	1,475	1,494	1,773	1,862	2,138
Neglect	7,941	8,552	10,422	11,222	12,332
Physical	4,786	4,927	5,670	5,760	6,308
Psychological/Mental	11,138	11,227	13,455	14,123	15,559
Self-Neglect - Financial	2,808	3,282	3,461	3,505	3,063
Self-Neglect - Health & Safety Hazards	10,193	11,890	12,850	13,714	15,760
Self-Neglect - Malnutrition/Dehydration	3,073	2,692	3,053	2,869	3,064
Self-Neglect - Medical Care	6,007	5,833	6,576	7,062	7,154
Self-Neglect - Physical Care	7,388	7,509	8,905	8,724	8,701
Sexual Assault	374	317	388	469	422
Total	66,361	69,631	80,040	84,648	91,761

38.3% increase over 2013-14

FINDINGS

1. It is difficult and confusing for the average individual to find out how to report suspected Elder Abuse because no easy-to-locate Internet source for “how to report Elder Abuse” could be located. Additionally published, printed documents are not widely distributed or available. Also, no public service advertising campaigns regarding Elder Abuse awareness came to the attention of the CGJ during the term from July 2018 to May 2019.
2. The term “Elder Abuse” is not a term that people are commonly aware of while “Child Abuse” and “Domestic Violence” are recognized, well known terms.
3. Where telephone numbers for reporting elder Abuse can be located on websites and in published documents, multiple telephone numbers relating to Elder Abuse are often provided. Encountering multiple numbers and having to determine which number to call, simply put, is unnecessarily confusing.
4. Information on Elder Abuse located on Internet searches²⁴ and in County or City of Los Angeles publications is often found to be confusing. Cross referencing several sources, e.g. a website and a printed publication, is found to be confusing as multiple, alternative

²⁴ As websites are subject to being changed, while websites were searched, referencing them will not necessarily provide the same information or layout/appearance that the CGJ encountered during its inquiries.

terms and descriptions are encountered. In particular, it is not easy to locate the correct toll free telephone number for reporting Elder Abuse on the WDACS website.²⁵ There is an array of Elder Abuse topics posted in ‘boxes’ for reporting abuse, of which seven relate to elder abuse but only one of the seven options provides the correct number – (877) 477-3646 – for the 24-Hour, Adult Protective Services Abuse Hotline. This number is not visible until one clicks on the appropriate option!

5. County websites are not always consistent and are difficult to navigate, and at least one broken link led to a “404 Web page not found” error notification on the Workforce Development, Aging & Community Services (WDACS) website²⁶ making the County web site search to be of no help.
6. Clicking on the “Report Elder Abuse” button on the WDACS website²⁷ brings up a form intended for use by trained, mandated reporters. This form is not user-friendly to the general public as only those who have received training will understand the purpose of many of the data entry fields. The form is not intuitive.
7. Adult Protective Services (APS) is the sole county agency that receives Elder Abuse reports.²⁸ APS receives reports of Elder Abuse from mandated reporters and from the general public. Mandated reporters include Law Enforcement, Social Workers, Healthcare and Medical workers, Fire department employees, the Long Term Care Ombudsman and others.²⁹
8. The information published on Los Angeles County websites about Adult Protective Services and how to report Elder Abuse is almost entirely oriented toward mandated reporters making the WDACS and APS websites unhelpful for the general public.
9. In County and City publications that we located, Elder Abuse reporting and Adult Protective Services information is just one of many topics included in the document causing Elder Abuse to lack visibility with Adult Protective Services in particular lacking visibility.

The CGJ reviewed two near-identical publications that provide extensive information on services for the Elderly and for their families that are available from the Agencies on Aging for the City and County – “Elder Abuse: Prevention through Prosecution” and “Elder Justice: A Resource Guide for Action”. One of these six-page directories, shown on the next page, includes the front cover main headline, “Stop Elder Abuse”.

²⁵ <https://wdacs.lacounty.gov/programs/aps/whenwhere-to-report-abuse/>

²⁶ <https://www.lacounty.gov/report/> the link posted as “I want to report... Elder Abuse (Adult Protective Services)” - verified 5-3-2019.

²⁷ <https://wdacs.lacounty.gov/>

²⁸ <https://wdacs.lacounty.gov/programs/aps/>

²⁹ “Information For Mandated Reporters”, <http://www.cdss.ca.gov/inforesources/Adult-Protective-Services>



This Resource Guide was created by WISE & Healthy Aging, and funded in part by the City and County of Los Angeles Area Agencies on Aging.



The following two graphics show the inside page which provides the following information about 'who to call' from each of these two brochures:

- *Dial 911 to report elder abuse or neglect to the Police NOW if the abuse is immediate and life-threatening.*
 - *Elder Abuse Hotline at 1-877-477-3646 or 1-800-992-1660 to report allegations of abuse when you are unsure on where to call.*
 - *Adult Protective Services, County of Los Angeles, 1-888-202-4248 if you suspect elder abuse in the community. Call 213-351-5401 if you are outside of Los Angeles County.*
 - *Long-Term Care Ombudsman, at WISE & Healthy Aging 1-800-334-9473 and report suspected abuse occurring at board and care homes, nursing homes and assisted living facilities in LA County.*
 - *Statewide Ombudsman after-hours crisis line: 1-800-231-4024.*
- * *The entry referencing 'Dial 911' included above does not appear in the on-line version shown on this page but is included in hard copy versions of the brochure.*

REPORTING SUSPECTED ABUSE

Elder Abuse Hotline at **1-877-477-3646** or **1-800-992-1660** to report allegations of abuse when you are unsure on where to call.

Adult Protective Services, County of Los Angeles, **1-888-202-4248** if you suspect elder abuse in the community. Call 213-351-5401 if you are outside of Los Angeles County.

Long-Term Care Ombudsman, at WISE & Healthy Aging **1-800-334-9473** and report suspected abuse occurring at board and care homes, nursing homes and assisted living facilities in LA County. Statewide Ombudsman after hours crisis line: 1-800-231-4024.

California Attorney General Bureau of Medi-Cal Fraud & Elder Abuse: On-line complaint form: www.ag.ca.gov/bmfea **1-800-722-0432**

RESOURCES for SURVIVORS

- Los Angeles County District Attorney Victim-Witness Assistance: <http://da.co.la.ca.us> 1-800-380-3811 or 1-626-927-2500
- Ageless Alliance <http://agelessalliance.org>
(uniting against elder abuse through awareness, support and community engagement)

Domestic Violence

- National Domestic Violence Hotline 1-800-799-7233
- Domestic Violence Hotline Southern California 1-800-978-3600
(callers may receive help in 13 languages)
- Jewish Family Service Family Violence Project 1-818-505-0900
- VINE- Victim Information and Notification Everyday
(a service by the Los Angeles County Sheriff's Department to notify you when the status of an inmate changes) 1-877-846-3452

Mental Health

- County of Los Angeles Department of Mental Health, Older Adult Services ACCESS Center
Help regarding hoarding and other mental health issues: 1-800-854-7771
- National Suicide Prevention Lifeline 1-800-273-8255



Resources...

Social Security Administration

- www.socialsecurity.gov Fraud Hotline: **800-269-0271**

Medicare or Medi-Cal Fraud

- California Attorney General Bureau of Medi-Cal Fraud & Elder Abuse: **800-722-0432**
On-line complaint form: www.ag.ca.gov/bmfea
- Center for Health Care Rights/California Health Advocates: www.cahealthadvocates.org
Health Insurance Counseling and Advocacy Program (HICAP)
Medicare and healthcare counseling: **800-434-0222**
- Department of Health Services for Medi-Cal fraud: **800-822-6222**
- U.S. Health & Human Services TIPS Hotline to report Medicare fraud: **800-447-8477**
- Los Angeles County District Attorney Victim-Witness Assistance
<http://da.co.la.ca.us>: **800-380-3811** or **626-927-2500**
- Ageless Alliance <http://agelessalliance.org>
(Uniting against elder abuse through awareness, support and community engagement)

Elder Justice

A Resource Guide for Action



This Resource Guide was created by WISE & Healthy Aging, and funded in part by the City and County of Los Angeles Area Agencies on Aging.



Reporting ...

Dial 911 to report elder abuse or neglect to the Police NOW if the abuse is immediate and life-threatening.

Elder Abuse Hotline at 877-477-3646 or 800-992-1660 to report allegations of abuse when you are unsure on where to call.

Adult Protective Services, County of Los Angeles, 888-202-4248 if you suspect elder abuse in the community. Call 213-351-5401 if you are outside of Los Angeles County.

Long-Term Care Ombudsman, at WISE & Healthy Aging 800-334-9473 and report suspected abuse occurring at board and care homes, nursing homes and assisted living facilities in LA County. Statewide Ombudsman after hours crisis line: 800-231-4024.

10. The information line referencing Adult Protective Services in both documents providing multiple telephone numbers is confusing; the 1-877-477-3646 number alone is adequate.
11. These excellent documents provide helpful information about the various types of Elder Abuse. However, both have been distributed on a very limited basis because of printing costs, the expenses of mailing and, the CGJ was advised, a limited budget.
12. Although it is not at all easy to find them unless one has the URL, on-line versions of these two documents exist and can be located online at:
http://assets.lapdonline.org/assets/pdf/Elder_Abuse_BRO_for_Law_Enforcement_6-5-15.pdf and
<http://www.wiseandhealthyaging.org/cms/pdf/Elder%20Justice%20Resource%20Guide%202018%20web.pdf>.

13. The statistical information provided by APS showed the number of reported incidents of Elder Abuse that warranted an investigation. The number of reported incidents of Elder Abuse that warranted an investigation rose from 41,220 in 2014-2015 to 56,065 in 2017-2018, a growth of 38.3% over a 4 year period. During this time period APS staffing increased minimally. The average number of new cases per social worker per year has risen from 317 in 2014-15 to 356 in 2017-18. As stated in the earlier section on ‘Suspected Elder Abuse Calls Reported’ (on page 5-8), the average number of new cases per social worker per year has risen by 12%.

RECOMMENDATIONS

- 5.1 WDACS and both the County and City Departments of Aging, and ISD should standardize terminology used on their websites and publications to simplify how to report suspected Elder Abuse.
- 5.2 WDACS and both the County and City Departments of Aging should establish the 877-477-3646 hotline as the predominant number promoted for the public to report Elder Abuse.
- 5.3 The CGJ suggests all website pages that pertain to abuse – Child Abuse, Domestic Violence, Elder Abuse or Dependent Adult Abuse – should carry a “Report Abuse” hot button that brings up a listing of phone numbers to call for each category of abuse. The hot button should be immediately viewable without the need to scroll down.

Suggested “Report Abuse” Contact Number Listing:

How To **REPORT ABUSE**
WHENEVER YOU SEE IT
Within The County Of Los Angeles

CHILD ABUSE
Report to Child Protection Services
800-540-5000

Domestic Violence
Report to Law Enforcement
9-1-1

DEPENDENT ADULT ABUSE
Report to Adult Protection Services
877- 477- 3646

ELDER ABUSE
Report to Adult Protection Services
877- 477- 3646 or, if in a long term care
facility, report to the Long Term Care
Ombudsman 800-510-2020

Call 9-1-1 whenever life is threatened or
when criminal activity is involved.

- 5.4 City of Los Angeles and County Agencies should improve and update publications and websites to provide clear and simple explanations on what constitutes Elder Abuse. They should list Adult Protective Services as the agency the general public should contact that receives and handles suspected Elder Abuse reports except for life-threatening situations, which should be reported by calling 9-1-1.
- 5.5 Los Angeles City and County Departments of Aging should develop and publish a community information flyer for wide distribution that can be printed and delivered every two years to every residential address in the County of Los Angeles.
- 5.6 Los Angeles City and County Departments of Aging should update the two documents "Elder Abuse: Prevention through Prosecution" and "Elder Justice: A Resource Guide for Action" with simplified "Who to Call" information providing a single toll-free number 877-477-3646 for the public to use for reporting suspected Elder Abuse.
- 5.7 All County websites with references to seniors and elderly persons should be checked and verified for accuracy, completeness and clarity of communication.
- 5.8 WDACS should review staffing levels and adjust as appropriate according to current intake and primary case levels.

REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report and files it with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05 (a) and (b). All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
 Los Angeles County Superior Court
 Clara Shortridge Foltz Criminal Justice Center
 210 West Temple Street, Eleventh Floor-Room 11-506
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Board of Supervisors, County of Los Angeles	5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 5.7, 5.8
City of Los Angeles Department of Aging	5.1, 5.2, 5.3, 5.4, 5.5, 5.6
District Attorney’s Office	5.1, 5.6
Internal Services Division (ISD)	5.1, 5.3, 5.7
Workforce Development, Aging & Community Services	5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 5.7, 5.8

ACRONYMS

APS	Adult Protective Services
CGJ	Civil Grand Jury
DA	District Attorney
DCFS	Department of Children and Family Services
GENESIS	Geriatric Evaluation Networks Encompassing Services Information and Support
LAPD	Los Angeles Police Department
LTC	Long Term Care
SNF	Skilled Nursing Facility
WDACS	Workforce Development, Aging & Community Services

ACKNOWLEDGEMENTS

The CGJ acknowledges the following departments and entities for cooperation and assistance in preparing this report:

- Adult Protective Services
- City of Los Angeles, Department of Aging
- Los Angeles County Area Agency on Aging
- Los Angeles County District Attorney's Office, Bureau of Victim Services
- Los Angeles Police Department, Communications Division, Operations Support Unit
- Long Term Care Ombudsman Program
- Workforce Development, Aging & Community Services

COMMITTEE MEMBERS

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DRUGS IN JAILS THE PERPETUAL SCOURGE



**Michael Rodrigues, Chair
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DRUGS IN JAILS

The Perpetual Scourge

SUMMARY

A record number of state prisoners have lost their lives due to accidental drug overdoses - at least 150 in California prisons since 2006.¹ These individuals died in custody, while under the care and supervision of prison staff, simply because illicit drugs continue to be smuggled undetected into detention facilities. In a technologically advanced civilized society, there may be alternative methods available to combat this scourge.

Despite the reasons behind the incarceration of these individuals, they are still fellow human beings and should be treated as such. The 2018-2019 Los Angeles County Civil Grand Jury (CGJ) sought to evaluate all current drug screening practices so that it could identify where the current efforts are falling short of their purported desired outcomes and in many instances failing altogether. In doing so, the CGJ hopes to ascertain and recommend reasonable as well as effective measures that will help to prevent illegal drugs from continuing to enter detention facilities undetected.

The CGJ reviewed many documented drug smuggling cases which exposed the unfortunate truth that potential offenders extend beyond inmates, trustees, and visiting family and friends. Also included are vendors and employees who provide laundry, mailroom, and food service. Other often overlooked individuals include detention officers, attorneys, and medical personnel who are all allowed unsupervised contact with the inmates. With the wide variety of potential offenders and the unrestricted opportunities for some to smuggle drugs into detention facilities, it is nearly impossible to prevent illegal drugs from entering these institutions.

BACKGROUND

The CGJ visited all detention facilities in the County of Los Angeles, which are comprised of jails, police stations, and court houses. During these visits, the CGJ heard firsthand from jailers that drugs are readily accessible within these custody facilities and are creating problems for staff and inmates alike. It is important to note that the term “drugs” is used here to include prescription as well as illegal drugs such as marijuana, cocaine, crack, methamphetamine, and the latest drug craze—fentanyl. The focus of this report is on county facilities which house inmates on both a short-term and long-term basis, where sentences can range from weeks to one year or as many as three years under the mandates of Prop 47.²

Drug usage within detention facilities is a longstanding problem and it has been reported on numerous times in the past in a variety of print and online media publications. The primary concern of this CGJ was on the way in which illegal drugs enter into these facilities undetected; therefore, it sought to

¹ <https://www.cbsnews.com/news/illicit-drugs-rampant-in-california-state-prisons/> (Accessed 11/1/18)

² <https://www.cdcr.ca.gov/news/prop47.html> (Accessed 2/21/19)

pinpoint where the system breakdown lies in the detection process currently followed by department officials. One detection method is the use of body scanners using low-level X-ray technology. On August 7, 2018, the Board of Supervisors (BOS) requested that the Los Angeles Sheriff's Department (LASD) provide a detailed report on the use of body scanners in jails.³ The CGJ reviewed the responses from the LASD⁴ and has incorporated those responses in this report.

This committee's report focuses on detention facilities operated by the LASD. These detention facilities include Men's Central Jail (MCJ), the Inmate Reception Center (IRC), Century Regional Detention Facility (CRDF) aka Lynwood, North County Correctional Facility (NCCF), Pitchess North (North), Pitchess South (South), Pitchess East (East), and Twin Towers Correctional Facility (TTCF).

Uncovering narcotics and inmate-produced alcoholic beverages known as "pruno" is the duty of the Narcotic's Unit of the LASD Custody Services Division (CSD).⁵ This unit conducts undercover surveillance of suspected drug activity within detention facilities and files additional charges against anyone suspected of crimes related to alcohol production and drug usage.

The smuggling of drugs into prisons is a lucrative business.⁶ When one adds greed or crisis-driven temptation to the enormous amount of money that can be made selling drugs, it is necessary to consider the possibility that individuals from all socioeconomic classes might be tempted to devise and participate in illegal drug smuggling schemes.

Those who wear a badge or a suit and tie might also be caught in the act of smuggling. For example, three inmates, with the help of a drug counselor, were able to run a lucrative contraband smuggling business at Calipatria State Prison in Calipatria, California. This group was so successful that by the time they were caught, they had already smuggled an estimated \$1.2 million worth of contraband into prison.⁷

Recently in Victorville, California, a lieutenant assigned to investigate wrongdoings by inmates and guards was himself arrested on suspicion of taking cash bribes in exchange for smuggling contraband into a Federal Correctional Complex.⁸

As an example of the ingenuity found in mailroom smuggling, a woman serving a year in jail for a fatal hit-and-run helped a fellow inmate smuggle meth-soaked greeting cards into the Las Colinas Detention Facility near San Diego.⁹

The above-mentioned examples are just a few of the countless ways in which drugs have been and might continue to be smuggled into correctional facilities throughout the county of Los Angeles. However, these examples do not touch on the issue of life-threatening synthetic drugs such as fentanyl

³ <http://file.lacounty.gov/SDSInter/bos/supdocs/124675.pdf> (Accessed 1/14/19)

⁴ Report from Office of the Sheriff dated December 7, 2018

⁵ <http://shq.lasdnews.net/content/uoa/AS1/Custody-Investigation.pdf> (Accessed 1/14/19)

⁶ <https://www.themarshallproject.org/2016/01/15/getting-a-hustle-how-to-live-like-a-king-behind-bars> (Accessed 3/6/19)

⁷ <https://www.inspiremalibu.com/blog/drug-addiction/drug-smuggling-and-fatal-overdoses-in-california-prisons/> (Accessed 3/6/19)

⁸ <https://www.pe.com/2019/03/04/victorville-prison-guard-arrested-on-suspicion-of-taking-bribes-smuggling-contraband/> (Accessed 3/7/19)

⁹ <https://www.prisonalnews.org/news/2013/jan/15/contraband-smuggling-a-problem-at-prisons-and-jails-nationwide/> (Accessed 12/5/18)

and its derivatives which are now infiltrating the prison system. This information was provided to the CGJ by the Custody Services Division (CSD) of the LASD and is shown in Table 1 of this report.

The smuggling of these potentially deadly drugs into detention facilities cannot be ignored. It is a matter of life and death to inmates and staff alike and it must be treated as such. Fentanyl is so potent that it can cause respiratory failure when just trace amounts become airborne, ingested, or come in contact with the skin and is, therefore, life threatening to all who are exposed to it.¹⁰ As of June 20, 2017, the LASD placed Narcan spray in all correctional facilities to prevent fatal overdoses of fentanyl.¹¹

In August 2018, the state corrections secretary in Pennsylvania ordered a lockdown of its entire state prison system after a deadly incident in which a number of staff fell ill from suspected exposure to tainted synthetic drugs.¹² This incident followed a separate deadly occurrence in an Arkansas prison where five inmates, over a four-day period, died from drug overdoses.¹³

One interesting component of the Pennsylvania lockdown was the installation of “drone-detection” technology to intercept drones attempting to deliver drugs to the prison facilities.¹⁴ Drones are getting more sophisticated, are difficult to detect, and nearly impossible to intercept.

In May 2018, a joint drug task force conducted a raid in Los Angeles at Men’s Central Jail (MCJ) to end the drug smuggling activities of factions of the Mexican Mafia (La Eme), which ran drugs in the LASD detention facilities. The resulting raid led to arrests and criminal indictments of several local gang members.¹⁵

According to the indictment that focuses on the Los Angeles County Jail (LACJ), a criminal enterprise led by members of the Mexican Mafia allegedly engaged in five broad areas of criminal activities.¹⁶ This endeavor collectively served to enrich members of the enterprise and to maintain control and authority over LACJ, which includes Men’s Central Jail and the Twin Towers Correctional Facility in downtown Los Angeles.

The criminal offenses carried out by this enterprise fall generally into the following five categories:¹⁷

- The Mexican Mafia-sanctioned smuggling of drugs into LACJ, narcotics that were sold to inmates to generate profits for the enterprise.
- The “taxing” of other drugs smuggled into LACJ in what the indictment labels “widespread extortion.”

¹⁰ <https://www.cdc.gov/niosh/topics/fentanyl/default.html> (Accessed 1/2/19)

¹¹ <http://lasd.org/opioids.html> (Accessed 2/21/19)

¹² <https://www.scp.org/news/2018/08/30/85784/pennsylvania-prisons-locked-down-after-staff-expos/> (Accessed 1/2/19)

¹³ <https://www.nwaonline.com/news/2018/aug/30/5-deaths-in-4-days-reported-at-prison-2/> (Accessed 1/9/19)

¹⁴ <https://www.wgal.com/article/new-safety-protocols-being-implemented-at-state-prisons-in-pennsylvania/22995666> (Accessed 11/16/18)

¹⁵ <https://www.dea.gov/press-releases/2018/05/23/federal-racketeering-indictment-targets-mexican-mafia-control-inmates-and> (Accessed 1/15/19)

¹⁶ <https://www.justice.gov/usao-cdca/pr/federal-racketeering-indictment-targets-mexican-mafia-control-inmates-and-drug> (Accessed 1/16/19)

¹⁷ *ibid*

- Another LACJ extortion scheme in which all Latino inmates were required to contribute a percentage of their commissary spending on food and hygiene items into a “kitty” that generated additional income for the Mexican Mafia member when the kitty was sold to an inmate.
- The disciplining and extortion (through assaults and fines) of the Mexican Mafia associates who run afoul of the rules imposed by the organization.
- Money laundering of the criminal proceeds from these activities.

While the smuggling of illegal substances into detention facilities seems to be an insurmountable problem, and certainly one with no single cure-all, there are a variety of options available that could be implemented to diminish much of the smuggling taking place under the current practices and procedures. Rehabilitation and treatment programs are viable weapons that are available for combating the never-ending war on drugs. Considering that the cost of rehabilitation is far less than the cost of imprisonment,¹⁸ greater focus on rehabilitation would be a huge step in the right direction. It also seems reasonable that everyone, without exception, entering and exiting detention facilities should expect to be scanned.

The prison environment is already toxic without the continued proliferation of illegal drugs, so it is imperative the added toxicity of illegal substances be considerably reduced if not entirely eradicated. The current detection measures used in detention facilities statewide have not been shown to eradicate or reduce the influx of drugs sufficiently. The CGJ, therefore, is interested in best practices that would assist the county jailers in reducing smuggling and the attendant costs.

METHODOLOGY

Members of the CGJ visited each detention facility in Los Angeles County. During these visits, we inquired about drugs found at the facility and the methods used to detect the influx of drugs into the facilities. The CGJ conducted interviews of custody personnel and recorded the data received. While on tours and performing inspections, the CGJ viewed inmates going through scanning devices. At one of these facilities, the CGJ had an opportunity to view the actual images produced by these scanners. These images showed hidden contraband in great detail underneath the clothing worn by the inmates, thus proving that they are very effective in detecting hidden contraband on the body.

The CGJ requested data that was collected from the LASD Custody Services Division regarding drugs entering jails. The CSD retrieved data from the Los Angeles County Regional Criminal Identification System (LARCIS). LARCIS is a system in the unit of the Records and Identification Bureau. The CGJ reviewed the data from LARCIS and researched website articles relevant to the subject matter of this investigation. Additional information was gleaned from the agendas of the Los Angeles County Board of Supervisors from June 2015 to March 2019 on all proposed usage of current body scanners used and future proposed scanning machines.

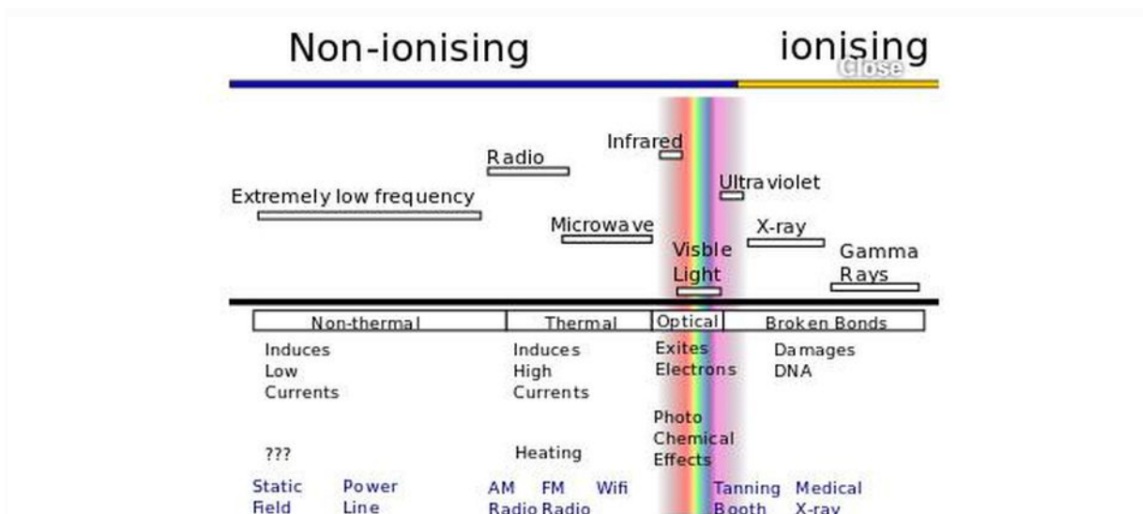
¹⁸ “Criminology researchers have found that sending offenders with a history of drug and alcohol abuse to an addiction treatment program rather than to prison will not only increase the chances of offenders recovering, but will cut crime rates and save billions of dollars. It is estimated that about half of all inmates are incarcerated at least in part due to an active drug or alcohol problem.” <http://www.genfkd.org/mass-incarceration-burden-taxpayers> (Accessed 3/4/19)

The CGJ also reviewed the response from the LASD regarding the use of canines for drug detection.¹⁹ This analysis done by the sheriff's department was at the request of the BOS at their October 18, 2016 meeting. The Board specifically wanted to know if the use of detection canines could be expanded. They also wanted to know if this service could be contracted or run in house. The Report Back on November 10, 2016 included the sheriff's detailed response.²⁰

During the research process the CGJ discovered a variety of active scanning devices. Active scanning devices are those that use some form of radiation energy to perform the scan. There are two such devices currently in use. One is X-ray technology, which is widely used, but there is concern about the long-term health effects on the individual with multiple exposures. There are studies that report on this issue but no definitive answers are currently available. All indications are that the current radiation levels from these devices are deemed harmless.²¹

The second type of active scanning is Millimeter Wave Technology, which uses Radio Frequency (RF) energy to detect hidden items on and in a human body.²² This technology is also deemed harmless to the human body. In fact, cellphone users are currently bombarded with RF waves with no known adverse effects.²³

The following illustration shows the electromagnetic spectrum divided into non-ionizing and ionizing radiation. Ionizing radiation can damage human DNA.²⁴



Electromagnetic spectrum divided into ionizing and non-ionizing radiation.

¹⁹ BOS meeting of 11/10/2016 – Report Back on Canine Program

²⁰ Ibid

²¹ https://www.radiationanswers.org/radiation-blog/airport_xray_scanners.html (Accessed 8/8/2018)

²² <https://science.howstuffworks.com/millimeter-wave-scanner1.htm> (Accessed 8/8/2018)

²³ <https://www.forbes.com/sites/quora/2018/02/02/the-truth-about-cell-phone-radiation/#fe13955192a3> (Accessed 5/6/19)

²⁴ Ibid

The cited website is a TS technology site that has a picture that shows a comparison of different RF energy levels emitted by the devices depicted.²⁵

Additionally, during its research the CGJ discovered the existence of passive scanning devices.²⁶ These devices sense only the emanations from an individual and will detect any drugs in or on the individual. There are several electronic passive scanning devices currently on the market. Drug-sniffing dogs using their sense of smell is an example of passive scanning.

INVESTIGATIONS

The LASD Custody Investigative Services Unit (CISU) utilizes its Operation Safe Jails (OSJ), Jail Investigations Unit (JIU), and Custody K-9 Unit to discover and ferret out illegal substances or contraband located within the walls of its Custody Division facilities. The JIU handles all crimes which are committed by inmates while in the care of the Los Angeles Sheriff's Department (LASD). Routine and random searches within the jail facilities are conducted by staff to minimize the flow of narcotics inside the jails. Searches are conducted on a one-to-one ratio of each inmate, by cell blocks or individual cells, or by K-9 sweeps of kitchen and laundry facilities by sheriff personnel.²⁷

The searches are not limited to jails or courthouse facilities but also include the modes of transportation used by inmates to get to and from court, i.e., transportation buses of the Sheriff's Department. Buses are searched before inmates are loaded onto them, after they depart for court, and again when transported back to their custody housing facility. The use of body scanners for all inmates going to and returning from court does not eradicate the influx of drugs, as will be discussed further in this report.²⁸ The lure of the desired narcotics and the money made from these illegal transactions fuels the continued discovery of illegal contraband in the facilities.

The CGJ requested data from the CSD for all narcotics found within custody facilities for a five-year period. The request was in the form of several questions. The response from the CSD was provided in four tables along with detailed explanations to particular questions. These are discussed below. The CGJ had requested statistical data to cover a five-year period. The response in the tables covered a four-year period, namely 2015, 2016, 2017, and 2018.

The questions and the responses are as follows:

1. What is the category of drugs found (e.g. marijuana, cocaine, heroin meth etc.?)
Response: Most of the drugs listed in Table 1 are classified by the Drug Enforcement Agency (DEA) as Schedule I. Schedule I drugs are heroin, ecstasy, LSD, Quaaludes, marijuana, and bath salts. Schedule II drugs are methadone, OxyContin, morphine, fentanyl, and codeine. Schedule III drugs include Vicodin, ketamine, anabolic steroids and Tylenol with codeine. Schedule IV drugs are Xanax, Soma, Klonopin, Valium and Ativan. Schedule V drugs are Robitussin AC,

²⁵ https://web.archive.org/web/20100106043039/http://www.tsa.gov/approach/tech/imaging_technology.shtml (Accessed 4/15/2019)

²⁶ http://controlcapture.com/passive_scan.html (Accessed 8/8/2018)

²⁷ <http://shq.lasdnews.net/content/uoa/AS1/Custody-Investigation.pdf> (Accessed 2/7/2019)

²⁸ Ibid

Phenergan with Codeine and ezogabine. Drugs have been classified since the 1970s during President Nixon’s term when he signed the Controlled Substances Act (CSA) into law.²⁹

Table 1 – Categories of Drugs Found

Narcotics (Drugs) Seized in Custody				
Type of Drug	Weight in Pounds			
Year	2015	2016	2017	2018
Suspected Barbiturate	0.04	0.20	0.00	0.00
Suspected Cocaine/ Cocaine Base	2.08	1.80	6.88	2.61
Suspected Codeine	0.00	0.00	0.00	0.00
Suspected Fentanyl	0.00	0.00	0.05	0.55
Suspected Hashish	0.05	0.22	0.53	0.59
Suspected Heroin	6.21	4.62	7.32	7.79
Suspected LSD	0.00	0.00	0.00	0.19
Suspected MDMA (Ecstasy)	0.09	0.21	0.12	0.11
Suspected Methamphetamine (Meth)	9.15	8.56	13.64	18.83
Suspected Opium	0.00	0.00	0.00	0.29
Suspected Pharmaceuticals (e.g. Pills, capsules etc.)	0.70	0.42	0.37	1.08
Suspected Marijuana	1.71	4.23	2.73	4.98
Suspected PCP	0.06	0.00	0.00	0.04
Other Narcotic	2.05	2.13	3.39	0.00
Totals	22.14	22.40	35.03	37.07

The CSD stated that the data in this table was sourced from the LASD PRELIMS database. Since the PRELIMS database was deployed and used by the CSD starting in 2015, no earlier data exists in the database. Moreover similar data was not effectively tracked in prior years and hence is unavailable.

Analysis: The table clearly shows that the variety of drugs being smuggled and detected in the detention facilities is quite large. Also, the table shows that there is an increase in detected drugs year to year. What is not known is whether the increased detection is due to the use of scanners or any other change in search procedures. Of course, there is no way to know what contraband got through.

2. What is the number of incidents of drugs seized within each detention facility by month?

Response: The data are provided in Table 2 and contain incidents at each detention facility by year and not by month - as requested.

Table 2 – Number of Incidents at Each Facility

Unit/Facility	Number of incidents			
Years	2015	2016	2017	2018
Custody Investigative Services (CIS)	53	67	103	141
Century Regional Detention Facility (CRDF)	36	30	30	50

²⁹ <https://medshadow.org/resource/drug-classifications-schedule-ii-iii-iv-v/#scheduleV> (Accessed 2/20/19)

Pitches East (East)	0	0	1	0
Inmate Reception Center (IRC)	128	73	172	147
Men's Central Jail (MCJ)	122	110	101	123
North County Correctional Facility (NCCF)	26	42	99	122
Pitches North (North)	17	16	11	21
Pitches South (South)	98	47	45	30
Twin Towers Correctional Facility (TTCF)	29	8	29	16
Totals	509	413	591	650

Analysis: Table 2 has a four-year history of narcotics seized in custody. The only facility that has no incidents is the Pitchess Detention Center East. This facility has a program that trains highly motivated inmates valuable firefighting skills. There are several benefits to this program that act as an incentive for participating inmates to refrain from engaging in drug use and drug-related activities. Staff reported to us that the inmates have a code of behavior in which they police their own behavior and do not allow anyone using drugs to be housed there.

Pitchess Detention Center South shows an improvement from 2015 to 2018. (Refer to Table 2). This facility provides vocational training in gardening, landscaping, woodshop, bicycle repair, and dog grooming. Anyone abusing their freedom while participating in these programs risks being sent back to Men's Central.

The trends at other detention facilities show an increasing number of drug-related incidents. Scanners were not deployed until 2015 and the CGJ did no further analysis to determine if the increase in incidents was due to the body scan detection or an increase in the influx of drugs.

3. How were they discovered? Was the discovery in the initial booking area or someplace else?
Response: The response indicated no tracking mechanism for modality of discovery.
Analysis: No analysis was conducted since there was no data available.

4. Were there any health-related incidents due to drug discovery, e.g., overdose, seizure etc.?
Response: No response was available at the time of the CGJ's request because that particular data was not tracked at the facility.
Analysis: No analysis was conducted since there was no data available.

5. Did the drug seizure result in additional charges being filed against inmates or others?
Response: Table 3 has the number of criminal reports filed by facility and year of the new charges against the inmates. Each new discovery results in a new charge and a new report is generated.

Table 3 – Criminal Reports

Unit Facility	Number of Reports				
	Year	2015	2016	2017	2018
Custody Investigative Services (CIS)		34	40	63	77
Century Regional Detention Facility (CRDF)		31	22	28	40
Pitches East (East)		0	0	1	0
Inmate Reception Center (IRC)		108	61	128	101
Men’s Central Jail (MCJ)		112	108	91	121
North County Correctional Facility (NCCF)		28	38	75	108
Pitches North (North)		16	7	5	17
Pitches South (South)		62	24	24	18
Twin Towers Correctional Facility (TTCF)		17	9	22	13
Totals		408	309	437	495

Analysis: The table shows a relatively high number of new charges for drug possession within the facilities.

Pitchess East shows no new charges in the data provided, except for the year 2017 in which there was one charge. This is because there are stringent requirements to be accepted into the firefighter training program at this facility.

Pitches South shows a decline in the number of incidents over the same period. The CGJ believes that this is due to the different training programs available to inmates at the facility.

6. Do any of the incidents of drug seizure involve sworn or civilian staff?

Responses:

- a. The specific incidents recorded by the CSD are enumerated below:
 - i. In 2013 an LA County doctor was caught with methamphetamine while in county jail.
 - ii. In 2013 a civilian food worker was caught with methamphetamine, marijuana, and cocaine inside a jail facility.
 - iii. In 2013 inmates devised a plot to hide methamphetamine under the car of a civilian employee unbeknownst to that employee. Plot was discovered and the drugs did not make it into the jail.
 - iv. In 2013 a Pitchess Detention Center (PDC) civilian laundry worker brought methamphetamine and heroin to the PDC laundry for inmates. The drugs were confiscated before delivery to the inmates.
 - v. In 2014 a civilian worker brought in methamphetamine, cocaine, and marijuana.
 - vi. In 2014 a registered nurse (RN) was accused of stealing morphine sulfate pills. The RN admitted to making a mistake and was not charged.
 - vii. In 2018 a custody assistant was arrested for attempting to bring methamphetamine into a county jail.

b. The department further explained these seizures were due to an active program that intercepted inmates' phone calls regarding employees who were aiding them. The program is called the Inmate Telephone Monitoring System (ITMS) and deputies are assigned to run the program. There is signage within each facility that there is no expectation of privacy on telephones in the visiting area.

7. How were the individuals from question 6 handled? Were they terminated or arrested?

Response: There was one misdemeanor of a civilian employee in 2013. Of the ten felony convictions, some were inmates and some were outside aides (non-employees). Staff members were terminated and inmates received additional charges.

Analysis: Not enough data was provided to determine whether or not any employees were terminated. Also, no information was available as to the outside aide who was convicted.

8. Do any of the drug seizures involve gang members within the jail population?

Response: Table 4 provides the reports regarding gang activity related to drugs in jail. Data were provided by the JIU in table form that had the case numbers of each incident. Table 4 was created to show the number of reports in the LARCIS data base. The response included a caveat that stated the data were preliminary and subject to change.

Analysis: The data show that there were a large number of gang-related incidents in 2015. The table below shows very few incidents since 2015. It is not clear what procedures, if any, were implemented to reduce the number of incidents in the years 2016-2018. The CGJ did not have adequate time to research the reduction in incidents.

Table 4 – Record of Gang Involvement

Incidents of Narcotics Custody (Gang Involvement Reports)	
Year	Number
2018	1
2017	1
2016	1
2015	13
2014	2
2013	1

Scanners

The CGJ did an internet search for available scanners and found several devices offered by different companies for a variety of purposes. Since this topic is related to the detection of drugs, the CGJ narrowed its search to those scanners that use technologies for this purpose. There are two active scanning technologies in use today, i.e. they radiate energy. The following is a brief description of each type. The CGJ has also included web addresses the reader can access to get more information.

X-ray Technology: Anyone who has gone through the checkpoint at one of the larger airports has encountered these devices used for screening passengers. These devices are large and need a lot of

room around them. The LASD uses this type of device, and a photo is available on the website of Supervisor Hila Solis. This device has a moving floor that transports the person through it. An image is created and displayed at the console of the operator.³⁰

The CGJ also discovered several portable hand-held devices that are used by officers in the field. An example and description is accessible on the Integrity Surveillance Group website.³¹

Millimeter wave technology: This is much newer and uses RF energy to do the scan. This device is also large and needs a lot of space around it. An example and description is accessible on the TSA website.³²

FINDINGS

1. The scanners at the intake areas in these facilities are used to scan only those inmates who submit to scanning. Inmates who refuse to be scanned are subject to a physical search. Sworn and unsworn staff, trustees, vendors, and healthcare personnel are often allowed to bypass scanning altogether. This information was obtained from interviewing staff at the facilities.
2. The radiation levels of the scanners at CRDF have been lowered due to concerns over excessive radiation. The result is that these scanners are considered to be less effective. This information was obtained from interviewing staff at CRDF.
3. The Transportation Security Administration (TSA) is previewing a new safe scanning device that is implementing a new technology at the Denver airport. This device uses radiofrequency (RF) rather than X-ray. RF has been shown to be safer than x-rays. The added benefit is that subjects can go through these scanners rapidly.³³
4. Pitchess East has a program that teaches skills in firefighting as well as other useful skills. Only drug-free inmates are allowed to be housed here. This information was obtained from interviewing staff at the facility.
5. Drug-sniffing canines are available to the LASD. Due to the costs, they are rarely deployed at detention facilities. As reported to the Board of Supervisors on November 10, 2016, the cost of a single narcotics detection canine ranges between \$165,000 and \$192,000 per year.³⁴ Additionally, canine units are limited in the number of hours they are on duty.
6. There has not been a thorough cost-benefit analysis on each of the current methods used to prevent drugs from entering detention facilities. This analysis should include any health-related costs resulting from drug overdose or the life-threatening-effects of drugs such as fentanyl.

³⁰ <https://hildalsolis.org/la-county-to-review-use-of-body-scanners-in-county-jails/> (Accessed 1/12/19)

³¹ <https://integritysurveillancegroup.com/mini-z-handheld-x-ray-scanner/> (Accessed 1/12/19)

³² <https://www.tsa.gov/blog/2010/04/30/tsa-purchases-additional-advanced-imaging-technology-units-and-quick-word-automated> (Accessed 1/12/19)

³³ <https://science.howstuffworks.com/millimeter-wave-scanner1.htm> (Accessed 8/8/2018)

³⁴ County of Los Angeles Chief Executive Office Report to the Board of Supervisors dated Nov. 10, 2016.

Performing this analysis will identify the most cost-effective methods available. The LASD is currently undergoing the approval process of a Narcan deployment program sponsored by the State of California. Narcan is used as an emergency treatment to counter the life-threatening effects of fentanyl for those who come in contact with this potentially deadly drug.³⁵

7. There is a potential for drugs to be hidden inside incoming mail. This was the case with the meth-soaked greeting card at the Las Colinas Detention Facility.³⁶
8. Since drone technology is rapidly expanding, there is the potential for drugs to be moved into vulnerable detention centers like Pitchess South. This finding was arrived at from the issue with drugs discovered in the Pennsylvania prison system.³⁷

RECOMMENDATIONS

- 6.1 The LASD should mandate that everyone (including deputies and other staff) entering and exiting a facility must be searched or scanned.
- 6.2 The Board of Supervisors should fund the LASD to enable investigation into the use of passive scanning devices.
- 6.3 The LASD should consult with TSA and other agencies regarding the latest scanning devices that can be used to detect contraband.
- 6.4 The BOS and LASD should acquire passive scanning devices.
- 6.5 The LASD should increase the use of drug-sniffing canines at facilities known to have a high rate of contraband.
- 6.6 The LASD and the county auditor should do a cost-benefit analysis of each method used to detect contraband. In particular, this study should look into the ancillary effects on the health of inmates and staff.
- 6.7 The LASD should scan all mail at all facilities to ensure that no drugs are being smuggled in.
- 6.8 The LASD should do an analysis on the use of drone detection technology and implement solutions according to results.
- 6.9 The LASD should capture in their LARCIS database the modality used in their drug detection process.

³⁵ State of Proceedings for the Business Meeting of the Sybil Brand Commission for Institutional Inspections dated February 20, 2019.

³⁶ <https://www.prisonlegalnews.org/news/2013/jan/15/contraband-smuggling-a-problem-at-prisons-and-jails-nationwide/> (12/5/18)

³⁷ <https://www.scp.org/news/2018/08/30/85784/pennsylvania-prisons-locked-down-after-staff-expos/> (Accessed 1/2/19)

- 6.10 The LASD should expand educational programs at all its detention facilities to keep the inmates productively occupied, allowing them an opportunity to develop valuable skills to gain employment upon release.
- 6.11 The LASD should collect additional information in the LARCIS database (such as health-related incidents) during detection of drugs in jail its facilities.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
 Los Angeles County Superior Court
 Clara Shortridge Foltz Criminal Justice Center
 210 West Temple Street, Eleventh Floor-Room 11-506
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Auditor-Controller	6.6
Los Angeles County Board of Supervisors	6.2, 6.4
Los Angeles County Sheriff’s Department	6.1, 6.3, 6.4, 6.5, 6.6, 6.7, 6.8, 6.9, 6.10, 6.11

ACRONYMS

BOS	Board of Supervisors
CGJ	Civil Grand Jury
CISU	Custody Investigative Services Unit
CRDF	Century Regional Detention Facility
CSA	Controlled Substance Act
CSD	Custody Services Division
DEA	Drug Enforcement Agency
IRC	Inmate reception Center
ITMS	Inmate Telephone Monitoring System
JIU	Jail Investigation Unit
LACJ	Los Angeles County Jail
LARCIS	Los Angeles County Regional Crime Investigation System
LASD	Los Angeles Sheriff's Department
MCJ	Men's Central Jail
NCCF	North County Correctional Facility
OSJ	Operation Safe Jails
PDC	Pitchess Detention Center
PRELIMS	Property Evidence and Laboratory Information Management System
RF	Radiofrequency
RN	Registered Nurse
TSA	Transportation Security Administration
TTCF	Twin Towers Correctional Facility

COMMITTEE MEMBERS

Michael Rodrigues, Chair
Valencia R. Shelton, Co-Chair
Renée Jenkins, Secretary
Hector R. Gonzalez*
Freida K. King

ACKNOWLEDGEMENTS

The members of this committee would like to thank the representatives of the Los Angeles County Sheriff's Department who provided us the detailed data needed to complete this investigation.

*deceased

GRAND JURY FACILITIES AND RETENTION: “THE FLAGSHIP IS LEAKING”



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GRAND JURY FACILITIES AND RETENTION

“THE FLAGSHIP IS LEAKING”

SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) is one of fifty-eight located in each county throughout the state and serves the largest county by population in the state of California and the United States. The current population of Los Angeles County is 10.16 million followed by Cook County, Illinois at 5.21 million and Harris County, Texas at 4.31 million.¹

As the largest County in the United States, the CGJ should serve as the “**Flagship**” example to the other 57 counties in California to emulate. Critical concern at this time focuses on Grand Jury retention. At the conclusion of the 2017-2018 CGJ term, there were fewer than 23 seated members, a number required by statute at the time the jury is impaneled.²

The CGJ is tasked with the examination of all aspects of county government, municipalities and special districts for efficiencies and honesty in their operation. Twenty three citizens are tasked with performing these duties within a 12 month period. The last quarter of the year is dominated by the compilation of research and formulating recommendations to be included in the annual report which summarizes this information. To make this happen, SYNERGY must exist among the jurors. Synergy is defined as the benefit that results when two or more work together to achieve something you cannot do on your own. Working together benefits all.³

As the 2018-2019 Jury began its work, some logistical issues presented themselves as barriers to the required synergy. These barriers included environmental issues, space, climate control, and availability of water. Operational issues were also an impact such as training provided to each juror, logistical problems, and transportation provided for jury tours. This investigative committee has identified several factors leading to jurors resigning from the Civil Grand Jury; these factors were identified during telephonic interviews with jurors who resigned from jury service.

The CGJ meeting room and conference room/lunch room are not **suitable** for conducting its investigations in the following areas:

- conference room area is not large enough to accommodate 23 people
- inadequate rooms or spaces in which the CGJ’s various committees can meet and confer
- lack of privacy needed to make phone calls, interview witnesses, or meet in groups
- restrooms are not sufficient or adequate
- current break area is unacceptable for grand jurors

¹ <http://worldpopulationreview.com/us-counties/> (accessed 05-07-19)

² California Penal Code section 908.1

³ <https://www.merriam-webster.com/dictionary/synergy> (accessed 04-25-19)

- inadequate locker space for personal storage during the work day
- lack acceptable temperature control.

Other issues hindered the 2018-2019 CGJ's ability to conduct its investigations. For example:

- the CGJ has not been provided adequate training in conducting investigations, report writing, or County Counsel's expectations.
- the Information Technology provided is inadequate for collaborative investigations as the CGJ cannot receive electronic files (i.e. from witnesses, agencies, businesses, or other organizations) greater than file sizes limited by the court's email system.
- inadequate transportation for the CGJ's needs.

BACKGROUND

"The Grand Jury of Los Angeles County was bifurcated on July 1, 2000, from a unified structure that undertook both the criminal indictment function and the civil oversight function, into two grand juries that now have specific responsibilities in each of those functions."⁴ The *Criminal Grand Jury* continues to conduct operations on one floor in 3,644 square feet with 23 jurors. The *Civil Grand Jury* was moved to another floor in the same building occupying 1,864 sq. ft. for 23 jurors. In 2008, the State of California took over the courts and the Criminal Courts Building (CCB) by an exclusive use-transfer agreement resulting in 31% of the CCB space remaining under the County's jurisdiction and 69% regulated by the State.⁵ The CGJ is under the jurisdiction of the 31% administered by the County. This space limitation has, in the past, hindered the transfer of the CGJ to a larger more suitable space. On February 13, 2019, the Trial Court Facility Modification Policy was updated that prioritizes facility maintenance and continues to identify the State as the entitlement party.⁶ The procedure by which the CGJ is directed to operate is that the jury is obligated to perform mandated investigations as well as to determine their own topics to investigate. The jury is convened to investigate public officials, public departments, and public employees to gain an understanding about how they operate and possibly make recommendations on how these services can be improved to better serve the citizens of the county.⁷

METHODOLOGY

A number of activities provided information in the development of the data utilized for the preparation of this report:

- review of past CGJ reports on topic
- conducting exit interviews of 2018-2019 CGJ members who resigned
- series of interviews with a variety of county employees

⁴ The Los Angeles County Citizens' Economy and Efficiency Commission, Review of the Effectiveness of the Los Angeles County Grand Jury, July, 2001, Pg. 8, eec.lacounty.gov/Portals/EEC/Reports/177_0107GrandJuryProj.pdf (access date 03-25-19)

⁵ <https://www.courts.ca.gov/documents/factrans.pdf> (accessed 03-08-19)

⁶ <https://www.courts.ca.gov/documents/jc-facility-modification-policy.pdf> (accessed 03-05-19)

⁷ <https://codes.findlaw.com/ca/penal-code/pen-sect-888;914.1-et-seq.html>(accessed 04-25-19)

- Grand Jury Administration
- L.A. County Facilities and Capitol projects staff
- Superior Court Executive Officer/Clerk
- L.A. County CEO Real Estate and Leasing Division
- sending surveys to the CGJ's of 12 of the largest California counties by population (see appendix)
- reviewing print and internet sources about California grand jury procedures
- visiting several buildings in the downtown "Grand Park" area.

CA Penal Code 938.4 states: "The superior court **shall** arrange for a **suitable** meeting room and other support as the court determines is necessary for the grand jury. Any costs incurred by the court as a result of this section shall be absorbed by the court or the county from existing resources." During the course of our investigation a number of issues raise questions about whether the facilities are in fact **suitable**.

The validation of this observation has been reinforced by a number of activities. Current CGJ members conducted telephonic exit interviews with jurors who began service with the 2018-2019 jury and later resigned from jury service, requesting information regarding the contributing factors that led to their resignation from the CGJ.

CGJ members of this investigative committee met with representatives from a variety of county agencies, as noted above, to discuss the possibility of relocating the CGJ from the Clara Shortridge Foltz Criminal Justice Center to a more **suitable** location preferably in the vicinity of Grand Park.

This investigative committee also queried 12 other counties throughout the state of California to gain an understanding on the operation of their Civil Grand Juries. This was accomplished by utilizing a questionnaire that was sent to and subsequently responded to by ten of the twelve Civil Grand Juries who were contacted.

Noise Levels in the Jury Committee and Hearing Rooms

The jury's service begins on July 1st of the prior year and ends on June 30th of the following year. During the early months there is a lot of discussion that includes training, deliberation, method of conduct, gathering of information and the interview process. This is the time where many topics of investigation are discussed and approved by the jury.

The current 2018-2019 Hearing Room is 19'0" wide x 40'0" long with a large conference table in the center of the room to accommodate all of the jurors.

During the early stages of their twelve month term the Committee room serves as the place for very enlightening discussions, exchange of information, and presentations by invited speakers. There have been occasions where the decibel level in this room packed with people has reached

70 decibels, (db) especially when the printers and document shredder are running.⁸ This decibel level was measured as it was occurring, by the use of the cell phone App “Sound Meter”. This is quite typical when 23 jurors who, for the most part, are retired professionals who gather to discuss what should and should not be investigated in the public sector that serves the County of Los Angeles.



L.A. County CGJ Hearing Room. There are 2 printers, one located at each end of the room.



San Diego County CGJ Hearing Room, no office machines.



San Diego County CGJ. Jurors are provided individual work spaces.

The size of the space and the number of occupants can create noise. The carpet is of the very low-density variety, the walls are at least “Type X” drywall due to them being required to be fire rated as they share corridors in the courthouse. The ceiling is made of mineral board that at most, has a “Noise Reduction Coefficient” (NRC) of .55. This means that 55% of the noise that strikes the surface of the mineral board ceiling will be absorbed. This will vary slightly due to the decibel levels created in the room by its occupants.⁹

The walls are highly sound reflective and the carpet is useless when it comes to sound absorption because most of the time spent in this room is sitting, plus, like heat, sound always rises.¹⁰ The construction of the walls is a serious detriment because of their “Sound Transmission Classification” (STC) which measures the amount of noise reflected back into the space. In addition to being fire proof the drywall is manufactured to keep the noise and discussions that are generated in the Jury Hearing Room private.¹¹

⁸ <https://www.bing.com/search?q=decibel+definition+sound&form=EDGSPH&mkt=en-us&httpsmsn=1&refig=61759d94aa3c473098fbf5cd4c904fa0&PC=LCTS&sp=1&q=HS&pg=decibel+&sc=8-8&cvid=61759d94aa3c473098fbf5cd4c904fa0&cc=US&setlang=en-US> (accessed 04-25-19)

⁹ www.armstrongceilings.com/commercial/en-us/commercial-ceilings-walls/fissured-ceiling-tiles.html (accessed 05-08-19)

¹⁰ www.carpetcushion.org/PDF/sound_Absorption.pdf (accessed 05-08-19)

¹¹ www.physicsforums.com/threads/sound-reflected-from-wall.698917/ (accessed 05-08-19)

Another, and more serious problem, is the reverberation sound that is created in the room when multiple individuals are deliberating. “Reverberation Time” or (Rt) as it is sometimes referred, is the acoustical term for “echo”, and it measures the amount of time that it takes for a noise or sound to diminish.¹² In a crowded room this creates problems as discussions get louder when the participants try to express their concerns when trying to speak over others, especially for those who are motivated and retired. It’s a natural human occurrence that can be easily remedied in a more suitable work environment.

Anxiety and discord increased for the members of the 2018-2019 CGJ in the later part of the jury term when the work progressed to formulate and write their reports based on the results of each committee’s investigation. It is extremely difficult to write anything of any substance in the Jury Hearing Room due to the constant conversation between the various members of other committees who are not yet at the report writing stage as they discuss how to formulate and develop their reports.

As the mandated report completion time draws near, some jurors start at 6:00 a.m. when the courthouse opens and leave at 5:00 pm. when the administrative staff leaves for the day. This reflects the dedication of citizens to work to complete a comprehensive and credible report in the current crowded environment with the din noise of office phones, printers, copiers, FAX machine, and shredders.

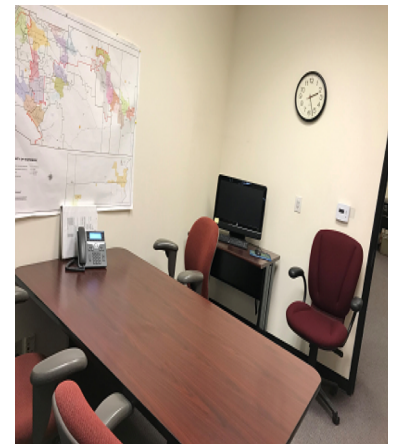
Committee Room/Lunch Room, Lockers and Bathroom



L.A. County GJ combined Committee Room/Break Room



Riverside County CGJ Break Room



Riverside County CGJ Committee Meeting Room, (one of five meeting rooms, all rooms equipped with phones.)

¹²https://www.bing.com/search?q=reverberation+time+definition&form=EDGEAR&qs=AS&cvid=d9483e9cfe884c62b58a3b4309af17ae&cc=US&setlang=en-US&elv=AXK1c4lvZoNqPoPnS%21QRLOO8YgX*vK*zeHoUcfEhYN5mMgNkhjxoRGdd37sOrASFGjNmF*XYBoOQrMe%21oCUYbKK31M84WhjrjUEVlH4mZN6i&PC=LCTS (accessed 04-25-19)

Calls to or from the CGJ members are accepted in the Committee Room/Lunch Room. It is a policy requirement that calls must be received by two jury members on speaker phone for transparency. This process is burdensome because it requires at least 2 CGJ members to travel from the Hearing Room to the Committee Room anytime there is an incoming phone call. The same Committee Room/Lunch Room is utilized by jury members to conduct group meetings and is the assigned lunch room/snack area for jurors. This same area is used for printers, copy machine, shredder, microwave oven, coffee machine, refrigerator and lockers. The combination of uses is chaotic and noisy in a very limited space with hindered maneuverability

There is no kitchen counter/sink area, so the coffee pots are emptied in the toilet in the small bathroom down the hallway in the Hearing Room. Every day, a member of the CGJ carries the coffee pots from the Committee Room to the Hearing Room to pour the unused coffee into the toilet and clean the pots in the bathroom sink.



L.A. County CGJ
Committee/Lunch Room
(no sink)



L. A. County CGJ – Coffee
pot cleaning process.
No. 1 of 2



L. A. County CGJ – Coffee
pot cleaning process.
No. 2 of 2

There is one a small bathroom available in the Hearing Room. When the CGJ convened in July, the members voted to have that bathroom designated as a women’s bathroom and the men were assigned to use the public bathroom in the adjacent public hallway. The condition of the men’s public bathrooms was of concern to the male jurors due to the age of the building, maintenance schedules and public misconduct.

Transportation Issues

The CGJ is **mandated** to inquire into all **137** of the jail and detention facilities located within Los Angeles County. In addition to the mandated jail and detention inspections, the CGJ also participates in a number of tours of County and City facilities.¹³

¹³ California Penal code 919 (B)

Transportation for tours is provided by the Los Angeles County Sheriff’s Department. The vehicles assigned for these trips are jail inmate buses. These buses typically have blocked-out windows, uncomfortable seating, and are generally sullied and unhygienic. It was for these reasons that some jurors elected not to participate in lengthy trips due to the uncomfortable and in some cases unsanitary conditions of the jail buses.

Training Needs

The 23 members chosen to serve on the CGJ bring a variety of skills and experiences. Each is expected to be an active and participating member of the Jury. There is a strong need to improve the competence of the persons serving and thereby reduce attrition.

The 4-day training provided during the first month of the CGJ’s service centered on interpersonal relations and working as a member of a team. This was useful, but ill-prepared the jurors for the production of a report at year’s end, their primary responsibility.

The surveys below reflect responses from a variety of surveyed CG Juries indicating their range of training and who provides the training.¹⁴

WHAT TOPICS ARE COVERED IN YOUR JURY TRAINING?						
COUNTY	COMPUTER LITERACY	REPORT WRITING	INTER- PERSONAL SKILLS	TEAM- WORK	INVESTIGATIVE FACT/FINDING SKILLS	INTERVIEWING SKILLS
Alameda	X	X	X	X	X	X
Fresno	X	X		X		
Kern		X	X	X	X	X
Monterey	X	X	X	X	X	X
Riverside	Use jurors w/ computer skills	Office adm helps with reports	X	X	X	Mock interviews
San Bernardino	On-site expert every Tuesday	X	X	X	X	X
San Diego	X	X	X	X	X	X
Santa Barbara		X	X	X	X	X
Ventura	If needed				X	
Los Angeles			X	X		

¹⁴ Sacramento and San Francisco Counties did not respond to the survey.

WHO PROVIDES TRAINING DURING THE FIRST WEEKS OF JURY SERVICE?					
COUNTY	IN HOUSE	PREVIOUS JURORS	PROFESSIONAL FIRMS	GRAND JURY ASSOCIATION	OTHER
Alameda	X	X	X		City/county elected officials & dept. heads
Fresno	X			X	
Kern	X			X	
Monterey	Uses skills of fellow jurors			X	
Orange		X		X	
Riverside	GJ Advisor Asst. DA				Each dept. head gives overview of department. Training Procedure Manual
San Bernardino	X	X		X	
San Diego		X			City Counsel & DA's Office
Santa Barbara				X	
Ventura	X				
Los Angeles					Training Procedure Manual & Employee Relations Consultant

The first month of service, training should be provided by an outside professional firm and/or representatives from the California Civil Grand Jury Association. The value of training by the CGJ Association is that the experiences of persons who previously served is invaluable. During the course of the year, members of the Jury identified multiple areas to improve training. This includes how to use the assigned laptops in relationships to the tasks relevant to the Jury experience including Microsoft Word and utilizing the internet to research topics and develop planning documents.

Ideally, training should begin with the person chosen to serve as the Foreperson. This member provides guidance and must exude confidence and knowledge as she/he moderates the jury. This could strengthen the resolve of the members and help reduce some uncertainties.

Training is also needed about governmental organization and project development, including scoping, developing objectives and developing plans for execution. A critical element in the training schedule is the “nuts and bolts” of investigative reports including interviewing techniques and survey preparation. The final element includes techniques in report writing, including resources development, developing achievable recommendations, and editing the document for publication.

This provides a solid base for a civil grand jury to enter the year of service and be cognizant of how to meet the productivity requirements for their year of jury service. Preferably, the training

could be planned over a two-month period to place introduction closer to the period when it is most relevant.

Another issue that impacts jury production is the integration of alternates 3-6 months after the jury has been in session. Once the jury has worked for 3-6 months, collaborations have developed and possible investigations discussed. When new members join at this juncture, more often than not they are ill-equipped and they lack the basic training to become fully functioning members of the jury.

Currently, new jurors who are chosen from the alternate pool are given a day of training by administrative staff on the completion of required forms, mileage, etc. This is supplemented by a designated team of current jurors who spend a few hours with the new juror to provide a “how we do it” session. This impact could be reduced if alternates are fully vested when called to serve, having previously been included in the initial jury training.

Compensation for Members of the Civil Grand Jury

The following chart compares the 12 other counties this committee surveyed. The data are taken from each County website.

County	Population	Total Area Sq. Miles
Alameda	1,629,615	739
Fresno	971,616	5,958
Kern	878,744	8,132
Monterey	433,168	3,381
Orange	3,155,816	791
Riverside	2,355,002	7,206
Sacramento	1,495,400	965
San Bernardino	2,121,220	20,057
San Diego	3,283,665	4,207
San Francisco	864,263	47
Santa Barbara	442,966	2,735
Ventura	847,834	1,843
Los Angeles	10,105,722	4,058

As shown above, the County of Los Angeles has over three times more people than any other referenced county. In addition, the CGJs who serve these counties convene 3 – 4 days per week.

During the selection and orientation process the prospective members of the CGJ are informed that their service on the jury is voluntary and the pay is \$60/day along with reimbursement for miles driven to and from work and on investigations. The word “voluntary” is emphasized throughout the orientation and initial training of the twenty-three jurors who have been selected to serve.

In a county as vast and populated as Los Angeles, jurors have an enormous challenge that requires them to exceed the compulsory six hours that are required. After the investigations are completed and the report writing occurs, the jurors will inevitably be obligated to spend more time at work and are not compensated over the prescribed \$60/pay. Regardless of how much the word “voluntary” is stressed, there is a “human nature component” that invariably kicks in that makes these very professional, talented, and dedicated citizens question why they have decided to serve.

Jurors must remain present and active throughout their one-year term, even though preliminary reports are completed in March. Indeed, the need for juror participation is especially critical in the final months of the term, as jurors finalize their reports and approve committee recommendations. Every grand jury decision requires an affirmative vote of at least 14 jurors. Arriving at final recommendations is ultimately the grand jury’s most important job; juror absences at this time could paralyze the jury and would reflect poorly on jurors’ dedication to their responsibilities.

CGJ members are expected to contribute \$25.00 per month for water, coffee, and monthly scheduled lunches, supplies, etc. This arrangement was not disclosed to jurors before they were sworn-in.

Since Los Angeles County Civil Grand Jurors are among those with the greatest workload demand and time commitment of 5 days per week for an entire year, one of our recommendations will be to increase the daily rate of pay to **\$100** and increase the mileage rate to the current U.S Government standard rate of **\$0.58 per mile**.¹⁵

Technology and Space Planning

Ergonomic safety concerns were raised during the 2018-2019 Civil Grand Jury tenure. The previous 2017-2018 CGJ advocated for individual laptops. New laptops were issued to the 2018-2019 CGJ; however, the current operating methods did not embrace ergonomic well-being. Technology and space planning in the workplace should not be designed separately but integrated with areas designated for individual and group computer work to be seamless.¹⁶

A safe ergonomic work environment is critical to prevent repetitive motion disorder, spinal fatigue, and promote work wellness in a productive environment.¹⁷

In the evaluation of the current work environment of the twenty-three 2018-2019 jurors occupying the Hearing Room and Committee Room of the CCB building and utilizing individual laptops daily, it became evident that the space necessary for efficient and safe operation was inadequate. An industry standard estimate is approximately 250 sq. ft. of workspace be provided

¹⁵ <https://www.irs.gov/newsroom/irs-issues-standard-mileage-rates-for-2019> (accessed on 05-07-19)

¹⁶ <https://www.osha.gov/SLTC/etools/computerworkstations/positions.html> (accessed on 03-04-19)

¹⁷ lbd

per employee.¹⁸ Using this estimate, 250 sq. ft. X 23 (jurors) = 5,750 sq. ft. of workspace. Currently, the CGJ is provided with 1,864 sq. ft.

Throughout the 2018-2019 Jury Retention Committee term of service, recommendations were made to the Administrative Staff to improve the work environment to remove technological restrictive barriers and to maximize a safe work performance area. The 2018-2019 CGJ Jury Retention Committee met with the L.A. County CEO Real Estate and Leasing Divisions, and after analysis made the recommendation to the Administrative Staff that appropriate ergonomic computer chairs, work areas and space be evaluated. The Administrative Staff took the lead and after a trial and evaluation period, new chairs were ordered and provided. The space and performance areas were discussed with the Administrative Staff who are now launching a space program in alliance with the L.A. CEO Real Estate and Leasing Division to locate a suitable location that includes, a conference room, private committee meeting room, private area for calls/conferences, lockers, lunch room, server room, storage closet, parking, and staff space. The 2018-2019 Jury Retention Committee has worked in conjunction with the Administrative Staff to keep them abreast on mobility, function and performance, and all other elements required to perform the duties of a Civil Grand Juror in a technological environment. Multiple discussions with the Administrative Staff continued to identify the need for phone lines, locked drawers in cubicles and identified meeting room functions. The current space for the CGJ is **1,864 sq. ft.** The proposed Space Program proposal outlines a total of **4,372 sq. ft.** for staff, ancillary space, circulation and common space.

FINDINGS

1. This investigative committee conducted telephonic interviews with former CGJ members who resigned from grand jury service. Every former juror interviewed stated that **unsuitable** working facilities and conditions and the daily rate of pay were major contributing factors that led to their resignation.
2. The Los Angeles County CGJ is not a member of the California Grand Jury Association. The purpose of this association is to “promote, preserve and support the grand jury system through training, education, and outreach”.¹⁹
3. Currently, the CGJ occupies approximately 1,864 sq. ft. of County space. During an interview between members of this CGJ investigative group and personnel with the L.A. County CEO Real Estate and Leasing Division, it was stated by these experts that the space provided to the CGJ should be approximately 5,000 sq. ft. in order to provide the most productive work environment.²⁰
4. The current training provided to the CGJ is inadequate and contributes to the attrition of CGJ members.

¹⁸ <https://officeprinciples.com/planning/space-calculator/> (accessed 04-26-19)

¹⁹ California Grand Jury Association website <https://cgja.org/> (accessed 03-05-19)

²⁰ Meeting with employees of Space Management, Real Estate and Leasing Division, CEO's Office

5. Alternates who join the jury after three months or more of jury activity, are hindered to competently perform their expected duties because they did not participate in the initial jury training, they did not have the opportunity to hear any of the invited speakers, and investigations were already underway.
6. Many misconceptions related to the requirements of jury service result in jury attrition and must be addressed before jurors and alternates are sworn-in. These include the state of the sheriff's buses, monthly payment requirement, and the state of the working facilities.
7. The transportation buses currently provided to the Los Angeles CGJ are subpar and is a contributing factor to why some jurors elected not to participate in all **mandated** off-site activities.

RECOMMENDATIONS

- 7.1 The County CEO's Office should seek to collaborate with the Superior Court to relocate the Civil Grand Jury to a **suitable** work area that can accommodate 23 people with a total of a minimum of 5,000 sq. ft.
- 7.2 The County CEO's Office should seek to collaborate with the Superior Court to provide a conference room large enough to seat the 23 grand jurors, and sufficient space to accommodate invited speakers, and all essential audio-visual equipment.
- 7.3 The County CEO's Office should seek to collaborate with the Superior Court to provide at least 5 enclosed office rooms (huddle-rooms), each with a table and chairs for 6 people and a telephone.
- 7.4 The County CEO's Office should seek to collaborate with the Superior Court to provide access to exclusive non-public restrooms for women and men.
- 7.5 The County CEO's Office should seek to collaborate with the Superior Court to provide a break area with a sink, refrigerator, two microwaves, and a coffeemaker.
- 7.6 The County CEO's Office should seek to collaborate with the Superior Court to provide at least a 6-foot high locker for each juror.
- 7.7 The County CEO's Office should seek to collaborate with the Superior Court to provide adequate temperature control.
- 7.8 The County CEO's Office should seek to collaborate with the Superior Court to increase the daily rate of pay for Los Angeles County Civil Grand jurors to \$100.00, and increase the mileage rate to the current U.S. Government standard of \$0.58 cents per mile.

- 7.9 The County CEO's Office should seek to collaborate with the Superior Court to provide any necessary funding for a structured training program to each class of grand jurors that includes an outline and timeline for each juror at the beginning of Jury service.
- 7.10 The County CEO's Office should seek to collaborate with the Superior Court to develop an exit interview process for grand jurors to help jury administrators stay abreast of the needs of the jury.
- 7.11 The County CEO's Office should seek to collaborate with the Superior Court to include in their budget adequate funding to join the California Civil Grand Jury Association.
- 7.12 The County CEO's Office should seek to collaborate with the Superior Court to include in their budget adequate funding to have at least six alternate jurors included in the formal juror training with pay.
- 7.13 The Los Angeles County Sheriff's Department should provide an existing retro-fitted jail bus, (remove interior cage-type dividers and clear up the current blocked-out windows) for the **exclusive** use by the Civil Grand Jury.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
CEO, County of Los Angeles	7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.7, 7.8, 7.9, 7.10, 7.11, 7.12 7.13
Los Angeles County Sheriff	7.13
Board of Supervisors	7.8, 7.11, 7.12, 7.13

ACRONYMS

CCB Criminal Court Building
CEO Chief Executive Office
CGJ Civil Grand Jury
STC Sound Transmission Classification
NRC Noise Conduction Coefficient
Rt Reverberation

COMMITTEE MEMBERS

George A. Ellis, Chair
Margaret A. Chapman, Secretary
Freida K. King
Hector R. Gonzalez*
Alice B. Grigsby
Victor H. Lesley
Carl Moore

ACKNOWLEDGEMENTS

The 2018-2019 Los Angeles County Civil Grand Jury wishes to thank and acknowledge the following 10 California County Civil Grand juries who helpfully assisted this jury by providing their responses to the questionnaire/surveys that were sent to them:

Alameda County
Fresno County
Kern County
Monterey County
Orange County
Riverside County
San Bernardino County
San Diego County
Santa Barbara County
Ventura County

*deceased

APPENDIX

Civil Grand Jury Questionnaire

County Responding _____

1. What is your term of service? ___/___/___ to ___/___/___
Days of the week do you serve?

___ Mon ___ Tue ___ Wed ___ Thu ___ Fri

a. Daily Hours? ___ to ___ Attrition Rate: ___%

2. Working space for the jury?

a. Approximate space per jury member? ___ Square footage.

b. Locker/file space provided? ___ Yes ___ No, If yes, type?

3. Training

a. Are the following included? Check all that apply.

i. Computer Literacy _____

ii. Report writing skills _____

iii. Interpersonal skills _____

iv. Teamwork _____

v. Investigative/Fact finding skills _____

vi. Interviewing skills _____

b. Provided during the first two weeks of the Grand Jury term?

___ Yes ___ No, if no when?

c. By whom?

___ In House ___ Previous Jurors ___

___ Professional firm ___ California Civil Grand Jury Association

d. Can you provide an outline of the training? ___ Yes ___ No

e. Are any alternates trained with the selected jury members at the same time?

___ Yes ___ No

4. When the entire body of the Grand Jury has an outside tour that requires transportation, what type is utilized?

a. Does the county provide? ___ Yes ___ No

b. If no, what options does the Grand Jury have?

GUNS AND DRUGS



Betty Smith, Chair
Hector R. Gonzalez, Secretary*
George A. Ellis
Eslie James

SUMMARY

The 2018-2019 Los Angeles County Civil Grand Jury (CGJ) conducted an investigation into the Los Angeles County Sheriff's Department's (LASD) storage of firearms and narcotics evidence, based on an audit completed by Los Angeles County Auditor-Controller's (LACAC) office. The audit revealed an overall lack of oversight and transparency, primarily in warehousing procedures: tracking, storing, transferring, monitoring and disposal of evidence items.¹ Speaking with employees of the Sheriff's Department, it was discovered there are no existing contracts established between the Sheriff's Department and third-party vendors responsible for evidence disposal.

Upon further investigation, our committee spoke with the Sheriff's Department's legal advisory unit. After a search was performed, it was determined that no contract or memorandum of understanding (MOU) existed. The CGJ was told both were needed. During an interview with Warehouse Unit and Narcotics Bureau employees, the Jury was informed an MOU is in the process of being drafted.

The Auditor-Controller's report concluded that the Sheriff's Department and the vendors needed to establish procedures with accompanying oversight to provide secure evidence handling and record keeping. Management must provide reasonable assurance that evidence warehousing services operate in accordance with applicable policies, procedures, and best practices.²

BACKGROUND

The Los Angeles County Sheriff's Department maintains approximately 800,000 evidence items across their twenty-six stations, Central Property and Evidence Unit Warehouse (CPE), and their Scientific Bureau (Crime Lab).³

CPE is responsible for retrieving, logging, storing, and disposing of evidence from crime scenes within the Sheriff's Department jurisdiction. Long-term storage and general oversight of LASD procedures is the responsibility of Central Property.⁴ The CGJ focused on the disposal of donated and confiscated firearms and narcotics; chain of custody between CPE and its third-party vendors; MOU with vendors; and oversight of the procedures.

METHODOLOGY

A number of activities provided information in the development of the data utilized for the preparation of this report.

- Review of a past audit of the Sheriff's Department. "Evidence Warehousing Review" conducted by the Los Angeles Department of Auditor-Controller.⁵
- A series of in-person interviews with L.A. County Sheriff's Department employees focusing on evidence control and disposal procedures.

¹ Audit, Sheriff's Department Evidence Warehousing Review prepared by Los Angeles County Auditor-Controller, June 19, 2018

² Audit, Ibid.

³ Audit, Sheriff's Department Evidence Warehousing Review prepared by Los Angeles County Auditor-Controller, June 19, 2018, p2

⁴ Audit, Sheriff's Department Evidence Warehousing Review prepared by Los Angeles County Auditor-Controller, June 19, 2018, attachment 1, pg. 2.

⁵ Audit, Sheriff's Department Evidence Warehousing Review prepared by Los Angeles County Auditor-Controller, June 19, 2018

- Telephonic interviews with:
 - L.A. County Auditor-Controller Department
 - L.A. County Internal Services Department
 - L.A. County Sheriff's Legal Advisory Unit
 - L.A. County Sheriff's Contract Compliance Unit
- Field visit to L.A. County Sheriff's Central Property & Evidence Unit.
- Search of relevant literature.

INVESTIGATIONS

Sheriff's Department staff informed the CGJ an internal inventory of CPE's firearms was last conducted by warehouse employees in October 2016. The CGJ found no record of audits of the Central Property Warehouse conducted by the Sheriff's Audit and Accountability Bureau (AAB) between 2014 -2018.⁶ The AAB is an agency with independent status reporting directly to the Sheriff. Information given to the CGJ by Sheriff's staff indicated that random and scheduled inspections are performed within the warehouse unit on a daily, weekly or monthly basis. Los Angeles County Auditor-Controller's office conducted a 2018 audit of the process, but not the physical contents of the firearm and narcotic storage areas in the facility. The LACAC found the Sheriff does not have a process to reconcile an itemized list of firearm and narcotic evidence disposed of by third-party vendors to ensure the vendors received and disposed of every item. Vendors provide the Sheriff with a receipt indicating only the total weight of the items disposed. This presents an increased risk that firearm and narcotic evidence are not properly destroyed and for evidence to be misplaced or pilfered during the disposal process.⁷

An operational investigation of the CPE Warehouse was conducted by the CGJ. Personnel informed the CGJ that after adjudication of cases involving firearms and narcotics, some evidence is purged and destroyed by third-party vendors. California law allows firearms without legal owners to be retained for agency use or destroyed.⁸ It was conveyed to this CGJ that firearms scheduled for destruction are made inoperable prior to being transferred to vendors. Additionally, employees of the Sheriff's Department performs and witness the disposal process. The interview also revealed the Warehouse is understaffed. Crime scene and station pickups throughout Los Angeles County in addition to multiple duties within the Warehouse creates staffing problems for the 24/7 operation. This causes many employees to work double shifts or return to work within hours after their shift ends. It was discovered there is a need for additional employees.

The Chain of Custody between LASD and its arms and narcotics vendors was not observed by this Civil Grand Jury due to time constraints and management changes within the Sheriff's Department. The CGJ interviewed employees of Los Angeles County Internal Service Department, Los Angeles County Auditor-Controller's Office, and the Sheriff's Department. These interviews revealed it is standard procedure to have a legal contract and/or an MOU between any Los Angeles County agency and vendors doing business with the County. An MOU generally lists agreements, expectations,

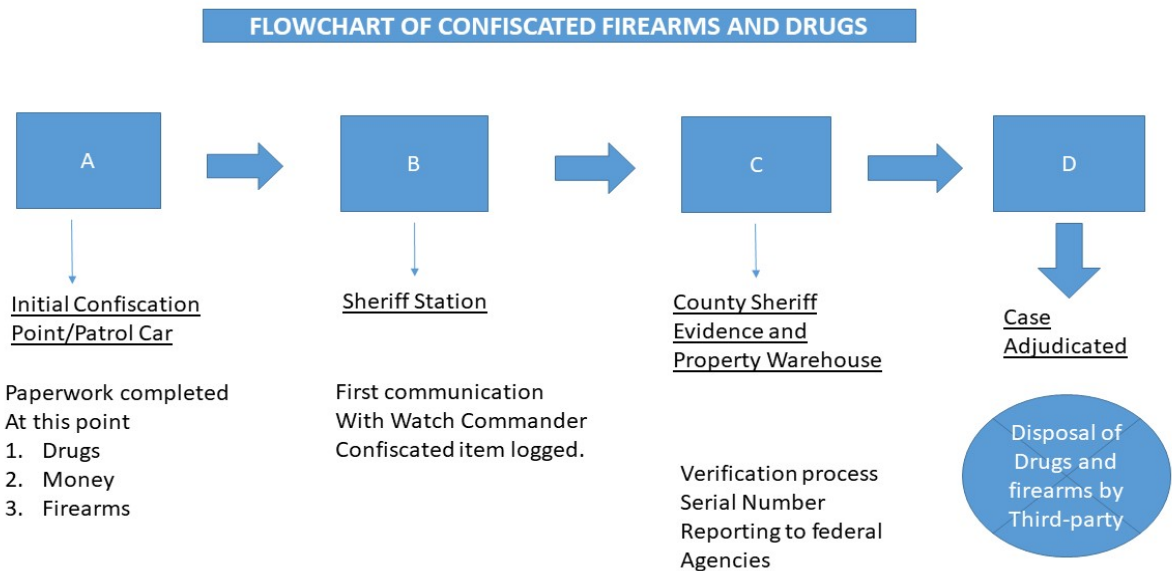
⁶ http://www.la-sheriff.org/s2/page_render.aspx?pagename=aab_main (accessed 3-05-19)

⁷ Audit, Sheriff's Department Evidence Warehousing Review prepared by Los Angeles County Auditor-Controller, June 19, 2018, attachment 1, p2.

⁸ California Penal Code 34005 https://california.public.law/codes/ca_penal_code_section_34005 (accessed 4-16-19)

disclaimers, restrictions, and privacy acknowledgements between parties. It explains when the agreement begins and how and when it is terminated.

LASD officials informed the CGJ that the Sheriff’s Department does not have a written agreement with vendors disposing high profile controlled items (guns and drugs). Staff stated the absence of any contract or MOU between the Sheriff’s Department and the two entities tasked with melting firearms and incinerating drugs has existed for years. Department officials revealed to this Civil Grand Jury that the two vendors “donated” their facility and services to the Department.



CHAIN OF CUSTODY OF EVIDENCE

PROCESS BETWEEN POINTS A AND B

- Paperwork is completed by Arresting Deputy
- Deputy communicates with Station Watch Commander

PROCESS BETWEEN POINTS B AND C

- Drugs are tagged, bagged, weighed and recorded by staff and transported to Warehouse Custodians
- Firearms are unloaded, tagged, recorded and transported to Warehouse by staff
- Money is counted, bundled, and deposited in the Sheriff’s Department’s Trust Fund/bank

PROCESS BETWEEN POINTS C AND D

- Firearms/Drugs transported to vendors for disposal after case is closed
- Vendor verification procedure is by bulk weight only, not per individual item

This chain of custody information was given to the CGJ during in-person interviews with Sheriff Department employees.

FINDINGS

1. In the course of our investigation, interviews were conducted with Los Angeles County Sheriff's Department employees. During one of these interviews it was disclosed to this CGJ that no contract or memorandum of understanding has ever existed between the Sheriff's Department and either of the two vendors utilized to melt-down disabled weapons and incinerate confiscated drugs.
2. In the chain of custody of narcotics there is insufficient accountability for disposal between the Sheriff's warehouse and its third-party vendor. There are only donated services provided which results in questionable oversight.
3. LASD officials informed the CGJ that Custodians weigh narcotics entering the Central Property Unit, however, there is no verification of weight before being transported to the vendor for incineration. Currently, the narcotics are not weighed when leaving the Warehouse. Trucks transporting the contraband are weighed by the vendor at the place of destruction. There is no oversight of original weight compared to incineration weight.
4. The Sheriff's Audit and Accountability Bureau (AAB) performs audits of various functions within any Unit or Division. Research of previous audits indicates that Central Property and Evidence Warehouse has not been included.
5. Central Property and Evidence Warehouse is understaffed. The employees are on call 24/7 for crime scene, station pickups and other warehouse duties, causing many employees to work double shifts or return to work within hours after their shift ends.

RECOMMENDATIONS

- 8.1 The Los Angeles County Sheriff's Department should enter into a written agreement using a Memorandum of Understanding (MOU) or Contract with the "third- party vendor" utilized by the Sheriff's Department, regarding the **melt-down/destruction of confiscated weapons**.
- 8.2 The Los Angeles County Sheriff's Department should enter into a written agreement using a Memorandum of Understanding (MOU) or Contract with the "third- party vendor" utilized by the Sheriff's Department, regarding the **disposal by incineration of confiscated drugs**.
- 8.3 Narcotics scheduled for disposal should be weighed prior to being transported from Central Property to third-party vendor. To eliminate discrepancies, Warehouse entry weight and departure weight for incineration should be the same. Thorough documentation and verification of entry and exit weight must be completed by ALL parties involved.

- 8.4 The Sheriff’s Audit and Accountability Bureau (AAB) should provide an annual audit of daily procedures of physical narcotics and firearms stored in the Central Property Warehouse. This procedure will allow extra internal control, accountability and oversight in conjunction with the Los Angeles County Auditor-Controller.
- 8.5 The Civil Grand Jury recommends adding additional CPE staff to assist with the high volume of property and evidence needing to be picked-up, booked, processed, and tracked within its warehouse system. This will help relieve the need for employees returning to work within hours after the end of their shift.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
 Los Angeles County Superior Court
 Clara Shortridge Foltz Criminal Justice Center
 210 West Temple Street, Eleventh Floor-Room 11-506
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Sheriff	8.1, 8.2, 8.3, 8.4, 8.5
Office of Inspector General	8.1, 8.2, 8.3, 8.4, 8.5
Board of Supervisors	8.1, 8.2, 8.3, 8.4, 8.5
Auditor/Controller	8.4

ACRONYMS

- AAB Sheriff’s Audit and Accountability Bureau
 CGJ 2018-2019 Los Angeles County Civil Grand Jury
 CPE Central Property and Evidence
 LACAC Los Angeles County Auditor-Controller
 LASD Los Angeles County Sheriff’s Department
 MOU Memorandum of Understanding

ACKNOWLEDGEMENTS

Los Angeles County Sheriff's Department
Los Angeles County Auditor-Controller
Los Angeles County Internal Services Department

COMMITTEE MEMBERS

Betty Smith, Chair
Hector R. Gonzalez* Secretary
George A. Ellis
Eslie James

*deceased

HUMAN TRAFFICKING IN INGLEWOOD AND SURROUNDING CITIES



**Patricia G. Patrick, Chair
Freida K. King
Carl Moore
Betty Smith**

HUMAN TRAFFICKING IN INGLEWOOD AND SURROUNDING CITIES

INVESTIGATION TO DETERMINE WHETHER EFFORTS OF LAW ENFORCEMENT AGENCIES ARE EFFECTIVELY ADDRESSING ISSUES OF SEX TRAFFICKING

SUMMARY

Human trafficking is a worldwide problem but the majority of the population is oblivious to the severity of the issue. The law states that human trafficking (sometimes referred to herein as “sex trafficking”) is the act of controlling a person through force, fraud, or coercion for purposes of illegal sex, labor, or other services.¹

The victim can be a man, woman, or child; and from every nationality, race, creed, and socioeconomic background. Human trafficking is demeaning and brutal and has proven to be profitable even among gang members, an element not often thought about by the general public.²

To address these issues, the State of California formed several agencies to investigate, enforce the laws, and combat this fast growing criminal element and it is, indeed, flourishing not only in California but worldwide. Agencies and task forces formed to keep track and eliminate human trafficking in Los Angeles County and Inglewood, in particular, will be discussed later in this report.

Many communities do not recognize nor do they address the issue of human trafficking. It is difficult to comprehend and the impact can be relatively challenging to residents who are not aware of or prepared to understand its negative realities.

The focus of the 2018-2019 Los Angeles County Civil Grand Jury (CGJ) was to determine whether or not the law enforcement agencies in the City of Inglewood and surrounding cities of Gardena and Hawthorne are adequately prepared to address the issue of establishing a program to combat sex trafficking for middle and high school students.

BACKGROUND

The Los Angeles Stadium at Hollywood Park in the City of Inglewood, which will house the Los Angeles Rams, the National Football League Media (NFL Media), and the Los Angeles Chargers will be called “The Los Angeles Stadium and Entertainment District” (LASED).³ The proposed Los

¹ <https://www.dhs.gov/blue-campaign/what-human-trafficking> (accessed 03/13/19)

² This information was provided during interviews with several Police Officials.

³ <https://www.therams.com/news/la-stadium-and-entertainment-district-to-welcome-nfl-media-20490078> (accessed 05/03/19)

Angeles Clippers Arena and several other high profile businesses are also slated to be located in the City of Inglewood. This will occur within the next five years and reinforces concern by law enforcement agencies and the general public of human trafficking in the area. Research indicates that there is a link between major sports events and sex trafficking.⁴

Inglewood is three miles from the Los Angeles International Airport and will host the 2022 Super Bowl and house the L.A. Philharmonic Orchestra's Youth Center and The Girl Scouts of America's Executive Offices. It is a city that is considered to be suitably located with regards to the new LASED. It is comfortably situated in the middle of four freeways – North of the Glenn Anderson (105) Freeway, South of the Santa Monica (10) Freeway, East of the San Diego (405) Freeway and West of the Harbor (110) Freeway. LASED is being constructed on the former site of the Hollywood Park Race Track that closed in December 2013, making the City of Inglewood now one of the most sought after places to live.⁵



The Inglewood Police Department (IPD) employs approximately 186 sworn personnel and 92 civilian support personnel. The Department consists of multiple resources, such as specially trained canine teams, directed enforcement units, scientific services investigators, bike teams, community affairs, fiscal services, and recruitment.⁶ The IPD is well aware of the fact that they will be faced with many unforeseen situations; but one anticipated problem, other than traffic, certainly will be human trafficking. Professional sporting venues are generally known to be

⁴ <http://www.takepart.com/article/2014/02/07/there-link-between-major-sporting-events-and-human-trafficking> (accessed 05/03/19)

⁵ <https://www.bing.com/search?q=inglewood+map&form=EDGEAR&q=PF&cvid=b6ad8589fda54b68a13ec2764a0a3424&cc=US&setlang=en-US&PC=LCTS> (accessed 03/13/19)

⁶ <https://www.cityofinglewood.org/658/About-the-Police-Department> (accessed 05/02/19)

magnets for underage victims who are coerced into prostitution by pimps and exploiters of all kind.⁷ It is felt that the new professional football stadium in Inglewood “will bring an influx of youth being trafficked from across the state and across the nation.”⁸

As one of the most populous cities within a diverse border state with major international harbors and airports, Los Angeles remains a major site of domestic and international human trafficking.⁹ These elements are more difficult to detect when immigrants (documented or undocumented) are involved. The following is a list of victims who are often the most vulnerable:

- Women and Children
- Minorities
- Immigrants/Refugees
- Homeless
- LGBT (Lesbian, Gay, Bisexual and Transgender)

According to a new report from the United Nations Office on Drugs and Crime (UNODC), the vast majority of all human trafficking victims (71 percent) are women and girls and 33 percent are children.¹⁰ The UNODC report also states that women and girls are usually trafficked for forced marriage, are often used as sex slaves, and that most women fall prey to the sex trafficking industry through physical control and manipulation, whereas boys are usually trafficked into forced manual labor jobs.

“..... Trafficked persons are typically poor, have few job prospects, limited access to education, and may come from rural areas depending on the country of origin. As a result of these disadvantages, they are often compelled to migrate within or outside of the country for better economic opportunities. Thus, trafficked persons may willingly travel with an ‘employer’ based on the promise of work as a waitress, farm worker, domestic worker, or in any other industries.”¹¹

The large and persistent influx of undocumented immigrants contribute to an environment of vulnerability and abuse. Wherever the law fails to hold people accountable, crime will flourish. The federal government’s failure to effectively address the dilemma of undocumented immigrants creates and perpetuates an environment in which exploitation runs rampant. It is estimated that 17,000 to 19,000 foreign nationals are trafficked into the United States each year.¹²

For decades, activists and legislators have fought to end human trafficking and have worked tirelessly to try to end homelessness. Activists and legislators have rarely teamed up to fight the

⁷ <https://patch.com/california/hollywood/underage-sex-trafficking-underbelly-la-sporting-events> (accessed 05/08/19)

⁸ Ibid.

⁹ <https://www.pacificcouncil.org/newsroom/human-trafficking-los-angeles-global-crisis> (accessed 05/02/19)

¹⁰ United Nations Office on Drugs and Crime, Sustainable Development Goals, “Report: Majority of trafficking victims are women and girls; one-third children.” <https://www.un.org/sustainabledevelopment/blog/2016/12/report-majority-of-trafficking-victims-are-women-and-girls-one-third-children/> (accessed 03/13/19)

¹¹ Topical Research Digest: Minority Rights “Human Trafficking and Minorities: Vulnerability Compounded by Discrimination” by Heidi Box. <https://www.du.edu/korbel/hrhw/researchdigest/minority/Trafficking.pdf> (accessed 04/24/19)

¹² 40 Years FAIR, Human Trafficking – Exploitation of Illegal Aliens, August 2016

two issues simultaneously. A new study suggests that the key to ending trafficking of young people is to first eradicate youth homelessness.¹³

An official of Covenant House, a shelter for homeless teenagers and young adults across the country stated that “the vulnerability that children experience when they are alone, hungry and without shelter on the streets makes them particularly susceptible to trafficking.”¹⁴

Because of factors such as accessible international borders, numerous ports and airports, and large economies, Los Angeles is a key point of entry for victims of slavery and trafficking. The diverse communities of this sprawling city make it easier to hide and move victims from place to place, making it difficult for law enforcement to locate and rescue potential survivors.¹⁵

The local law enforcement officials refer victims to the following agencies for assistance once they have been rescued from traffickers and/or are seeking help on their own through a transitional period:

Los Angeles Regional Human Trafficking Task Force (LARHTTF)

The LARHTTF was established on November 16, 2015, to fight and eliminate sex trafficking in Los Angeles County and is the largest co-located task force in the nation.¹⁶ It combines one mission under one roof to support investigative strategies and comprehensive service provisions for victims of human trafficking. It is co-led by the LA County Sheriff’s Department (LASD) and the Coalition to Abolish Slavery and Trafficking (CAST), in partnership with Homeland Security Investigations and the U.S. Attorney’s Office. Following is a list of Members of the LARHTTF:

LARHTTF Partners¹⁷

FEDERAL (5):

United States Attorney’s Office
Homeland Security Investigations (ICE)
Federal Bureau of Investigation
United States Marshal’s Service
United States Department of Labor

STATE (4):

California Attorney General
California Department of Corrections (State Parole)
California Employment Development Department (EDD)
California Highway Patrol

¹³ Tariro Mzezewa, April 17, 2017, “Homeless Youth at High Risk of Human Trafficking” The New York Times Opinion Pages

¹⁴ <https://www.covenanthouse.org> (accessed 04/25/19)

¹⁵ <https://www.castla.org/human-trafficking/> (accessed 05/02/19)

¹⁶ <http://lahumantrafficking.com/> (accessed 05/05/19)

¹⁷ <http://lahumantrafficking.com//about.us/partners> (05/02/19)

COUNTY (5):

LA County Sheriff's Department
LA County District Attorney's Office (DA & DA Investigator)
Department of Children & Family Services
LA County Probation Department
Department of Public Health

CITY (3):

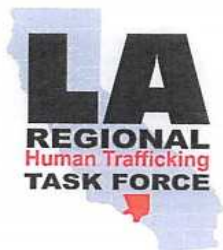
Los Angeles City Attorney's Office
Los Angeles Police Department
Los Angeles Unified School District Police Department

NON-GOVERNMENT/COMMUNITY BASED ORGANIZATIONS (20):

Alafia Mental Health
Alliance for Young Women and Girls
Asian Americans Advancing Justice
Bet Tzedek
Coalition to Abolish Slavery and Trafficking
East Los Angeles Women's Center
Faith Initiative to Abolish Trafficking
Human Trafficking Legal Network
i-Empathize
Journey Out
Northridge Hospital Center for Assault Services
San Fernando Valley Community Mental Health Center
Saving Innocence
Southern California Partners for Global Justice
Star View Community Services
Strength United
Valley Oasis Sexual Assault Response Service
Virtuous Woman Inc.
Volunteers of America Los Angeles
Zoe International

The Los Angeles Regional Human Trafficking Task Force is an integrated team consisting of a multitude of various entities, both public and private. The LARHTTF is housed in Monterey Park, California. Based on observations during our tour, the CGJ learned that the LARHTTF is a cohesive group that is driven to combat sexual exploitation of children and human trafficking in general. The LARHTTF, a separate operating unit, is headed by a captain from the Los Angeles County Sheriff's Department.

The following charts represent the statistical data as compiled by the LARHTTF. The Reclaim and Rebuild 2019 Statistics Chart contains a typical daily arrest report. The second chart reflects statistical data on rescued victims and total arrests by the LARHTTF since its November 2015 formation.



RECLAIM AND REBUILD 2019 STATISTICS

ARRESTS

STATEWIDE

	DAY 1	DAY 2	DAY 3	TOTAL
FELONY TOTAL	21	17	6	44
FELONY - HUMAN TRAFFICKING, PIMPING, PANDERING	15	11	4	30
FELONY - OTHER SEX FELONY, CHILD RELATED	2	5	1	8
FELONY - OTHER (NON HT/SEX)	4	1	1*	6
MISDEMEANOR TOTAL	145	95	55	295
MISDEMEANOR - PROSTITUTION / LOITERING / ESCORT	137	92	51	280
MISDEMEANOR - ILLICIT MASSAGE BUSINESS RELATED				0
MISDEMEANOR - SUPERVISING PROSTITUTE	4		2	6
MISDEMEANOR - OTHER (NON HT/SEX)	4	3	2	9
TOTAL ARRESTS	166	112	61	339

ARRESTS - TYPE

STATEWIDE

ROLE	COUNT
COMMERCIAL SEX WORKER	132
JOHN	156
PIMP / PANDERING / SUPERVISING	36
OTHER Non HT/Sex Offense	15
TOTAL	339

RESCUES

STATEWIDE

	DAY 1	DAY 2	DAY 3	TOTAL
JUVENILE	9	3	2	14
ADULT	21	9	4	34
TOTAL	30	12	6	48

Coalition to Abolish Slavery and Trafficking (CAST)¹⁸

CAST is a Los Angeles based nonprofit organization that is working to put an end to modern slavery and human trafficking through comprehensive, lifesaving services to survivors and a platform to advocate for groundbreaking policies and legislation.

Homeland Security Investigations (HSI)¹⁹

HSI is a critical investigative arm of the Department of Homeland Security. HSI federal agents investigate a wide range of transnational criminal investigations that exploit America's travel, trade, financial, and immigration systems.

¹⁸ <https://www.castla.org/> (accessed 05/03/19)

¹⁹ <https://www.ice.gov/hsi> (accessed 05/03/19)

United States Attorney’s Office for the Central District of California (USAO-CDCA)²⁰

The Department of Justice and the USAO-CDCA is committed to investigating and prosecuting all types of Human Trafficking Offenses. Human trafficking encompasses a wide variety of criminal conduct involving the exploitation of minor and adult victims who are compelled to engage in sex and/or labor.

First Responder Protocol (FRP)²¹

The FRP, a successful tool used by local law enforcement agencies and county workers, is used to ensure that when an exploited or at-risk youth is identified, law enforcement and county agencies provide a quick, coordinated, service-based response. FRP focuses on both meeting the immediate short-term needs of the youth and supporting them to achieve long-term safety and stability through youth-centered, strengths-based, and trauma-informed services. The first 72 hours after an at-risk youth is identified is a critical timeline for FRP to engage, build rapport and trust, to provide support for the child.

METHODOLOGY

- CGJ members met with Inglewood, Gardena, and Hawthorne Police Department officials to gain information on the enforcement of laws and procedures regarding human trafficking.
- CGJ members attended an Inglewood City Council Meeting to gain input as to how the city was going to deal with the potential problems related to all that is happening in the city as it relates to prostitution and human trafficking.
- CGJ members attended a Human Trafficking Regional Meeting to obtain more information on the subject.
- CGJ members met with the LASD Bureau on Human Trafficking

INVESTIGATION

As a result of our meetings, the CGJ learned that many police officers in the various departments have been in law enforcement for more than 35 years and are exceedingly aware of the problem of human trafficking within their cities and surrounding areas. The Inglewood Police Department is taking steps to effectively prevent the obvious problem from becoming a threat or menace to the citizens. The IPD is actively recruiting police officers, undercover agents, telephone dispatchers, record clerks, and other personnel with the intent of increasing the size of its work force.²²

²⁰ <https://www.justice.gov/usao-cdca> (05/03/19)

²¹ <https://www.lacounty.gov/residents/public-safety/first-responder-protocol/> (accessed 05/03/19)

²² <https://www.cityofinglewood.org/545/Join-the-Team> (accessed 05/02/19)

Because of the number of people wishing to relocate to the Los Angeles County area, several partners of the LARHTTF pointed out that within the cities of Inglewood, Gardena, and Hawthorne sex trafficking crimes have grown in numbers.

In discussions with law enforcement officials of Gardena and Hawthorne, the CGJ learned that they are aware of the problems that will exist with the opening of the new LASED. The Inglewood, Gardena, and Hawthorne Police Departments have been contacted by the LARHTTF and they have actively participated in its training and field operations. The CGJ was informed that there are no current programs produced by the police departments in the schools. It is agreed among these law enforcement officials that once a structured human trafficking program is enacted and made a part of the school curriculum, participation will be implemented.

All officials in law enforcement receive extensive mandated training, while in the academy, on issues relating to human trafficking. In an interview with the LASD, the CGJ learned that Human Trafficking 101 and commercial sexual exploitation of children are taught at the patrol school level. The LARHTTF delivers many training programs to professionals and the community. It also facilitates a Training and Outreach Sub-Committee that consists of partner agencies and community members.

The members of these agencies have been in strategic meetings with the LARHTTF regarding the LASED. The law enforcement officials in these three cities have been alerted by the LASD that they can, and should, contact the LARHTTF as needed.

The CGJ learned that since its inception on November 16, 2015, the LASD Human Trafficking Bureau, LARHTTF has rescued 312 sexually exploited children, of which, 220 were minors, 92 adults (see chart below).²³



**STATISTICS FOR LARHTTF THRU 01/01/2019
SINCE FORMATION ON 11/16/15**

312 victims rescued
 220 minors
 92 adults

1514 Total Arrests
 458 male sex buyers
 322 pimps/traffickers
 258 for internet crimes against children
 476 arrested for other crimes

1560 Search warrants served

11 Federal cases filed

²³Data provided by the LASD Human Trafficking Bureau

Human trafficking of LGBT individuals is usually overlooked and is not consistently reported to local authorities. The underreporting of sex trafficking among this segment of the population makes it difficult to understand the specific nature of the crimes and the total number of people involved.²⁴ The Coalition to Abolish Slavery and Trafficking (CAST) collaborates with the Los Angeles LGBT Center to discuss services that are available to human trafficking survivors.

Although strategies are being developed to better educate the LGBT community with available services and agencies, LGBT victims have expressed their continued discomfort in coming forward with their stories.²⁵ Law enforcement agencies are looking at ways to build trust and further support LGBT survivors. Taking this into consideration, this report contains limited information regarding the challenges and issues of the LGBT community as it relates to sex trafficking. The Los Angeles Regional Human Trafficking Task Force has provided the following table of information regarding sex trafficking in the LGBT community:

LGBT POLICY PROPOSALS	
Policy	1. Local and national governments should create a criminal system to track cases of LGBT sex trafficking and push for accountability among perpetrators.
	2. The United Nations and global organizations, such as the Bill and Melinda Gates Foundation, should increase accountability to nation states to build strategies to better access the needs of LGBT sex trafficking victims and increase criminalization of those involved in sex trafficking.
	3. Promote collaboration among nations on issues pertinent to LGBT sex trafficking. In particular, partnership and collaborations should be established among sending and receiving nations.
	4. Increase capacity building by training health providers, legal professionals, and stakeholders about the issues and resources pertinent to LGBT sex trafficking.
	5. Promote the “three Ps” of combatting human trafficking: “prosecution, prevention, and protection of victims,” regardless of sexual orientation.
	6. Conduct grassroots outreach and advocacy on LGBT sex trafficking issues.
	7. Develop and provide LGBT sex trafficking awareness trainings for law enforcement, first responders, and the public.
	8. Promote and create “safe places” in communities where victims of sex trafficking can come, go, and share their stories and be provided instant care. The city of Gainesville, Florida, for example, has launched a successful campaign to address the issue of sex trafficking by transforming its Regional Transit System into a “Safe Place.” Bus drivers are now sporting yellow and black diamond shaped “Safe Place” stickers

²⁴ <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4204396/> (accessed, 05/03/19)

²⁵ Ibid.

LGBT POLICY PROPOSALS	
	to show that they can be resources for homeless children and teens and children in crisis.
Public Health	9. More research is needed related to the determinants of health, as well as factors and barriers to care among LGBT asylum seekers.
	10. Increase targeted screening at health facilities for LGBT individuals with a focus on LGBT youth. Some questions that could be asked by the physicians include the following: Are you required to ask permission for physical necessities (e.g., food, water, sleep, medications)? Is anyone forcing you to do anything that you don't want to do? Have you ever received threats against you or your family if you do not perform sex acts? This screening instrument was developed to screen for all trafficking victims, and an adapted version is necessary to respond to the unique needs and challenges faced by LGBT trafficking victims (i.e., a version that addresses the stigma for being LGBT, discrimination, fear of disclosure of same-sex behaviors, and other LGBT concerns).
	11. Increase provision of health and other services for LGBT homeless youth, who are at the highest risk of being targeted for sex-trafficking.

FINDINGS

1. Based on conversations with police department officials, there are no human trafficking educational programs offered at the middle and high school levels in the Inglewood School system.
2. Based on conversations with police department officials, there are no human trafficking educational programs offered at the middle and high school levels in the Gardena School system.
3. Based on conversations with police department officials, there are no human trafficking educational programs offered at the middle and high school levels in the Hawthorne School system.
4. Although active communications currently exist, according to the police department, there is no Inglewood Police Officer designated as a partner of the Los Angeles Regional Human Trafficking Task Force.
5. Although active communications currently exist, according to the police department, there is no Gardena Police Officer designated as a partner of the Los Angeles Regional Human Trafficking Task Force.

6. Although active communications currently exist, according to the police department, there is no Hawthorne Police Officer designated as a partner of the Los Angeles Regional Human Trafficking Task Force.
- 7 The LARHTTF is a separate operating unit within the LASD.

RECOMMENDATIONS

- 9.1 The Inglewood Police Department should develop a human trafficking educational program for students attending middle and high schools within their city. Formal meetings should be held that include open discussions and training sessions with officers to make students aware of the perils of exploitation.
- 9.2 The Gardena Police Department should develop a human trafficking educational program for students attending middle and high schools within their city. Formal meetings should be held that include open discussions and training sessions with officers to make students aware of the perils of exploitation.
- 9.3 The Hawthorne Police Department should develop a human trafficking educational program for students attending middle and high schools within their city. Formal meetings should be held that include open discussions and training sessions with officers to make students aware of the perils of exploitation.
- 9.4 The Inglewood Police Department should become an active participant of the Los Angeles Regional Human Trafficking Task Force and arrange to have a designated officer become an active member, attend meetings, and participate in all aspects encompassing sex trafficking.
- 9.5 The Gardena Police Department should become an active participant in the Los Angeles Regional Human Trafficking Task Force and arrange to have a designated officer become an active member, attend meetings and participate in all aspects encompassing sex trafficking.
- 9.6 The Hawthorne Police Department should become an active participant of the Los Angeles Regional Human Trafficking Task Force and arrange to have a designated officer become an active member, attend meetings, and participate in all aspects encompassing sex trafficking.
- 9.7 The LARHTTF should remain a separate operating unit so as to retain its effectiveness.

REQUIRED RESPONSES

California Penal Code Sections 933(c) and 933.05 require a written response to all recommendations contained in this report. Responses shall be made no later than ninety (90) days after the Civil Grand Jury publishes its report and files it with the Clerk of the Court. Responses shall be made in accord with Penal Code Sections 933.05 (a) and (b). All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
L.A. Sheriff's Department	9.7
Inglewood Police Department	9.1, 9.4
Gardena Police Department	9.2, 9.5
Hawthorne Police Department	9.3, 9.6

ACRONYMS

CAST	Coalition to Abolish Slavery and Trafficking
CSEC	Commercial Sexual Exploitation of Children
FRP	First Responders Protocol
HSI	Homeland Security Investigations
IPD	Inglewood Police Department
LARHTTF	Los Angeles Regional Human Trafficking Task Force
LASD	Los Angeles Sheriff's Department
LASED	Los Angeles Stadium and Entertainment District
LGBT	Lesbian, Gay Bi-Sexual and Transgender
NFL	National Football League
UNODC	United Nations Office on Drugs and Crime
USAO-CDCA	United States Attorney's Office for the Central District of California

COMMITTEE MEMBERS

Patricia G. Patrick, Chair
Frieda K. King
Carl Moore
Betty Smith

ACKNOWLEDGEMENTS

The 2018-2019 Los Angeles County Civil Grand Jury wishes to thank and acknowledge the following agencies who assisted us by taking the time to meet and provide responses to our many and varied inquiries.

Los Angeles Sheriff's Department
Inglewood Police Department
Gardena Police Department
Hawthorne Police Department

THE IMPACT OF THE HOMELESS ON PUBLIC LIBRARIES



Alice B. Grigsby, Chair

Ray Lee

Victor H. Lesley

Joseph F. Young

THE IMPACT OF THE HOMELESS ON PUBLIC LIBRARIES

SUMMARY

Today's public libraries have become a haven for many people who are experiencing homelessness, mental illness and behavioral problems. It presents new opportunities and challenges for the staff and patrons of public libraries. This investigative report will identify the findings of the Los Angeles County Civil Grand Jury (CGJ) and will include recommendations that could be beneficial to all patrons and the library staff.

It describes the library as a social infrastructure or safety net and the outreach efforts that libraries are making to retain and attract other traditional users. This is coupled with the changes that libraries have made to better serve difficult patrons including partnerships with various agencies, employment of social service workers and the augmentation of security.

BACKGROUND

The Concept of the Public Library

Libraries are familiar community resources. Many frequently visit one in their own neighborhood. The library is a purveyor of literary works, technical publications, reference materials and other sources of information made accessible for reference or borrowing to support learning and to contribute to developing a culture that promotes wider reading and scholarly pursuits. It provides physical or digital access to material. A library's collection may include books, periodicals, newspapers, manuscripts, maps, prints, documents, videos, e-books, databases and other formats. All of these resources and services are provided by the public libraries to meet the needs of individuals and groups for education, information requests, and for personal development. Libraries usually provide quiet spots for studying and flexible meeting rooms to facilitate group study and collaboration. Computers are available for users to access digital resources and the Internet.

Public libraries are rapidly becoming vital "social infrastructures", in which they function as community hubs, where outreach programs using the library's physical spaces and organization influence and shape the way people interact. Library users discover they not only have unfettered access to books but to companionship with other patrons as well; busy parents find virtual childcare; language instruction for immigrants; and welcoming safe spaces for the homeless and the young.

In a Los Angeles Times article, Sociology Professor Eric Klinenberg of NYU noted that: "Social infrastructure is a new concept, but it is just as concrete and vital as the roads and pipes and cables that deliver power, water, and transportation. Social infrastructure includes public places such as libraries, parks, playgrounds, and schools that are government-supported and accessible to everyone.

It also includes nonprofit organizations, such as churches, synagogues, or the YMCA that depend on philanthropic or community support.”¹

The article by Klinenberg also noted that “When social infrastructure is robust, people are more likely to encounter and interact with friends and strangers. The more that happens, the more trust, cohesion, and community develop. When social infrastructure is well-maintained, even those who disagree would respect one another’s common humanity. And in the event of a natural disaster, that esteem can make the difference between life and death.”²

For older people, who live alone, libraries are places for cultural discovery and interpersonal company through book clubs, movies, field trips, social interaction, computer classes, art works and more. For many, this is where they will interact with people of other generations. For children and youth, the library helps to install responsibility by teaching them what it means to borrow and take care of something owned by the public and to return it promptly so that others can have a turn using it.

Libraries are popular gathering places for young people to hang out with peers. The youth prefer open, safe spaces located near available resources for them to use and where their group is welcomed to stay as long as they’d like.

The poor and homeless patrons appreciate unrestricted access and a place where it is peaceful and serene. During our visits, librarians at two branches mentioned that at times disruption does occur. However, the staff handle it promptly and usually the library regains its normal status.

As community centers, libraries take on more importance in helping communities to mobilize and organize. The intention is to ensure that the rights of cultural minorities, immigrants, the homeless, the disabled, LGBTQ community, as well as other marginalized groups are protected because all people deserve free and open access to our shared culture and heritage. Neighborhood libraries reflect the cities that are now growing more ethnically, racially, and culturally diverse.

Libraries are places where people of different backgrounds, passions, and interests can participate in a democratic culture of dialogue, exchange, and persuasion. Many libraries also create great public spaces for open inquiry, free thought and civil public discourse on diverse art forms, cultural trends and literary thoughts. They combine public, private and philanthropic sectors to create solutions for cities and suburbs in their efforts to reinvent themselves. The Los Angeles Public Library’s Mark Taper Auditorium and the Library Foundation³ are examples of this type of collaboration. Public libraries provide information to users through literary and technological connections both in person and online. They are accurately described as trusted community-based sites for people to gather to solve problems and to have their immediate needs met.

¹ Klinenberg, Eric. “Social infrastructure can help save us from the ravages of climate change” Los Angeles Times Op-Ed , September 23, 2018 (<https://www.latimes.com/opinion/op-ed/la-oe-klinenberg-social-infrastructure-20180923-story.html>) (accessed 4-29-19)

² Ibid

³ <https://fla.org/> (accessed 4-28-19)

To recap, the public library, as a public institution, serves as a crucial instrument for reforming civil society despite the onerous trends of polarization, and inequality. If the desire is to pave the way for a better society for tomorrow, then social infrastructure like the library offers unlimited potential for equipping lives for enlightenment and immense opportunities. This brings people together to start conversations or share dialogue for change and is absolutely needed in our repertoire of options to get there.

The History of the Public Library System Serving the Greater Community

A brief history of public libraries was published by the Straight Dope Science Advisory Board. The current public library system began with the founding of the Boston Public Library in 1854. This was the result of three trends that preceded this 1854 founding. The first trend was the social library created by Benjamin Franklin in the 1700's. These library books were available only to members who subscribed to the services through the literary society. This idea of making a small collection of literary works available to selected persons spread to scholarly magazines and periodicals. They boomed in prosperous times, but with hard economic times, the financial contributions were down and many social libraries were dissolved. In the late 18th century, the circulating libraries were developed for public usage, and were usually housed in bookstores or print shops, to rent out books. Subsequently, many school districts tried to provide printed books for their students but were often stymied by budgetary constraints.⁴

These trends led to the evolution of the founding of the public library that linked sources of knowledge to free access of community-owned resources. Contributions by Andrew Carnegie helped to fuel an unprecedented expansion of public libraries. His estate bequeathed over-\$50 million to erect 1,700 library buildings all across the country in small, as well as large cities. Some of these original libraries have endured over time and are still serving their particular communities. The first free public library was established in Los Angeles in 1889.⁵

During the Depression, funding was not readily available for many of these library facilities; but the fondness for reading kept growing and the demand for the services continued to expand. In 1956, during the Eisenhower Administration, the Library Services Act was passed to allow for federal funding to sustain public libraries.⁶ Their increase, quantitatively as well as qualitatively, continued despite being affected by clashes with the mores of mainstream society. Examples of this phenomenon includes public libraries located in the South, which restricted patronage of African-Americans; and parent groups demonstrating out in the open to boycott certain objectionable books featured by neighborhood libraries.

According to the American Library Association Public Libraries Survey, there are approximately 17,000 public libraries outlets situated all over the country in cities, suburbs, municipalities, counties, towns, corporate territories, and other local entities. Many of these libraries cater to communities with

⁴ <https://www.straightdope.com/columns/read/2236/how-did-public-libraries-get-started/> (accessed 4-29-19)

⁵ Ibid.

⁶ Ibid.

populations of 20,000 or less.⁷ Currently, public libraries are facing many challenges. Competition for the readership of the printed page is fierce, as many are turning to Kindles, audiobooks, or social media. Cost of materials escalates almost daily; the latest in software and hardware technology keeps eating up more of the budget; and the development of services to fit the peculiar needs of the clientele costs more in time and space.

The Story of the Homeless in our Community

The story of the homeless in our communities is very complicated. An article in the *Los Angeles Times* dated February 1, 2018, entitled “L.A.'s homelessness surged 75% in six years. Here's why the crisis has been decades in the making,” chronicled this history. Decisions on the part of the homeless and other transient individuals and the governments’ inability, on behalf of its citizens, to plan for this phenomenon contribute to this problem. As a result the homeless are living on the streets, in parks, flood control right-of-ways, obscure alleys and dark freeway underpasses for myriad reasons.⁸

This crisis grips Southern California unlike anything else before. It harbors America’s largest homeless population. According to the Los Angeles County homeless head count surveys, which were conducted by the Los Angeles Homeless Services Authority in May 2018, there are some 52,765⁹ plus men, women, and children on the streets, living in tents, cardboard boxes, shanties, cars, RVs, and emergency shelters. The problem is compounded by the fact that half of the city’s residents cannot afford to live here.

This situation in Los Angeles County was exacerbated in the last ten to fifteen years, when homeless advocates and community activists went to court to fight for justice on behalf of the homeless. In 2007 the City of Los Angeles and the ACLU announced settlement of the case “*Jones v City of Los Angeles*”. This determined that Los Angeles could not arrest or ticket homeless people for sleeping in public or leaving their belongings on the streets, if no shelter beds were available. In response, to alleviate this widespread misery, voters in the City of Los Angeles, on November 8, 2016, approved Measure HHH, the \$1.2 billion construction bond measure that will increase property taxes by \$9.64 per \$100,000 of assessed valuation, to create 10,000 units of affordable housing over 10 years for the homeless (or a thousand units a year);¹⁰ and Los Angeles County voters followed on March 7, 2017 with approval of Measure H, the .25% sales tax increase, which would raise \$355 million annually for 10 years, to help pay for supportive services to rehabilitate the people, who will live in the thousands of units to be built by HHH dollars.¹¹ These two measures are being gradually implemented.

Unfortunately, while homeless housing developers and the City or County of Los Angeles are busily negotiating technical terms to put together a financing package from multiple investors, the costs of HHH projects are going up steadily. What was once a reasonable price for one permanent housing unit

⁷ <https://libguides.ala.org/libraryfacts> (accessed 4-29-19).

⁸ <https://www.latimes.com/local/lanow/la-me-homeless-how-we-got-here-20180201-story.html> (accessed 3-29-19)

⁹ <https://www.lahsa.org/documents?id=2001-2018-greater-los-angeles-homeless-count-los-angeles-county.pdf> (accessed 3-29-19)

¹⁰ <https://www.kcet.org/ballot-brief/la-city-measure-hhh>(accessed 4-10-19)

¹¹ [https://ballotpedia.org/Los_Angeles_County,_California,_Sales_Tax_for_Homeless_Services_and_Prevention,_Measure_H_\(March_2017\)](https://ballotpedia.org/Los_Angeles_County,_California,_Sales_Tax_for_Homeless_Services_and_Prevention,_Measure_H_(March_2017))(accessed 4-10-19)

has tripled because prices are a function of marketplace forces at work and the escalation of construction cost.¹²

To make sense of this immense, convoluted problem of why homelessness still has not been “solved” by government programs, the attitude displayed by many local leaders is that the issue of homelessness was not a regional problem to be addressed cooperatively by pooling resources, assets, and repertoires together, but a “zero-sum game” in which one city achieves success by pushing its problems across boundaries to another city.¹³ Homelessness is much more expansive than that. It is not a skid row problem, or a Venice problem, or a Hollywood problem, but a regional problem affecting every part of the County.

No doubt that neighborhood acceptance is a serious challenge ahead, as an attempt is made to house the homeless at an unprecedented scale. Local officials have to overcome this community resistance by “involving” the residents in the decision-making process and, simultaneously, persuade them that their neighborhoods are not being singled out to bear a burden that others will not bear as well.

How the Homeless Start Infringing Upon the Other Patrons’ Equal Access

With limited choices at their disposal of where to hang out, librarians noted during the CGJ visit that the homeless often gravitate to the local branch library to seek safe refuge and momentary escape from life’s harsh reality on the streets. It’s their “de facto day shelter” that is shared with hundreds of others. Some individuals head for the main reading room, with their belongings and relax, read, use computers, talk with library staff or other patrons. In the mass media room, they exist in near-solitude to a safe ambience with access to restrooms, and drinking fountains to refill their worn bottles. There, within the confines of the neighborhood library in air conditioning comfort, they are being separated and insulated from the ‘hustle and bustle’ of the real, big-city environment just beyond.

But soon enough, the use of limited space will inadvertently offend the senses and ruffle the sensibilities of some users, perhaps seriously enough to drive away long-time patrons. Public libraries commonly have rules concerning cleanliness, hauling in large amounts of luggage, sleeping at tables and bathing in the restrooms. Each branch of the LAPL has rules of conduct posted at the door.¹⁴

For people without homes, complying with this order would be a challenge. The librarian must proactively watch for compliance, so that no one interferes with someone else’s use or enjoyment of the place and its services. For the homeless patrons, this is perhaps their “safety net”, as they have no other way to access information, or to use desired resources. Blocking their access precipitates “a delicate ethical situation” and conflicts with the express mission of the public library.

The library has become a shelter for the homeless to get out of the cold and to escape from the heat; but it is not the ideal sanctuary for their predicament. It is expected that the library staff will protect everyone’s access to the use of its resources.

¹² Smith Doug. “Homeless Housing Forecast Looks Bleak”. LA Times. 5/12/18 B.1 (accessed 3-27-19)

¹³ <https://www.latimes.com/opinion/editorials/la-ed-homeless-beverlyhills-20160706-snap-20160705-snap-story.html>

¹⁴ <https://www.lapl.org/about-lapl/rules.conduct> (accessed 4-29-19)

METHODOLOGY

Over the last few months, the CGJ employed a variety of approaches to garner information regarding the libraries in Los Angeles County and how they have been impacted by the rapid increase in the number of homeless or other users with a variety of challenges.

- Created a survey that was used in all visits to extract vital information for this investigation
- Exhaustive review of literature regarding Public Libraries and homeless including local newspaper articles, online resources and television programs
- Viewed a variety of videos produced by the Los Angeles City and County of Los Angeles
- Public Library Systems
- Participated in tours and interviews of twelve diverse libraries
- Interviewed Library Administrators at two large city libraries
- Interviewed law enforcement agencies designated as security providers for Los Angeles Public and County of Los Angeles Public Library systems
- Utilization of data provided by:
 - County of Los Angeles Public Library (COLAPL)
 - Los Angeles Public Library system (LAPL)
 - Los Angeles Sheriff Department (LASD)
 - Los Angeles Police Department (LAPD)

INVESTIGATION

Libraries as Social Infrastructure and Social Safety Net

Everybody has used a public library for one reason or another. It may have been to enjoy a literary work (which happens to be atop of the New York Times Bestsellers' List for the week), to research a particular technical problem, to reference some background epistemology of an unusual human phenomenon, to pursue the conceptual algorithm of a practical skill, or to further enhance an interest in some exotic culture on the other side of the world. The library's resources and services vie to meet the diverse needs, interests, and vulnerabilities of individuals and groups for education, information quests and for personal development.

The library is a vital source of information for all occasions. For seniors, who may live alone, libraries are places for cultural discovery and interpersonal company through book clubs, movie outings, field trips, social involvement, academic studies, computer classes, art works, and more. For many, this is where they will interact with people of other generations, and where the other socially isolated seek human contact.

Storytime meetings give kids and parents regular occasions to spend quality time together. Friendships amongst moms are started here. Young children gain opportunities to read aloud, play board games, do crafts, discover science, and play on computers, while starting to commit themselves to a life-long devotion of library patronage. Countless children will get their first library card and then embark on the privilege of choosing which books to read and gain awareness of being part of a community.

Libraries are popular gathering places for teenagers to hang out with peers. Usually, libraries even allow “a social zone” for these young people to talk to each other at a reasonable volume, away from the quiet areas for adults. Teens get one-on-one attention to do their homework from the library’s tutoring services.

Public libraries are fast becoming vital “social infrastructures”, in which they function as community hubs, where outreach programs using the library’s physical spaces and organization, shape the way people interact. Circumventing the packed bookshelves and crowded check-out counters, users discover that they not only have unfettered access to books, but also have companionship with other patrons as well. As previously mentioned, preoccupied parents find virtual childcare; there is language instruction for immigrants, and welcoming safe spaces for the homeless, the old, and the young. Sociology Professor Eric Klinenberg of NYU characterizes this “social infrastructure” as the physical places and existing organizations that shape the way people interact to perform transactions. Places like coffee shops; free spaces like parks and libraries help to promote civil engagement and to repair the fractured society in which we live. Ideally, people are drawn together to help each other solve specific problems.¹⁵

So, libraries may be used as meeting places, or convergent points, to connect people from different backgrounds, passions, and interests to participate in a living democratic culture of dialogue, exchange, and persuasion. They would combine public, private, and philanthropic sectors to create real-time solutions for cities and suburbs. Emerging research has shown that there is potential for using public libraries to not only lessen local inequality, but also to alleviate national inequality through literary and technological connections. Investment in our public libraries can help overcome the negative effect of poverty on literacy development and school success.

In fact, investing in social infrastructure is just as important as investing in conventional infrastructure, such as bridges, roads, levees, railroad tracks, and airports, to strengthen our communities by establishing vital social arteries.

Andrew Carnegie paid millions of dollars to build libraries around the world for people to enjoy a quiet space, privacy, and time to read and reflect, correctly called it, when he commented that “the library really is a palace. It bestows nobility on people who can’t otherwise afford a shred of it”¹⁶

Libraries Outreach to Retain Established Patrons

In 1731, when Benjamin Franklin founded the first “Lending Library Company of Philadelphia little did he know that his creation would change the social consciousness of America forever”.¹⁷ His ground breaking efforts have created an environment of civility and learning.

¹⁵ Klineberg, Eric. “Palaces for the people” .2018. p5/.www.penguinrandomhouse.com/books/557044/palaces-for-the-people-by-eric-klinenberg (accessed 3-29-19).

¹⁶ Klineberg, Eric. “Palaces for the people”. (accessed 3-29-19).

¹⁷ “Lending Library”, Benjamin Franklin Historical Society, www.benjamin-franklin-history.org/lending-library/ (accessed 3-01-19).

There are 9,057¹⁸ public libraries in the United States and their mission is to provide free and open access to a broad range of materials and services to people of all ages.

The advent of technology has proven to be a major challenge for libraries which has caused slight declines in circulation across the county. There are 36 municipal libraries in the County of Los Angeles. Each strives to provide exceptional services to the long “established patrons” who frequent them. This report concentrates on the County of Los Angeles Public Library and the Los Angeles Public Library and examples of the many services they provide.¹⁹

Small Children and Teens

- Specifically designed programs for children that include separate and monitored reading sections in the library
- Rental time on laptop computers
- A secure environment
- Tutoring
- Adopted “Fine Free” read out payment plan for overdue books
- Collaboration with schools on after school programs
- Teen centers
- “STEAM” Program for preschoolers and adults with focus on grades 3 through 8
- “High School Graduation Program” offers graduation ceremony for those students who could not attend their regular graduation
- “Barbershop-Books while you wait” - Some libraries have entered into relationship with barbershops and beauty salons to provide reading materials
- “Babyread” - Provides each newborn in the City of Los Angeles hospitals a kit with a book and a prenatal guide that addresses the value of reading
- Storytelling Programs
- Student Success Library cards

Seniors

- Offers large print books and programs
- Tables for laptop use
- Technology Tutorials
- Healthy aging programs
- Arts Programs
- Business, computer, and technology scam prevention
- Discussion of available health services
- “Source” - A once a month program that provides information to the less fortunate on where various city services can be located

¹⁸ <https://libguides.ala.org/libraryfacts> (accessed 4-29-19)

¹⁹ California State Library. Public Library Directory, 2018 www.library.ca.gov/Content/pdf/services/toLibraries/CaliforniaPublicLibraryDirectory0518.

Families, Communities, and Groups

- Outreach with story hours and other activities
- Limited borrowing privileges for all non-residents
- More personalized attention
- “Friends of the Library” fundraising programs
- Offers a needs assessment program
- “Pop-up” programs to increase membership
- Serves as a polling place
- Offers Flu vaccinations
- School and hospital visits

In addition to the above-referenced services that are being offered by many of branches of the city and county libraries, the dedicated staffs have made positive strides in keeping up with an ever changing world of gathering and processing information. The buildings have also been upgraded in many areas to meet today’s needs.

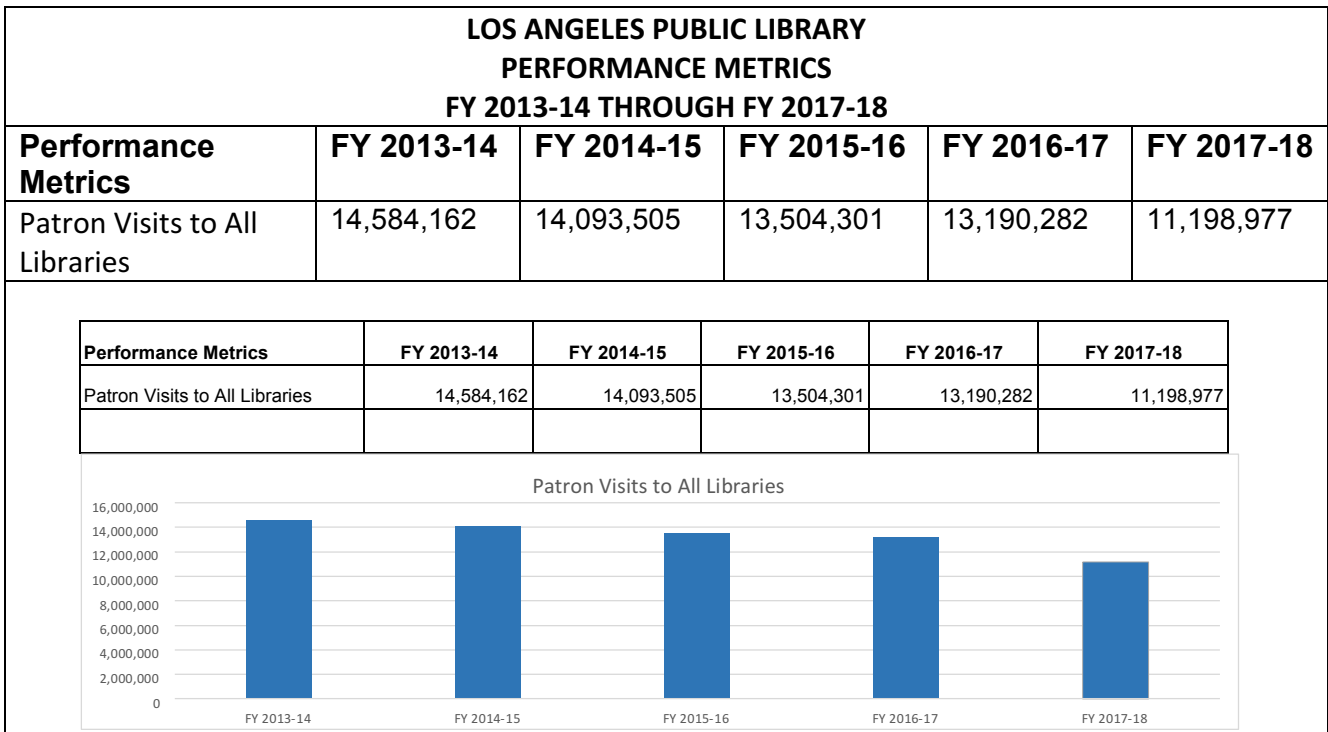
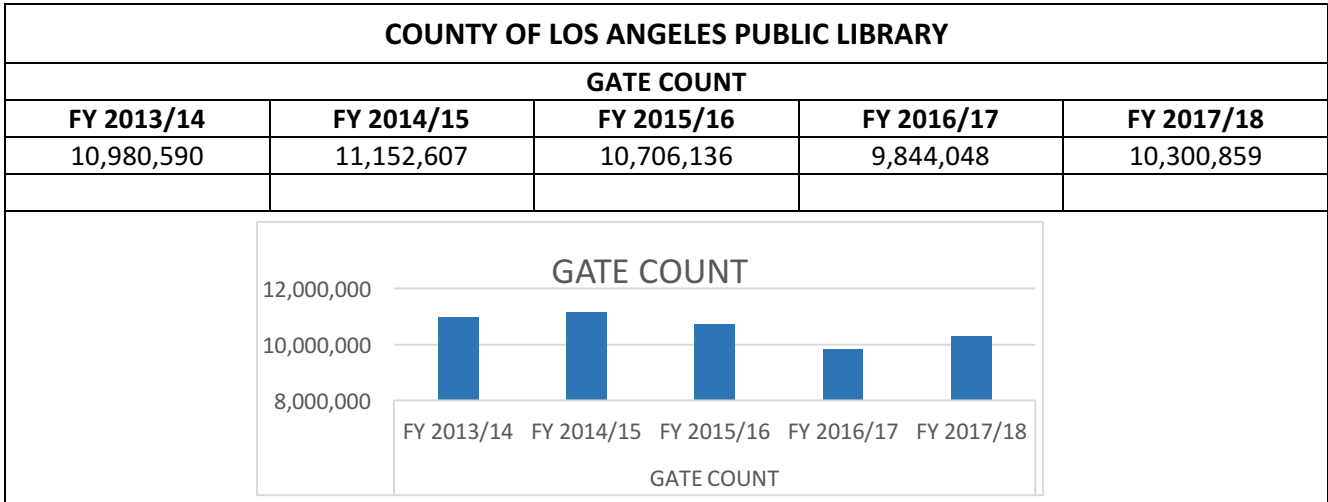
The libraries identified as “city” and “county” are separate entities and sometimes operate in a different manner depending on the location and patronage, however they offer an ever growing array of services to all. The CGJ observed that in some situations these services may appear to be identical but in the overall scheme of things they are still striving to accommodate those who enter.

The internet and other social changes have caused a reduction in the physical patronage of the libraries. The CGJ observed that libraries have added major services such as e-media and online content, book rentals, purchases and an array of online directories of provided services. With the ever increasing number of individuals who never spent a lot of time in a library, who are now frequenting them, the system has made positive adjustments in their efforts to make everyone feel welcomed.

Due to the increase in the population of those who live on the streets and are practically invisible to most Americans, there is a desire for these people to want to maintain some link to what is rapidly being categorized as the “cultural Infrastructure”. Whether homeless or mentally ill, these individuals still have the desire to want to be looked upon as being part of society and more importantly the human race.

The libraries in Los Angeles County, with its open doors and take all comers policies, have become inundated with those who tend to make its traditional users rather uncomfortable. This phenomenon can easily be attributed to the drastic increase of those who dwell on the streets of our city with no place to go.

Along with many other societal changes, the attendance of the traditional library user has declined and one of the many challenges that our libraries face is about how do they get these traditional users to return and use the facility and its resources.



There are two cost effective methods to bring back the traditional user. One would be to send a mailer to those who once were frequent visitors that would include a monthly calendar of events. This would also highlight special offers of programs that would be of interest to the traditional user.

The other and more thought provoking approach would be to advertise a “town hall” meeting to address the presence of those non-traditional library patrons and actually allow a person who is homeless to speak to the attendees. One of the major issues with the reduction in the attendance of the traditional library user is the unknown fear of those who live on the streets.

These might be considered bold moves for the libraries to implement. If these places are to continue to cater to the masses, they must figure out a way to keep the traditional users coming, bring back those who have left and create an environment for those in need of human interaction.

INFORMATION PROVIDED BY THE LIBRARY TO HOMELESS PATRONS



Skid Row Community ReFresh Spot

557 Crocker St.
Los Angeles, CA 90013

THE REFRESH SPOT IS OPEN!
Free Restrooms, Showers & Laundry
Monday – Friday, 8:00am to 4:00pm



Skid Row Community ReFresh Spot

557 Crocker St.
Los Angeles, CA 90013

THE REFRESH SPOT IS OPEN!
Free Restrooms, Showers & Laundry
Monday – Friday, 8:00am to 4:00pm



Norwalk Library
12350 Imperial Hwy.
Norwalk, CA 90650

562.868.0775

LACountyLibrary.org

@NorwalkLibrary



Homeless and Very Low Income Outreach Event

THE SOURCE
AT LA COUNTY LIBRARY

**Mondays,
Oct 15, Nov 19, and Dec 17, 2018
10 am - 12:30 pm**

The Source is a free monthly event that provides personal one-on-one assistance from a variety of service providers. This program connects people in need of resources to services for which they are eligible, such as:

- Housing
- Medi-Cal & CalFresh
- Hepatitis and Flu (during flu season) vaccines
- Mental health care
- Free cell phones
- Legal aid (including expungements)
- Job training and job opportunities
- Social Security Insurance and Disability Insurance
- Addiction assistance
- Refreshments *
- Hair cuts
- Gently-used clothing

*Provided by the Friends of the Norwalk Libraries.

November 2018


For ADA accommodations, such as a sign language interpreter or materials in an alternative format, call 562.940.8462 (voice) or 562.940.8477 (TTY), Monday – Thursday, 8 am – 5 pm, at least 6 days prior to the event.



LIBRARIES OUTREACH TO HOMELESS PATRONS

CITY OF PASADENA HOMELESS AND MENTAL HEALTH SERVICES

available at **PASADENA PUBLIC LIBRARY**



Pasadena Public Library and Public Health Departments have partnered together to address the needs of library patrons impacted by homelessness or behavioral health issues.

Our goal is to keep the library accessible and safe for all patrons, including those in need of greater assistance. We offer free homeless and mental health related services to all our library patrons.

Services include:

CASE MANAGEMENT

CRISIS INTERVENTION

MENTAL HEALTH EDUCATION

PEER COUNSELING

MEDICAL REFERRAL

CONNECTION TO COMMUNITY RESOURCES

INFORMATION & REFERRAL

OUTREACH & ENGAGEMENT

For more information, call (626) 744-4753
To leave a confidential message, call Precious Jackson (626) 243-8575



Frequently Asked Questions (FAQs)

Flea-borne Typhus

1. What is flea-borne typhus (typhus)?

Flea-borne typhus is a disease that fleas can spread to humans. Bacteria (germs) found in infected fleas cause typhus. People get sick with flea-borne typhus when infected flea feces (poop) are rubbed into cuts or scrapes in the skin or rubbed into the eyes. Typhus is not transmitted from person-to-person.

2. How does this disease spread?

In LA County, typhus infects the fleas of rats, stray cats, opossums, or other small animals. Typhus spreads when animals carrying infected fleas come into close contact with people. Typhus can spread to other areas when these animals move from place to place.

3. What are the symptoms of this disease?

Signs of typhus can start within 2 weeks after contact with the infected flea. Many people have high fever, headache, chills, body aches and pains. A rash can appear on the chest, back, arms, or legs. Most people will recover without treatment, but some cases may be severe. When left untreated, severe illness can cause damage to the liver, kidneys, heart, lungs, and brain. Death may occur in rare cases.

4. How is this disease diagnosed and treated?

Typhus is diagnosed with a specific blood test. Call your doctor if you have symptoms. This disease can be treated with certain antibiotics (medicine that kills bacteria).

5. Are my pets safe?

Infected fleas can also spread to pet cats and dogs. Pets that are allowed outside are more likely to come in contact with fleas and could bring them inside your home. Infected animals do not usually get sick.

6. How can you prevent getting this disease?

- **Keep fleas off you and your pets**
 - Use flea control products on your pets.
 - Keep pets indoors.
 - Use EPA-registered insect repellent labeled for use against fleas.
- **Avoid being near wild or stray animals**
 - Do not leave pet food outdoors.
 - Do not provide food or water for wild animals.
 - Maintain yard free of debris and trim overgrown plants and bushes.
 - Keep garbage containers tightly covered to avoid attracting animals.
 - Close up crawl spaces and openings under home where rats and stray animals can sleep, hide, or find food.
 - Protect yourself by wearing gloves and a mask when cleaning these areas. Wash your hands when you're finished.



Key Points

- Flea-borne typhus is a disease that fleas can spread to humans. Infected fleas carry bacteria (germs) that cause the disease. It is not spread person-to-person.
- Avoid fleas and use flea control products on your pets and insect repellent (against fleas) on you.
- Never feed or touch wild animals, especially opossums, rats, and stray cats.

For more information:

Los Angeles County, Department of Public Health
<http://www.publichealth.lacounty.gov/acd/VectorTyphus.htm>

California Department of Public Health
<https://www.cdph.ca.gov/Programs/CID/DCDC/Pages/Typhus.aspx>

CDCP-ACDC-0057-01 (10/05/18)

Los Angeles County Department of Public Health
www.publichealth.lacounty.gov



LIBRARIES OFFER A VARIETY OF SERVICES AND PROGRAMS

LA COUNTY Library

Smarty Pants Storytime

For children ages 2-5 with an adult caregiver.

Wednesday, Jan 9 - Feb 13, 2019
10:30-11:30 am

Join us for a fun-filled storytime with rhymes, songs, and puppets. We'll have a special guest author and illustrator. For children ages 2-5 with an adult caregiver.

Registration is required. This is a drop-in program. Pre-registration is required for the special guest author and illustrator. Space is limited. Reservations accepted on a first-come, first-served basis. Reservations accepted on a first-come, first-served basis.

LA County Library

The Great Read Away

For children ages 2-5 with an adult caregiver.

Got Time? You can get off your library time by reading in any LA County Library. It's really close to you!

Check with library staff or visit calpu.org for details.

LA County Library

Read with someone you love.

If you or someone you love needs help with reading and writing

Join us for a free one-on-one tutoring session. For more information, ask for City Santa Monica Public Library, located at 310-458-8600.

LA COUNTY LIBRARY

LOS ANGELES PUBLIC LIBRARY

CHILDREN'S STEM WORKSHOPS

Join us for a fun-filled STEM workshop at Hollywood High School. For children ages 7-12 and their families.

FRIDAY, JANUARY 11, FEBRUARY 8, 10:30 AM

Hosted by your favorite Santa Monica Public Library.

1241 Tuje Ave, North Hollywood, CA 91605

LA County Library

After School Homework Help

Our volunteers are here to help you!

Central Library
215 E. 4th St.

Hasings Branch Library
1505 E. Overland Ave.

La Brea Branch Library
1705 N. Rowland Ave.

LA County Library

LA COUNTY Library

MakMö: Inter-generational STEAM Activities

Join us for a fun-filled STEAM activity with children and adults.

Saturday, November 24, 2018
12:30 - 2 pm

Community Meeting Room

LA County Library

FAMILY SCIENCE FICTION CLASSICS

Join us for a fun-filled science fiction classic.

Women in the Moon (2018)
Saturday, Dec. 15 - 2 pm

LA County Library

LA COUNTY Library

Memory Booster Thursdays

Join us for a fun-filled memory booster activity.

Thursdays
Nov 9, Nov 29, Dec 13, 2018
6 - 7 pm

LA County Library

LAOPERA

PROGRAMS FOR SENIORS

Join us for a fun-filled program for seniors.

LAOPERA.ORG/EDUCOM • 213.972.3157

LOS ANGELES PUBLIC LIBRARY

FREE Income Tax Preparation & Filing

Join us for a free income tax preparation and filing service.

LA County Library

LOS ANGELES PUBLIC LIBRARY

New Americans Initiative

Join us for a free citizenship exam preparation program.

LA County Library

LA COUNTY Library

Small Business Saturday

Join us for a fun-filled small business Saturday event.

Saturday, January 26, 2019
10:30 am - 1 pm

LA County Library

LA COUNTY Library

Legal Research Classes

Join us for a fun-filled legal research class.

LA County Library

NORWALK LIBRARY

VETERANS RESOURCE CENTER

Join us for a fun-filled veterans resource center.

LA County Library

LOS ANGELES PUBLIC LIBRARY

Are you living with HIV?

Join us for a fun-filled HIV awareness program.

LA County Library

CALIFORNIA VICTIM COMPENSATION BOARD

CRIME HURTS EVERYONE WE CAN HELP

Join us for a fun-filled victim compensation program.

LA County Library

Maintenance of Physical Plant and Staffing Issues of Remote Libraries

The Los Angeles County library system is vast, with 87 branch libraries stretching from Malibu to Hawaiian Gardens and from Hermosa Beach to Lancaster. There's even a county library in Avalon on Santa Catalina Island. According to their website,²⁰ the county libraries serve 3.5 million residents in the unincorporated areas within the county as well as residents residing in 49 incorporated cities.

Administration of Los Angeles County Libraries operates out of a facility in Norwalk, in southeastern Los Angeles County. Maintenance of all libraries is directed from this location. Libraries in North County Region including the cities of Agoura Hills, La Crescenta, Lancaster, Malibu, San Fernando and Westlake Village are also served by maintenance crews operating out of the central location. However, requests for unbudgeted maintenance may not be addressed in a timely manner.

When the CGJ inspected the Lancaster library, the lighting near the rest rooms was not functioning. Librarians informed the CGJ that central maintenance had been alerted to this situation but that it would take several hours for a crew to respond because of the remoteness of the library. The CGJ inquired about using a local contractor to address minor electrical problems but were told that this was not possible. Furthermore, the library had no emergency funds to pay local vendors to address any minor problems. Consequently the time to handle minor problems is indeterminate.

The lighting problem was significant because the rest rooms can be the scene of mischief brought on by transients and others, and poorly lit areas provide a haven for drug use or other activities.

Long term maintenance also requires attention. In an otherwise impeccable Agua Dulce Acton library (also located in north county), the metal trim around the building was noticeably peeling. Library personnel informed the CGJ that there was no budget for addressing this problem and that the library must wait for months before the problem could be addressed.

The inability to access local vendors for minor maintenance and other issues e.g. plumbing, electrical, and roofing, is likely to be a function of the remoteness of some libraries, combined with the lack of *local* County infrastructure, to support *local* operations.

North County libraries also suffer from the difficulty to attract and/or to maintain staffing levels. This is primarily due to the remoteness of the facilities from urban areas such as the San Fernando Valley or Los Angeles basin communities. Once an opening was filled, many successful applicants often decline to accept a job in north county, or, alternatively, to accept a job in north county only to seek a transfer within a year or so. In discussions with library staff, the possibility of keeping employment application periods open-ended was suggested as a way to allow applicants who live nearby to compete for North County positions. Another strategy would also allow new hires to start at a higher pay, representing a geographic incentive.

Homelessness is currently not an issue in the Agua Dulce Acton library. One homeless individual who frequents the library is known by the library staff and presents no problems.

²⁰ <https://lacountylibrary.org/aboutus-info/> (accessed 4-30-19)

However, homelessness is a significant problem in the 45,000 square foot Lancaster library, the largest county branch library. According to the Los Angeles Sheriff Department (LASD) “Safety Assessment of the Los Angeles County, Libraries,”²¹ dated August 3, 2018, there are approximately 500 transients seen daily inside the library, and another 25 transients seen daily outside the library. Problems include loitering inside bathrooms (using bathrooms for bathing), transients under the influence of alcohol or other drugs, defecation on the side of the building, bringing in bed bugs, or using narcotics. The above-mentioned lighting outage could have masked illegal or undesirable behavior.

There are a number of other safety concerns, including theft, graffiti, and patrons hanging out in the numerous blind spots in the book shelves.

Based on observations by the CGJ and discussion with library staff, we learned that the Lancaster library staff deals with its transient/homeless problems proactively. First, unique among county libraries, there are two full-time Sheriff’s Security Officers monitoring the entrance. This does not mean that additional security is not needed at this facility. Library staff are trained to deal with unpleasant situations, so that things don’t get out of hand. This makes the retention of trained staff even more urgent. Numerous programs are available to the transient or homeless sponsored by numerous non-profits. The Library staff also provides a breakfast once a month for the transient and homeless population.

Training of Staff to Deal with Difficult Patrons

Today’s library patrons bring with them many challenges. Nearly every library across the county can recount incidents that must be addressed in a positive manner.

The personnel assigned to the front desk of libraries are often staff members with defined duties such as issuing library cards, checking out materials, collecting fines, etc. Away from the front desk, there are staff members assigned to shelve books, show patrons how to use computers and other assignments. Job descriptions for these positions tend not to include skill or experience in working with difficult patrons.

In most library branches, there is a trained librarian who is assigned supervision for all of the employees in that building.²² “According to one newly minted librarian who received her master’s degree in library science a few years ago, contemporary library education typically includes no coursework in mental illness. It focuses on the techniques and technology of library services, especially meeting the needs of patrons for access to information. Learning strategies to assist the mentally ill and homeless patrons might not be on library curricula, but the American Library Association has long had policies in place emphasizing equal access to library services, and in 1996 formed the Hunger, Homelessness, and Poverty Task Force.”²³

²¹ Los Angeles County Sheriff Department. County Services Bureau-Operations. Library Security Assessment and Safety Plan. Los Angeles, 2018.

²² <https://jobdescriptionandresumeexamples.com/library-manager-job-description-example/> (accessed 5-8-19)

²³ <http://www.ala.org/rt/srrt/hunger-homelessness-and-poverty-task-force-hhptf> (accessed 3-29-19)

Most library staff have limited knowledge of how to deal with a person with mental illness. It has been validated that more than 25% of people who suffer homelessness also have mental illness.²⁴

During the course of visits to a dozen libraries, the CGJ asked the question of the library manager as to how do you provide a secure environment for all users. The responses ranged from staff training so that everyone feels safe, creation of a security team, roving patrols of the facility, panic buttons located throughout the branch for staff use, locked restrooms, rules of conduct posted at the entry to the facility, deputies assigned to patrol the facility and two staffers on duty at all times.

The library personnel in all cases are committed to service to all and endeavor to interact positively with all library users. When asked about the issue of feeling safe in their library, there was little hesitation in indicating they feel safe. However, a review of statistical data from security personnel for both the City and County libraries was inconsistent with this information. It is apparent from incident reports provided by COLAPL that there are problematic issues in some of the library branches including assaults, disturbances, robbery, sexual assault, threats and suspicious activities.²⁵

The Sheriff's Department is responsible for providing service for the County Libraries. It was noted that some training is provided at the managers meetings including active shooter training and mental health training.²⁶ However, more training is required to insure that all employees are trained.

An interview with representatives of the Los Angeles Police Department Security Services Division indicated a similar protocol.²⁷ The supervising officer meets monthly with the Regional Administrators of the Library to discuss security incidents and provide advice to the managers.

The Los Angeles Public and Los Angeles County Library systems have jointly produced a series of six videos in partnership with the California State Library and funded by the Institute of Museum and Library Services²⁸ under the Library Services and Technology Act. These videos provide valuable information that is used for training staff on how to deal with difficult patrons.

"The 6-part video series addressed different aspects of library patrons affected by mental illness and how library staff can best respond. These episodes covered how to establish a positive staff culture around mental health/illness, compassion fatigue, dos and don'ts when interacting with patrons affected by mental illness, teen patrons affected by mental illness, and how to address patrons complaining about individuals experiencing mental health challenges in the library. These videos were produced as part of the California State Library's Mental Health Initiative to increase the state's libraries' ability to better serve library patrons affected by mental illness."²⁹

²⁴ Los Angeles County Library Capital Projects and Facilities Services. Notebook. 2018.

²⁵ Ibid

²⁶ Interview 1/14/19 Los Angeles County Hall of Records with representatives of the LA County Sheriff County Services

²⁷ "Interview 2/20/2019 Los Angeles Central Library with representatives of the LAPD Security Services Division

²⁸ <https://www.ims.gov/grants/grant-programs> (accessed 03-14-19)

²⁹ https://youtu.be/JnHH_EDRIZg (https://youtu.be/JnHH_EDRIZg)

Episode 2 <https://youtu.be/Jpkh41BL0oY>

Episode 3 <https://youtu.be/P99gdETQ1fU>

Episode 4 <https://youtu.be/RiSU9OdtoHg>

Episode 5 <https://youtu.be/UvPz1BTCBfA>

Episode 6 <https://youtu.be/cfetzKVoY4>

Included in the CGJ visits were Santa Monica and Pasadena libraries that are not a part of either the LACOPL or LAPL systems. They also experienced similar challenges and have in both cases engaged security personnel to help deal with troubled users. In some other libraries, the volume of troubled users overwhelm the facilities and can cause serious problems for users. In some cases, city libraries with fewer branches have an annual all staff development day and teach methods of dealing with difficult patrons.

Social Services in Libraries

The problem patron presents many difficulties to library staff. As a result they are being called upon to be counselors, social workers and mental health assistants. Library staff members, at various branches, mentioned during the visit of the CGJ that they have begun to rely on other professionals to help mitigate the issues they encounter and alleviate some of the fears they have developed about their job site.

Two large municipal libraries utilized the services of an outreach worker or public health case worker. These trained personnel proactively interacted with people in the library who could benefit from their services. One value of the assigned personnel is that they get to know the regulars and build rapport with them. They often diffuse situations before they become a problem and disturb others. In one Library the case worker actually helps the clients get housing referrals, health treatments and when needed actually goes with the client to their appointments. Funding of this person is often through a County/City department or a non-profit.

In discussions with social workers assigned to the library, it has been confirmed that the presence of social work personnel helps to address community concerns as it relates to maintaining a safe environment in the library. It also relieves library personnel of dealing with issues that they are not trained to resolve

Developing Partnership with Other Agencies to Provide Services to the Homeless

The City and County Library systems have partnered with a variety of agencies to provide services to the homeless. One popular collaboration is through a resource fair known as "SOURCE". This monthly event features nearly a dozen providers who connect the homeless and low income persons to housing, legal aid, mental health care and provides amenities such as a free cell phone and haircuts. Word of mouth has proven to be the best advertisement for this event.

Other partnerships include the Department of Health Services to provide flu vaccinations at selected facilities around the county, the CARE navigator program in Pasadena for older adults and American Job Services which is a job development center.

The idea of a Homeless Advisory Committee has been used in one library and is being considered in a second city library. There are some frustrations in the inconsistency of the membership in attending meetings, but it provides an opportunity to give homeless persons "a voice". Any enhancement of service, even if focused on the homeless, brings new people into the library.

With the proliferation of the use of the internet, libraries today are expanding their partnerships services in the community.

Security Services in the Libraries

The Los Angeles Police Department (LAPD) Security Services Division is responsible for the safety and security of the 73 City libraries. Los Angeles Public Library (LAPL) serves 3+ million residents and is the largest publicly funded library system in the United States measured by population.³⁰ It has a collection of 6+ million volumes.

Per Measure L, city libraries are required to pay for their own direct and indirect expenses as of July 1, 2014. This includes funding their own (armed) security officers. In a Memorandum of Agreement referred to in an NBC report, the LAPL paid LAPD \$5,420,337 for security in 2017, which provided the Library 10 police officers, 41 city security officers, and 26 contract security aides.³¹

The County of Los Angeles Public Library system (COLAPL) is one of the largest public library system in the United States. It serves an area that measures 3,024 square miles, which covers residents from 49 out of 88 incorporated cities in Los Angeles County as well as its unincorporated areas. The 87 public libraries within its jurisdiction serve 3.4 million residents.³²

Los Angeles Sheriff Department (LASD) is tasked with providing security and general law enforcement services for the 87 county libraries. A memorandum³³ obtained by the CGJ describes the relationship between these entities. Currently, the COLAPL contracts with the County Services Bureau of LASD for 4 deputies and 25% of a sergeant's time to provide oversight. They provide security and law enforcement services on a "roving basis" for all its 87 library sites at a cost of \$1,469,016.³⁴

Logistically, the County libraries were divided into 4 zones: North, East, Southeast, and Southwest. Each deputy would patrol the libraries located within their respective zones. Each is assigned a LASD radio car and County Library phone. All the County Library Managers (CLM) were given direct access to the four deputies and may call them for police intervention. Private guard services were contracted for after-hours patrol to deter trespassing and vandalism.

But then hard data, such as the following 7-year Incident Report, prompted the people in charge to realize that the current level of security services is not adequate to keep up with the inherited problems caused by the increased homeless population.

³⁰ <https://librarytechnology.org/library1005> (accessed 4-29-19)

³¹ <https://www.nbclosangeles.com/news/local/Sex-Drugs-Illegal-Activity-Los-Angeles-Library-System-I-Team-457247783.html>. (accessed 3-29-19)

³² <https://lacountylibrary.org/aboutus-info/> (accessed 4-29-19)

³³ Los Angeles County Sheriff's Department, "Executive Summary of Library Security / Safety Assessment," August 24, 2018.

³⁴ Ibid

LA County Library Security Incidents (SIRs)		
(2011-2017)		
Years	# Year-to-Year Change	% of Change
2011-2012	806 - 776	-3.7
2012-2013	776 - 760	-2.1
2013-2014	760 - 677	-10.9
2014-2015	677 - 849	+26.9
2015-2016	849 - 641	-24.5
2016-2017	641 - 2255	+252.0*

*Note: 2011-2016 captures SIR's that met specific criteria categorized by the County of Los Angeles. In 2016, the Los Angeles Sheriff Security Operation reassessed and condensed the SIRs and Incident Logs. The incident Logs capture incidents outside the workplace.³⁵

In 2019, the County Library Director issued a Security Incident Analysis 2015- 2018.³⁶ All categories of high concern, like robbery, sexual assault, physical battery, disturbances, threat, or suspicious activity or unusual behavior showed upward trending and were expected to continue in the near future. The analysis attributed the spike to the challenges of dealing with homeless people, many of whom had mental instability or substance abuse issues and as well additional hours of operation reinstated for all 87 branches.

In the previously mentioned report NBC³⁷ conducted a series of “undercover news stings” at Los Angeles City libraries describing drug transactions, lewd sexual acts in front of children, and confrontations with mentally-ill patrons. This documentary prompted Los Angeles County Services Bureau leaders and Los Angeles County Public Library administrators to reconvene and readdress the security, staffing and documented incidents affecting the County libraries.

Shortly thereafter, the LASD’s County Services Bureau (CSB) conducted patrol checks, safety inspections, and security assessments at all 87 county libraries.³⁸ Many criminal and nuisance activities were documented. A comprehensive report detailing safety concerns at each library was drawn up. Recommendations were proposed to the Public Library Department to implement a \$4.6 million corrective action plan designed to uphold public safety and keep open the access to valuable library resources. In a statement made to the CGJ, it was clear from the security assessment that 16 libraries need additional security services.

The CSB conducted audits between December 2017 and August 2018 of all county libraries at the request of the County of Los Angeles Public Library. This report provided useful statistical data and supporting documentation for an increase of Sheriff’s staffing at County libraries. Expansion would involve more patrol checks at each place, reduce response time to any incident, and deter criminal activity, loitering, disturbances, and address quality-of-life issues.

³⁵ Los Angeles County Sheriff Department. County Services Bureau-Operations. Library Security Assessment and Safety Plan. Los Angeles, 2018.

³⁶ Los Angeles County Library Capital Projects and Facilities Services. Notebook. 2018.

³⁷ <https://www.nbclosangeles.com/news/local/Sex-Drugs-Illegal-Activity-Los-Angeles-Library-System-I-Team-457247783.html>. (accessed 3-29-19)

³⁸ Los Angeles County Sheriff Department. County Services Bureau-Operations. Library Security Assessment and Safety Plan. Los Angeles, 2018.

In December 2018, the LASD’s CSB proposed a 3-phased Implementation Plan³⁹ over a three year period. This plan would be utilized in conjunction with the Sheriff’s Department’s security assessment. This would increase security for public and staff, as well as help achieve a safe environment for all residents who patronize their local library.

LASD’S COUNTY SERVICES BUREAU’S THREE PHASE IMPLEMENTATION PLAN		
Phase I	Phase II	Phase III
11 additional personnel Increase of 2 black & white radio cars Plus office space and computers Focused attention on: <ul style="list-style-type: none"> • Lennox Library • West Hollywood • Norwalk • Sunkist (La Puente) • Willowbrook 	8 additional personnel 4 more black and white patrol cars Plus office space and computers Focused attention on: <ul style="list-style-type: none"> • East LA Library • Anthony Quinn • El Camino Real • City Terrace • Woodcrest • East Rancho Dominguez • Dr. Martin Luther King (Carson) 	6 additional personnel 1 additional Sheriff’s security vehicle Plus office space and computer Focused attention on: <ul style="list-style-type: none"> • Culver City Dixon Library • Marina Del Rey • Lacoboni (Lakewood) • Brakensiek (Bellflower) • Leland Weaver (S Gate)

The LAPD’s Security Services Division (which polices and safeguards all of the city libraries), provided five statistical reports in tabular form to the CGJ. The data represents the following topics.⁴⁰

- Calls for Service
- Crimes, Arrests, & Lewd Acts statistics
- Library Incident Tracking System for the 73 branches
- Total Recap of Sworn Police Officers & Security Officers for 2018 and
- Library Suspensions, Restraining Orders, & Stay-Away Orders digital listings.

The top ten problematic library sites among the 73 city library branches for the past 8 years (i.e., 2011-2018), as determined from the data provided by the LAPD are noted below:

³⁹ Los Angeles County Sheriff Department. County Services Bureau-Operations. Library Security Assessment and Safety Plan. Los Angeles, 2018.

⁴⁰ Los Angeles Police Department. Security Services Division. Special Operations Section. Reports. 2018.

	PROBLEM LIBRARIES	# DISTURBANCES	% SYSTEM CALLS
1.	Downtown Central	1623	10.6
2.	Will Ariel Durant	596	3.9
3.	North Hollywood	464	3.0
4.	San Pedro Regional	382	2.5
5.	Felipe de Neve	379	2.5
6.	Cahuenga	350	2.3
7.	Pio Pico-Koreatown	346	2.3
8.	Venice-Abbot Kinney	341	2.2
9.	Goldwyn-Hollywood	318	2.1
10.	Junipero Serra	276	1.8

FINDINGS

1. Due to the location of North County and other remote libraries, the CGJ observed that there are no options available to facilitate maintenance repairs immediately.
2. North County and other remote libraries noted that they have problems with the availability of adequate personnel in order to meet the needs of those who patronize the library.
3. Libraries have created a wide range of programs to stimulate and maintain the interests of users.
4. Partnerships have also been created with other agencies to provide multiple needed services for patrons who are homeless and/or suffer from mental illness.
5. In many libraries visited by the CGJ, training is primarily being provided for management and administrative staff on “how to handle difficult patrons”.
6. Some libraries in the county have established programs that employ social workers or other empathetically trained staff to work directly with the homeless or troubled patrons. This is not common in all libraries.
7. Many patrons have deserted the library because of personal discomfort and the feeling that it is no longer a safe place.
8. City and County Library security personnel have identified problematic high priority libraries that experience a large number of calls for service from security personnel for law enforcement or a significant number of incidents.
9. Many libraries do not have permanent security personnel assigned on a regular basis.
10. Los Angeles County Library and the Los Angeles County Sheriff department have developed a three phased implementation plan for policing the most critical library sites.

11. Los Angeles Police Department implemented fourteen major initiatives during 2015-2018 to reduce crime in city libraries and continues to evaluate their needs on a monthly basis.

RECOMMENDATIONS

- 10.1 North County and other remote libraries should be permitted to maintain emergency funds provided by the County to handle minor needs and light maintenance immediately.
- 10.2 North County libraries and other remote libraries should be authorized to set up contractual agreements, as approved by Internal Services Division, with local vendors to perform minor maintenance on library facilities, including but not limited to electrical, plumbing, or painting problems.
- 10.3 North County libraries and other remote libraries should be authorized, in collaboration with Human Resources, to offer employment to prospective applicants with an incentive for geographic hardships.
- 10.4 Additional partnerships should be developed with agencies that can provide additional services to library users e.g. AARP, commercial establishments, travel groups, etc.
- 10.5 Training should be created for all staff, including part-timers, on how to handle difficult situations and effectively refer them to a person who can solve the problem.
- 10.6 Library management should seek appropriate funding to hire staff e.g. clinical social worker or public health technician who can build stronger relationships with homeless individuals and connect them through cross-functional teamwork with various agencies e.g. DMH, DHS, DPSS, LAHSA to provide information and referrals to homeless and other behaviorally challenged patrons.
- 10.7 Library representatives should become more visible to the greater public by attending interactive forums including block club meetings/neighborhood councils/community forums to share the philosophy and techniques used by the Library to address local issues.
- 10.8 Each problematic library must develop, in collaboration with their security department, a corrective action plan.
- 10.9 Security personnel should be assigned to each branch of the Los Angeles Public Library and County of Los Angeles Public Library to provide security for all.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
County of Los Angeles Public Library	10.1, 10.2, 10.3, 10.4, 10.5, 10.6, 10.7, 10.8, 10.9
Los Angeles Public Library	10.4, 10.5, 10.6, 10.7, 10.8, 10.9
Pasadena Public Library	10.4, 10.5, 10.6, 10.7, 10.9
Santa Monica Public Library	10.4, 10.5, 10.6, 10.7, 10.9
Mayor, City of Los Angeles	10.6, 10.8
Los Angeles County Board of Supervisors	10.3, 10.8, 10.9
Los Angeles Police Department	10.8, 10.9
Los Angeles Sheriff's Department	10.8, 10.9

ACRONYMS

CGJ Civil Grand Jury
CLM County Library Manager
COLAPL County of Los Angeles Public Library
CSB County Services Bureau
LAPL Los Angeles Public Library
LAPD Los Angeles Police Department
LASD Los Angeles Sheriff Department

COMMITTEE MEMBERS

Alice B. Grigsby, Chair
Ray Lee
Victor L. Lesley
Joseph F. Young

ACKNOWLEDGEMENTS

The Civil Grand Jury acknowledges and thanks the following for their cooperation in producing this report:

County of Los Angeles Public Library
West Hollywood Public Library
East Los Angeles Public Library
Willowbrook Public Library
Norwalk Regional Library
Acton Agua Dulce Public Library
Lancaster Public Library
Capital Projects and Facilities Services Department
Los Angeles Public Library
Downtown Central Library
North Hollywood Earhart Regional Library
Will Durant Branch Library
Benjamin Franklin Branch Library
Santa Monica Public Library
Pasadena Public Library
Pasadena Department of Public Health
Los Angeles Sheriff's Department – County Services Bureau - Operations
Los Angeles Police Department – Security Services Division

POST RELEASE INMATE FEES



Joseph F. Young, Chair
Ray Lee, Secretary
Carl Languigne

POST RELEASE INMATE FEES

SUMMARY

Upon release from incarceration, inmates are often assessed myriad fees for various programs incurred while incarcerated. There are fees related to restitution for victims, and there are fees related to the cost of programs undergone by inmates. Because released inmates have difficulty finding employment and thus may be unable to pay these fees, the costs of administration itself may not be recovered. This investigative report identifies the political and institutional factors which gave rise to development of fees after incarceration and how recent trends in probation attitudes are changing this paradigm.

METHODOLOGY

The 2018-2019 Civil Grand Jury has elected to review the L.A. County Probation Department's practice of charging adult inmates with post release fees accumulated during their incarceration. In an effort to understand this process and its many implications, we have completed the following investigative steps:

Interviewed appropriate and relevant levels of staff within the L.A. County Probation Department to review the existing practices that result in post release inmate fees. These fees are also referred to as administrative fees.

Reviewed Probation department's existing documentation of current practices relating to post release fees. We have also identified the specific fees that are relevant to this report. We have excluded "Restitution" fees from this study as they address victims' losses that should be paid. Reviewed State and County legislation relevant to the practice of imposing inmate post release fees.

Reviewed relevant media coverage including articles, interviews and communications on this subject. Los Angeles County departmental communications including memos regarding fees were also reviewed.

The Probation department's financial reports and data relevant to the collection of adult post release fees were also reviewed to determine the overall cost effectiveness of this practice.

Post Release Inmate Fees – A Short History

It doesn't take a rocket scientist to notice that a pendulum swings one way, hit the zenith and then swings back again to the other extreme. The phenomenon repeats itself ad infinitum - if there's no intervention. That's exactly how the criminal justice system works. For too long, the pendulum has swung too far in favor of lengthy incarceration and harsh punishment (e. g.,

executions), monetary penalty and mandatory sentencing and away from crime prevention, rehabilitation, second-chance leniency, clemency, and equipping prisoners with skill-sets that are to be acquired during imprisonment so as to help them to succeed upon release and re-entry into society.

The proverbial pendulum is, now, swinging in the other direction, as California begins to turn away from the “tough on crime” policies of the past.

In 1977, state leaders in Sacramento acquiesced to the prevailing and potent sense of public fear around crime and got caught up in the (then) national trend of overhauling the criminal justice system by imposing “tough-on-crime” sentencing. The Legislature passed the Determinate Sentencing Law, that year, which paved the way for strict sentences even for nonviolent crimes and which allows for judges, not parole boards, to decide when a convict should be released.¹ It is still currently in effect. Legislators felt that the sentencing-rules reform would advance a smart approach to justice.

However, these get-tough sentencing laws led to mass incarceration that crowded state prisons to the bursting point, such that it imprisoned more people than ever before to overwhelm the existing infrastructure; and caused a federal takeover of many prison operations and a court-ordered cap on inmate population. Of course, California had no way to pay for the profound costs of such a massive build-up in its prison population.²

So, cash-strapped and with nowhere else to go, California turned to “user fees” to fund its criminal justice system and support of general budget. These “user fees” differ from other kinds of handed-down financial obligations. Fines punish to deter, restitution compensates victims for hurt suffered and damages incurred; but user fees explicitly raise revenue to support operational costs. Proponents deemed these supervision and inherent training program fees as “fair and reasonable consequence” of being on probation. The rationale is that everyone should be held accountable for their crime.³ The probationers committed the crime, so why shouldn’t they (rather than the taxpayers) be asked to bear the financial burden of their supervision costs? Also, they’re getting the “privilege” of supervision over jail time and fines. Wouldn’t that privilege be paid-for by the supervised individuals? Thirdly, shouldn’t these supervision fees encourage people to be more invested in their own success of rehabilitation, because they are paying for it themselves?

The aforementioned pendulum is swinging back. During the time frame of 2008-2010, the State Attorney General’s Office skirmished with federal judges (and finally the US Supreme Court) concerning prison overcrowding. Sacramento tried to defend the state’s unprecedented incarceration because of its law-and-order stance, by pushing back with one appeal after another of court rulings.⁴

¹ https://sftreasurer.org/sites/default/files/Hig%20Pain%20Low%20Gain%20FINAL_04-24-2019.pdf, accessed April 24, 2019

² https://wclp.org/wp-content/uploads/2018/06/TheProblemWithProbation_GamboaEastman_ForWCLP_Final.pdf, accessed May 8, 2019

³ <https://www.washingtontimes.com/news/2014/aug/30/probation-fees-show-the-high-cost-of-being-poor/>, accessed May 1, 2019

⁴ <https://www.reuters.com/article/us-california-prisons-court-idUSTRE74M3DQ20110523>, accessed May 1, 2019

However, in 2011, the US Supreme Court ruled that, due to the severe overcrowding in its detention facilities, California was violating inmates' Constitutional protection from cruel and unusual punishment. It had to immediately and dramatically reduce its prison population. The state was mandated to release some 46,000 state prison inmates - after years of overcrowded conditions had led to inadequate medical care and needless suffering and death.⁵

The state responded by passing the Public Safety Realignment Act to divert tens of thousands of felons convicted of lower-level crimes to county jails. State dollars were supposed to follow to offset costs. In most cases, the speed with which the realignment impacted the county, intensified already rising caseloads and stretched Probation departments to beyond capacity with additional supervision duties and monitoring of probationary cases. And as this overload on probation continued to grow, so did the need to rely on fees.⁶ E. g., many jurisdictions, including California, provide debit cards in lieu of cash when inmates are released. However, the debit cards include hefty user fees which can reduce, or eliminate the cash value of the card.⁷

Recently, however, the application and effects of administrative fees has been questioned. A report⁸ was issued by the John F. Kennedy School of Government entitled "Statement on the Future of Community Corrections, dated August 28, 2017." This report found that for the past 25 years, community corrections (probation and parole) caseloads have grown exponentially, exceeding 5 million people at their peak, double the number of people in prison and jail in America. Designed originally as an alternative to incarceration, community corrections has unexpectedly become a significant contributor to mass incarceration with nearly as many people entering prison for violations of community corrections conditions as for new offenses. (It should be noted that over 100 present and former probation officers and district attorneys, as well as organizations and individuals were signatories to this report.)

Due to this high volume, public resources for community corrections have been stretched, fostering large caseloads and inadequate programming and, in some cases, forcing community corrections agencies to rely on fees from impoverished clients for their very existence.⁹

Fortunately, increasingly sophisticated research has shown that probation and parole populations can be responsibly reduced. Research shows that people on community corrections can be incentivized by earning time off of probation for exemplary behavior such as securing a job, living in housing, or earning a degree; that supervising people who present a low risk of rearrest decreases recidivism; and that the impact of supervision wanes after a few years.¹⁰

⁵ Ibid

⁶ <https://probation.lacounty.gov/ab-109/>, accessed May 8, 2019

⁷ <https://thecrimereport.org/2017/06/19/fee-based-debit-cards-for-ex-inmates-called-unlawful-in-ca-lawsuit/>, accessed May 1, 2019

⁸ <https://www.hks.harvard.edu/centers/wiener/programs/criminaljustice/research-publications/executive-session-on-community-corrections/publications/less-is-more-how-reducing-probation-populations-can-improve-outcomes/statement-on-the-future-of-community-corrections>, accessed November 1, 2018

⁹ Ibid

¹⁰ Ibid

As such, America's leading probation and parole officials and other concerned individuals and organizations believe it is possible to both significantly reduce the footprint of probation and parole and improve outcomes and public safety. Numerous jurisdictions have reduced the number of people on probation and parole and have instead focused supervision on those most in need of it and only for the time period they require supervision without negatively impacting public safety.¹¹

Towards this end, they recommended that the number of people on probation and parole supervision in America be significantly reduced by:

- Reserving the use of community corrections for only those who truly require supervision.
- Reducing lengths of stay under community supervision to only as long as necessary to accomplish the goals of sentencing.
- Exercising parsimony in the use of supervision conditions to no more conditions than required to achieve the objectives of supervision.
- Incentivizing progress on probation and parole by granting early discharge for those who exhibit significant progress.
- Eliminating or significantly curtailing charging supervision fees and instead, preserving most or all of the savings from reducing probation and parole populations and focusing those resources on improving community based services and supports for people under supervision.

California's Response to This Change in Philosophy

In 2017, California enacted SB 190 (Mitchell, Lara) which ended the imposition of Juvenile Administrative Fees, although it did not curtail attempts by counties to collect fees previously applied.

California law before the enactment of SB 190 in 2017 allowed counties to charge administrative fees to families with youth in the juvenile system. These juvenile administrative fees – which quickly added up to thousands of dollars for a family – were not supposed to be punitive or restorative; they were supposed to help counties recoup costs without being excessive or unfair.¹²

A report by the Policy Advocacy Clinic at U. C. Berkeley School of Law dated May 1, 2017, found, however, that imposing these fees on families with youth in the juvenile system was often harmful, unlawful, and costly.¹³ In fact, such criminal justice debt undermined the rehabilitative goals of the juvenile system without benefit to county residents.

SB 190 ended the assessment and collection of administrative fees against families with youth in the juvenile system. By doing so, it eliminated a source of financial harm, to some of California's

¹¹ *ibid*

¹² <http://www.cjcj.org/news/11780>

¹³ <https://www.law.berkeley.edu/wp-content/uploads/2015/04/20170501-State-Fees-Report-Press-Release.pdf> accessed May 8, 2019

most vulnerable families, supported the reentry of youth back into their homes and communities, and reduced the likelihood that youth will recidivate.¹⁴

The County of Los Angeles Response

At the request of the Los Angeles County Board of Supervisors, the Probation Department made an analysis of data regarding fees ordered by the court, collected, and debts still outstanding.

The information included in the attached table provides a summary of the entirety of collection account information retained within the Probation Department's Adult Probation System dating back over 25 years. The table has been adapted by the CGJ from a Memorandum provided to the Board of Supervisors entitled "Existing Fees Collected by County Departments for Probation Supervision or Services for Adult or Youth Populations," dated December 27, 2018.¹⁵

Approximately 30,000 adults are on active probation in LA County per day, with a typical three-year duration of active supervision. The number of individuals who are on probation throughout the year, including those new to or who complete probation, is approximately 70,000. Closed cases are those for which the term of supervision has ended or otherwise been terminated. The table excludes data on inactive cases including individuals who have disappeared or are otherwise in violation of their conditions of probation.

The Memorandum states that the data represents a composite snapshot of the amount collected over the past twenty five years compared to the amount ordered for active and inactive individuals is 3.8% without regard to the age of the amount owed. Importantly, the entirety of accounts with Probation records over the same time indicates that while the total ordered balance was \$2.19 billion from which only \$500 million (23%) has been collected.

Furthermore, the Memorandum states that the fines and fees are allocated based on complex, state standards. These include, but are not limited to programs or services such as victim assistance, community-based counseling, substance dependency treatment or traffic programs. However, to change or eliminate some of these categories of collections may require legislative action on a state level.

The Memorandum also made it clear that restitution to victims is always the top priority. Once restitution amounts are satisfied, the remaining amounts can be applied to defray non-restitution related fees. The tabular data provided by the Probation Department and analyzed by the CGJ shows that restitution-related fees actually collected comprise less than 50% of the overall fees collected. However, the overall amount of fees collected represent a relatively small sum compared to the amounts ordered.

¹⁴ <http://wclp.org/wp-content/uploads/2017/03/State-Juvenile-Fees-Report.pdf>, accessed May 2, 2019

¹⁵ Memorandum provided by the Probation Department to the Board of Supervisors entitled "Existing Fees Collected by County Departments for Probation Supervision or Services for Adult or Youth Populations," dated December 27, 2018

Category	Active Supervision			Closed Status		
	Dollars in Thousands			Dollars in Thousands		
	Ordered	Collected	Outstanding	Ordered	Collected	Outstanding
Restitution Fine	\$9,188.4	\$2,984.1	\$6,204.3	\$72,173.1	\$49,079.1	\$23,094.0
Restitution	\$139,578.1	\$1,653.3	\$137,924.8	\$907,341.7	\$138,415.4	\$768,926.3
Restitution Fine Service Charge	\$838.4	\$39.0	\$799.4	\$4,449.6	\$2,012.4	\$2,437.3
Restitution Fund State	\$55.5	\$18.0	\$37.5	\$7,203.0	\$6,716.4	\$486.6
Diversion Restitution Fee	\$0.3	\$0.0	\$0.3	\$1,911.4	\$1,795.0	\$116.5
Restitution Interest	\$389.3	-\$42.1	\$431.4	\$163.6	\$19.7	\$143.9
Restitution Service Charge	\$13,746.4	-\$230.5	\$13,976.9	\$78,922.5	\$8,759.1	\$70,163.4
Total Restitution Related	\$163,796.4	\$4,421.8	\$159,374.6	\$1,072,164.9	\$206,797.1	\$865,368.0
Total Fines, fees etc.	\$336,280.8	\$11,468.7	\$324,812.1	\$1,657,111.2	\$475,205.0	\$1,182,106.2
Per cent Restitution related	48.71%	38.56%	49.07%	64.70%	43.52%	73.21%

This tabular data is based on an attachment entitled "Adult Fines, Fees and Restitution" as of December 15, 2018
The attachment was included in a memorandum from the Probation Department submitted to the Board of Supervisors

Restitution Fees are Different

Victim restitution in the criminal justice system requires the offender being ordered to pay the victim for the harm or damages or injury caused by the offender's wrongful acts. Courts have the authority to compel convicted offenders to pay restitution to victims as part of their sentence.¹⁶

Restitution, fines, & fees are all financial obligations imposed by the court on the defendant as part of a criminal sentence. But fines are specific, predetermined penalties to be paid to the court. In theory, their purpose is in part to punish but largely to recover the costs of programs. Fees explicitly raise revenue to support operational costs. Restitution, on the other hand, is intended to compensate the victim for losses suffered by the crime committed against him. This may cover medical bills, funeral expenses, or the cost of repairing damaged property.¹⁷

State laws require the courts to order restitution in every criminal case. The ability-to-pay is not a consideration of the court. See Penal Code §1202.4(c). The reality for Los Angeles County is that costly collection efforts net little revenue while diverting funds that could be used for rehabilitative programs.¹⁸

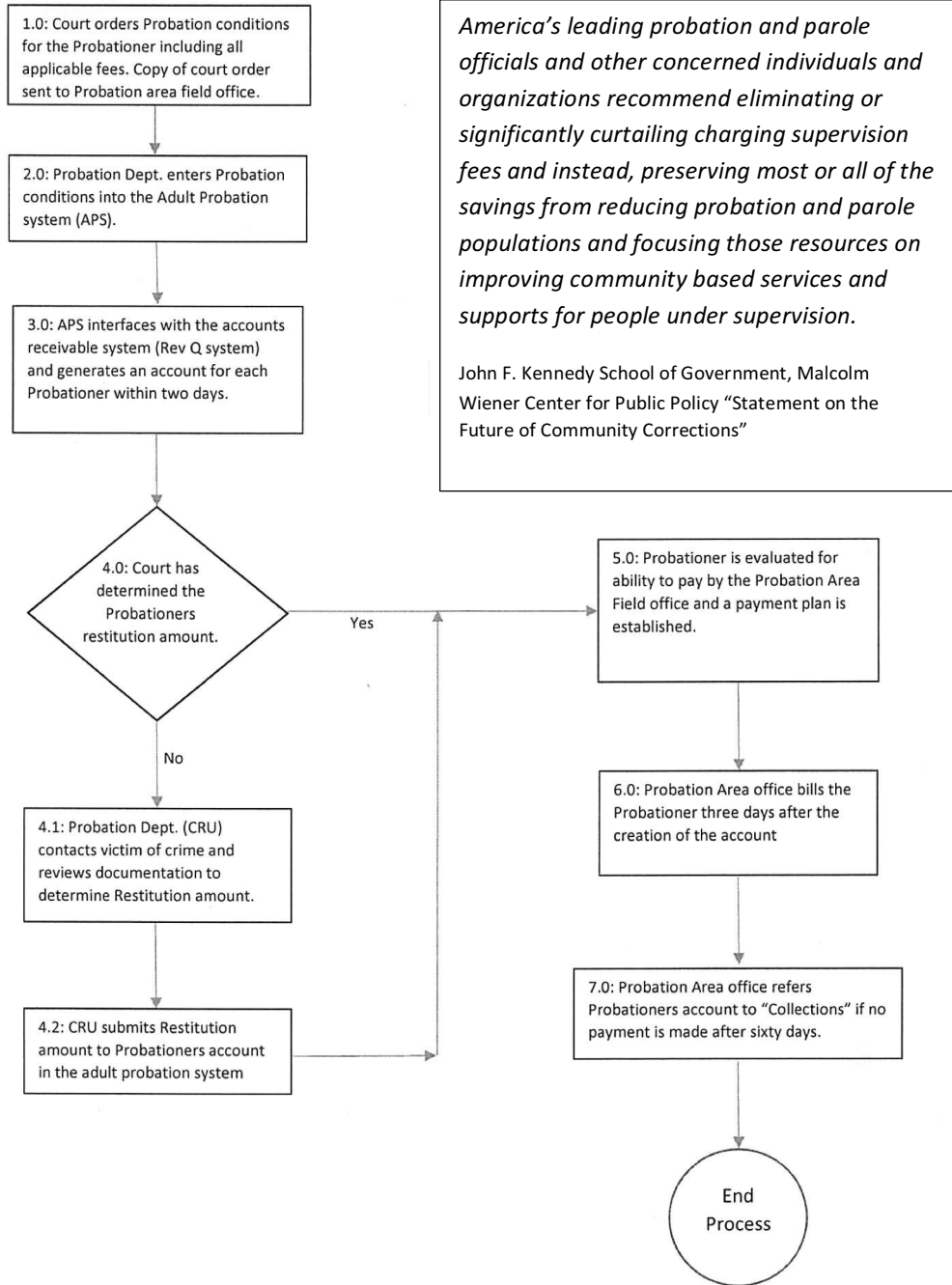
There are two types of restitution: restitution fines and direct orders. Penal Code 1202.4(a) determines how much restitution fines someone will pay. Direct orders by the judge are specifically for victim losses or pain due to crimes committed against them. Direct orders can be for any amount, as the court will decide how much exactly, based on the amount of loss suffered. A direct order is a money judgment and, therefore, may be "collected" through wage garnishment, property liens, tax refund intercept, etc. --even after release from prison.

¹⁶ Ibid.

¹⁷ <https://www.bing.com/search?q=fines+vs.+restitution&form=EDGSPH&mkt=en-us&httpsmsn=1&refig=a09f40366ca7479bac490ffe43693b6f&PC=LCTS&sp=-1&pq=fines+vs.+restitution&sc=3-21&q=n&sk=&cvid=a09f40366ca7479bac490ffe43693b6f>

¹⁸ <http://wclp.org/wp-content/uploads/2017/03/State-Juvenile-Fees-Report.pdf>, accessed May 8, 2019

Adult Post Release Collection Process



America's leading probation and parole officials and other concerned individuals and organizations recommend eliminating or significantly curtailing charging supervision fees and instead, preserving most or all of the savings from reducing probation and parole populations and focusing those resources on improving community based services and supports for people under supervision.

John F. Kennedy School of Government, Malcolm Wiener Center for Public Policy "Statement on the Future of Community Corrections"

The California Department of Correction & Rehabilitation (CDCR) collects the money, and the Victims Compensation Fund allegedly assures that the victim receives it.

Direct orders are collected first, then restitution fines are collected after that. All other Criminal Justice administrative fees follow.

So, the \$139,578,100 on the tabular chart is given first priority because it's all about restitution, not retribution. What should be evaluated subsequently are restitution service charge, restitution fine, restitution fine service charge, restitution interest, restitution fund of State, and diversion restitution fee payments.

The Next Step: Post Release Inmate Fees SB 144 (Mitchell) – Addressing Everyone

Senate Bill 144 (Mitchell)¹⁹ was introduced in the California legislature on January 18, 2019. This bill points out that existing law imposes various fees contingent upon a criminal arrest, prosecution, or conviction for the cost of administering the criminal justice system, including administering probation and diversion programs, collecting restitution orders, processing arrests and citations, administering drug testing, incarcerating inmates, facilitating medical visits, and sealing or expunging criminal records.

This bill would state the intent of the Legislature to enact legislation to eliminate the range of administrative fees that agencies and courts are authorized to impose to fund elements of the criminal legal system, and to eliminate all outstanding debt incurred as a result of the imposition of administrative fees.

The text of SB 144, as introduced, summarizes the problems associated with imposition and collection with administrative fees:

SEC. 1

- (a) State law authorizes counties to charge criminal administrative fees. These financial exactions are imposed in addition, in many cases, to serving time in prison, and are intended to generate revenue for public programs and to fund their operations.*
- (b) Administrative fees, penalty assessments, and surcharges are extraordinarily burdensome. Individuals exiting the criminal justice system are often charged dozens of administrative fees and surcharges, totaling thousands of dollars per person. In Los Angeles County, for example, someone with a 3-year term of probation accumulates over \$5,500 in probation fees alone.*

¹⁹ http://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=2019202005B144 accessed January 18, 2019

- (c) *These fees are charged to people who have already paid their debt to society and serve no formal punitive function, and are often assigned to people who simply cannot afford to pay them.*
- (d) *This practice often pushes families into poverty and can trap them in a cycle of debt. They serve as a perpetual punishment by pushing vulnerable families further into economic insecurity and peril, as well as increased mental stress, with low-income people and people of color often hit the hardest. Additionally, a national survey of formerly incarcerated people found that families often bear the burden of fees, and that 83 percent of the people responsible for paying these costs are women.*
- (e) *Due to overpolicing and systemic racial bias, these fees are disproportionately imposed on communities of color and are especially harmful for Black and Latino people, who are overrepresented in the criminal legal system across the state. Despite making up only 7 percent of the state population, Black people make up 23 percent of the probation population and are also grossly overrepresented in felony and misdemeanor arrests. Moreover, close to half of Black and Latino households in California live on the brink of poverty as they struggle to put food on the table and pay for housing.*
- (f) *The vast majority of people exiting jail or prison are unemployed, have unstable housing, have no steady source of income, and find work difficult or nearly impossible to obtain after release.*
- (g) *Approximately 80 percent of individuals in jail are indigent. Yet, after someone has already served their time, they frequently receive a bill for a long list of fines and fees to pay for probation, fingerprinting, and mandated user fees. According to a report by the Ella Baker Center for Human Rights, the average debt incurred for court-related fines and fees of over 700 people surveyed was \$13,607, nearly equal to the annual income for respondents in the survey.*
- (h) *Criminal fees also undermine public safety. The goal of a successful post - incarceration period is to reintegrate into the community, yet these fees create significant barriers to successful reentry. These financial burdens frequently hit individuals at the precise moment they are trying to turn their lives around. The nonpayment of criminal fees can lead to wage garnishment, bank account levies, tax refund intercepts, driver's and professional license suspensions, negative credit scores, and even incarceration or deportation. These consequences can, in turn, limit access to employment, housing, education, and public benefits, which creates additional barriers to successful reentry. Research also shows that the fees can push individuals into underground economies and can result in individuals turning to criminal activity or predatory lending to pay their debts.*
- (i) *Criminal fees are also an inefficient source of government revenue. Research shows that the fees are expensive and difficult to collect. For instance, in one year, Alameda County Central Collections spent approximately \$1.6 million toward collection of adult fines, fees*

and restitution for all cases, resulting in a net loss of \$1.3 million. Similarly, a study of comparable juvenile administrative fees found that counties typically netted very little or even lost revenue after accounting for collections costs.

- (j) Momentum to end criminal fees is growing in the state and individual counties have begun to recognize that these fees are “high pain, low gain,” and are taking steps to eliminate them. In May 2018, San Francisco eliminated all criminal administrative fees under its control, freeing over 21,000 people of more than \$32,000,000 in outstanding criminal administrative fees and surcharges. Additionally, in December of 2018, the Alameda County Board of Supervisors voted to eliminate a host of county-imposed criminal fees. The board voted to eliminate \$26,000,000 in fees for tens of thousands of Alameda County residents. In 2017, the County of Los Angeles eliminated its public defender registration fee.*
- (k) With the passage of Senate Bill 190 in 2017 and other important criminal justice reform bills, California is a national leader in criminal justice reform. In order to live up to our progressive values of fairness, equity, and opportunity for all, the Legislature should continue its work on criminal justice reform and take all measures necessary to ensure all California families have a chance to achieve economic stability and are treated fairly.*

SEC. 2.

It is the intent of the Legislature to enact legislation to eliminate the range of administrative fees that agencies and courts are authorized to impose to fund elements of the criminal legal system, and to eliminate all outstanding debt incurred as a result of the imposition of administrative fees.

FINDINGS

1. Administrative fees, penalty assessments, and surcharges, including those charged by Los Angeles County, are extraordinarily burdensome. Individuals exiting the criminal justice system are often charged dozens of administrative fees and surcharges, which total thousands of dollars per person.
2. State law authorizes counties to charge criminal justice administrative fees. These financial exactions are intended to generate revenue for rehabilitative programs and to fund their operations. However, the Los Angeles County Probation Department has recovered only 23% of these fees charged over a 25 year period.
3. Over 100 probation officers, law enforcement, and numerous other individuals and organizations propose that probation supervision fees be eliminated or significantly curtailed. Instead, they propose preserving most or all of the savings from reducing probation and parole populations and redirect those resources on improving community based services.

4. In 2017, California enacted SB 190 (Mitchell, Lara) which ended the imposition of juvenile administrative fees previously charged by Los Angeles County and other counties in California.
5. The Los Angeles County Probation Department states that over the past twenty five years only 23% of the array of administrative fees has been collected. Based on tabular data provided to the CGJ, less than half of the accounts collected under active supervision are restitution related.
6. Restitution to victims of crimes is the top priority and payments to other administrative fees can be made only when restitution amounts are satisfied.
7. State legislation may be required to change or eliminate various categories of collections of administrative fees, penalty assessments, and surcharges including those charged by Los Angeles County.

RECOMMENDATIONS

- 11.1 The Los Angeles County Probation Department should evaluate all post release inmate administrative fees, penalty assessments and surcharges to determine which of these categories can be reduced or eliminated.
- 11.2 The Los Angeles County Probation Department should estimate savings from reduction of the administration costs of pursuit of fees, penalty assessments and surcharges.
- 11.3 The Los Angeles County Probation Department, in concert with other appropriate agencies, should estimate the costs of developing community based programs to assist released inmates into integration into society.
- 11.4 The Los Angeles County Board of Supervisors should pursue appropriate legislation which would reduce or eliminate some or all of the probation related administrative fees, penalty assessments and surcharges currently charged.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Probation Department	11-1, 11-2, 11-3
Los Angeles County Board of Supervisors	11-4

ACRONYMS

CGJ The Los Angeles County Civil Grand Jury

COMMITTEE MEMBERS

Joseph F. Young, Chair
Ray Lee, Secretary
Carl Languigne

ACKNOWLEDGEMENTS

The members of this committee would like to thank the representatives of the Los Angeles County Probation Department who provided us the detailed data and information needed to complete this investigation.

SECOND CHANCE FOR FIREFIGHTERS



Carl Languaine, Co-Chair
Nancy Coleman, Co-Chair
Freida K. King
Victor H. Lesley
Patricia G. Patrick

SECOND CHANCE FOR FIREFIGHTERS

SUMMARY

Prison inmates trained as firefighters by CAL FIRE while incarcerated cannot be hired by the L.A. County Fire Dept. (LAC FIRE) after their release from prison. The L.A. County Fire Dept. does not hire individuals with felony convictions or individuals without Emergency Medical Responder (EMR) certification. This certification is a requirement necessary to obtain a California state firefighters license. The 2018-2019 Los Angeles County Civil Grand Jury (CGJ) has examined this practice and has made recommendations that are contained in this report.

BACKGROUND

Climate change and drought have resulted in numerous wildfires and devastation throughout California in recent years. The size and ferocity of the fires have increased in recent years and is expected to continue.¹ Recent examples include the 2017 Thomas fire and the 2018 Camp and Woolsey fires. More than 1,200 inmates from the Pitchess correctional facility have successfully completed the CAL FIRE training program and have worked in the recent fires throughout California. These experienced inmates who received their training while incarcerated, are not able to find employment as firefighters upon release. California, like many other states does not provide a pathway for former inmates to obtain a Firefighters license. These men and women could contribute to the expansion of teams currently fighting fires. These teams are deployed in the four fire camps run by the Los Angeles County Fire Department. Los Angeles County must be in the forefront of addressing the expansion of the fire danger given the number of wildfires and the vastness of the County's mountains, rugged terrain and open space. The inmate firefighters have already contributed to the county's firefighting efforts; however, they are limited to working only for the period when they were incarcerated. The personal story on an inmate firefighter and their struggles in seeking employment upon release is documented in a New York Times article from 2018.²

There is an on-going need for wildfire fire fighters whether or not there are current fires. When not assigned to emergency response or pre-fire project work, crews conduct labor-intensive project work on public lands. The inmate fire crews, or those recently released and then employed, conduct critical hazard fuel reduction projects in support of the state and federal fire plans. Additionally, fire crew projects include repair and maintenance of levies for flood prevention; maintenance of local, state, and federal park infrastructures; clearing debris from streams; removing roadside litter; removing growth and clearing fire roads.³

The fire camps that California Department of Corrections (CDCR) and California Department of Forestry and Fire Protection (CAL FIRE) in Los Angeles County operate in the rural areas. There is no proximity

¹ www.nationalgeographic.com.au/nature/california-fires-keep-burning-what-does-it-take-to-stop-them.aspx (August 16, 2018). (accessed 5/6/2018)

² <https://www.nytimes.com/2018/11/15/us/california-paying-inmates-fight-fires.html> (accessed 4/20/2019)

³ www.fire.ca.gov (August 2014) (accessed 4/20/2019)

to the urban fire departments where close to 90% of the calls for service are for emergency medical care. The wildfire camps provide an opportunity for jobs for the former incarcerated inmates.

METHODOLOGY

Interviewed relevant County, State and Local officials to understand current hiring practices related to firefighting occupations.

Reviewed all related California State Legislation regarding the hiring of former prison inmates **with** felony convictions.

Reviewed State and County websites regarding inmate firefighting programs.

Combine the Interview and Legislative review findings and make recommendations based on those findings.

INVESTIGATION

Inmates leaving correctional facilities need to reintegrate into society. There are limited training programs offered to inmates in the county corrections facilities. However, one of the successful programs is the inmate wildfire training that provides training and work fighting wildfires. While other states and some federal agencies allow former inmates to work as firefighters the LAC FIRE does not. Legislation passed and signed by the Governor allows inmate firefighters to gain experience and certifications to work for CAL FIRE. Proposed legislation asks county agencies to collect information regarding the number of former felons who were denied jobs as firefighters. The goal is to give former inmates a pathway to reintegrate into society.

Los Angeles County is a vast region with large sparsely populated mountains and deserts. Climate change has had an impact on the number and extent of wildfires. When a resource, such as trained former inmate firefighters, is available to become a part of the regular wildfire workforce, legislative changes and CAL FIRE training will help the reintegration and bolster the number of wildfire fighters.

Relevant Legislation:

State Assembly Member Reyes has introduced legislation on February 21, 2019. AB 1211⁴ would provide a pathway for former inmate firefighters to secure employment as firefighters upon their release from incarceration.

State Assembly Bill AB 1812⁵ was signed into Law in 2018 allowing CAL Fire to give Emergency Medical Responder (EMR) certificates to inmate firefighters. This allows inmates to work in CAL FIRE wildfire camps after their period of incarceration.

State Assembly Bill AB 2138⁶ allows the California Department of Forestry and Fire Protection to certify former prison firefighters as Emergency Medical Responders. This is a certification accepted by CAL

⁴ Legislative Counsel's Digest: Assembly Bill 1211. Firefighters (February 22, 2019)

⁵ capitalandmain.com/advocates-say-incarcerated-firefighters-deserve-a-path-to-employment-0904 (Accessed 9/4/ 2018).

⁶ Legislative Counsel's Digest: Assembly Bill 2138. Published September 27, 2014.

FIRE in lieu of an Emergency Medical Technician license and is satisfactory for some state firefighter positions.

State Assembly Bill AB 2293⁷ seeks to require all relevant County agencies to provide data on the acceptance or denial of applicants with criminal records who applied for Firefighter positions. This includes positions requiring Emergency Medical Technician certification.

FINDINGS

1. The Los Angeles County Fire Department and many of the cities in L.A. County do not hire former inmates because until recently, they have been unable to receive an Emergency Medical Technician certificate. Interviews conducted indicate that close to 90% of emergency calls were for medical emergencies rather than fires. This reality underscores the need for medical certification for all firefighters.
2. The Los Angeles County Fire Department and fire departments in the cities in L.A. County do not hire former inmates with felony convictions
3. As stated on the Website of the California Department of Corrections, inmate firefighters receive the same training as Cal Fire seasonal firefighters. There is a joint Apprenticeship Committee that recruits, trains and assigns the new firefighters. The Joint Apprenticeship Program provides the same level and amount of training that is offered to the inmates at Pitchess.
4. In Los Angeles County there are 4 wildfire camps run by the Los Angeles County Fire Department (LAC FIRE) and staffed by Los Angeles County firefighters. There is one additional fire camp that includes some inmate firefighters along with LAC FIRE personnel. The California Department of Corrections and Rehabilitation (CDCR) maintains 4 wildfire camps in Los Angeles County that are staffed by inmate firefighters. The CDCR camps are run in cooperation with California Department of Forestry and Fire Protection (CAL FIRE) and the Los Angeles County Fire Department (LAC FIRE). There are more than 43 conservation camps located in 27 California counties.
5. The CAL Fire firefighters earn between \$3,273 and \$4,137 per month, plus benefits, not counting overtime, according to CAL FIRE spokesperson. California has been using inmate firefighters since World War II when the CAL FIRE workforce was depleted.
6. Inmate firefighters currently earn \$2.00 per day and \$3.00 per day when fighting active fires. Since 1983, six inmate firefighters have died while working on fire containment.⁸

⁷ Legislative Counsel's Digest: Assembly Bill 2293. Published September 14, 2014.

⁸ capitalandmain.com/advocates-say-incarcerated-firefighters-deserve-a-path-to-employment-0904 (accessed 9/ 4/ 2018).

RECOMMENDATIONS

- 12.1 The L.A. County Fire Department should provide Emergency Medical Responder training to inmates. This would eliminate one barrier in their effort to seek employment upon release.
- 12.2 The L.A. County Fire Department, CAL FIRE, Department of Corrections should develop a team approach to examine current inmate hiring practices and propose a path forward to enable fully trained inmates with felony convictions to be hired as firefighters by the Los Angeles County Fire Department.
- 12.3 L.A. County Board of Supervisors and L.A. County Fire Department should address the current practice of not allowing former inmates with firefighter training and experience to be hired as a Los Angeles County Firefighter. Initial use of these former inmates could be restricted to rural areas, not residential.
- 12.4 L.A. County should open up additional wildfire camps to meet the expanding need for the curtailment of wildfires.
- 12.5 The Board of Supervisors should develop and lead a process to allow inmate firefighters to join the Los Angeles County Fire Department. This recommendation seeks to advance the reintegration of formerly incarcerated persons back into the community and provide meaningful jobs based on their work and training experience as inmate wildfire firefighters.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Board of Supervisors	12.3; 12.4; 12.5
Los Angeles County Fire Department	12.1; 12.2; 12.3; 12.4

ACRONYMS:

AB	Assembly Bill
CDCR	California Department of Corrections
CAL FIRE	California Department of Forestry and Fire Protection
CGJ	Los Angeles County Civil Grand Jury
EMR	Emergency Medical Responder
LAC FIRE	Los Angeles County Fire Department

COMMITTEE MEMBERS:

Carl Languaine, Co-Chair
Nancy Coleman, Co-Chair
Freida K. King
Victor H. Lesley
Patricia G. Patrick

ACKNOWLEDGEMENTS:

The Civil Grand Jury thanks the dedicated members of the Los Angeles County Fire Department and CAI Fire for their time and input into this report.

**SUCCESS OR NO WAY OUT!
EXITING JUVENILE CAMPS**



**Jee Hi Park, Chair
Valencia R. Shelton
Hector Gonzalez***

**SUCCESS OR NO WAY OUT!
WHAT AWAITS THE YOUTH EXITING
JUVENILE CAMPS**

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SUCCESS OR NO WAY OUT! WHAT AWAITS THE YOUTH EXITING JUVENILE CAMPS

Los Angeles County (County) Probation Department (Probation) operates juvenile halls and juvenile camps for youthful offenders. Disposition for the arrested youth is made by the Juvenile Delinquency Court and, upon adjudication, some of the youth may receive a disposition of camp placement and be detained at one of the juvenile camps. During detention, extensive multi-departmental assessments and services are provided. The Department of Mental Health (DMH) provides extensive mental health services, including individual counseling and group counseling for substance abuse and anger management. Educational services are provided by Los Angeles County Office of Education (LACOE) and health services are provided by the Department of Health Services (DHS). Youth are released after an average camp stay of six to eight months. After receiving such extensive services while at camp, the 2018-2019 Los Angeles County Civil Grand Jury (CGJ or this Civil Grand Jury) investigated the housing arrangements and the extent to which some of the other services continued to assist the youth's transition back to their community after camp release. To that end, the procedures used by Probation to assist camp-released youth transition and reenter his community are reviewed and discussed.

SUMMARY

In 1991, Probation's juvenile camps had an average daily population of approximately 2,000. Today, juvenile camp population has been reduced to approximately 300. In addition to new legislation, many policy changes have occurred to reduce the camp population. Alarming, approximately 40% of the current camp population comes from Supervisor District 2, encompassing South L.A. and the surrounding communities. In this report, Probation's procedures are reviewed to assess what changes or safeguards are being placed in and around the youth's daily activities so that after camp release, a youth could successfully transition and reenter his community.

While at camp, a team from several County departments works together to prepare a transition plan for each camp-detained youth. Plans include evaluating and assessing his proposed residence, continuation of high school (or school completion, guidance, and employment placement assistance for those 18 or over), as well as referrals to mental health care providers in the community. Members of this Investigative Committee (Committee) observed a group of Field Probation Officers (Field POs) at work. The Committee members learned that extensive arrangements are made by Field POs to enable the youth to continue his education, receive mental health services, and to live at his home. In addition to coordinating services, Field POs also required that the youth continue to abide by the rules at home and elsewhere.

After camp, many of the youth return home; but some are placed in group homes under a “suitable placement” order of the Juvenile Delinquency Court.¹ Those exiting camp after the age of 18 sometimes have great difficulty with housing arrangements. Youths over the age of 18, whose parents or guardians do not allow their return home, are essentially in line with other homeless population in this County to find housing from the very limited inventory.

For youth over 18, Probation Officers assess housing situations very early in camp detention to identify the need and begin the necessary coordination with outside agencies and organizations. Through this effort, some youth could end up in “transitional housing.” Beds at these facilities are extremely limited with long waitlists. Some camp-released youth end up in temporary shelters for 30 to 60 days. There are shelters that provide supportive services for continued schooling, as well as DMH provided mental health services. Through anecdotal stories from Probation Officers, the Committee members learned that even after the youth returns home or a placement is found through Probation Officers’ efforts, some youth leave and end up with bench warrants that could lead to arrest. For youth over 18, an arrest at that point starts a whole new cycle of criminal justice experience as an adult.

Youth who reside with their parents or guardians also face significant challenges for staying on the path of reentry and reintegration into the community. For some, just to get to school on time requires crossing multiple gang territories. For them, returning home meant going back to the place where gangs fight for territory and drugs are easily available.² These are the same conditions in the community that significantly contributed to the youth ending up in camp detention. The Committee members interviewed many dedicated and inspiring Probation Officers and representatives during the investigation. We found many ways that Field POs work to assist the youth navigate the risks in the community.

Once detention begins at camp, Medi-Cal benefits are suspended for those receiving benefits. To reinstate benefits, an appointment with the Department of Public Social Services (DPSS) for an in-person meeting is needed with his parent or guardian to confirm that the youth is in the home. To assure that service continued immediately after camp exit, DMH started a bridge program so that five clinics within the County provide interim services until sufficient Medi-Cal arrangements can be made to continue mental health service in the community. Through Probation Officer’s efforts, the youth is enlisted with community-based organizations to participate in social and educational programs to his liking in his neighborhood and is enrolled in school. We did not assess the procedures and difficulties of school enrollment for camp youth due to our limited time and resources.

¹ To implement Assembly Bill 129, numerous procedures were prepared and shared among the judicial officers of the Juvenile Court. Although the Committee members have reviewed many procedures issued in this process, we do not review the procedures under California Welfare and Institutions Code Section 241.1 in this report.

² A series of articles were published in the Los Angeles Times in February 2019. See “Surrounded: Killings near school, and the students left behind, February 26, 2019, <https://www.latimes.com/projects/la-me-edu-school-safety/> (accessed March 11, 2019).

The Committee members found some bright spots also. During our investigation, we met a proud guardian who announced that the youth earned straight A's on a recent report card. Prior to camp detention, the youth was involved in gang activities and substance abuse. The Field PO informed the Committee members that he was working on enrolling the youth in Probation's pilot residential job training program, to be located at one of the closed juvenile camps in Malibu. In addition, the County Board of Supervisors is considering a proposal for a public charter boarding school to prepare youths for college and careers within the transportation infrastructure as well as Science, Technology, Engineering, and Mathematics fields.

Finally, in the process of preparing this report, the Committee members requested data from various County departments. It was not easy and, at times, our requested information took some time to get to us. Overall, County departments need to improve or implement the process of collecting data for their work so the outcomes can be reviewed and analyzed for programs such as the current juvenile camp services. Accurate and complete data should be available to discern the effectiveness of services being provided at juvenile camps.

BACKGROUND

In December 1991, there were 49 secure and non-secure juvenile camps in operation in the State of California (State), with 4,095 total beds.³ At that time, the County had 2,094 of the total beds or 51.1% of the total State-wide bed count. The County's average daily population in juvenile camps was 1,990, reflecting 56.3% of the total State-wide average daily population of 3,537.⁴ Juvenile crimes started to decrease in the mid-90s and continued to drop.⁵ By 2012, the County's average daily population at juvenile camps was reduced to 983. In the 2016-2017 fiscal year, the average daily population in camps was 482.⁶ State-wide average daily population was 1,545 in June 2017.⁷

Recent Reforms

To enhance juvenile justice programs and services to help prevent juveniles from entering and re-entering a life of crime and to provide greater public safety State-wide, the State legislature enacted the Schiff-Cardenas Crime Prevention Act of 2000 (Act).⁸ Also known as AB 1913, the Act required the County's Juvenile Justice Coordinating Council to develop a multi-agency

³ California Department of the Youth Authority, Research Division, California Juvenile Camps and Ranches Population, Summary Report No. 15 Calendar Year 1991, dated March 1993, iii.

⁴ Ibid.

⁵ Will Huntsberry, "The Number of Youth in Juvenile Detention in California Has Quietly Plummeted," Voice of San Diego, September 13, 2018, <https://www.voiceofsandiego.org/topics/public-safety/the-number-of-youth-in-juvenile-detention-in-california-has-quietly-plummeted/> (accessed December 6, 2018).

⁶ Jeremy Loudonback, "Despite Concerns About Girls, L.A. County Plans to Close Six Juvenile Camps in Consolidation Plan," The Chronicle of Social Change, June 22, 2017, <https://chronicleofsocialchange.org/news-2/despite-concerns-about-girls-l-a-county-plans-to-close-six-juvenile-camps-in-consolidation-plan> (accessed February 5, 2019).

⁷ Brian Goldstein, "California's Local Juvenile Facility Populations Continue to Decline in 2017," Center on Juvenile and Criminal Justice, March 8, 2018, <http://www.cjcj.org/news/11989> (accessed February 5, 2019).

⁸ See Cover Letter of Assemblyman Tony Cardenas, dated August 15, 2002, attached to the summaries from each county detailing their programs under AB1913, https://digitalcommons.law.ggu.edu/cgi/viewcontent.cgi?referer=https://www.google.com/&httpsredir=1&article=1392&context=caldocs_assembly (accessed March 22, 2019).

juvenile justice plan. Specifically, the Act requires the multi-agency juvenile justice plan to assess existing multi-agency programs for juveniles, as well as a local juvenile justice action strategy that “demonstrates a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.”⁹

The Act also authorized funding for county juvenile justice programs and designated the Board of Corrections, and now the Board of State and Community Corrections, as successor agency, to administer the available funds.¹⁰ A 2001 California Senate bill extended the funding and changed the program’s name to the Juvenile Justice Crime Prevention Act (JJCPA).¹¹ The legislature intended the program to provide a stable funding source to counties for juvenile-targeting programs that have proven effective in curbing crime among juvenile probationers and young at-risk offenders. The County first implemented JJCPA programs in the summer and fall of 2001 and the programs have continued to be funded annually.¹²

The primary goal of JJCPA programs is to “optimize the probability of decreasing crime-producing risk factors and increasing protective factors, with the capacity to intervene comprehensively at the individual, family, peer, and school levels and possibly the community level as well.”¹³ The use of JJCPA and other resources allows the deputy probation officer to shape a plan that builds on each youth’s strengths and is intended to be uniquely responsive to his service needs. In collaboration with school officials, parents, and community partners, JJCPA deputy probation officers coordinate service plans that include various school- and community-based resources.¹⁴ JJCPA is one of the major vehicles to provide services to youths in the County, representing roughly 15 percent of field expenditures for juvenile justice programs, or about 5 percent of all expenditures for programming for youths during fiscal year 2015-16.¹⁵

In addition to the State funding under the Act, over the last fifteen years, the United States Department of Justice (DOJ) investigated and subsequently ended up monitoring the County’s juvenile halls and probation camps.¹⁶ On November 6, 2006, the DOJ initiated an investigation of the Probation’s juvenile camps.¹⁷ DOJ investigations found the conditions of the juvenile halls and camps to violate youths’ rights in regards to medical and mental health care, protection from harm, and rehabilitative programming.¹⁸ On October 31, 2008, the DOJ submitted a “Findings Letter” to the County Board of Supervisors, outlining areas requiring remedial attention by Probation and DMH. On the same date, the County Board of Supervisors approved and fully executed the final settlement agreement entitled, “Memorandum of Agreement Between the United States and the County of Los Angeles Regarding the Los Angeles Probation Camps.”¹⁹ The

⁹ See California Government Code Section 30061(b)(4)(A).

¹⁰ Terry Fain and Susan Turner, Los Angeles County Juvenile Justice Crime Prevention Act, Fiscal Year 2015-2016 Report, RAND Corporation, iii.

¹¹ Ibid.

¹² Ibid.

¹³ Ibid, xiv.

¹⁴ Ibid, xv.

¹⁵ Ibid, xiv.

¹⁶ LA Probation Governance Study – 120 Day Status Report, Resource Development Associates, February 7, 2017, 12.

¹⁷ Graham, Michael, Lead Monitor, et al., Twelfth Monitoring Report for the Memorandum of Agreement between the United States and the County of Los Angeles Regarding the Los Angeles County Probation Department Camps, February 24, 2015, 4.

¹⁸ LA Probation Governance Study – 120 Day Status Report, 12.

¹⁹ Twelfth Monitoring Report, 4.

DOJ monitored the agreed-upon reforms from 2004-2009 in the juvenile halls and 2008-2014 in the camps.²⁰ By December 31, 2014, Monitors under the settlement agreement determined that the County achieved Full Compliance with the terms of the DOJ settlement agreement, as amended, and was no longer subject to monitoring.²¹

Currently Operating Juvenile Camps

As of November 2018, Probation operated seven juvenile camps, including the newly constructed and re-opened Campus Kilpatrick. In addition, the Dorothy Kirby Center is used for juvenile mental health placements for both genders. Among the operating camps, Camp Joseph Scott in Santa Clarita is the only camp used for young women from the County. Remaining juvenile camps are used to house young men. As noted below, two remaining juvenile camps at the Challenger Memorial Youth Camps are expected to close in 2019. At the end of 2019, Probation expects to operate only five Juvenile camps and the Dorothy Kirby Center. The Woolsey Fire in November 2018 burned much of Malibu, and Probation relocated all staff and youth from Campus Kilpatrick to the Challenger Memorial Youth Center in Lancaster. Information provided in this report, including the table below, has not been updated to note the current relocation status of Campus Kilpatrick staff and youth.

Table 1
Currently Operating Juvenile Camps

Camp Name	City	Current Status
Camp Joseph Scott	Santa Clarita	Open – Girls Only
Campus Kilpatrick*	Malibu	Open
Camp Clinton B. Afflerbaugh	La Verne	Open
Camp Joseph Paige	La Verne	Open
Camp Glenn Rockey	San Dimas	Open
Challenger – Camp Ellison Onizuka	Lancaster	Expect to close in April 2019
Challenger – Camp Ronald McNair	Lancaster	Expect to close in December 2019
Dorothy Kirby Center	Los Angeles	Mental Health Placements Only

Source: Probation.

* Due to the Woolsey Fire in November 2018, all staff and youth from Campus Kilpatrick have been currently relocated to the Challenger Memorial Youth Center in Lancaster.

Based on the monthly average population at operating juvenile camps, including the Dorothy Kirby Center, Probation provided the following average annual camp population for 2014 through 2017. Information for 2018 is through September. The table also provides the number of juvenile camps operating for each of the years.

²⁰ LA Probation Governance Study – 120 Day Status Report, 12.

²¹ Twelfth Monitoring Report, 6.

Table 2
Historical Average Annual Camp Population

	2014	2015	2016	2017	2018*
Average Camp Population	742	652	541	430	290
Number of Camps	15	14	14	13	9

Source: Probation.

* Reflects average camp population through September 2018. In January 2018, Probation operated 11 Camps but closed Camp Gonzales in March 2018 and Camp Jarvis in July 2018. Camp Scobee closed in October 2018, but this is not reflected in the information shown above.

How Camps Are Chosen for Youth. After a youth receives disposition for a Camp Community Placement Order from the Juvenile Delinquency Court, an intensive, individualized assessment process is used to place him in a camp that best addresses his needs.²² Juveniles are placed in camps based on an 18-point placement assessment made at Barry J. Nidorf Juvenile Hall, taking into account factors such as age, current and past offenses, educational level, medical status and mental health needs, among others factors, before assignment to a Probation camp.

Currently, camps do not operate on a uniform set of services; rather some of the camps operate to provide focused needs and youths are placed according to focused service needs identified during assessment. For example, Camp Onizuka at Challenger Memorial Youth Camps and Camp Rockey are specialty camps that house high-risk/high-needs youth, who have had multiple prior camp stays. Until recent closure, Camp McNair had a high concentration of youth who are prescribed psychotropic medication. With the recent closure of Camp McNair, youth with needs for psychotropic medicine are now being placed at Camp Afflerbaugh and Camp Paige. Camp Scott is the only camp for young women in the County.

Specialized camps with targeted services for youths with specific needs will continue to exist at the County until such time that Probation rolls out a uniform program that allows all services to be provided at all operating juvenile camps. As a result of such specialized or focused services at juvenile camps, there is no geographic correlation as to the juvenile camp assigned to the youth to where his family or his community ties are when the youth begins his camp detention. Based on a snapshot of new camp orders issued from April through September for 2017 and 2018, Probation provided the following total number of youth from each Supervisorial District of the County.

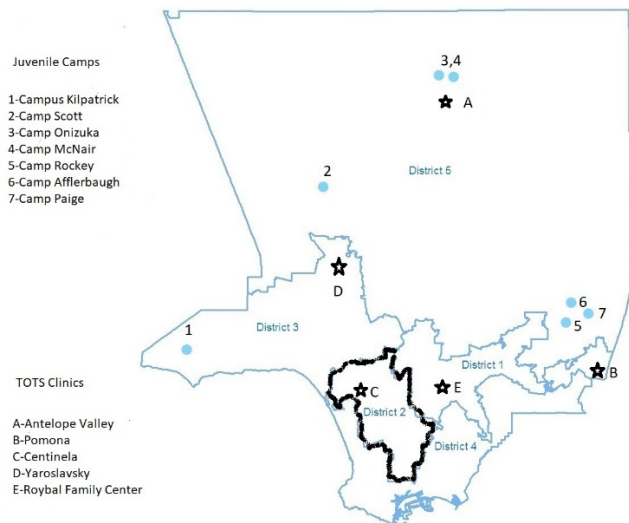
²² Probation Department, Residential Treatment & Camp Services, <https://probation.lacounty.gov/residential-treatment-and-camp-services/#youthsAssessedForCampTab> (accessed February 5, 2019).

Table 3
New Camp Orders Separated by Supervisorial Districts within the County for
Months April through September of years 2017 and 2018

	2017	2018
Unknown – DCFS or Indigent	2	19
Supervisor District 1	79	58
Supervisor District 2	163	94
Supervisor District 3	43	29
Supervisor District 4	54	32
Supervisor District 5	54	27
Out of County	6	7
Out of State	4	1
Total	405	267

Source: Probation.

As a result of the existing camp placement procedures and the specialized nature of some of the camps, youth can be placed far from the communities where their families reside. As shown in the table above, a significant number of youths come from Supervisorial District 2. The following map indicates the approximate location of the currently operating juvenile camps and the location of Supervisorial District 2.



Length of Stay at Camps. Currently, a youth may be adjudicated for camp detention ranging from five to seven or seven to nine months, with the target initial release date at six or eight months, respectively. Depending on the youth’s behavior at camp, his stay can be reduced or increased. While there is a target release date, there is no clear release date during camp detention. On average, a youth remains at juvenile camp for six months, unless the youth is a returnee and is assigned seven to nine months of detention.

Services Provided at Juvenile Camps

Probation's Residential Treatment Services Bureau oversees camp operations and treatment services. While in detention, the youth continues his high school education through LACOE, receives medical services through DHS, and received mental health services through DMH. Youth may also access regular family therapy, individual, and/or group counseling, including court mandated sessions for substance abuse or anger management counseling. The goal of the camp program is to assist the youth to re-unify with family and reintegrate into the community to lead a law-abiding life.

Multi-Disciplinary Team Assessments. Even before the requirements under the DOJ settlement agreement were implemented at camps, the Committee members learned that the County had a pilot program of providing Multi-Disciplinary Team (MDT) services at some of the camps. One Probation representative recalled anecdotes involving multi-agency juvenile justice programs even before 2000. After entering into the DOJ settlement agreement, Probation implemented the MDT procedures at all juvenile camps.

Once a youth arrives at juvenile camp, the youth is assessed for mental health needs by a clinician from DMH and for academic needs by LACOE. Within ten days of arrival at camp, an initial MDT assessment (Initial MDT) is scheduled with the participation of the youth, the youth's family, Camp MDT Coordinator, the Camp Probation Officer (Camp PO), Field PO, a LACOE representative and a DMH clinician. If needed, a representative from DHS is also present at the Initial MDT. Initial MDT results in the youth's case plan that may include counseling services to be provided by DMH. At the Initial MDT, the youth's family is included to assist in achieving the goals stated in the resulting case plan.

In addition to the Initial MDT, Probation targets scheduling a "Transitional MDT" within 45 days prior to the youth's projected camp release date. The same persons attend the Transitional MDT as the Initial MDT. The youth's case plan is revisited and adjusted as needed. In addition to Initial MDT and Transitional MDT, "As-needed MDTs" can take place at any time, depending on the needs of the youth, to address areas of concern or to modify the case plan, as appropriate.

Initial MDT and Transitional MDT can include DMH recommendations regarding family and/or individual therapy. During Transitional MDTs, DMH may provide referrals to mental health services clinics in the community to continue counseling services after release. A youth may be advised to schedule an appointment as soon as Medi-Cal benefits are reinstated. During Transitional MDTs, a Probation attendee could note that the parent/guardian will need to reinstate Medi-Cal benefits for the youth. If applicable, Probation could also note that the youth should be referred to employment services.

Assignment of Camp PO and Field PO. Each youth is assigned a Camp PO who reports to court and makes recommendations for services while the youth is at camp. Court reports or recommendations are developed by the Camp PO based on the case plan with the Camp PO's analysis of the youth's status at camp. The Camp PO monitors the youth's progress and assists the youth to achieve the goals provided in the case plan. Depending on the youth's status at camp, a "Change of Plan" can be prepared by the Camp PO as the situation requires. Some examples of instances for such a Change of Plan include a new violation while at camp that could increase the detention time or the identification of different mental health or health service needs. During camp detention, a youth may also earn "made days" and a sufficient number of made days could allow the youth to be released earlier than the initial assumed release date.

The youth is also assigned a Field PO who takes on a similar role as the Camp PO after the youth is released from camp and transitions to re-integrating in the community. For a youth with gang-affiliations, the assigned Field PO may be someone with specialized Gang Unit experience. Generally, Field PO's after-case involvement may continue for one year after the youth's release. But this timeline can change at the assigned Judge's discretion or be shortened with Probation's recommendation.

Mental Health Services. DMH clinicians provide individual counseling, as well as family therapy, as determined appropriate. DMH clinicians also provide court mandated anger management and substance abuse counseling. Typically, individual counseling is done weekly but when determined appropriate, DMH schedules additional counseling sessions during the week. DMH also provides family therapy to those youths and families found to be in need. Family members may participate in person or by phone, along with the detained youth. Since the camps are located in areas of the County not easily accessible by public transportation, DMH also provides transportation to family members to assist in their participation in family therapy in person.

To provide peer support, DMH also has "parent advocates" available to youths' parents. Parent advocates are typically current DMH employees who experienced juvenile justice process firsthand and are available to provide peer involvement and support. A parent advocate may attend court proceedings with the youth's parents to provide additional support to family members. If a parent advocate is not available at a camp, DMH contracts with community-based agencies to provide similar peer support.

Currently, DMH provides two types of behavioral management programs at juvenile camps: Dialectical Behavioral Therapy (DBT) or Aggression Replacement Training (ART). Probation co-facilitates these programs with DMH. DMH implemented DBT at camps with youths identified as higher needs individuals, such as Camp Onizuka and Camp Rockey. At Camp Afflerbaugh and Camp Paige, DMH implemented ART. At Camp Scott, Adaptive Dialectic Behavioral Therapy was used when the team members of this Civil Grand Jury inspected the camp.

Other Services Provided at Camps. The Committee members focused time and resources to review the types of services currently provided by Probation and DMH. Each youth residing at

camp is offered health services, including medication, through DHS. Youths continue their education through schools or academies operated by LACOE. LACOE provides classroom instructions to camp youths. School attendance records are shared through an electronic State-wide system so that the youth's educational progress is known upon arrival at camp and the youth's progress is updated for credits completed while at camp. In addition to continuing education for school credits to complete high school or its equivalent, qualifying youths have access to college courses and college preparatory classes through Mission College affiliations at camps.

At some of the camps, vocational training was available. For example, when members of the Detention Committee inspected the Challenger Memorial Youth Camps, youths at Camps McNair, Onizuka, and Scobee had access to training in woodshop, a culinary program to earn a food handler's certificate, and a landscaping program. At Camp Scott, the only camp for young women in the County, they offered an arts program but no vocational programs were available. Campus Kilpatrick offered woodshop and a culinary program featuring a state-of-the-art kitchen onsite. A fire training program was offered at Camp Paige and Camp Rocky in the past but this program has been discontinued.

LA Model

Campus Kilpatrick was reconstructed and re-opened in July 2017 with small cottage styled housing areas. In addition to the physical facility changes, Probation is in the process of implementing the principles and policies of the therapeutic, trauma-informed "LA Model." LA Model is inspired by promising practices across the country, including the Missouri Model, which pioneered a non-institutional and homelike approach to treatment for youth removed from their communities.²³ It is built on the notion that youth cannot heal, change, and thrive without safety; and that safety is best achieved through relationship-building and positive youth development.²⁴ One of the foundations of the LA Model is a "small-group" therapeutic facility characterized by a culture of care rather than a culture of control.²⁵ Sharing a small home-like living space, they attend school, group therapy and most other daily activities as a unit. Each group is assigned a consistent set of probation officers and mental health clinicians, with the goal of building trust-based relationships.

The plan is to eventually disseminate this format and process at all the operational juvenile camps in the County.²⁶ As of November 2018, Probation was still refining the procedures for implementing the LA Model. Probation was working toward implementing this program at other

²³ Angela M. Chung and Michelle Newell, *Rising Up Speaking Out – Youth Transforming Los Angeles County's Juvenile Justice System*, Children's Defense Fund California, Policy Brief, January 2015, <https://www.cdfca.org/wp-content/uploads/sites/4/2018/09/rising-up-speaking-out.pdf> (accessed March 7, 2019), 1.

²⁴ *Ibid.*

²⁵ Hailly T. N. Korman and Carly B. Dierkhising, *A Culture of Care for All – Envisioning the LA Model*, The California Wellness Foundation, Policy Report, January 2017, <https://www.cdfca.org/wp-content/uploads/sites/4/2018/09/culture-of-care-for-all-final.pdf> (accessed March 7, 2019), 6.

²⁶ Sara Tiano, *Scathing Report of Award-Winning Detention Camp Questions Progress of L.A. Juvenile Justice Reform*, The Chronicle of Social Change, September 20, 2018, <https://chronicleofsocialchange.org/news-2/scathing-report-award-winning-detention-camp-questions-progress-l-juvenile-justice-reform> (accessed February 5, 2019).

juvenile camps after the procedures being used at Campus Kilpatrick were refined and manuals with procedures were completed.

LA Model was to deliver therapeutic care in the context of multiple programs driven by “prosocial skill-building and re-entry planning that integrates mental health services, substance-abuse services, trauma treatment, cognitive behavioral therapy/skills, academic support, enrichment programs, and physical activity.”²⁷ An essential element of the LA Model is to engage and include families as partners in the treatment and aftercare process.²⁸

Camp Costs

Extensive services provided at juvenile camps are expensive. There are many cost estimates for services provided in juvenile camps. For Fiscal Year 2013-14, Probation calculated the Average Daily Cost Per Youth at camps at \$552.²⁹ But as noted in the County Auditor-Controller’s Report, that cost did **not** include the cost of health, mental health, and pharmaceutical services at the camps provided by other departments of the County as “Departmental Service Orders.”³⁰ More recently, as noted in a motion made by Supervisors Ridley-Thomas and Hahn on January 10, 2017, the cost per youth per year in a Probation camp was estimated at \$247,000.³¹

Statistics Linking Camp Experience with County Social Programs and Homelessness

A study issued in April 2015 (Outcomes Study) noted that “[o]ver one-half of the families for suitable placement and camp placement youth had a history of public assistance, and slightly less than one-fifth of both groups had been/were homeless at some point (14% suitable placement youth and 16% camp placement youth).”³² The Outcomes Study further noted that 32% of suitable placement youth had family members with criminal justice involvement (an arrest, Probation supervision, and/or incarceration) while 60% of the families of camp youth had some level of criminal justice involvement.³³ The term “placement” in the context of this Outcomes Study refers to the Department of Children and Family Services (DCFS) placement.

A study released in November 2011 compared the experiences of child welfare and probation youth for various outcomes. The study also reviewed the experience of youth who had active cases in both the child welfare and juvenile probation systems at or after 16.³⁴ As a result of its restrictive definition, the study misses those youth whose involvement ended before the age

²⁷ Korman, 7.

²⁸ Korman, 8. Concerns have been reported regarding understaffing and a lack of adequate therapeutic and recreational programming, as well as delays in collecting data to be used in evaluating the program at Campus Kilpatrick. We will not address specific issues regarding Campus Kilpatrick in this report.

²⁹ County Auditor-Controller, Probation Department – Budget, Juvenile Halls and Camps Operating Costs, and Departmental Contracting Procedures Review (Board Agenda Item 10, April 14, 2015), July 24, 2015, Attachment I, at 14.

³⁰ Ibid.

³¹ Motion by Supervisors Mark Ridley-Thomas and Janice Hahn, January 10, 2017, <http://file.lacounty.gov/SDSInter/bos/supdocs/110620.pdf> (accessed February 5, 2019).

³² Denise C. Herz, Ph.D. et al., The Los Angeles County Juvenile Probation Outcomes Study, April 2015, <http://www.juvenilejusticeresearch.com/sites/default/files/2016-03/LAPOS%20Full%20Report%20FINAL%203-25-15.pdf> (accessed March 7, 2019), 43. The term “public assistance” in this context includes, but is not limited to, general relief, food stamps, etc.

³³ Ibid.

³⁴ Dennis P. Culhane, PhD, et al, Young Adult Outcomes of Youth Exiting Dependent or Delinquent Care in Los Angeles County, Conrad H. Hilton Foundation, November 2011, 5.

16.³⁵ Even so, it found that when compared to persons who were only involved with juvenile probation, crossover youth with active child welfare and probation involvement had “public service use costs that were 110% higher, were far more likely to be heavy users of public services and to experience a jail stay, and were 91% less likely to have high educational attainment...defined as having either completed an Associate’s degree at a community college or having enrolled at a four-year university.”³⁶ When compared to those only involved with child welfare, the crossover youth “were more than twice as likely to be heavy users of public services, three times more likely to experience a jail stay and 1.5 times more likely to receive [County’s General Relief assistance.]”³⁷

Many of the Probation-involved youth come from families receiving public assistance and the studies of this population predict high likelihood of continuing the cycle of public assistance. It is our sincere hope that this report and our findings and recommendations contribute to implementing solutions to break this generational cycle of poverty and dependence on public assistance and enable these youth onto a road of hopeful reentry into communities.

METHODOLOGY

Members of this Committee used the following methods and procedures to identify issues and develop recommendations:

- Inspected operating juvenile camps in the County, as further described in the Detention Committee report. During these camp inspections, extensive interviews were conducted with Camp POs, as well as representatives of DMH, DHS, and LACOE. All CGJ members toured the facilities at Campus Kilpatrick.
- Conducted interviews with representatives of Probation, DPSS, DMH, and Los Angeles Homeless Services Authority (LAHSA). Some of the contact information was found in the County directory and additional contact information was gathered during our interviews. In some cases, we found contact information from the reports submitted and included in the County Board of Supervisors’ Statement of Proceedings available online. Prior to each interview, the Committee members prepared a list of core questions. These questions were not made available to those being interviewed. We also requested information and data during the interviews and, in some cases, made additional requests after receiving the initial set of data.
- Reviewed public documents, particularly the County Board of Supervisors’ Statement of Proceedings and the numerous reports, available in the agenda items with web links. Many of the documents and reports were prepared by Probation, as well as the County Chief Executive Officer. Some of the reports were prepared by consultants as directed by

³⁵ Ibid, footnote 1, at i.

³⁶ Ibid, xvi.

³⁷ Ibid, xvi - xvii.

the County Board of Supervisors. The Committee members also performed extensive internet searches of topics covered in this report and found a substantial amount of background information. We reviewed these publicly available documents and, where appropriate, cite the documents used in preparing this report.

- Reviewed a motion made by the County Board of Supervisors and learned of the annual report prepared by John Burton Advocates for Youth (JBAY). We reviewed the THP+FC & THP-Plus Annual Report 2017-18 (Annual Report) by JBAY. Members of this Committee contacted JBAY to receive County-specific data that was used to prepare the Annual Report and much of the provided information is included in this report.
- CGJ filed a petition with the Juvenile Delinquency Court on January 14, 2019, requesting that several members of the CGJ be allowed to observe Field POs at Probation's Centinela Area Office Camp Community Transition Program (Centinela Field POs) (i) during Transitional MDTs and (ii) Post-Camp Release home visits (Home Visits). In the process of filing this petition, the Committee members contacted judicial officers of the Juvenile Delinquency Courts in the Cities of Compton and Inglewood, as well as the Offices of the Public Defender and the Alternate Public Defender to provide background information regarding our request. We had brief opportunities to observe the court proceedings as well as to interview a judicial officer.

On January 23, 2019, the Court granted the request for a limited waiver of confidentiality and issued a Court Order. The Committee members worked with Probation to identify and finalize the schedule for the two specified types of events to be observed. Prior to finalizing the lists, Probation confirmed with the Public Defender's Office or the Alternate Public Defender's Office that the named youth had been represented by them. Any youth represented by legal counsel other than these two Offices were omitted from our lists. Due to privacy concerns arising from the fact that a very small number of young women are currently detained at Camp Scott, the CGJ agreed to observe only young men. Before entering each home, we received a written consent of the parent or guardian and, in one case, from the youth who was 18 years of age.

Probation provided the call-in information for the conference calls and the Committee members listened to four Transitional MDTs. The Committee members also accompanied Centinela Field POs to five Home Visits. For each Home Visit, the Committee members met the Centinela Field POs in their offices and drove to and from each Home Visit site with a Centinela Field PO. During each Home Visit, we were accompanied by three Centinela Field POs.

INVESTIGATIONS

During our observations of Transitional MDTs and Home Visits, the Committee members noted the various ways that Centinela Field POs interacted, identified, and coordinated services for the camp-released youth. In the following seven sections, we describe our observations of the Centinela Field POs' role in each section. Findings and recommendations are set forth after each section of this report, but all the findings and recommendations from all seven sections are reproduced under separate sections at the end of this report.

1. *Field PO's Role in Community Re-entry and Re-integration Efforts*

Pursuant to the Court Order issued on January 23, 2019, members of this Committee observed the Centinela Field POs during Transitional MDTs and Home Visits. Our observations focused on the changes that have been made to the youth's surroundings and/or his immediate family life to allow the youth to reintegrate without returning to the factors that landed him in camp in the first place.

There was a clear strategy to the Centinela Field POs' work. They brought in available resources from Probation or other County departments, as well as community-based organizations (CBO or CBOs) to assist the youth navigating his community reentry. For some, this required keeping him away from gang members and related activities. For other youth, the plan included keeping the youth from going back to substance abuse. To this end, Centinela Field POs arranged transportation and conducted impromptu drug tests.

The following are some of the duties performed by Field POs assigned to the Centinela Area Office Camp Community Transition Program, as provided in Probation's Evaluation Form.

- Perform their duties with the thought that aftercare planning starts from the day that the youth receives a camp order;
- Collaborate with other service agencies to ensure integration of services by coordinating intervention strategies involving the youth and the family;
- Contact the parent/guardian and conduct home evaluation to ensure minor's home and support systems offer suitable opportunities for transitional success;
- Meet with assigned youth in person each month during camp detention;
- After release, (i) meet with the youth and his parent/guardian within 24 hours of camp release, (ii) assist and ensure enrollment at school within 48 hours of camp release; and (iii) based on the youth's terms of probation, refer him to appropriate community based organizations and programs within 72 hours of camp release; and
- Conduct weekly meeting with minor and conduct face-to-face contacts with youths at home, school, and CBOs to monitor school attendance, behavior, and counseling progress.

After release from camp, the youths check in weekly with Centinela Field POs for a minimum of 90 to 120 days. If problems arise, check-ins increase to twice a week. As to Home Visits, Centinela Field POs start with a monthly visit. When the need is identified, visits can be as frequent as two to three times per week. Field POs generally determine how long to monitor a camp-released youth. The Juvenile Delinquency Court can also issue orders related to the length of probation. In addition to these tasks, a Field PO is responsible for preparing and submitting various court reports to communicate the youth's progress with the conditions of probation and case plan goals, as well as completing various Probation required reports and updates to the data maintenance systems.

Members of the Committee observed the Centinela Field POs in four Transitional MDTs by joining conference calls and accompanied the Centinela Field POs to five Home Visits. The following are some of our observations.

Transitional MDTs. At Transitional MDTs, there were three County departments having significant roles: Probation, DMH, and LACOE. Representatives of these three departments discussed current status and available options as to each youth to come up with the best transition plan for the youth after release. Except for one Transitional MDT that was scheduled at the last minute, we found all the representatives of County departments attending in person. At each Transitional MDT, Centinela Field POs focused on each youth's outside interests, indicating that the Field PO spent the time to get to know the youth.

Recommendations and discussions on after-school activities for the youth and discussions as to potential CBOs to assist the youth in the transition clearly indicated that the Centinela Field POs were able to match the youth's interests with available CBOs. Probation provides a list of recommended CBOs for use by the Field POs. Many of these CBOs had strict eligibility requirements that did not accommodate many of the youth served by the Centinela Field POs. For example, a CBO that would be appropriate for a youth may require residency within the City of Los Angeles. Centinela Field POs also serve youth who reside outside the boundaries of the City of Los Angeles.

To be able to supplement Probation's prepared list of CBOs, Centinela Field POs seek out and assess nearby CBOs and inspect and review the organizations for potential referrals. Centinela Field POs also adjust their recommendations for CBOs for the known conditions in the area. For example, one of the CBOs is located on the west side of Western Avenue that requires some of the youth to cross the ongoing Metro construction area. Centinela Field POs have reduced their reliance on that specific CBO to keep the youth from having to go across the construction site.

It appeared that many of the professionals on the Transitional MDT had been through the process as a group before and we sensed comfort among the working group members. There was a lot of social chatter among the working group members before all the participants were in the room. During this time, the parent or guardian had been in the room or on the phone. For the participating parent or guardian, there was a lot of information and unfamiliar terminologies to learn and understand.

On one Transitional MDT, a parent did point out that there was a lot of jargon being used by the participants. Not only that, there was a lot of information being discussed and the expectation was that the parent would follow up with each and all of the items laid out by the professionals. One of the participating Centinela Field POs summarized and outlined the items discussed during the MDT and assured the parent that the same points would be further discussed on other occasions.

The Centinela Field POs attended each of the Transitional MDTs in person. We were informed that Centinela Field POs worked to establish rapport with the youth from the beginning of his camp detention. Centinela Field POs drive from the Centinela Day Office and drive to the camp to attend MDTs and for monthly visits with the assigned youth. Four MDTs we observed took place at camps in Lancaster and San Dimas.

Home Visits. The Committee members observed Field POs during five Home Visits. On some of the Home Visits, the Centinela Field PO discussed specific issues and only a short time was needed. On some of the other Home Visits, there was a reiteration of nearly all the points that would be discussed on a Transitional MDT. For example, issues and difficulties in school enrollment and attendance, participation status in after-school activities and DMH-referred counseling status were discussed. Some of our Home Visits involved families headed by primarily Spanish speakers. We learned that Centinela Field POs rely on translation services but, at times, they also depend on translation apps on the cell phone. Centinela Field POs also relied on one of their bilingual interns in the office to translate.

During one of our Home Visits, we listened as the legal guardian proudly informed the Centinela Field POs that the youth made straight A's on his last report card. This was achieved despite his gang involvement and substance abuse history prior to camp detention. To keep this progress going, the Centinela Field POs focused on ways to keep the youth away from the gang members. The potential gang interaction was a constant threat as he went to and from school. Due to the family's financial constraints, moving to another part of the County, outside the gang territories, was not an option. A Centinela field PO stated that he was working on finding a new residence for the family so that they could live outside the reach of the gang members.

Difficulties in getting to and from school without gang member interference was not unique to this one youth but, in fact, was one of the main problems faced by Centinela Field POs. As much as there were difficulties for various reasons in enrolling the youth in school, getting to and from the schools required as much input from Centinela Field POs. Since the area served by the Centinela Field POs includes areas with overlapping gang territories, Centinela Field POs, at times, used the transportation services from Probation's Juvenile Day Reporting Center to ensure that some of their youth could attend school and return home without running into gang members.³⁸

³⁸ "Police attribute most killings in some of the deadliest areas to gang violence. But that gang violence stems from generations of poverty that forces parents to work long hours to maintain financial stability, leaves schools in poorer areas with fewer resources and causes children to be more susceptible to the external pressure to join gangs, mental health professionals said." Quoted in Sonali Kohli, "Resources for students and families affected by violence near schools," Los Angeles Times, February 27, 2019, <https://www.latimes.com/projects/la-me-edu-school-safety-resources/> (accessed March 11, 2019).

On our first day at the office with Centinela Field POs, we saw bags of food being brought into the office. We learned that the Centinela Field POs had an arrangement with the Sam Simon Foundation to receive a steady supply of food to be able to help the Probation-involved families. The Committee members witnessed Centinela Field POs delivering bags of food on a couple of the Home Visits. On another occasion, at our request, the Committee members met with representatives of Playa Vista Job Opportunities and Business Service (PVJOBS), which works to improve the long-term labor market prospects of juvenile and young adult offenders from high poverty and high crime communities in Central and Eastern Los Angeles. Additional information regarding PVJOBS is provided in Section 6 of this report.

Field PO Work Conditions. Initially, we were under the impression that the Field POs participated in MDTs by phone. In fact, the Centinela Field POs drive to the camps to meet the youth and to participate in MDTs in person. In addition to driving to MDTs at camps, Centinela Field POs also drove to Home Visits, school visits and even to CBO referral sites. For each of these trips, generally, the Centinela Field PO would drive into the office in the Athens area of Los Angeles and pick up a Probation vehicle to make the trip. For the long drives, Centinela Field POs did not have access to transponders in the Probation vehicles and could not use the carpool lanes or the Express lanes that could shorten the drive time. Providing transponders in each Probation vehicle would allow Centinela Field POs to drive to and from the camps more efficiently.

Probation provides cell phones and laptop computers for Centinela Field POs' use. During Transitional MDTs, Centinela Field POs repeatedly offered to "Facetime" with youth's family member to discuss the youth's behavior or any problems. Currently, the Probation-issued cell phones are several years old and have not been updated in a few years. Given the progress in technology, it may be appropriate to update the cellphones. Centinela Field POs used laptop computers to complete and file reports and other required information after working in the field. Some of the Centinela Field POs expressed their preference for using a lighter tablet that allows connection with Probation's server and the ability to file work product without additional equipment or steps currently needed to file the paperwork when outside the office.

The Centinela Day Office has a steady source of interns from local colleges who enter the internship program to meet course requirements. Some interns stay on and continue as volunteers. Once accepted into the program, the interns accompany the Centinela Field POs in all aspects of their work, including MDTs, Home Visits, and other visits.

All interns go through background checks prior to commencing their internship. After the internship, some of the interns have applied to work at Probation and are required to go through an additional background check. At that point, some of the interns with a strong interest in working at Probation find out that they cannot pass the background check required for fulltime Probation employees. During our interviews, we learned that the same failed Probation applicants, however, passed the background check for jobs with the County Sheriff's Department, Los Angeles Police Department, the DOJ, and the School Police. Probation needs to review the existing background check procedures and determine why these well-qualified former interns are unable to join Probation as full-time employees.

Services and resources provided to youth during Probation involvement were impressive; however, the same risk factors, such as gang activity and the lure of substance abuse, continue to be prominent in the youth's community.

When asked what changes could be made to keep the youth out of future Probation involvement, the resounding answer from numerous Probation representatives was that gang members needed to be kept away. Many noted the important role played by after-school programs in the past. After-school athletics and music programs kept the youth from running into pervading risk factors in the community. Probation representatives noted that such programs also provided social activities and positive social interactions. Lacking such opportunities to enhance positive social experiences left too much free time on the youth's hands. In the high risk areas, one Centinela Field PO noted that a single gang member could recruit and change the lives of many young people in the community.

Findings:

- 1.1 Many topics are covered in each Transitional MDT, with several items that require follow up from the parent or guardian.
- 1.2 Field POs are driving up to two hours from the Probation office to attend MDTs and other meetings with supervised youth. Probation provides government cars for this but these cars are not equipped with transponders. At times, personal vehicles are also used by Field POs for business needs.
- 1.3 Field POs are using cellphones that are several generations behind the latest available models.
- 1.4 Field POs are also provided with laptop computers that require additional equipment to be able to file reports when out of the office. Currently, Probation does not offer the use of tablets that are lighter and easier to use to file reports off site.
- 1.5 Probation's background check process has disqualified some of the interns from becoming new hires at Probation. These disqualified applicants, however, have been able to clear the background check to join the Sheriff's Department, Los Angeles Police Department, the DOJ, and the School Police.
- 1.6 Centinela Field POs continually monitor nearby CBOs to enhance and update the existing list of CBOs to better serve their youth.
- 1.7 Some of the camp-released youth can make drastic positive changes in their lives but need additional help to continue on the path of recovery and integration. Due to a family's financial constraints, moving out of their current residence to a less gang involved area is not affordable.

- 1.8 Centinela Field POs identify and coordinate extensive services to each youth to keep him away from gang members. It is unclear if some of these services, such as transportation that provides door-to-door service to transport the youth to school will continue when the probation ends.

Recommendations:

- 13.1.1 At the end of each Transitional MDT (as well as other MDTs), one of the Probation's attendees should provide a short summary of items that require follow up by the parent. Probation attendees should consider providing a written list of follow-up items that clearly sets out the required timeline and the contact information to the parent or guardian.
- 13.1.2 So that Field POs can commute to and from the camps more efficiently, Probation should provide transponders in the government provided cars so that Field POs can use carpool or Express lanes.
- 13.1.3 In case some of the Field POs end up using personal cars, Probation should provide extra transponders in each office for use by Field POs who drive personal cars on business.
- 13.1.4 Probation should review the adequacy of current cellphone models and consider updating them to newer models.
- 13.1.5 Probation should allow Field POs to choose between laptop computers or tablets for use out of the office.
- 13.1.6 Probation should review and revise the current background check procedures so that no more stringent procedures are applied to the screening process for Probation's new employee than the other law enforcement agencies in the County.
- 13.1.7 Probation should review the enhanced list of CBOs maintained by Centinela Field POs and consider requiring the procedures used by Centinela Field POs to be shared with other teams of Field POs who work with juveniles to increase the awareness of existing CBOs in the area and increase CBO involvement with the supervised youth.
- 13.1.8 When a Field PO determines that a youth has done a tremendous job in achieving transition plan goals, despite the potential pitfalls in the community, this Civil Grand Jury recommends that Probation work with the Chief Executive Officer (CEO) to identify whether housing or financial assistance can be provided to the family to reestablish them away from the current location.
- 13.1.9 Probation should explore with the Chief Executive Officer to identify other County departments that could be involved to continue providing transportation to and from

school so that youth can continue to attend school without the constant interference and potential contact with gang members after termination of Probation jurisdiction.

2. Where Are They Coming From and Where Are They Going?

A significant number of youth return home after exiting camps. In this section, some of the situations occurring after the youth’s return home are highlighted. Much of the information is based on our interviews with the Centinela Field POs and, as a result, we do not have actual data to support the number of instances described in this section. While the number of incidences for the described types of events may differ when the data are tracked, the Committee members believe that the types of events occur with sufficient regularity. A summary of our discussions is included in this section as a starting point for collecting data. Service distinction also exists based on the youth’s age so that a youth over the age of 18 accessed services differently than the younger youth.

DCFS History. Members of this Committee requested two sets of data from Probation: (i) the number of youth who enter directly from DCFS placement to Probation camps and (ii) the number of youth who exit to DCFS placement from Probation camp. Probation was unable to put together the first set of data; instead, Probation provided the total number of youth who had **any** history with DCFS prior to entering juvenile camps during 2018.

**Table 4
2018 Information of Camp Youth with DCFS History**

	Total New Camp Orders	Youths with DCFS History	Percentage of Total New Camp Orders
Male	482	312	65%
Female	55	40	73%
TOTAL	537	352	66%

Source: Probation.

To be clear, the information provided in the above table does **not** indicate the number of youths with open DCFS cases at the time of entering camps. Table 4 above should be viewed only to note the level of DCFS involvement among the camp-detained youth in 2018.

Home Evaluations and First Residence after Camp Exit. Prior to the youth’s return home after camp release, Field POs visit and evaluate the family home to assess its suitability, including the physical condition and safety of the home. Field POs also conduct criminal background checks on all adult occupants of the home. Despite the history of DCFS involvement with a significant number of the camp population, there is no assessment of the family’s readiness to accept the returning youth.

If after the initial home evaluation, Field POs find the home unsuitable, then if the problems can be remedied, they can schedule a re-evaluation at least 45 days prior to the youth's release date. Centinela Field POs thought that one out of ten home evaluations required some problems to be remedied prior to the youth's release.

When the residence belongs to a relative or a friend, Field POs will consider the residence as unsuitable. Sometimes, there were multiple families living in a single unit and the residence was too crowded to be determined suitable. In each of these instances, families did not have a place of their own and were homeless themselves. Centinela Field POs recalled two to three such homeless families per month. Centinela Field POs referred such families to other agencies or CBOs to assist the family with housing with the goal of reuniting the family with the youth. In some instances where a family receives Section 8 vouchers, we were informed that families could lose benefits by allowing the Probation youth to rejoin the family. As a result, to protect the residence for the remaining family members, Centinela Field POs recalled that families might state that there is no place for the youth.

If the youth is over 18 years of age and the parent or the guardian does not want the youth to return home, Field POs look into providing transitional housing or other housing programs such as the Independent Living Program. Field POs work to ferret out these needs during the Initial MDT so that they can begin to coordinate with other County departments and find housing for the youth. Some youth over the age of 18 are also parents themselves. In such cases, Field POs look to find resources more appropriate for families with infants. Centinela Field POs noted that among youth over 18 years of age, one in five cases involve finding resources for a new family. Some of the available housing programs for youth over 18 are discussed in Section 3.

Although efforts are made to find transitional housing for youth over 18, there is simply not enough housing available to place all camp-released youth over 18. Centinela Field POs acknowledged that some camp-released youth do end up in shelters. When needed youth are placed in temporary shelters, some of which provide supportive services, such as employment guidance and independent studies to continue toward high school completion. Some of the temporary shelters also provide mental health services through DMH. Typically, youth remain for 30 to 60 days at such temporary shelters and Centinela Field POs continue to work with the youth to find more stable housing.

Fleeing from Initial Residence. After exit from camp and reunited with family, Centinela Field POs found instances where the youth fled from home. This occurred in approximately three out of ten youth under 18 who returned home. Youth over 18 had lower flight instances and the Centinela Field POs estimated approximately two out of ten ran away from home. Once the youth flees, a bench warrant is issued and the Field POs stay in contact with the parent or guardian to have the youth turn himself in with the Field PO or at court. If the youth is over the age of 18, the outstanding bench warrant could place him in County jail, starting a new cycle of criminal justice experience.

Suitable Placement for Youth under 18. For those youth under the age of 18 during camp detention who do not have a family home to return to or if the youth’s home has been deemed unsuitable for return at release, these youth could be sent to “Suitable Placement,” typically at a group home or in Short-Term Residential Therapeutic Program (STRTP), as they are now known. Contracts with such facilities determine whether the facility accepts Probation-involved youth. As a result, Probation is limited in accessing facilities that will accept Probation-involved youth. When a Camp PO makes the recommendation for “Suitable Placement,” others review and clear the recommendation at Probation before presenting it to the Juvenile Delinquency Court for consideration. Once approved at Probation, Camp PO will seek a Suitable Placement Order from Juvenile Delinquency Court for youth under 18 years of age.

If the “Suitable Placement” recommendation is accepted by the Juvenile Delinquency Court, then the Camp PO will work on locating appropriate housing for the youth and satisfy the Suitable Placement Order. Some Juvenile Delinquency Court judicial officers issue Suitable Placement Orders routinely for youth not released to home, but this is not a uniform practice. Probation representatives also confirmed this. The youth is held at a juvenile hall after exiting camp until housing is found. Camp PO reports to the judge every 15 days as to the status of the Suitable Placement Order until successful placement of youth. Once a youth receives a Suitable Placement Order, then Probation’s Camp Community Transition Program Field PO’s jurisdiction ends and the Probation’s Placement Unit Probation Officers take over the responsibilities for the youth. Accordingly, Centinela Field POs do not supervise any youth subject to Suitable Placement Order.

The following table sets forth the number of youth released from each operating camp to Suitable Placement at STRTPs between 2015 through November 30, 2018.

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Table 5
Number of Youths Released from Camp to Suitable Placement at STRTP

Camp	2015	2016	2017	2018
Afflerbaugh	6	8	7	5
Gonzales	3	3	6	1
Mendenhall	5	5	1	--
Kilpatrick	--	--	2	6
Miller	4	4	--	--
Munz	8	--	--	--
Paige	2	1	2	1
Rockey	18	18	12	6
Scott (girls)	19	9	8	9
Scudder (girls)	9	10	--	--
Jarvis	16	20	9	3
McNair	14	14	3	8
Onizuka	6	5	11	4
Scobee	--	--	4	6
Smith	--	6	1	--
Camps Headquarter	8	10	8	8
Total STRTP	118	113	74	57
Total Number of Youth Released	1282	1048	798	620

Source: Probation. Figures for 2018 reflect number of youths released through November 30, 2018.

Other Home Arrangements. In addition to STRTP or group homes where youth may be placed, some youth may also be placed with “Resource Families” which is the new name for foster families with training and other qualifications that have converted to the Resource Family status. Based on a count from October 2017, the County had 550 of the State’s 2,700 total probation foster youth.³⁹ During that time, there were approximately 60,000 children placed in foster care State-wide.⁴⁰

Probation also successfully placed youth in adoptions. According to Probation, from 2006 to 2015, there have been five adoption cases for Probation-involved youth. For that same time, there were a total of eight adoptions for such youth State-wide, meaning only three other such adoptions occurred outside the County. Adoption procedures typically take two years since the parents are provided with at least 12 months of reunification services before the services are terminated along with legal rights.

³⁹ Jeremy Loudonback, “California Hopes to Place More Probation Youth in Foster Homes Like this,” The Chronicle of Social Change, February 22, 2018, <https://chronicleofsocialchange.org/analysis/meet-l-a-countys-only-foster-parent-for-probation-youth> (accessed on February 5, 2019).

⁴⁰ Ibid.

Distinction in Housing Services Based on Age

During our interviews with Probation representatives, a consistent distinction was noted as to the available services based on the age of the youth. If the youth is under 18, there are more options, including seeking placement in STRTP. But for youth over 18, the housing availability appeared to be no more than in the same pool of limited housing inventory for other homeless Transitional Aged Youth (TAY) in the County. There is no priority made for acceptance into housing programs for Probation youth who are released from camps. Programs administered by LAHSA follow the federal requirements. We discuss details of some of these programs in Section 3.

The Twelfth Monitoring Report, Paragraph 73-3(c) requires that a transition plan is initiated within 30 days of arrival at camp.⁴¹ The transition plan requires determining whether the youth would be released to his/her home or would go from camp to suitable placement.⁴² If the youth were expected to go to placement, contact with the Placement Unit was [to be] established.⁴³ In the Twelfth Monitoring Report, there is no mention of distinguishing services provided to camp-detained youth based on whether the person is under or over the age of 18.

During our interviews, several Probation representatives mentioned that Probation only recommends suitable placement for youth aged 17 or younger. The rationale was that youth over 18 years of age could enter an “AB12 Program” such as THP+FC or Supervised Independent Living Program for which probation youth may participate. Assembly Bill 12 (AB12), the California Fostering Connections to Success Act, was signed into law on September 30, 2010. The legislation recognized the importance of family and permanency for youth and extended various benefits, including youth in foster care. Probation confirms that Probation-involved youth are also covered under AB12.

To access services under AB12, one Probation representative stated that the Juvenile Delinquency Court would have to terminate its jurisdiction after the youth’s 18th birthday so that general jurisdiction under the California Welfare and Institutions Code Section 450 could be pursued with a finding that the youth was a non-minor dependent who is eligible for extended benefits under AB12.

In an undated document titled “Commonly Asked Questions About AB12 (Extended Foster Care)” printed on Probation’s letterhead (WIC 450 Document), Probation provides additional procedures related to providing services under AB12.⁴⁴ Selected text from the WIC 450 Document is reproduced below in its entirety, with minor format changes:

⁴¹ Graham, et al., 89.

⁴² Ibid.

⁴³ Ibid.

⁴⁴ The Committee members received a hard copy of this document during an interview. There is no date for this document but the last page contains the following footer: CAQAB12:FT/JR:031318.

- **5. What is explained to the kids?** The youth should be informed about criteria or eligibility, the housing programs and services offered and the education, skill, and employment opportunities.
- **6. Which minute orders need to be done?** When a case is modified to 450 Status the probation case must be terminated and a Jurisdiction Termination minute order must be generated. An EFC minute order is also necessary for a modification to 450 status and re-entry.
- **8. What is the protocol/practice for notifying probation's Transition Jurisdiction Services unit when a youth walks into court desiring 450WIC?** Should a youth walk into court who desires a 450 re-entry, a 450 WIC referral should be completed by an appointed court employee. This referral should then be forwarded to the TJC unit via the universal e-mail address located at the top of the referral. This will notify the unit a potential NMD [Non-Minor Dependent] needs assistance with the re-entry process.
- **11. When a youth housed in a camp facility at 17 yrs old desires 450 WIC status what is the process for making that youth eligible?** The camp probation officer will submit a referral to the AB12 unit. The camp probation office will explore placement options with the youth and submit applications to THPP-NMD's. There will be 3 hearings in 1: Probation Grant hearing/602 termination (report); JV-466 petition completed; re-entry hearing (report)[.] The #5 [6][sic] minute order terminating 602WIC jurisdiction is completed and EFC minute order with Sections 2 and 3 completed. Court officer sends copy of MO to TJS SDPO (original goes to Camp DPO)[.]
- **13. What is probation doing when placements WON'T take our kids? What pressure can probation put on these placements that reject our kids?** The AB12 supervisor will consult with the housing program to ascertain the reason for the denial. If it does not comply with the guidelines of the contract, the SDPO will discuss the denial with the housing program and if the issue cannot be resolved in the youth's favor, the issue will be elevated to the director level.

Item 5 of the WIC 450 Document notes that the youth should be informed about the WIC 450 program. Item 8 contains the following phrase: "When a youth walks into court desiring 450 WIC." The idea that youths take the lead in determining and choosing the available benefits was consistent during our interviews with several Probation representatives. Essentially, the youth must present himself and demonstrate his readiness for entering many of these housing programs. From our observations of Transitional MDTs, we noted that the youths' school test results were not at their current age appropriate grade level and, for some, their test results were well below their grade level.

A Camp PO simply informing the youth as to the housing program criteria or eligibility, as currently expressed in the WIC 450 Document, is insufficient. Probation's procedures should

include guidance from Probation representatives (not the youth) to make the assessment regarding services available under AB12. After receiving guidance from Probation representative, and if determined eligible, then access to services under AB12 should be noted and included during the Initial MDT and carried through to the Transitional MDT to camp exit. Probation needs to assist and guide all youth identified by Probation as potentially eligible for AB12 so that a smooth housing transition is made for TAY exiting camps.

The WIC 450 Document assumes that the Juvenile Delinquency Court will agree as to the actions required in the Document. Essentially, if the Juvenile Delinquency Court judicial officer does not issue the noted orders, Probation would be justified in not moving forward with this request from the youth. Interested parties need to discuss these procedures so that that youth who were intended to benefit from AB12 can be served timely and appropriately.

As discussed in the next section of this report, there is a limited number of housing beds/units available in the County. Given the limitation in the number of beds/housing units in the County, cumbersome procedures are not needed but, rather, all interested parties need to discuss how to coordinate efficiently to better access the limited supply of housing inventory. As noted above, Probation is limited in its access to STRPTs and only those facilities that agreed to receive Probation-involved youth are available to Probation. Further, as noted in Item 13 of the WIC 450 Document above, it appears that Probation-involved youth do not receive the same priority with placement among peers even in facilities carved out for Probation-involved youth.

Probation's data for 2018 indicates an overwhelming majority of youth entering juvenile camps with DCFS history. The Committee members did not inquire as to the breakdowns of DCFS findings and did not assume that each case resulted in the positive findings by DCFS. Even so, this Civil Grand Jury believes that these data should be kept in mind. With outcomes from studies that indicate several times the likelihood of this group seeking County's general relief assistance and jail experience, County Board of Supervisors and other departments need to coordinate with Probation so that youth exiting camps are given assistance to secure stable housing to begin their re-entry into community.

Current housing resources are limited for all of the County's homeless population. But when the historical data indicate outcomes that are nearly certain for continued receipt of a wide range of County assistance and highly likely involvement in the criminal justice system, the County Board of Supervisors needs to determine whether an upfront investment should be made to further assist camp youth who have made clear showing of making positive changes in their lives. Without assistance from Probation and other departments now, the probability of some of those youth moving toward a goal of independence is fragile at best. Without assisting these youth at the point of camp exit, the extensive work of many County departments started at juvenile camps and continued by Field POs after camp release might be wasted and not contribute to bringing changes in the youth's future.

Findings:

- 2.1 Probation-compiled data indicate a high number of youth entering juvenile camps with a history of DCFS experience.
- 2.2 When a home evaluation is done by a Field PO, the physical facilities are assessed but there is no assessment of the family's readiness for reuniting with the youth.
- 2.3 During home evaluations, the Centinela Field POs have identified families who are essentially homeless and living in other people's homes.
- 2.4 Some of the youth exiting camps are sent to temporary shelters, some of which provide supportive services during stay.
- 2.5 After reunifying with family, there are a number of youth who flee from their initial residence after camp exit.
- 2.6 Some youth who exit camps and are sent to temporary shelters or those who flee from their initial residence may end up seeking services provided by LAHSA.
- 2.7 When discussing Suitable Placement, Probation representatives consistently stated that Probation's jurisdiction ended when the youth turned 18. To the extent that any portion of the DOJ settlement agreement is applicable to support Probation's current practice of distinguishing services by age, applicable provisions should be noted in this assessment.
- 2.8 Probation's own internal AB12 procedures would require that the youth affirmatively request assistance from Probation for accessing services under AB12. Given the testing levels of some of the youth noted during our Transitional MDT observations, this Civil Grand Jury is not sure that such affirmative assistance requests can be effectively made by many of the camp youth.
- 2.9 Current requirements under Probation's WIC 450 Document further require that the Juvenile Delinquency Court also take certain steps so that a youth may access services under AB12.
- 2.10 It is challenging for camp youth to reintegrate into the community.

Recommendations:

- 13.2.1 Probation should continue to update its data and track the number of youth entering juvenile camps with prior DCFS experience.
- 13.2.2 Probation should discuss with DMH and consider broadening the scope of the initial home evaluation to assess whether the family is ready for reuniting with the camp-exiting youth. Probation should discuss with DMH as to whether additional steps should be taken with families to better prepare them for reunification with the youth.
- 13.2.3 Probation should begin collecting data for the following instances during home evaluations: (i) how many families indicate signs of being homeless or near homeless without a place of their own and (ii) among those families provided with referrals for housing assistance, how many successfully obtain housing to be able to rejoin the camp exiting youth.
- 13.2.4 Probation should track the number of camp-released youth sent to temporary shelters and other shelters by category and track the number of youth who actually transition to a more stable housing from the initial shelter placement.
- 13.2.5 Probation should collect the data and track the number of youth fleeing from home after initially rejoining the family.
- 13.2.6 To track whether youth end up homeless and whether they seek the services of LAHSA, Probation should coordinate with LAHSA, as well as the Chief Executive Officer and the Chief Information Officer in the Chief Executive Office, to come up with an electronic process that allows the data to be shared and the results tracked. This Civil Grand Jury suggests including County Counsel in the discussions so that any concerns regarding privacy and confidentiality could be addressed prior to commencing the discussions of shared data systems.
- 13.2.7 Probation should coordinate and consult with appropriate judicial officers of the Juvenile Delinquency Court and the Juvenile Dependency Court, as well as County Counsel, taking into account such applicable provisions of the DOJ settlement agreement related to juvenile camps, to finalize the County's legal position as to the scope and extent of Probation's jurisdiction for youth who exit camp after turning 18 years of age.
- 13.2.8 Probation should identify the appropriate persons to assess a youth's eligibility for AB12 services and discuss his options before the Initial MDT. Once found eligible for AB12 services, status and the progress of finding housing should be noted during Transitional MDTs and follow up at exit from camp. Given the age requirement under AB12, this Civil Grand Jury does not believe that this recommendation is required for every camp youth.

- 13.2.9 Probation should coordinate with judicial officers of the Juvenile Delinquency Court and the Juvenile Dependency Court and prepare agreed-upon procedures that work toward serving youth under AB12.
- 13.2.10 Given the extremely low available housing units or beds, the County Board of Supervisors should fund a housing program that provides ongoing services, with priority given to Probation-involved youth and other high-risk youth.

3. Available Housing Programs for Probation Youth Over 18 Years of Age

A recent article estimates that 3,306 homeless youth and young adults experience homelessness in the County on any given night.⁴⁵ Among them, 31% report current or previous involvement in the child welfare system and 62% report previous or current involvement in the juvenile or criminal justice systems.⁴⁶ The Committee members contacted LAHSA for additional information and the following table provides a summary of system experienced persons accessing LAHSA’s Youth Coordinated Entry System (Youth CES) during calendar year 2018.

**Table 6
LAHSA’s Youth CES Participant Breakdown for 2018**

Category	Number	Percent
Total Youth CES Participants	3,945	100%
Identified as Having Probation Officer	939	24
Identified as Having DCFS Social Worker	1,736	44

Source: LAHSA.

Despite double the number of persons self-identifying as being homeless in the count, those accessing Youth CES with Probation involvement are significantly less than those with DCFS experience. We requested that LAHSA determine the number of youth self-identifying as having both a Probation Officer and a social worker (though not necessarily at the same time). Instead of that number, LAHSA provided the following data that provide the exit destinations among LAHSA’s Youth CES Participants in 2018 who self-identified as having experience in both systems.

⁴⁵ William Lehman, Youth Homelessness in Los Angeles County: Innovation with Child Welfare, Juvenile Justice and Coordinated Entry Systems, October 8, 2018, <https://www.usich.gov/news/youth-homelessness-in-los-angeles-county-innovation-with-child-welfare-juvenile-justice-and-coordinated-entry-systems/> (accessed February 5, 2019).

⁴⁶ Ibid.

Table 7
2018 Youth CES Participant Exit Destinations – Self-Identified Lifetime Experience with Probation and DCFS Social Worker

Type of Service	Percentage
Permanent Housing	24%
Temporary Housing (except Shelter)	24
Shelter	21
Unsheltered	11
Institution	7
Other	13

Source: LAHSA.

For Transitional Aged Youth, generally consisting of youth aged between 18 to 26 (or younger for some services), LAHSA, in collaboration with other County agencies, implemented the Youth CES County-wide in September 2016. The intent was to coordinate permanent housing for TAY, including permanent supportive housing, rapid re-housing, and Housing Choice Vouchers, as well as a portion of TAY transitional housing. Probation’s housing program administrators we interviewed stated that the Youth CES required six-month lead time to complete the process. When this timing was discussed with LAHSA representatives, the Committee members were informed that the process can be more flexible with timing, dependent on the priority and needs of the youth.

To address the goal of preventing and ending youth homelessness, LAHSA, along with many partners, launched three pilot programs in 2017 to build new linkages between Youth CES and the child welfare and juvenile justice systems. Specifically, Pilot #2 worked on integrating Youth CES into discharge planning processes within DCFS and Probation. For Probation-involved youth, collaboration required that a LAHSA representative participate in the MDT process to input the required information under the U.S. Department of Housing and Urban Development (HUD) priority assessment. We were informed that the Homeless Management Information System (HMIS) used by LAHSA could not be accessed by law enforcement agencies, such as Probation, and a LAHSA representative had to be involved in the MDTs. Through this collaboration, Probation youth were able to connect to the Youth CES program. The article cites that 35 youths have been referred to Youth CES and successfully connected to safe and stable housing immediately upon exiting care.⁴⁷ In addition to Youth CES, we learned of other housing programs available to TAY population. The following table provides a brief summary of some of the housing programs we became aware of during this investigation.

⁴⁷ Ibid. The Committee Members did not follow-up with LAHSA as to the breakdown between Probation and DCFS from 35 youths noted.

**Table 8
Summary of Available Housing Programs**

Program Name and Outside Funding Source	Special Eligibility Requirements	Maximum Allowable Stay or Benefit Period
ILP (Independent Living Program) - Federal and State funded. Can be used for housing outside the County. LAHSA / DCFS administered.	-Need to qualify between 16-18 years of age and -"Suitable Placement Order" from court needed.	- ILP eligible housing and other benefits are available for those between 18 and the day before 21. Certain benefits may be provided to age of 24.
Los Angeles Continuum of Care - Federal HUD funded. LAHSA administered, but does not include certain cities.	-18 to 25 year olds -Can be ILP eligible or not.	
Rapid Re-housing - Federal HUD and Measure H funded. Community based units administered by LAHSA.	-18 to 23 year olds (can extend to 24 year olds if additional requirements are met.) -Can be ILP eligible or not.	2 years maximum stay. Provides limited term rental subsidies and supportive services.
THP-Plus (Transitional Housing Program Plus) - 82 beds in community based apartments. A portion of youth's income is contributed as rent but all contributions are returned to youth at the end. Administered by DCFS. State funded.	-18 to 24 year olds (may extend to 25 if qualified) and -Those youths who left foster care or out-of-home placement supervised by Probation on or after the 18 th birthday.	2 years maximum stay. If qualified, 1 additional year may apply, and total of 3 years. LAHSA noted 159 on waiting list in its December 1, 2017 Report Back.
THP+FC (Transitional Housing Placement-Plus Foster Care) - Providers are licensed as transitional housing placement providers. Administered by DCFS. Federal funded.	-Created for Non-Minor Dependents who are in foster care, ages 18 to 21. -Must be in AB12 and comply with additional requirements.	
SILP (Supervised Independent Living Placement) - Created for Non-Minor Dependents (NMD) who remain wards of the juvenile court.	-Must be approved under SILP readiness assessment and youth must continue to meet all eligibility for Extended Foster Care.	MNDs may reside with parent or guardian but is not being placed with the parent.
Proprietary Housing	-Refers to shelter service providers such as Dream Center, The Salvation Army or Angels Nest.	90 days.

Source: Based on interviews and review of existing reports. Compiled by the Committee members.

During our research, the Committee members learned of the John Burton Advocates for Youth and its Annual Reports. In reviewing the 2017-18 John Burton Advocates for Youth Annual Report (JBAY Annual Report), we realized that eligible youth may be served by more than one of the housing programs listed above. For example, an ILP eligible youth may also access THP-Plus program or exit to another program. Based on the JBAY Annual Report, only 6% of youth that entered a THP-Plus program were ILP-eligible youth supervised by the juvenile probation

system.⁴⁸ The same study noted that in 2012-13, there were 15% of ILP-eligible youth supervised by juvenile probation system that entered the THP-Plus program. The following table summarizes some of the facts noted in the JBAY Annual Report showing State-wide figures.

Table 9
Summary of State Averages for THP-FC and THP-Plus Participants
2017-18 Annual Report by John Burton advocates for Youth

Description	THP+FC	THP-Plus
Percent entering from homelessness (p.14).	- 12% from emergency housing setting	- 1 in 5 entered directly from homelessness
Highest living types exited to (p. 15).	- 22% - living with relative / other person in stable housing, rent free - 18% - THP-Plus Program - 17% - Rent own / shared housing (paying rent)	- 27% - living with relative / other person in stable housing, rent-free - 50% - Rent own / shared housing (paying rent)
Educational Status at Exit (p. 18).	83% earned high school diploma, GED or higher	84% earned high school diploma, GED or higher
Employment at Exit (p.20).	44% at exit	57% at exit
Full Time (p. 20).	19%	33%
Income (p. 20). Federal Poverty level for 1 person is \$12,140	\$13,296 / year	\$16,572 / year

Source: JBAY Annual Report. Page numbers noted in the Description column refer to the JBAY Annual Report.

After reviewing the State-wide data, members of this Committee contacted JBAY for County-specific information related to the THP-Plus and THP+FC programs. We wanted to compare the County-specific data to the State-wide information provided in the JBAY Annual Report. During this process, the Committee members learned that the County Counsel has a strict stance on sharing data regarding youths. As a result, providers in the THP+FC program could not provide data regarding the serviced youth.

As to the THP-Plus program, some data were received but the providers in the THP-Plus program have not been consistent when inputting their data. For example, among the 15 youths who entered the THP-Plus program in 2017-18, eleven had missing data. Among the 48 youths who exited the THP-Plus program in 2017-18, no data were provided for 22 of them. As a result of incomplete data given by the County service providers, JBAY information is not accurate and is skewed. This information is provided in Table 10 below so that we can begin to understand who is accessing these services.

⁴⁸ John Burton Advocates for Youth, THP+FC & THP-Plus Annual Report 2017-18, October 2018, 13.

Table 10
Answers from JBAY Regarding Los Angeles County Data for FY 2017-2018

CGJ Question	JBAY Answer
<p>1. What percentage of youths entering the THP-Plus and THP-FC enter from homelessness?</p> <p>THP+FC – not available due to County’s legal position which does not allow providers to enter data regarding youths.</p>	<p>THP-Plus - Out of 15 youths who entered THP-Plus program in the County in 2017-18, 11 had missing data. Among the responding youths, 1 entered directly from homelessness. Four indicated that they experienced homelessness between foster care and THP-Plus.</p>
<p>For Questions 2 through 4, among 48 youths who exited THP-Plus program in 2017-18, 22 had missing data.</p> <p>2. What are the top likely housing types from which the participants move into THP-Plus?</p>	<p>Among the responders, the highest types of housing entered into THP-Plus from: (i) 10 entered from another supportive transitional housing program; (ii) 6 entered from living with a relative or other person in stable housing, not paying rent; and (iii) 3 entered from a different THP-Plus program, and 3 entered from a THP+FC program.</p>
<p>3. What are the top likely housing types to which the participants exit from THP-Plus?</p>	<p>Among the responders, highest types of housing exited to were: (i) 12 exited to renting their own or shared housing, paying rent; (ii) 7 exited to living with a relative or other person in stable housing, not paying rent; (iii) 5 exited to another supportive transitional housing program.</p>
<p>4. Educational status at exit.</p>	<p>Among the responders, 24 had earned high school diploma, GED or the equivalent or higher.</p>
<p>5. Employment status at exit.</p>	<p>Among the 48 youths who exited THP-Plus program in 2017-18, 20 had missing data. Among the responders, 17 were employed at exit. Among the employed, 6 were full-time employees (35 hrs/wk or more) at exit.</p>
<p>6. Income level at exit.</p>	<p>Monthly average of \$1,008.50 or \$12,102 annually (which includes stipends provided under the THP-Plus program).</p>

Source: Questions posed by Committee members and answers provided by JBAY.

According to the JBAY Annual Report, THP-Plus programs in California were at 94 percent capacity, and there were only 88 vacancies across the 47 counties with THP-Plus programs. In the County, which has 31% of the State’s THP-Plus-eligible population, the County’s annual THP-Plus funding allocation is only six percent of the State’s realigned THP-Plus budget.⁴⁹ As of June 30, 2018, the total THP-Plus bed capacity for the State was 1,411.⁵⁰ From the total bed capacity

⁴⁹ Ibid, 26.

⁵⁰ Ibid, 9.

in the State, the County's total bed count as of June 30, 2018 was 81 for the THP-Plus program.⁵¹ In its December 1, 2017 Report, LAHSA noted 159 on the waiting list for the THP-Plus program.⁵² In addition, as of October 1, 2018, the total number of non-minor dependents placed in THP+FC in the State was 1,962, of which 378 were placed in the County.⁵³ Among the County participants in these two housing programs, there could be some Probation-involved youths. Due to time and resource constraints, we did not follow up with JBAY to pursue receiving the actual number of Probation-involved youths included in the data.

Probation has housing experts available to assist Camp POs or Field POs who need expert assistance in finding housing for camp youth. Eligibility requirements for these housing programs are complex and not always straight forward. The idea that the Camp POs can inform the camp youth so that he can make an informed decision about his housing destiny within this maze of housing eligibility requirement is not realistic. Any expectation that the Camp POs or Field POs can work toward obtaining housing for eligible youth with assistance from a handful of housing experts within Probation is neither realistic nor an effective use of Probation DPOs' time and resources. For several days, the Committee members observed Centinela Field POs working as stand-in parents, caseworkers who identify and coordinate services and disciplinarians. To suggest that these Field POs could identify the need for housing types described in this section and maneuver all steps to assist placing youth in these programs is, in this Civil Grand Jury's view, unrealistic and does not utilize their expertise efficiently.

During our interview, Probation's housing experts were very clear that their services are also available to Probation-involved youth when the youth makes himself available on a voluntary basis seeking housing assistance. Once the Probation-involved youth avails himself demonstrating readiness for these services, then Probation's housing experts are available to assist placing qualifying youth in qualifying housing programs. We assumed that these youths could include those previously detained at camps as well as others with lesser involvement with Probation. While a youth is given the assistance to qualify and enter these programs, our understanding is that it is up to the youth to follow up with the housing program administrators at Probation to pursue a successful outcome with these housing programs.

During our interview with Probation's housing experts, the Committee members heard that Probation youth also walk in for immediate help off the streets. Housing experts can call around and find a bed at a shelter for the night, if that, and sometimes provide their own money so that the youth can get to the shelter from the Probation office. The Committee members were informed that in the past, free annual transit passes had been given; but these annual passes were traded for goods or other items of value and were subject to misuse and abuse. Despite the past abuses with free passes, the need for providing some form of free Metro passes is greater now than ever.

⁵¹ Members of this Committee requested County-specific information from JBAY. JBAY also noted that the actual number of youths served by the THP-Plus program as of June 30, 2018 in the County was 95, noting that a few providers were serving a few more youths than the contracted number of beds.

⁵² Los Angeles Homeless Services Authority, Report Back, December 1, 2017, <http://file.lacounty.gov/SDSInter/bos/supdocs/115116.pdf> (accessed February 6, 2019), 24, cited in the County Board of Supervisors, State of Proceedings, Item 26, June 13, 2017, 42.

⁵³ Members of this Committee requested County specific information from JBAY, as well as the updated State-wide figure.

On November 20, 2018, Supervisors Hilda L. Solis and Sheila Kuehl made a motion that instructed DCFS, the Chief Probation Officer and LAHSA “to develop a universal referral process from the DCFS and Probation to the YCES, develop a plan to train DCFS social workers and probation officers on YCES and appropriate referrals, identify resources needed to implement training, and identify representatives at DCFS regional offices and probation camps to serve as primary points of contact to maintain ongoing collaboration with YCES.”⁵⁴ Citing a report by LAHSA, the Motion noted the underutilization of certain transitional housing beds and noted that 25% of ILP beds were vacant as of June 30, 2017.

This Civil Grand Jury hopes that some of the information provided in this section could assist the County departments in forming the referral procedures to be implemented at Probation.

Findings:

- 3.1 Housing programs with direct funding sources, either from federal or State programs, seem to be fully developed with knowledgeable administrators. But when high-risk youth do not satisfy all the requirements or are over 18 and not in foster care or placement, there does not appear to be many options for them. Some programs have such strict eligibility requirements that there are vacancies despite the high demand for housing among the TAY population.
- 3.2 Currently, when a homeless Probation-involved youth walks into a Probation office for housing assistance, the best that can happen is to find a shelter bed without any means to get to the shelter site.

Recommendations:

- 13.3.1 The County Board of Supervisors should invest in housing for TAY with County funds to allow the County to determine its own priority for housing persons in this group. For example, priority should be given to those young adults who could not be eligible for the other housing programs.
- 13.3.2 Probation should consult with the MTA to implement a program for free passes not to exceed one week.

⁵⁴ County Board of Supervisors, Statement of Proceedings, Item 2, November 20, 2018, [http://file.lacounty.gov/SDSInter/bos/sop/1048256_112018.pdf#search="la hsa ilp yces"](http://file.lacounty.gov/SDSInter/bos/sop/1048256_112018.pdf#search=) (accessed February 5, 2019). See also Motion by Supervisors Solis and Kuehl, November 20, 2018, <http://file.lacounty.gov/SDSInter/bos/supdocs/130105.pdf> (accessed February 5, 2019).

4. Extent of Family Counseling Participation During Camp Detention

One of the fundamental points of Probation’s LA Model is the inclusion of “families as partners in the treatment and aftercare process.”⁵⁵ It is not clear as to the types and levels of family involvement assumed or expected in coming up with the LA Model. During this investigation, the Committee members received Probation data indicating that nearly two out of three young men and three out of four young women had history with DCFS prior to entering camp.⁵⁶

Members of the CGJ learned during our juvenile camp inspections that DMH identified needs and provided family counseling to youth and parent/guardian during detention at camp. During observations of Transitional MDTs, the Committee members noted a DMH representative making referrals in the community to continue family counseling. During one of the Home Visits, a DMH representative joined us and offered family counseling to family members.

Members of this Committee requested a DMH representative to provide data to determine the extent of participation in family therapy by the youths and their families as compared to the participation level recommended by DMH clinicians. We needed the total possible number of family therapy sessions as recommended by DMH and the actual number of sessions attended by families. We were unable to receive these data. Instead, a DMH representative reviewed the number of instances of DMH-provided transportation requests for in-person family therapy participation. DMH representative also collected the data from several camps for family members who provided their own transportation to attend family therapy sessions. Based on these two groups, DMH provided the total monthly in-person family therapy participant numbers. We understood that DMH also allowed call-in participation for family therapy sessions but were informed that DMH did not currently track the number of call-in participants.

The Committee members were unable to obtain the total possible number of family therapy sessions for the group; however, a DMH representative reviewed a random sample of MDTs from the “East Camps” named in Table 11 below and determined that approximately 38% of the MDTs recommended family therapy after the youth’s exit from camp. We also understand that the number of family sessions recommended also varies for each youth. Since the total number of recommended sessions could not be determined, we could not get an accurate percentage of youth and family counseling participation levels.

The following table provides the (i) average monthly population provided by Probation and (ii) the total family sessions attended in person for each month through September provided by DMH, for the three East Camps named below.

⁵⁵ See footnote 28.

⁵⁶ See Table 4 above.

Table 11
Average Population and In-Person Family Counseling Sessions for East Camps
For January through September 2018

2018	Camp Afflerbaugh		Camp Paige		Camp Rocky	
Month	Average Population	In-Person Family Sessions	Average Population	In-Person Family Sessions	Average Population	In-Person Family Sessions
January	52	3	38	1	46	23
February	48	5	36	3	46	14
March	38	7	31	4	48	16
April	34	7	34	4	47	17
May	29	3	32	5	44	19
June	27	3	28	2	44	13
July	29	6	27	5	39	8
August	27	4	25	4	39	12
September	26	3	27	9	40	8

Source: Probation and DMH.

Number of “In-Person Sessions” includes only sessions with youths whose family members either used the DMH-provided transportation or provided their own transportation for these visits. Since family members could also call in for these sessions, the numbers noted in the preceding table should **not** be taken as the total number of youths involved in family sessions for the months noted. DMH-recommended frequency for family therapy is based on a number of variables including but not limited to the treatment plan, availability of families, youth desired participation, and the availability of clinicians. Also, note that a small sampling of MDTs found 38% of youth were recommended for family counseling. Even with these missing components for a more accurate comparison basis, the information provided by a DMH representative notes a stark lack of family counseling participation for youth during camp detention.

The Committee members also learned that family therapy for camp-detained youth could only be done jointly with the youth and his family member due to billing limitations and insurance requirements. Family members could participate in person or by calling in but DMH did not offer separate counseling sessions with a clinician in the community for family members to be better accommodated for counseling. As we have stated before, juvenile camps are located in the outskirts of the County. Based on the recent population data, approximately 40% of the camp youth are from the Supervisor District 2. We also understand that significant numbers of the youth were released back to parents and guardians.

During our Home Visits, we saw that the Centinela Field POs brought bags of food to the families. Simply put, these were not families of much means. The parents had already taken many days off work to attend various required sessions, including MDTs, court hearings, and other required appearances. We cannot imagine how much more time could be taken off to attend family therapy sessions at camp or to call in for these sessions. These difficulties in scheduling and

limited time for both the family members and the clinicians do not diminish the need for family therapy.

To expect attendance for family counseling sessions held at camps from the southern region of the County, particularly for those family members who do not have the flexibility with work for time-off, is not reasonable. Unless the separate family counseling sessions for family members in the community cannot be as clinically effective, DMH should consider allowing these family members to attend separate family counseling sessions in the community to better equip the family for eventual reunification with the youth. Not affording this flexibility undermines the extensive work already being done at juvenile camps.

A DMH representative informed us that DMH clinicians typically work a 4/40 work schedule that allows each person to work four days per week to complete a week's work schedule and these hours need to include group therapy, individual sessions, required MDTs, and family sessions. There was a clinician from DMH participating in each of the Transitional MDTs we observed. DMH clinicians also provide court required counseling sessions, such as substance abuse or anger management counseling, as well as individual sessions. DMH clinicians interviewed stated that they worked at more than one site and split their work week between different facilities. The Committee members learned that the clinicians use their personal cars for transportation without reimbursement for mileage.

This Committee focused on DMH work with family counseling for several reasons. A significant portion of youth released from camps are placed back home for reentry and reintegration in the community. Before being released from camp, the parent or the guardian has had numerous days off from work to make various appearances. We suspect that many of these families experienced financial hardship from work absences. Given that many of the youth are also given court mandated counseling for substance abuse and anger management, we also assume that the family life prior to entering camps involved significant tensions, to say the least. During each Home Visit, we noted that there were other siblings in the family. We only observed five families through our Home Visits. But even so, given the background, this Civil Grand Jury believes that it is not unreasonable to assume that many of the parents or guardians need help so that better family dynamics can be introduced in the home after the youth's exit from camp. In fact, it may not be inaccurate to suggest that some of the families are at a breaking point.

This Civil Grand Jury believes that DMH should consider whether separate family counseling in the community can begin and also work through the billing and/or insurance issues as necessary. DMH operates "Juvenile Justice – Transitional Outpatient Treatment Services" (TOTS) clinics in five locations in the County. As for sites to be used for conducting these sessions, DMH should begin with existing sites, such as the TOTS clinics and even the Hub Clinics, where expanding family services could be considered to include enhanced DMH services.

County Board of Supervisors has already approved combined service centers. For example, a Family Justice Center at the Martin Luther King, Jr. Medical Campus has been proposed. DMH, DHS, and Probation should consider if the family members of camp youth could be helped with

a coordinated family counseling program for families of dual status youth. For the families who reside in Supervisor District 2, such services at this new Family Justice Center could provide combined services to strengthen families.

In addition, there is already a Family Support Center in Van Nuys that houses a DMH TOTS clinic, where DMH, DCFS, and other support services are provided in a single building. There is no Hub Clinic at this site but DHS maintains an ambulatory clinic in the adjacent building. This site should also be considered for providing community based intensive coordinated family counseling for family members of dual status youth so as to better prepare family reunification with camp youth after camp exit.

Without sufficient preparation to assist these family members to interact positively, the time at camp for the detained youth is merely a break from the negative or toxic family interactions. The data provided in Table 11 are not conclusive but are at least clear enough to begin the discussion to assess whether adequate support is being given to the family to increase the level of family counseling sessions for camp youth and his family.

Findings:

- 4.1 Our data from DMH include only in-person family sessions. Although there may be those calling in to join family sessions with camp youth, this Civil Grand Jury was unable to obtain the data for these call-in sessions.
- 4.2 Family sessions are done only as joint sessions with the youth and family member (whether in person or by phone). We also understand that the reasons for joint sessions may be due to billing or insurance related requirements.
- 4.3 DMH camp clinicians work at more than one site, addressing and attending many required meetings and providing court-mandated counseling. Given the time needed to tend to required and mandated work, DMH management needs to assess the adequacy of staffing at camps to provide other services, such as family counseling sessions.
- 4.4 DMH clinicians use personal vehicles to work at multiple sites each week.
- 4.5 If separate family counseling sessions are clinically effective, these separate family sessions should be added in locations that already provide family services.
- 4.6 There is a Family Support Center in Van Nuys that houses a DMH TOTS clinic, along with Probation, DMH, DCFS, and other support services in a single building. Plans for Family Justice Center at the Martin Luther King, Jr. Medical Campus are under consideration.

- 4.7 Significant numbers of youth entering camps in 2018 were found to have DCFS history. But the DMH data indicate a low level of participation in family counseling provided at camps. It is not clear to this Civil Grand Jury as to the level of family participation assumed as one of the key elements of the LA Model.

Recommendations:

- 13.4.1 DMH management should consult with County Counsel and develop an acceptable data source and procedures so that camp clinicians may keep track of the actual number of family sessions. To the extent that acceptable procedures with safeguards for privacy can be implemented, DMH should start tracking how many total sessions of family counseling were recommended for each camp youth.
- 13.4.2 DMH management should determine whether there are clinical reasons for joint family sessions as currently being done or whether these joint sessions are being done to comply with billing and insurance requirements. If separate family counseling sessions would not significantly diminish their clinical effectiveness, this Civil Grand Jury recommends that DMH pursue ways to allow family members to receive family sessions in the community. If separate family counseling sessions are found to be clinically effective, this Civil Grand Jury further recommends that DMH work with Probation to find more centrally located places for family sessions in the community.
- 13.4.3 DMH management should review the current workload of camp clinicians and determine whether camps are adequately staffed. If the low family counseling sessions are due to lack of clinician time to schedule requested counseling sessions, DMH management should consider providing additional clinicians at camps.
- 13.4.4 DMH management should provide DMH clinicians with County vehicles or be given reimbursement for mileage for driving to juvenile camps and other County business.
- 13.4.5 In considering additional community sites for separate family counseling for camp youth families, DMH should consult with Probation and develop enhanced programs appropriate for dual status youth and families.
- 13.4.6 DMH and Probation should actively participate in the discussions for enhancing current services (in the case of Van Nuys) and future plans (for the Martin Luther King, Jr. Medical Campus).
- 13.4.7 Probation should review and reconsider its assumptions regarding family participation and involvement in coming up with the LA Model and reassess the reasonableness of the fundamental assumptions related to the LA Model.

5. DMH TOTS Clinics and Medi-Cal Coverage Reinstatement

DMH implemented the “Juvenile Justice – Transitional Outpatient Treatment Services” so that youth who have been prescribed psychotropic medication(s) during camp detention can continue to receive care immediately after release from County’s juvenile camps.⁵⁷ Known as “TOTS,” this began as a pilot program approximately a year ago to continue providing timely professional mental health services to youth exiting camps. Currently, these services have been expanded to all youth exiting juvenile camps and juvenile halls.

The TOTS program exists to provide mental healthcare needs so that medication, crisis management, and follow-up psychiatric care can continue immediately after release from juvenile camps. TOTS serves as a bridge between the services received while at camp and to continue the services once back in the community and works to transition the youth until long-term “community linkages” are in place for camp-released youths.⁵⁸ As a result of TOTS clinics, youth and his parent or guardian are afforded a transition time to reinstate coverage under Medi-Cal before connections with mental health services in the community can start.

TOTS services are provided without regard to the youth’s insurance status and are funded with the County’s general fund. According to a TOTS clinician we interviewed, access to TOTS services ranges from no more than once or twice after camp release, to some youth who continue receiving services for up to three or four months. Currently, TOTS services are provided at five Probation Offices. DMH clinicians are available at four sites once a week and one day a month at the fifth site.

To continue mental health services in the community, some of the youth have private insurance coverage but many camp youth rely on Medi-Cal benefits. Under existing Medi-Cal eligibility rules, Department of Public Social Services (DPSS) suspends Medi-Cal benefits when a youth enters juvenile camp. The Committee members learned that Probation coordinates camp detention information with DPSS. After more than 12 months stay at a County juvenile camp, DPSS terminates Medi-Cal benefits for the youth. If a youth is released prior to the 12-month period, then the benefits can be reinstated.

For camp-released youths under 18 years of age and returning to family, DPSS notifies the parents to contact DPSS to reinstate Medi-Cal benefits. Parents are also reminded during Transitional MDTs to reinstate Medi-Cal benefits for the youth. To reinstate Medi-Cal benefits, the youth must actually be home to receive benefits. For some of the youths who will need to continue counseling or who take psychotropic medicine, timely Medi-Cal reinstatement is critical to continue the needed mental health services in the community. As described above, DMH TOTS clinics provide immediate service after camp exit, but Medi-Cal reinstatement is a necessary step for most camp-released youth to continue mental health services in the community.

⁵⁷ See information at http://file.lacounty.gov/SDSInter/dmh/1030469_TOTSFinalizedPamphletTOTS-FINALCOPY11_07_17.pdf (accessed February 5, 2019).

⁵⁸ Ibid.

For youth over 18 who are listed as a dependent on the parents' income tax return, parents' financial information is used to determine Medi-Cal eligibility. For youths over 18 who are independent and not included on the parents' income tax return, their Medi-Cal eligibility is based on their own financial situation, and DPSS requires redetermination procedures to be completed.

For youths between 12 to 19 years old, DPSS may enroll them in the "Minor-Consent Medi-Cal Program" that allows for month-to-month benefits to be provided for a limited range of benefits, such as mental health services, sexually-transmitted diseases needs or pregnancy related services, without the traditional Medi-Cal identification. This program allows minors to be enrolled without parental involvement.

For youths 18 to 26 years old and who were in foster care or group home "placements," DPSS states that the group is automatically eligible for Medi-Cal benefits. Once released from placement, such "Former Foster Care" youths between 18 and 26 are automatically eligible to continue on Medi-Cal without the need for submitting annual eligibility forms. "Former Foster Care" group includes those released from County juvenile camps.

DPSS found that many camp-released youth do not stay in one place, ending up with multiple addresses for contact. For such youth, notices regarding Medi-Cal eligibility can be lost, resulting in lost coverage or delays in benefit reinstatement process. For youth without a stable home address, DPSS allows a "District of Residence" to be set up so that notification and mail can be received at a DPSS District Office for Medi-Cal benefits. In addition, DPSS can issue Medi-Cal emergency cards for prompt medical services.

DPSS sends eligibility documents approximately two months before the person turns 26 years old. At that time, if at the age of 26 the former foster youth does not qualify for Medi-Cal, then insurance coverage is accessed under the Affordable Care Act. DPSS allows Medi-Cal applications to be initiated online under the DPSS "Your Benefits Now" portal. Former foster care youths could also be eligible for other benefits provided by DPSS beyond medical coverage under Medi-Cal but these benefits are not described in this report.

During our interview with a DPSS representative, the Committee members learned that DPSS works with the Sheriff's Department and takes Medi-Cal applications at Twin Towers to qualify detainees for benefits. Benefits are held in suspension until the detainee is released from jail. DPSS already suspends youth's Medi-Cal benefits when he begins camp detention. For the youth whose benefits were suspended, there should be a streamlined process to reinstate Medi-Cal coverage. On each Transitional MDT, there were reminders to the parent to make appointments for Medi-Cal reinstatement. If benefits were suspended based on notification from Probation, this Civil Grand Jury believes that DPSS should develop a streamlined reinstatement process where a notice from Probation, after the youth checks in with his Field PO, could be used to streamline the reinstatement process.

There is a significant population of camp youth who receive DMH services during camp detention. For some of the population, it is critical to be able to continue receiving these services in the community. The Civil Grand Jury also realizes that there may be federal or State requirements that prohibit DPSS from streamlining the reinstatement process. Unless that is the case, DPSS should streamline the Medi-Cal reinstatement procedures through Probation notifying DPSS.

Findings:

- 5.1 Probation coordinates with DPSS and sends information so that camp-detained youth's Medi-Cal coverage is suspended during detention. To reinstate his Medi-Cal benefits, however, the parent or guardian must make an in-person appointment at DPSS to reinstate Medi-Cal coverage.

Recommendations:

- 13.5.1 DPSS and Probation should explore and develop a streamlined Medi-Cal reinstatement process to ease the transition for the youth and his parent or guardian.
- 13.5.2 For youth under 18 whose parents have not been responsive in providing financial information to qualify a youth's coverage, DPSS should work with Probation so that "Minor-Consent Medi-Cal Program" could be in effect at the time of camp exit.

6. Residential Vocational Training Programs with Priority for Probation Youth

On December 4, 2018, the County Board of Supervisors approved Probation's request to begin a residential vocational training program at a former juvenile camp.⁵⁹ The Camp David Gonzales Residential Vocational Training Facility Pilot Project (Gonzales Program) for Transitional Aged Youth is for young men between the ages of 18 and 25 with an educational experience that prepares them for gainful employment and independent living.⁶⁰ During training, full board and housing will be provided to participants. Current budget includes funding for a three-year program with estimated 330 participants in five successive six-month phases. The program is to offer a multi-core craft curriculum that will lead to an apprenticeship prep certificate required by building trades to enter the major joint apprenticeship opportunities. The program will allow the participants to complete the OSHA 30 certificate, hand tools training, building-trades awareness for the 14 trades, as well as preparing the participants with background training to assist them in oral interviews for open positions.⁶¹ The program is also "anchored with support to address participants' housing challenges, as well as increased access to other pro-social support such as

⁵⁹ County Board of Supervisors, Statement of Proceedings, Item 37, December 4, 2018, http://file.lacounty.gov/SDSInter/bos/sop/1048506_120418.pdf, 36.

⁶⁰ Letter from Chief Probation Officer, dated October 2, 2018, <http://file.lacounty.gov/SDSInter/bos/supdocs/122965.pdf> (accessed February 6, 2019), 11, and cited in the County Board of Supervisors, Statement of Proceedings, Item 7, May 15, 2018.

⁶¹ County Board of Supervisors, Meeting Transcript from December 4, 2018, http://file.lacounty.gov/SDSInter/bos/sop/transcripts/1048429_120418.pdf (accessed February 6, 2019), 102.

restorative justice learning, conflict management, family reunification, parenting, and mentoring for sustained behavioral change and personal growth.”⁶²

Upon completion of this program, the County is expected to employ some of the graduates of this program.⁶³ Probation coordinated the implementation of this program through multiple funding sources, including philanthropic, academic, and non-profit sector participants. During one of the Home Visits, the Field PO shared that he was looking forward to enrolling his supervised youth in the Gonzales Program. There was a question as to whether successful completion guaranteed a job for the youth. Probation needs to continue its great work so that successful completion of the Gonzales Program leads to guaranteed job placements.

On February 19, 2019, the County Board of Supervisors considered and authorized the Chief Executive Officer to enter into development agreements to fund the operation of a 400 student public charter college-preparatory boarding school in the 8400 and 8500 blocks of South Vermont Avenue, City of Los Angeles (South Vermont Avenue Project). The South Vermont Avenue Project is to prepare youth “for college and careers within the transportation infrastructure and Science, Technology, Engineering and Mathematics fields.”⁶⁴ The operation of this charter school is to be jointly funded by the County and the Los Angeles County Metropolitan Transportation Authority. While prioritizing foster and probation youth, the program is to prepare the County youth for “careers and college pathways in the transportation and infrastructure industry by teaching them transferrable industry skills.”⁶⁵ This project is still in the planning and budgeting phase but the current expectation is for the project to begin operating in 2021-2022.

In addition to these two residential vocational training programs, this Civil Grand Jury believes that Probation should consider restarting the fire-camp program previously operated at Camp Paige and Camp Rockey. Members of Detention Committee inspected the facility and learned of the fire camp programs previously operated at the two camps. When discussing this program with Probation representatives, the Committee members learned that the program required three days of fire training and two days of schooling and violated the school hour requirements for participants. In light of increasing forest fires in recent years, Probation should consider re-starting this as a residential vocational program for young men over the age of 18 with priority enrollment for Probation youth. As part of the program, those who have not completed high school should be given the opportunity to earn their high school diploma or its equivalent on site.

⁶² Attachment I to the Letter from the Chief Probation Officer, dated October 2, 2018, 1, available from the County Board of Supervisors, Statement of Proceedings, Item 7, May 15, 2018.

⁶³ County Board of Supervisors, Meeting Transcript from December 4, 2018, 97.

⁶⁴ County Board of Supervisors, Statement of Proceedings, Item 20, February 19, 2019, http://file.lacounty.gov/SDSInter/bos/sop/1052232_021919.pdf (accessed March 7, 2019), 27.

⁶⁵ Ibid.

When members of the Detention Committee inspected Camp Scott, we were impressed with the work of the Camp POs and others but we noted the lack of vocational training programs for the young women. At least in 2018, the young women entering camps had higher DCFS history than the young men. As part of the initial assessment at juvenile halls, young women are screened for signs of commercial sexual exploitation. Speaking with Camp POs, the Committee members learned that they were on alert for signs of recruiting that could occur even during camp detention. Given these risks for young women in camp detention, Probation needs to identify and implement a similar residential vocational training program for young women in the County.

During our observation of Centinela Field POs in MDTs and Home Visits, the Committee members noted that certain CBO names came up consistently. One such CBO was Playa Vista Job Opportunities and Business Service (PVJOBS), a non-profit organization founded in 1998 to fulfill a Los Angeles City Council mandate to provide construction job training opportunities for the heavily disadvantaged residents in the City of Los Angeles. PVJOBS coordinated the hiring of the at-risk construction workforce for the development of the Playa Vista area of the City of Los Angeles. PVJOBS' jobs coordinator experience has expanded and its strategic workforce development plan brings together employers, training providers, community-based organizations, and labor unions to provide on-the-job training opportunities for local at-risk residents in the City of Los Angeles. To date, PVJOBS made over 8,000 placements in the construction trades and related fields.

In 2011, a grant from the U.S. Department of Labor established PVJOBS Right Turn to improve the long-term labor market prospects of juvenile and young adult offenders from high poverty and high crime communities in Central and Eastern Los Angeles. PVJOBS initially worked with LACOE to reach the camp youth in this program. PVJOBS outreach has expanded to working with Field POs, including the Centinela Field POs. PVJOBS focuses on the idea of restorative justice and technical training for the youth, as well as providing mentoring for the participants. Each participant is enrolled for two years in the Right Turn program. PVJOBS shares its site with an Independent Study Charter School so that the participants of the Right Turn program can finish high school with a flexible schedule. Current funding phase will allow 120 participants to enroll and participate in the program for two years.

Based on available information from California Child Welfare Indicators Project's website for 2016-17 through the third quarter of 2018-19, members of this Committee prepared the following summary of employment information for Probation and child welfare/DCFS youth noted for the County.

Table 12
Outcomes of Youth Exiting Probation and DCFS Placement at Age 18 or Older

Quarter	PROBATION			DCFS		
	Known Whereabouts During Quarter	Completed High School or Equivalent	Obtained Employment	Known Whereabouts During Quarter	Completed High School of Equivalent	Obtained Employment
2018-Q3	29	14	3	116	76	60
2018-Q2	43	17	5	163	113	92
2018-Q1	47	16	7	205	152	123
2017-Q4	45	25	5	210	168	129
2017-Q3	37	18	5	224	158	126
2017-Q2	48	26	20	253	181	132
2017-Q1	21	10	8	270	182	145
2016-Q4	4	1	1	255	177	148
2016-Q3*	34	7	4	228	153	108
2016-Q2*	34	7	4	219	159	122
2016-Q1	35	7	2	210	150	88

Source: California Child Welfare Indicators Project. http://cssr.berkeley.edu/ucb_childwelfare/CDSS_8A.aspx.

*We note that the same data appeared for the two months and considered that they may not be accurate. But the information is included as we found them in the source.

We did not follow up on the parameters of this data collection. As a result, we assumed that the Probation youth is broader than only accounting for camp-detained youth. We also assume that the data is based on self-identification by youth. Since the information is based on youth with known whereabouts, the data do not provide an accurate or complete picture of the youths involved with Probation or DCFS. Even with these limiting factors, the results are stark.

We have prepared the above information for Probation and DCFS youth to show the significant difference in the high school graduation or equivalent levels and the employment data for these two groups. We prepared this summary to demonstrate that data collection platforms already exist and that County departments should identify these existing data collection platforms and gain access to the collected data.

Given the stark reality of employment status for Probation-involved youth, Probation should continue to lead and implement vocational programs that lead to guaranteed jobs upon successful program completion. As part of the program requirement, this Civil Grand Jury believes that each participant should be required to finish high school. In addition, each vocational training program should include an initial job guarantee as an incentive to complete the program and move toward employment and successful reentry back to community. Finally, each participant should be given a stipend so that upon completion, sufficient funds are available so that he can pay the necessary security deposit and first month's rent to start on the new path.

Findings:

- 6.1 It was not clear if the successful completion of the Gonzales Program would lead to job placement for the participants.
- 6.2 Probation has not stated whether it will track the outcome of participants who successfully complete the Gonzales Program.
- 6.3 The South Vermont Avenue Project is one of the recently approved vocational training programs appropriate for Probation-involved youth.
- 6.4 The County Board of Supervisors recently approved or considered two residential vocational programs for Probation youth. A fire camp was operated by Probation at Camp Paige and Camp Rockey in the past. Those fire-camp programs offered a 48-week program, consisting of three days of training and two days of schooling each week.
- 6.5 Camp Scott is the only camp in the County for young women and does not provide any vocational training onsite. They enter the camp with high levels of DCFS history and we learned that they are at high risk for becoming involved in commercial sexual exploitation.
- 6.6 The data provided in Table 12 noted a low completion rate of high school education among Probation youth.
- 6.7 The Gonzales Program will provide room and board during the vocational training period. There is no stipend provided for this training. If funding for this stipend can be found, a process should be implemented so that at the very least any Probation youth can access these funds at the end of the program to assist him transitioning back to community.

Recommendations:

- 13.6.1 Probation should seek guaranteed initial job placement after successful completion of the Gonzales Program.
- 13.6.2 Probation should closely monitor the youth exiting the Gonzales Program (and other similar programs), not only for continued employment but also for their levels of access to County's human services programs after the youth's completion of these types of vocational training programs.
- 13.6.3 Probation should identify and encourage youth who could potentially qualify and benefit from the proposed South Vermont Avenue Project so that such youth may be enrolled with priority.

- 13.6.4 Probation should re-open the fire camp at Camp Rockey as a residential vocational training camp for young men over the age of 18.
- 13.6.5 Probation should develop a residential vocational program for Probation-involved young women, with priority enrollment given to Camp Scott released youth.
- 13.6.6 Probation should require the youth to complete high school as a prerequisite to job placement.
- 13.6.7 Probation should work with the Chief Executive Officer to identify funding sources so that each successful Probation-involved participant can be provided with a stipend that can be available at the end of the program to assist him with housing and other relocation costs.

7. *Data Collection and Availability*

Based on our review of publicly available reports and studies related to Probation, the Committee members were made aware of computer system and data extraction difficulties within County departments. During this investigation, the Committee members requested data and information from several County departments. Typically, upon receipt and review of initial set of information, there were follow-up requests and additional questions to clarify the information we received.

We had no difficulty receiving general statistical information from our sources. When the Committee members requested general information such as the historical population in Probation camps, this information was provided to us during the interview. Once our requests became more specific, we noted that the data needed to be compiled and it took some time to receive this information. In instances where the data included in this report required an explanation of how the information was compiled by our source, an explanation is provided before or after each table. There is usually a statement to indicate the limitations of the provided information to highlight how the information was derived.

During background research, publicly available reports highlighted the difficulties in extracting data from County departments, including Probation. Set forth below is a sample of such statements in studies and reports:

- Probation extracted data used to compute outcome measures from its databases. ...Data for supplemental outcomes are sometimes more problematic because Probation's data are only as good as the information obtained from community-based organization service providers, schools, and other county government departments (e.g., Los Angeles County Department of Mental Health). ...Data for some programs were relatively complete. In other programs, only a small fraction of program participants had data available for

supplementary measures, calling into question the appropriateness of any findings based on such a small subsample.⁶⁶

- Probation uses 46 different data systems to manage clients, staff, contracted providers, and a range of other information. Of these 46 systems, 25 are operated by Probation and 21 are systems operated by other County Departments or vendors, but accessed by Probation. Many of these systems are electronic document systems, not databases from which data can be extracted. Across data systems, there is a limited ability to link data and limited data sharing with other County departments, which reduces data utility and creates a number of challenges across all levels of Probation staff.⁶⁷
- In some cases, interagency data sharing has been stalled due to extremely restrictive interpretations of the confidentiality provisions within federal statutes and regulations. Other California counties share data much more freely and effectively across agencies.⁶⁸
- In addition to the lack of extractable data and linked data, the Probation Department's outdated data systems and insufficient resource for IT staff, staff training, and systems upgrades impede the Department's ability to make data-driven decisions. In particular, the Department has a limited capacity to track client outcomes. The absence of outcome data prevents the Department from comprehensively evaluating the effectiveness of its programs, making it difficult to ascertain whether or not programs are working.⁶⁹
- Several stakeholders indicate that a better case management data system (or more consistent use of such systems) is needed, and would enable some automation and save time on reports. Many individuals noted that the current data situation makes it difficult for sharing of data among agencies serving the same population (mental health, child welfare, etc.). There is a general desire to see an increased use of electronic data systems, particularly to track outcomes and to automate reports.⁷⁰

In addition to County departments, the Committee members also relied on data collected by a State agency, as well as a non-profit organization for some of the information included in this report. While requesting County-specific information from JBAY, we learned that JBAY also uses information compiled by the California Department of Social Services through the California Child Welfare Indicators Project. We learned that JBAY prepares its Annual Reports regarding two transition housing programs with the data from the California Child Welfare Indicators Project and JBAY's information collected through two different tracking systems.

⁶⁶ Fain, xxvii.

⁶⁷ LA Probation Governance Study – 120 Day Status Report, 17.

⁶⁸ Ibid.

⁶⁹ Ibid.

⁷⁰ Ibid, 23.

The Committee members made requests to JBAY for County-specific information used in preparing its most recent Annual Report. In that process, we learned that some of the County's service providers are not fully entering the necessary data into the JBAY's tracking system for the THP-Plus program. Incomplete data entered into the JBAY's THP-Plus tracking system causes the entire data to be skewed and not useful.

As for the THP+FC program, we were informed by JBAY that the County service providers in the THP+FC program are prohibited from utilizing JBAY's THP+FC tracking system. We learned that this prohibition is due to the County Counsel's legal position that the data regarding THP+FC participating youth cannot be entered into the JBAY's tracking system. As a result of the County Counsel's legal position, only the incomplete data regarding THP-Plus service providers are available for the County.

The County Counsel should reconsider the basis for prohibiting County service providers from sharing data related to these two transition housing programs with JBAY. As part of this report, and to support our argument to allow the provision of data, the data compiled from limited participants in a few of our tables are included in this report and noted these limitations. The County Counsel should review and reconsider if improvements and/or clarifications can be made as to how the data is gathered and provided so that the information for the County youth can be collected and included in the State-wide report. If such movement in the legal position can be done, then there is a need for a procedure to be in place to verify the accuracy of the provided data.

The Committee members also received some information from LAHSA in the process of preparing this report. LAHSA uses the HMIS, a technology system required by HUD to collect client-level data and data on the provision of housing and services to individuals and families experiencing or at risk of homelessness. HMIS is a platform for managing information about persons experiencing homelessness, which serves as the basis for the Coordinated Entry System (CES).⁷¹ LAHSA-funded programs, DMH-funded programs serving persons experiencing homelessness, and DHS-funded providers delivering intensive case management services are mandated to participate in HMIS. A small group of agencies not funded by these sources voluntarily participate in HMIS.⁷² There is soft participation across DMH, DHS, and public housing authorities.⁷³

Agencies that participate in HMIS enter data on new clients as they access services and update data on existing clients as information, such as their contact information or their housing status, changes over time.⁷⁴ In a pilot program for improving access to Youth CES for camp youth, we understand that a LAHSA representative participated in MDTs at camps to input the necessary data in the HMIS. Information collection was done by a LAHSA representative since Probation is considered a law enforcement agency that cannot access HMIS. Once the data is collected, we

⁷¹ LAHSA, Interim Report Back – Comprehensive Analysis of the 2017 Homeless Count Results, August 25, 2017, 10, cited in the County Board of Supervisors, Statement of Proceedings, Item 77A, June 13, 2017, <http://file.lacounty.gov/SDSInter/bos/supdocs/114790.pdf> (accessed March 19, 2019).

⁷² Ibid.

⁷³ Ibid.

⁷⁴ Ibid.

understand that LAHSA is required to prioritize the housing need and follow HUD procedures and parameters for housing placements.

The collection of data for input in the HMIS platform is not the same as one having access into the HMIS system and allowing review of information available from HMIS. This distinction could be noted and further explored as to whether the collection of data during MDTs could be had with Probation representatives already familiar with the youth. This discussion needs to be done with County Counsel to determine whether such data collection done by Probation staff could facilitate a more efficient process to connect the camp youth with LAHSA's Youth CES program for housing at camp exit. If this distinction could be made and the legal distinction be allowed by County Counsel, Probation should work with the Chief Information Officer in the CEO's Office to implement a process that works for both Probation and LAHSA, consistent with parameters provided by County Counsel. Once such electronic information is transferred to LAHSA, the information could be input into the HMIS system, without access to the HMIS system from Probation.

We also learned that the Chief Executive Officer's Research and Evaluation Services (RES) unit was able to collect data from six County agencies and LAHSA for a recent report. On February 20, 2018, the CEO reported back to the County Board of Supervisors regarding potential ways that the homeless population that is unaccounted for in the Greater Los Angeles Homeless Count could be reflected in the future allocation of funding for the Measure H Strategies.⁷⁵ RES unit collected administrative records from seven data systems maintained by six County agencies, as well as the HMIS, to produce a different homeless estimate than the LAHSA count.⁷⁶ The agencies and systems from which data were collected to produce the alternative count are: DCFS (IDSS), DHS (ORCHID and CHAMP), DMH (IBHIS), DPSS (LRS), LASD (AJIS), WCADS (WIOA, LACYJ, and AAA).⁷⁷ The data reviewed by the CEO yielded 121,812 unique persons identified as homeless in January 2017, doubling the LAHSA's Point-in-Time count of 57,794.⁷⁸

RES geocoded the administrative data used to produce the CEO estimate based on facility zip codes in the service records and, for DPSS, the areas served by DPSS' district offices.⁷⁹ The Chief Probation Officer should work with bureau chiefs to identify whether a similar geocoding technology should be used for the various data that is being collected and should be collected going forward.

The Committee members learned from the Centinela Field POs, that they were able to extract data from several systems to make a point-in-time assessment of criminal justice system involvement of previously supervised youth. A point-in-time review of several County department databases was done to determine the status of randomly selected camp exited

⁷⁵ Chief Executive Office Letter, February 20, 2018, 1, cited in the County Board of Supervisors, Statement of Proceedings, Item 12, June 13, 2017, <http://file.lacounty.gov/SDSInter/bos/supdocs/114788.pdf> (accessed March 12, 2019).

⁷⁶ Attachment I to Chief Executive Office Letter, February 20, 2018, I, attached to the County Board of Supervisors, Statement of Proceedings, Item 12, June 13, 2017, <http://file.lacounty.gov/SDSInter/bos/supdocs/114788.pdf> (accessed March 12, 2019).

⁷⁷ Footnote 3 of Chief Executive Office Letter, February 20, 2018, Attachment I, 2.

⁷⁸ Ibid, i.

⁷⁹ Ibid, ii.

youth. Centinela Field POs randomly selected youths from 2013 to 2017 and reviewed their current criminal justice status. Each Centinela Field PO is assigned zip code(s) and oversees the youth who resides in the assigned zip code area. The sample pool of youth did not include youth supervised by DPOs working primarily in the 90044 zip code area.

Table 13
Point-in-Time Review of Outcomes of Youth Supervised by Centinela Field POs
Random Sample of Supervised Youth between 2013 to 2017

	Prison or Jail	Pending Hearing	Probation	No Pending Case*	Total
Total Persons	51	6	30	14	101
Percentage	50.5%	5.9%	29.7%	13.8%	100%

Source: Probation.

*Includes deceased persons.

Centinela Field POs compiled this data from (i) the Probation Case Management System, (ii) the Juvenile Automated Index system of the courts, and (iii) the booking number assigned by the County Sheriff’s Department upon arrest. Centinela Field POs believe that there are a number of persons who have died since Probation jurisdiction ended; however, this information could not be determined and is included in the number of persons noted under the caption “No Pending Case.” Further, the number of persons noted under this column only indicates that there were no pending criminal proceedings at the time of this review and no other inference should be made. In assembling this study group, the youth residing in the zip code area 90044 were deliberately not included. This area is considered to be one of the most crime-ridden areas in the County.

As this table demonstrates, existing systems and data input can provide helpful information for review of trends and comparisons. This data collection process could be further refined by Probation representatives for additional point-in-time assessment of status to assess any trends. But the more important review should be to determine the extent to which the camp-released youth continued schooling, as well as recommended mental health services after termination of probation and whether such participation made significant differences in the outcome. Some of the data included in this report already indicate a stark difference in high school completion rate and employment rate.

There are existing platforms that collect useful data to understand the behavior and outcomes of Probation-involved youth in broader terms than the camp-exiting youth. To the extent that the collected data are useful, County departments could consider obtaining licenses for these platforms and begin implementation procedures for collecting accurate data. From our perspective, there is no reason why the County data could not be collected by a lead agency from the County. The lead agency should also implement controls to verify initially that the provided information is accurate.

To this end, LAHSA Report Back to the Board of Supervisors, dated December 1, 2017, recommended several data related items, including establishing a set of universal data elements with a mandate for LAHSA, DCFS, Probation, and DMH to regularly track each data element.⁸⁰ The Report Back also noted that data elements captured by different departments are on multiple systems and incompatible with each other, particularly noting that DCFS data collection system is not linked to HMIS used by LAHSA and DMH and recommends integrating with HMIS.⁸¹

On December 18, 2018, the County Board of Supervisors “directed the Chief Executive Officer and the Chief Information Officer to develop a Board policy in 90 days, in consultation with County Counsel, that delegates authority to the Chief Executive Officer and the Chief Information Officer ... as the County’s ‘data steward’ to link common clients and their service records across Departments and anonymize data for the purposes of program evaluation; identify, evaluate, analyze and research County programs that serve vulnerable populations with the ability to engage external evaluators where appropriate...”⁸²

Given the restrictions for law enforcement agencies for accessing HMIS, this Civil Grand Jury is not convinced that this system should be the central platform for data collection. As a starting point, the Chief Information Officer should revisit LAHSA’s comment and determine what hurdles exist from achieving a variable of LAHSA recommendation with the Chief Information Officer acting as “data steward,” as directed by the County Board of Supervisors.

Findings:

- 7.1 In the process of receiving County-specific data from JBAY, this Civil Grand Jury learned that County service providers in the THP+FC program are prohibited from utilizing JBAY’s THP+FC tracking system. This Civil Grand Jury learned that this prohibition is due to the County Counsel’s legal position that the data regarding THP+FC participating youth cannot be entered in the JBAY’s tracking system. As a result of this legal position, only the data from County’s THP-Plus service providers are available on the JBAY tracking system and only to a limited extent.
- 7.2 This Civil Grand Jury also learned from JBAY that data submitted by County service providers for the THP-Plus program are not always complete or accurate.
- 7.3 This Civil Grand Jury submits that the collection of data for input into the HMIS platform is not the same as having access into the HMIS system and allowing review of information available from HMIS.

⁸⁰ LAHSA Report Back, dated December 1, 2017, 23, attached to the County Board of Supervisors Statement of Proceedings, Item 26, June 13, 2017, http://file.lacounty.gov/SDSInter/bos/sop/1025670_061317.pdf (accessed March 12, 2019).

⁸¹ Ibid, 24.

⁸² County Board of Supervisors Statement of Proceedings, Item 14, December 18, 2018, 18 - 19.

7.4 The CGJ understands that the Chief Executive Officer’s RES unit geocoded the administrative data from multiple sources to produce the CEO estimate enhanced homeless population information based on facility zip codes.

Recommendations:

13.7.1 County Counsel should review and reconsider the basis for prohibiting County service providers from sharing data related to THP+FC program with JBAY.

13.7.2 If the current legal position of the County Counsel can be revised with additional safeguards or procedures and the data related to THP-Plus or THP+FC programs can be submitted, this Civil Grand Jury recommends that the Chief Executive Officer, working with the Chief Information Officer, implement procedures so that accurate and complete information can be provided to JBAY, the California Child Welfare Indicators Project, as well as others that may have been impacted by this legal position.

13.7.3 Probation and LAHSA should consult with County Counsel’s office to determine whether a legal distinction can be made so that Probation representatives attending MDTs can collect the information for Youth CES and forward to LAHSA so that data are input in the HMIS and the Youth CES process can begin.

13.7.4 Chief Probation Officer should work with bureau chiefs to identify whether geocoding technology should be applied to various data that are available to Probation and, if determined to be appropriate by the bureau chiefs, coordinate with the Chief Executive Officer’s RES unit and the Chief Information Officer to geocode Probation data and other information sourced from multiple County sources.

CONCLUDING REMARKS

This Civil Grand Jury is well aware that the County resources are not sufficient to serve all those in need of human services. But when the County already provides extensive services to a small group of very high-risk youth, the Civil Grand Jury believes that it is reasonable to expect that some level of services continue to assist these youth toward a path of reintegration in the community.

When the Schiff-Cardenas Crime Prevention Act of 2000 was enacted, the then-Assemblyman Cardenas noted that “[d]iverting one child saves California approximately \$36,000 per year in incarceration costs and \$2.7 million over a lifetime, not including the human tragedy.”⁸³ These were cost assessments made in 2002.

⁸³ See Cover Letter cited in Footnote 8 above.

This Civil Grand Jury sincerely hopes that the County Board of Supervisors can find ways to bring together a web of services necessary to assist and guide these high risk youth toward re-entry and re-integration. As summarized in this report, existing housing programs often have numerous eligibility requirements to access the services. There are youth who simply cannot qualify under those programs. A separate County general fund-developed housing program needs to be developed to provide housing for these youth with County-determined priorities.

In the process of serving on this Civil Grand Jury, we had the privilege of visiting many facilities. We noted that most of the juvenile facilities are only partially occupied, and population at juvenile camps was well under the rated occupancy rates. Eastlake Juvenile Hall is an old facility centrally located near County administrative buildings, public transportation, and a major health facility. To meet the needs of many Probation-involved youth now counted in LAHSA reports, this Civil Grand Jury believes that Probation should explore with the Chief Executive Officer to consider whether the site of Eastlake Juvenile Hall should be reused as a Juvenile Service Complex that provides various family services, including enhanced family counseling, as well as supportive housing with priority for Probation-involved youth.

FINDINGS

The findings of this CGJ provided in each section of this report are set forth below.

- 1.1 Many topics are covered in each Transitional MDT, with several items that require follow up from the parent or guardian.
- 1.2 Field POs are driving up to two hours from the Probation office to attend MDTs and other meetings with supervised youth. Probation provides government cars for this but these cars are not equipped with transponders. At times, personal vehicles are also used by Field POs for business needs.
- 1.3 Field POs are using cellphones that are several generations behind the latest available models.
- 1.4 Field POs are also provided with laptop computers that require additional equipment to be able to file reports when out of the office. Currently, Probation does not offer the use of tablets that are lighter and easier to use to file reports off site.
- 1.5 Probation's background check process has disqualified some of the interns from becoming new hires at Probation. These disqualified applicants, however, have been able to clear the background check to join the Sheriff's Department, Los Angeles Police Department, the DOJ, and the School Police.
- 1.6 Centinela Field POs continually monitor nearby CBOs to enhance and update the existing list of CBOs to better serve their youth.

- 1.7 Some of the camp-released youth can make drastic positive changes in their lives but need additional help to continue on the path of recovery and integration. Due to a family's financial constraints, moving out of their current residence to a less gang involved area is not affordable.
- 1.8 Centinela Field POs identify and coordinate extensive services to each youth to keep him away from gang members. It is unclear if some of these services, such as transportation that provides door-to-door service to transport the youth to school will continue when the probation ends.
- 2.1 Probation-compiled data indicate a high number of youth entering juvenile camps with a history of DCFS experience.
- 2.2 When a home evaluation is done by a Field PO, the physical facilities are assessed but there is no assessment of the family's readiness for reuniting with the youth.
- 2.3 During home evaluations, the Centinela Field POs have identified families who are essentially homeless and living in other people's homes.
- 2.4 Some of the youth exiting camps are sent to temporary shelters, some of which provide supportive services during stay.
- 2.5 After reunifying with family, there are a number of youth who flee from their initial residence after camp exit.
- 2.6 Some youth who exit camps and are sent to temporary shelters or those who flee from their initial residence may end up seeking services provided by LAHSA.
- 2.7 When discussing Suitable Placement, Probation representatives consistently stated that Probation's jurisdiction ended when the youth turned 18. To the extent that any portion of the DOJ settlement agreement is applicable to support Probation's current practice of distinguishing services by age, applicable provisions should be noted in this assessment.
- 2.8 Probation's own internal AB12 procedures would require that the youth affirmatively request assistance from Probation for accessing services under AB12. Given the testing levels of some of the youth noted during our Transitional MDT observations, this Civil Grand Jury is not sure that such affirmative assistance requests can be effectively made by many of the camp youth.
- 2.9 Current requirements under Probation's WIC 450 Document further require that the Juvenile Delinquency Court also take certain steps so that a youth may access services under AB12.

- 2.10 It is challenging for camp youth to reintegrate into the community.
- 3.1 Housing programs with direct funding sources, either from federal or State programs, seem to be fully developed with knowledgeable administrators. But when a high-risk youth does not satisfy all the requirements, or are over 18 and not in foster care or placement, there does not appear to be many options for them. Some programs have such strict eligibility requirements that there are vacancies despite the high demand for housing among the TAY population.
- 3.2 Currently, when a homeless Probation-involved youth walks into a Probation office for housing assistance, the best that can happen is to find a shelter bed without any means to get to the shelter site.
- 4.1 Our data from DMH include only in-person family sessions. Although there may be those calling in to join family sessions with camp youth, this Civil Grand Jury was unable to obtain the data for these call-in sessions.
- 4.2 Family sessions are done only as joint sessions with the youth and family member (whether in person or by phone). We also understand that the reasons for joint sessions may be due to billing or insurance related requirements.
- 4.3 DMH camp clinicians work at more than one site, addressing and attending many required meetings and providing court-mandated counseling. Given the time needed to tend to required and mandated work, DMH management needs to assess the adequacy of staffing at camps to provide other services, such as family counseling sessions.
- 4.4 DMH clinicians use personal vehicles to work at multiple sites each week.
- 4.5 If separate family counseling sessions are clinically effective, these separate family sessions should be added in locations that already provide family services.
- 4.6 There is a Family Support Center in Van Nuys that houses a DMH TOTS clinic, along with Probation, DMH, DCFS, and other support services in a single building. Plans for Family Justice Center at the Martin Luther King, Jr. Medical Campus are under consideration.
- 4.7 Significant numbers of youth entering camps in 2018 were found to have DCFS history. But the DMH data indicate a low level of participation in family counseling provided at camps. It is not clear to this Civil Grand Jury as to the level of family participation assumed as one of the key elements of the LA Model.
- 5.1 Probation coordinates with DPSS and sends information so that camp-detained youth's Medi-Cal coverage is suspended during detention. To reinstate his Medi-Cal

benefits, however, the parent or guardian must make an in-person appointment at DPSS to reinstate Medi-Cal coverage.

- 6.1 It was not clear if the successful completion of the Gonzales Program would lead to job placement for the participants.
- 6.2 Probation has not stated whether it will track the outcome of participants who successfully complete the Gonzales Program.
- 6.3 The South Vermont Avenue Project is one of the recently approved vocational training programs appropriate for Probation-involved youth.
- 6.4 The County Board of Supervisors recently approved or considered two residential vocational programs for Probation youth. A fire camp was operated by Probation at Camp Paige and Camp Rockey in the past. Those fire-camp programs offered a 48-week program, consisting of three days of training and two days of schooling each week.
- 6.5 Camp Scott is the only camp in the County for young women and does not provide any vocational training onsite. They enter the camp with high levels of DCFS history and we learned that they are at high risk for becoming involved in commercial sexual exploitation.
- 6.6 The data provided in Table 12 noted a low completion rate of high school education among Probation youth.
- 6.7 The Gonzales Program will provide room and board during the vocational training period. There is no stipend provided for this training. If funding for this stipend can be found, a process should be implemented so that at the very least any Probation youth can access these funds at the end of the program to assist him transitioning back to community.
- 7.1 In the process of receiving County-specific data from JBAY, this Civil Grand Jury learned that County service providers in the THP+FC program are prohibited from utilizing JBAY's THP+FC tracking system. This Civil Grand Jury learned that this prohibition is due to the County Counsel's legal position that the data regarding THP+FC participating youth cannot be entered in the JBAY's tracking system. As a result of this legal position, only the data from County's THP-Plus service providers are available on the JBAY tracking system and only to a limited extent.
- 7.2 This Civil Grand Jury also learned from JBAY that data submitted by County service providers for the THP-Plus program are not always complete or accurate.

- 7.3 This Civil Grand Jury submits that the collection of data for input into the HMIS platform is not the same as having access into the HMIS system and allowing review of information available from HMIS.
- 7.4 The CGJ understands that the Chief Executive Officer's RES unit geocoded the administrative data from multiple sources to produce the CEO estimate enhanced homeless population information based on facility zip codes.

RECOMMENDATIONS

The recommendations of this CGJ provided in each section of this report are set forth below.

- 13.1.1 At the end of each Transitional MDT (as well as other MDTs), one of the Probation's attendees should provide a short summary of items that require follow-up by the parent. Probation attendees should consider providing a written list of follow-up items that clearly sets out the required timeline and the contact information to the parent or guardian.
- 13.1.2 So that Field POs can commute to and from the camps more efficiently, Probation should provide transponders in the government provided cars so that Field POs can use carpool or Express lanes.
- 13.1.3 In case some of the Field POs end up using personal cars, Probation should provide extra transponders in each office for use by Field POs who drive personal cars on business.
- 13.1.4 Probation should review the adequacy of current cellphone models and consider updating them to newer models.
- 13.1.5 Probation should allow Field POs to choose between laptop computers or tablets for use out of the office.
- 13.1.6 Probation should review and revise the current background check procedures so that no more stringent procedures are applied to the screening process for Probation's new employee than the other law enforcement agencies in the County.
- 13.1.7 Probation should review the enhanced list of CBOs maintained by Centinela Field POs and consider requiring the procedures used by Centinela Field POs to be shared with other teams of Field POs who work with juveniles to increase the awareness of existing CBOs in the area and increase CBO involvement with the supervised youth.
- 13.1.8 When a Field PO determines that a youth has done a tremendous job in achieving transition plan goals, despite the potential pitfalls in the community, this Civil Grand Jury recommends that Probation work with the Chief Executive Officer (CEO) to

identify whether housing or financial assistance can be provided to the family to reestablish them away from the current location.

- 13.1.9 Probation should explore with the Chief Executive Officer to identify other County departments that could be involved to continue providing transportation to and from school so that youth can continue to attend school without the constant interference and potential contact with gang members after termination of Probation jurisdiction.
- 13.2.1 Probation should continue to update its data and track the number of youth entering juvenile camps with prior DCFS experience.
- 13.2.2 Probation should discuss with DMH and consider broadening the scope of the initial home evaluation to assess whether the family is ready for reuniting with the camp-exiting youth. Probation should discuss with DMH as to whether additional steps should be taken with families to better prepare them for reunification with the youth.
- 13.2.3 Probation should begin collecting data for the following instances during home evaluations: (i) how many families indicate signs of being homeless or near homeless without a place of their own and (ii) among those families provided with referrals for housing assistance, how many successfully obtain housing to be able to rejoin the camp-exiting youth.
- 13.2.4 Probation should track the number of camp-released youth sent to temporary shelters and other shelters by category and track the number of youth who actually transition to a more stable housing from the initial shelter placement.
- 13.2.5 Probation should collect the data and track the number of youth fleeing from home after initially rejoining the family.
- 13.2.6 To track whether youth end up homeless and whether they seek the services of LAHSA, Probation should coordinate with LAHSA, as well as the Chief Executive Officer and the Chief Information Officer in the Chief Executive Office, to come up with an electronic process that allows the data to be shared and the results tracked. This Civil Grand Jury suggests including County Counsel in the discussions so that any concerns regarding privacy and confidentiality could be addressed prior to commencing the discussions of shared data systems.
- 13.2.7 Probation should coordinate and consult with appropriate judicial officers of the Juvenile Delinquency Court and the Juvenile Dependency Court, as well as County Counsel, taking into account such applicable provisions of the DOJ settlement agreement related to juvenile camps, to finalize the County's legal position as to the scope and extent of Probation's jurisdiction for youth who exit camp after turning 18 years of age.

- 13.2.8 Probation should identify the appropriate persons to assess a youth's eligibility for AB12 services and discuss his options before the Initial MDT. Once found eligible for AB12 services, status and the progress of finding housing should be noted during Transitional MDTs and follow up at exit from camp. Given the age requirement under AB12, this Civil Grand Jury does not believe that this recommendation is required for every camp youth.
- 13.2.9 Probation should coordinate with judicial officers of the Juvenile Delinquency Court and the Juvenile Dependency Court and prepare agreed-upon procedures that work toward serving youth under AB12.
- 13.2.10 Given the extremely low available housing units or beds, the County Board of Supervisors should fund a housing program that provides ongoing services, with priority given to Probation-involved youth and other high-risk youth.
- 13.3.1 The County Board of Supervisors should invest in housing for TAY with County funds to allow the County to determine its own priority for housing persons in this group. For example, priority should be given to those young adults who could not be eligible for the other housing programs.
- 13.3.2 Probation should consult with the MTA to implement a program for free passes not to exceed one week.
- 13.4.1 DMH management should consult with County Counsel and develop an acceptable data source and procedures so that camp clinicians may keep track of the actual number of family sessions. To the extent that acceptable procedures with safeguards for privacy can be implemented, DMH should start tracking how many total sessions of family counseling were recommended for each camp youth.
- 13.4.2 DMH management should determine whether there are clinical reasons for joint family sessions as currently being done or whether these joint sessions are being done to comply with billing and insurance requirements. If separate family counseling sessions would not significantly diminish their clinical effectiveness, this Civil Grand Jury recommends that DMH pursue ways to allow family members to receive family sessions in the community. If separate family counseling sessions are found to be clinically effective, this Civil Grand Jury further recommends that DMH work with Probation to find more centrally located places for family sessions in the community.
- 13.4.3 DMH management should review the current workload of camp clinicians and determine whether camps are adequately staffed. If the low family counseling sessions are due to lack of clinician time to schedule requested counseling sessions, DMH management should consider providing additional clinicians at camps.

- 13.4.4 DMH management should provide DMH clinicians with County vehicles or be given reimbursement for mileage for driving to juvenile camps and other County business.
- 13.4.5 In considering additional community sites for separate family counseling for camp youth families, DMH should consult with Probation and develop enhanced programs appropriate for dual status youth and families.
- 13.4.6 DMH and Probation should actively participate in the discussions for enhancing current services (in the case of Van Nuys) and future plans (for the Martin Luther King, Jr. Medical Campus).
- 13.4.7 Probation should review and reconsider its assumptions regarding family participation and involvement in coming up with the LA Model and reassess the reasonableness of the fundamental assumptions related to the LA Model.
- 13.5.1 DPSS and Probation should explore and develop a streamlined Medi-Cal reinstatement process to ease the transition for the youth and his parent or guardian.
- 13.5.2 For youth under 18 whose parents have not been responsive in providing financial information to qualify a youth's coverage, DPSS should work with Probation so that "Minor-Consent Medi-Cal Program" could be in effect at the time of camp exit.
- 13.6.1 Probation should seek guaranteed initial job placement after successful completion of the Gonzales Program.
- 13.6.2 Probation should closely monitor the youth exiting the Gonzales Program (and other similar programs), not only for continued employment but also for their levels of access to County's human services programs after the youth's completion of these types of vocational training programs.
- 13.6.3 Probation should identify and encourage youth who could potentially qualify and benefit from the proposed South Vermont Avenue Project so that such youth may be enrolled with priority.
- 13.6.4 Probation should re-open the fire camp at Camp Rockey as a residential vocational training camp for young men over the age of 18.
- 13.6.5 Probation should develop a residential vocational program for Probation-involved young women, with priority enrollment given to Camp Scott released youth.
- 13.6.6 Probation should require the youth to complete high school as a prerequisite to job placement.

- 13.6.7 Probation should work with the Chief Executive Officer to identify funding sources so that each successful Probation-involved participant can be provided with a stipend that can be available at the end of the program to assist him with housing and other relocation costs.
- 13.7.1 County Counsel should review and reconsider the basis for prohibiting County service providers from sharing data related to THP+FC program with JBAY.
- 13.7.2 If the current legal position of the County Counsel can be revised with additional safeguards or procedures and the data related to THP-Plus or THP+FC programs can be submitted, this Civil Grand Jury recommends that the Chief Executive Officer, working with the Chief Information Officer, implement procedures so that accurate and complete information can be provided to JBAY, the California Child Welfare Indicators Project, as well as others that may have been impacted by this legal position.
- 13.7.3 Probation and LAHSA should consult with County Counsel's office to determine whether a legal distinction can be made so that Probation representatives attending MDTs can collect the information for Youth CES and forward to LAHSA so that data are input in the HMIS and the Youth CES process can begin.
- 13.7.4 Chief Probation Officer should work with bureau chiefs to identify whether geocoding technology should be applied to various data that are available to Probation and, if determined to be appropriate by the bureau chiefs, coordinate with the Chief Executive Officer's RES unit and the Chief Information Officer to geocode Probation data and other information sourced from multiple County sources.

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REQUIRED RESPONSES

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

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

Presiding Judge
 Los Angeles County Superior Court
 Clara Shortridge Foltz Criminal Justice Center
 210 West Temple Street, Eleventh Floor-Room 11-506
 Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
County Board of Supervisors	13.2.10, 13.3.1
Chief Executive Officer	13.1.8, 13.1.9, 13.2.6, 13.6.7, 13.7.2, 13.7.4
Chief Information Officer	13.2.6, 13.7.2, 13.7.4
County Counsel	13.2.6, 13.2.7, 13.4.1, 13.7.1, 13.7.2, 13.7.3
DMH	13.2.2, 13.4.1, 13.4.2, 13.4.3, 13.4.4, 13.4.5, 13.4.6
DPSS	13.5.1, 13.5.2
LAHSA	13.2.6, 13.7.3
MTA	13.3.2
Probation	13.1.1, 13.1.2, 13.1.3, 13.1.4, 13.1.5, 13.1.6, 13.1.7, 13.1.8, 13.1.9, 13.2.1, 13.2.2, 13.2.3, 13.2.4, 13.2.5, 13.2.6, 13.2.7, 13.2.8, 13.2.9, 13.3.2, 13.4.2, 13.4.5, 13.4.6, 13.4.7, 13.5.1, 13.5.2, 13.6.1, 13.6.2, 13.6.3, 13.6.4, 13.6.5, 13.6.6, 13.6.7, 13.7.3, 13.7.4

ACRONYMS

AB12	Assembly Bill 12
ART	Aggression Replacement Training
CBO or CBOs	Community-Based Organizations
CEO	Chief Executive Officer of the County
CES	Coordinated Entry System
CGJ	Civil Grand Jury
DBT	Dialectical Behavioral Therapy
DCFS	Department of Children and Family Services
DHS	Department of Health Services
DMH	Department of Mental Health
DOJ	United States Department of Justice
DPOs	Deputy Probation Officers
DPSS	Department of Public Social Services
HMIS	Homeless Management Information System
HUD	U.S. Department of Housing and Urban Development
ILP	Independent Living Program
JBAY	John Burton Advocates for Youth
JJCPA	Juvenile Justice Crime Prevention Act
LACOE	Los Angeles County Office of Education
LAHSA	Los Angeles Homeless Services Authority
MDT	Multi-Disciplinary Team
MTA	Los Angeles County Metropolitan Transportation Authority
NMD	Non-Minor Dependents
PVJOBS	Playa Vista Job Opportunities and Business Services
RES	Research and Evaluation Services
SILP	Supervised Independent Living Placement
STRTP	Short-Term Residential Therapeutic Programs
TAY	Transitional Aged Youth
THP+FC	Transitional Housing Placement-Plus Foster Care
THP-Plus	Transitional Housing Program Plus
TOTS	Juvenile Justice – Transitional Outpatient Treatment Services

COMMITTEE MEMBERS

Jee Hi Park, Chair
Valencia R. Shelton
Hector Gonzalez*

*Deceased

ACKNOWLEDGEMENTS

We thank the Deputy Probation Officers at various juvenile camps, and in particular at Camp Scott, Challenger Memorial Youth Center Camps, Camp Paige, Camp Afflerbaugh, and Camp Rocky, who took the time to educate the members of this Civil Grand Jury. We learned of the plight of some of the camp-released youth during our inspections and we thank the Camp DPOs who shared the tragic stories of youth being placed in shelters or finding themselves with no place to stay after exit from camp. Your willingness to share these stories with us gave rise to this investigation.

We acknowledge and thank the representatives of County Probation Department, the Department of Mental Health, the Department of Public Social Services, and Los Angeles Homeless Services Authority who made time to speak with us and provide answers to follow-up questions and data requests.

We thank the John Burton Advocates for Youth, the Judicial Officers of Compton and Inglewood Juvenile Delinquency Courts, the County Public Defender's Office and the Alternate Public Defender's Office.

We thank the Judicial Officers of the Juvenile Courts for expediting the approval of our petition so that the Committee members could observe the Transitional MDTs and Home Visits. Without these observations, this report could not have become what it is now.

Last but not least, we thank the men and women of Centinela Area Office Camp Community Transition Program. When we designated this office in the court petition, little did we know of the vast array of client services they provide to the youth exiting juvenile camps. Thank you for openly sharing your knowledge and experience. This report could not have become what it is without your frank and open discussions.

YOUTH ACTIVITIES LEAGUE



Norwood J. Davis, Chair
Carl Languigne, Secretary
Renault Fields
Victor H. Lesley
Joseph F. Young

YOUTH ACTIVITIES LEAGUE

SUMMARY

The 2018-2019 Los Angeles County Civil Grand Jury (CGJ) examined the YAL program to determine how well they are accomplishing their goals. The Youth Activities League (YAL) is a collaborative effort between The Sheriff's Youth Foundation, a nonprofit entity, and the Los Angeles County Sheriff's Department. Their purpose is to serve at risk youth (ages 7-17) in disadvantaged communities. There is a degree of poverty in these communities in which they serve including low educational attainment. The gang activity and crime levels in these neighborhoods are a challenge for law enforcement. They want to provide the youthful participants with safe opportunities to grow and develop the tools they need to succeed in life.

BACKGROUND

The background information contained in this section appears on the Sheriffs Youth Foundation website.¹ There are seventeen different YAL locations in which Sheriff's Deputies, paid staff, and volunteers work to provide educational enrichment and productive activities for young people. The locations may be in buildings close to Sheriff's Stations or in parks. The Los Angeles County Department of Parks and Recreation has worked well in a supportive and cooperative fashion in some YAL locations on park grounds.

The Sheriff's Youth Foundation provides funds, through donations, to support the YAL. The Sheriff Department pays for the deputies to work there as an assignment. The participants are from low income and poor families in the community. There is no fee to participate. Parents and persons with various talents and skills donate their time to help support and sustain the efforts of the YAL to provide a valuable, educational and nurturing experience for the youth.

They offer a wide range of academic programs: reading, tutoring, science, technology, engineering and math. They attempt to inspire within the participants a joy for learning. They help the young people improve their academic performance, graduate high school, enter college and prepare for useful, productive, successful adult lives.

The athletic programs inspire confidence, accountability and social skills. They create opportunities for powerful personal relationships with peers and mentors. Daily physical activity is provided with participants learning team building and good sportsmanship. Intramural competitions and activities between the YAL sites create friendships between communities.

The arts enhance self-expression and creativity, provide exposure and develop skills. The appreciation of art, music, painting, video creation, acting and creative writing is also provided.

¹ <https://www.SheriffsYouthFoundation.org> (accessed 05/03/19)

There are youth leadership councils at some YALs that develop leadership skills to engage youth in their community. The young people, as part of the leadership council, work to make a change and participate in the democratic process. Participation in the council creates confident, educated and involved citizens who help develop a strong community.

The YALs incorporate fun and recreation in their program through field trips, hikes and game room activities. The activities generate extraordinary relationships between the participants, the deputies and staff while building productive social and life skills.

The Sheriff Deputies receive instruction and training at the Sheriff's Academy in a variety of subject matter pertaining to law enforcement. Training at the Academy does not include instruction on child development. The deputies working the YAL program could seemingly benefit from being exposed to some degree of child development instruction to be fairly confident in their interactions with the youth.

The various sites are located in or adjacent to Sheriff stations and parks in the following locations: Avalon, Century (Florence/Firestone), Compton, East Los Angeles, Industry, Lakewood, Marina Del Rey (Inglewood), Mona Park (Lynwood), Norwalk, Palmdale, Pico Rivera, Santa Clarita, South Los Angeles, Temple, Walnut and West Hollywood. The centers are open from 3-7pm Monday-Friday. These are possibly the most crucial hours of the day when many parents have not returned home from work and the young people could spend a good deal of idle time in the streets.²

METHODOLOGY

The 2018-2019 Los Angeles County Civil Grand Jury has examined and now understands the mission and purpose of the Youth Activities League that is one of the programs partially funded by the Sheriff's Youth Foundation.

The focus of the CGJ has been the participation of the L. A. County Sheriff's Deputies who are assigned to the various YAL locations. The CGJ has examined the deputies' interaction with the youth in the YAL programs as well as interaction with members of the community at each location.

The CGJ has also focused on the deputies' personal feelings about the YAL assignment including how they were selected and their plans for the future. The deputies are critical to the effectiveness of the YAL program and therefore have been our primary area of focus for this report. The CGJ believes the following methodology has resulted in reaching conclusions and recommendations regarding the effectiveness of the YAL program:

- Reviewed all relevant information and documentation describing the YAL program including its purpose and activities. This includes website information, media coverage and success stories for all locations.

² ibid

- Reviewed all relevant financial data including budget and expenditure information for the YAL Program.
- Interviewed the Deputy Sheriffs assigned to each YAL location. Each deputy was asked the same set of questions regarding their participation in the YAL program.
- Compiled and summarized our interview findings to gain a complete understanding of the deputies' experiences in the YAL program.
- The CGJ visited 16 of the 17 YAL locations and discussed the programs and deputies' involvement at each YAL. The physical layouts, composed of buildings and outdoor facilities, were observed.

PROGRAM DESCRIPTION: DERIVED FROM INTERVIEWS WITH YAL STAFF AND SHERIFF DEPUTIES.

There is no "typical" day at YAL sites. The ability of deputies to carry out specific programs is site specific. Most sites are located in Los Angeles county parks. Two sites have no facilities of their own but utilize school classrooms. The use of county parks themselves varies from site to site. Some county parks provide spacious areas for numerous athletic activities. While other parks provide minimal areas for athletic activities but provide for academically oriented programs.

Some YAL sites require the deputy to be flexible and spontaneous in the application of their programs. Their activity could depend on the weather, the space available to them, or the number of participants present. The park, at some YAL sites, can indiscriminately determine what areas may be available to the YAL to utilize that day.

Deputies at some YAL sites are very hands on with the academic progress of their students. For example, a deputy at one YAL site acquired permission from the parent and school to gain access to report card information, and if there is a problem, the deputy will assist in solving it, and help with homework. The deputy may work with parents and tutors of students with academic problems, and some are granted permission, by the parent, to be added to the child's emergency contact list.

The ability of YAL sites to provide services is not only site specific, but is also determined by the amount of funding provided by the Sheriff's Department, the Sheriff's Youth Foundation, the Department of Parks and Recreation, two Los Angeles Unified District Schools, and funding from local businesses, private donors and cities.

YAL activities begin after school. The facility is available from early afternoon until early evening. Classes, such as cooking, dance, arts and crafts, may last until early evening. Most YAL sites offer computer instruction, but in some cases the computer equipment is outdated.

An example of a typical monthly calendar from February 2019 at one YAL is shown below. Most YAL sites do not have a comprehensive monthly calendar.

February 2019

Sheriff Youth Activity League Calendar

				Friday (1) 2pm Computer time 3pm Half Hour Hustle 4pm Cooking Class 5pm Movie Time 6pm Free Time
Monday (4) 3pm Homework 4pm Half Hour Hustle 4:30pm Arts & Crafts 5pm Computer time 6pm Free Time	Tuesday (5) 3pm Homework 4pm BASKETBALL PRACTICE 5:30pm Computer Time 6pm Free Time	Wednesday (6) 1-3pm Homework 3:30pm DIVISON 1 BASKETBALL GAME 4:30PM DIVISON 2 BASKETBALL GAME 5:00PM Bingo 6pm Free Time	Thursday (7) 3pm Homework 4pm HHH 4:30pm BASKETBALL DIVISON 3 GAME 5:30pm Arts & Craft 6pm Free Time	Friday (8) 2pm Computer time 3pm Half Hour Hustle 4pm Cooking Class 5pm Movie Time 6pm Free Time
Monday (11) 3pm Homework 4pm Half Hour Hustle 4:30 PM GIRLS GROUP 5pm Computer time 6pm Free Time	Tuesday (12) 3pm Homework 4pm BASKETBALL PRACTICE 5:30pm Computer Time 6pm Free Time	Wednesday (13) 1-3pm Homework 3:30pm DIVISON 1 BASKETBALL GAME 4:30PM DIVISON 2 BASKETBALL GAME 5:00PM Bingo 6pm Free Time	Thursday (14) 3pm Homework 4pm HHH 4:30pm BASKETBALL DIVISON 3 GAME 5:30 VALENTINE'S DAY PARTY	Friday (15) 2pm Computer time 3pm Half Hour Hustle 4pm Cooking Class 5pm Movie Time 6pm Free Time
Monday (18) YAL CLOSED	Tuesday (19) 3pm Homework 4pm BASKETBALL PRACTICE 5:30pm Computer Time 6pm Free Time	Wednesday (20) 1-3pm Homework 3:30pm DIVISON 1 BASKETBALL GAME 4:30PM DIVISON 2 BASKETBALL GAME 5:00PM Bingo 6pm Free Time	Thursday (21) 3pm Homework 4pm HHH 4:30pm BASKETBALL DIVISON 3 GAME 5:30pm Arts & Craft 6pm Free Time	Friday (22) 2pm Computer time 3pm Half Hour Hustle 4pm Cooking Class 5pm Movie Time 6pm Free Time
Monday (25) 3pm Homework 4pm Half Hour Hustle 4:30pm Arts & Crafts 5pm Free Time	Tuesday (26) 3pm Homework 4pm BASKETBALL PRACTICE 5:30pm Computer Time 6pm Free Time	Wednesday (27) 1-3pm Homework 3:30pm DIVISON 1 BASKETBALL GAME 4:30PM DIVISON 2 BASKETBALL GAME 5:00PM Bingo 6pm Free Time	Thursday (28) 3pm Homework 4pm HHH 4:30pm BASKETBALL DIVISON 3 GAME 5:30pm Arts & Craft 6pm Free Time	<u>FEBRUARY 23</u> <u>BLACK HISTORY</u> <u>EVENT</u> <u>10AM – 2PM</u> <u>YLC</u> <u>COMMUNITY</u> <u>SERVICE</u>

YAL operating hours are tied to school schedules. They also provide field trips to local parks on weekends. Passenger vans are available for YALs and they are frequently used to transport students. In the summertime, YALs often schedule overnight camping trips for students.

LIST OF ACTIVITIES

Recreation/Fun

Ping Pong
 Air Hockey
 Bingo Club
 Snorkeling

Arts

Arts & Crafts
 Dance
 Talent Shows
 Music
 Harmony Project

Life Skills

Beauty Club
 Teen Talk
 Cooking
 Gardening
 Team Building
 Leadership Council

Academics

Academic Tutoring
 Computer Workshops
 Math Club
 Homework Club
 Reading Rangers

Athletics

Boxing	Kick Boxing	Jujitsu	Swimming
Soccer	Karate	Rock Climbing	Flag Football
Basketball	Softball	Hiking	
Wrestling	Volleyball	Archery	

FINDINGS: RESULTING FROM INTERVIEWS WITH YAL STAFF AND SHERIFF DEPUTIES.

1. The CGJ found that the different locations seemed to be on their own regarding various aspects of operation. The deputies were creative and did what they could regarding maintenance of their site, repair of equipment, acquiring equipment and implementing various programs. There were some deputies who reported slow responses from The Sheriff's Foundation when requests were made regarding various needs.
2. There was a significant amount of money that went toward the enhancement of a YAL site generated by a member of the Board of Supervisors. These funds were well appreciated. Contributions to the YALs by the Board of Supervisors would be a welcome source of financial support.
3. The YAL organization does not keep records of participants who leave the program and become successful by graduating high school and/or college, gaining employment and becoming contributing members to society.
4. The Participants: Deputy's experience with youth enrolled in the YAL were consistently positive. Deputies expressed that all youth are not the same and their needs can be very different. There is no doubt that all of the participants appreciate the time spent with the deputies and the activities offered by the YAL. Deputies describe a range of kids that need a strong parental figure in their lives as well as assistance with their academics. These needs underscore the types of deputy skill sets required to address these issues. The deputies clearly enjoy working with the youth and providing another ear to listen and a positive role model to emulate. Making a positive difference in the life of a developing child is a wonderful feeling as stated by all of the deputies. A recurring theme expressed by the deputies' states, "the look on that kid's face makes it all worthwhile". While working with youth can be challenging, the deputies feel they are providing a valuable and appreciated service to the participants and the community. All deputies, without exception, state that the primary benefit of the YAL program is to help at risk youth who need it the most.
5. The Neighborhood: The neighborhood gang presence is a reality at some of the YAL locations in the Los Angeles County. This is particularly true in locations adjacent to a park or recreation center. Deputies described situations that required them to personally confront gang members whose actions conflicted with YAL kids or program activities.

Public park locations make it more difficult to control the comings and goings of gangs or other undesirable groups. There was one occurrence where YAL activity was confined to indoors due to non YAL deputies being shot near the site. In most instances, gangs have adhered to deputies instructions not to interfere with YAL participants or their activities. There have been a few situations where a more direct intervention was required by deputies, but for the most part gangs have not caused any YAL location to suspend or close down programs. Gang activity will be an ongoing area of concern, and where the need is justified the deputies will not hesitate to call in additional deputies. In some locations more than one deputy may be required on a full time basis to insure that the YAL location remains a safe place for kids to be kids.

6. Community Support: Community support of the YAL program varies by site location. The individual cities where YAL programs are based differ in the levels of financial support they provide to the program. The City of Industry provides substantial financial support to the five different YAL sites in their area. They acquired support through local leaders in the city getting together with business leaders in the community to start working with the Sheriff's Department to establish their YALs. They believe by financially backing the young people in the YALs, they are supporting the community and the surrounding areas.³ The YAL accepts financial support from various sources that include corporate as well as private donations in addition to funds supplied by The Sheriff's Youth Foundation. It is clear that some locations have much more success in obtaining funds from their community than others. The funding methodology utilized in locations that have substantial financial support from their community should be shared and applied to other less successful YAL locations. It also appears, according to a deputy interviewed by CGJ, locations that publish their services and advertise their success stories have a better chance of securing funding from sources within their community. Advertising success would also spread the word in the community that could result in increased funding and appreciation.
7. The Deputies: According to the deputies interviewed, participation in the YAL program has been a positive experience and they have learned valuable lessons relating to the kids as well as the community. The deputies feel participation in the program has helped to round out their experience as a deputy and made them more aware of the communities they serve. These men and women recognize the positive effects the YAL has on the kids that participate and feel good about the part they played in the process. Deputies agree that specific attributes and skill sets are required to have a positive effect on the kids in the program. These include patience, flexibility and a desire to experience different forms of interaction with the community at large. The deputies recognize there are existing perceptions about their assignment to the YAL program that may be considered less than attractive by their peers. This does not seem to be a major issue as each deputy maintains their commitment to the program for their own personal reasons. The deputies have

³ [https://www.cityofindustry.org/about-industry/industry-gives-back\(video](https://www.cityofindustry.org/about-industry/industry-gives-back(video) accessed (5/2/19)

raised the issue of lack of promotional opportunities and frozen salaries during their YAL assignment. This reality makes YAL assignments less attractive to many deputies. Finally, deputies shared how the YAL assignment has affected them on a personal basis. Many deputies state how they have become less “stressed out” since their assignment to the YAL. Deputies reported the YAL assignment made them curious about other aspects of law enforcement and other interests as well. The ability to learn new skills and develop new interests is recognized by deputies as improving their own personal development. The deputies stated that increased recognition and support of deputies, who participate in YAL, by senior management in the Sheriff’s department would be a welcomed next step and encourage other deputies to consider that assignment.

8. A number of Deputies indicated that it would be helpful to receive training in child development principles and possibly have access to a child development specialist who could assist them with understanding and working with the youth.
9. Many deputies expressed being changed in one way or another by working with the youth in the YAL program. They said they have become more tolerant, open in relating to kids and patient. The deputies have related that they have become very fond and protective of the kids with whom they interact and have as much concern for them as if they were their own.
10. The YAL Deputies would recommend that other deputies work in the program, but state that it is not for everyone. The deputy should be dedicated to the welfare of the youth. The CGJ spoke with deputies who spent their own money to provide what they thought the youth needed. They seemed passionate about doing whatever they could for the betterment of, “their kids”.
11. The Parents: These parents are primarily interested in afterschool supervision and completion of homework assignments. During the summer months parents appreciate day supervision and trips of interest that expose the kids to new places and learning opportunities. The parents of the YAL youth have different levels of involvement with the program. The level of involvement between parents and YAL deputies is influenced by a variety of circumstances. Some are single parents that may or may not be employed. Some parents have no transportation to drive to the YAL location. There are also parents that use English as a second language in the household and therefore meaningful communication can be limited. The parents realize the resources and activities offered by the YAL program can have a positive effect on their child’s development. Parental feedback to the deputies support this conclusion. Whenever possible, deputies seek to engage parents regarding their child’s needs and involvement in the program. Increased parental involvement with deputies results in a greater opportunity for a positive impact on each child’s development. Finally, these interactions and communications with Sheriff Deputies can result in improving the parent’s relationship with law enforcement in the community.

RECOMMENDATIONS

- 14.1 The Sheriff should ensure that resources (i.e.: transportation, technical, and special events) are shared among the YAL locations.
- 14.2 The Board of Supervisors should become familiar with the YALs in their district and become a source of additional financial support.
- 14.3 The YAL program should develop a database of all youth participants. This data, should be used to track and acknowledge positive accomplishments and milestones of YAL participants. This information should be shared with other YAL locations and potential donors to show the positive results of their donations.
- 14.4 The Sheriff should continue the YAL program as it clearly provides a valuable service and motivation for the participants, deputies and community.
- 14.5 The Sheriff should assign two full-time deputies to appropriate YAL sites to prevent gang problems or provide services to large groups of kids.
- 14.6 The Sheriff and the Board of Supervisors should increase local funding sources in each YAL community.
- 14.7 The Sheriff should develop financial incentives to offset the lack of raises or promotions during YAL assignments.
- 14.8 The Sheriff should provide access to a child development resource, or instruction in that field, to help deputies to work more effectively with children.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations above are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
Los Angeles County Sheriff	14.1, 14.2, 14.3, 14.4, 14.5, 14.6, 14.7, 14.8
Los Angeles County Board Of Supervisors	14.2, 14.6

ACRONYMS

CGJ Civil Grand Jury
YAL Youth Activities League

COMMITTEE MEMBERS

Norwood J. Davis, Chair
Carl Languigne, Secretary
Renault Fields
Victor H. Lesley
Joseph F. Young

ACKNOWLEDGEMENTS

We thank the Los Angeles County Sheriff Department for their cooperation and support during the process of interviewing their Deputies and visiting the YAL sites.

STANDING COMMITTEE REPORTS



AUDIT



Hector R. Gonzalez,* Co-Chair
Joseph F. Young, Co-Chair

AUDIT

SUMMARY

Under California Penal Code sections 925, 925(a), 933.1, and 933.5, Los Angeles County Civil Grand Juries (CGJ) are empowered to investigate local government agencies in the County of Los Angeles. To assist the CGJ, the Los Angeles County Board of Supervisors provides the CGJ an operating budget which includes funding to engage independent consultants as needed.

The function of the Audit Committee of the CGJ is to determine if investigative committees require the assistance of outside consultants, to select appropriate consultants, and, if outside assistance is deemed necessary, to act as the liaison between the investigative committee(s) and the outside consultants.

BACKGROUND

Two investigative committees initially indicated that outside consultants would be necessary to complete their analyses. However, both committees determined that outside assistance would not be needed.

METHODOLOGY

Since no outside consultants were retained, the Final Report was written in its entirety by the CGJ.

ACRONYMS

CGJ Civil Grand Jury

COMMITTEE MEMBERS

Hector R. Gonzales* Co-Chair
Joseph F. Young, Co-Chair

*deceased

CITIZEN'S COMPLAINTS



Michael Rodrigues, Chair
Hector R. Gonzalez*, Co-Chair
Renée Jenkins, Secretary
Margaret A. Chapman
Norwood J. Davis
Marguerite C. Downing
Judith E. Halloran
Freida K. King
Carl Languaine
Carl Moore
Joseph F. Young

CITIZEN'S COMPLAINTS

BACKGROUND

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.

Any resident of the County of Los Angeles, be they private or public, may ask the CGJ to conduct an investigation regarding their complaint. This complaint must be in writing and is treated by the CGJ as confidential. Any request for an investigation must include detailed evidence supporting the complaint or request for investigation. If the CGJ believes that the evidence is valid and sufficient to support the complaint, a detailed investigation may be held.

Residents who wish to submit complaints to the CGJ can find the complaint form and guidelines at the CGJ website: www.lacourt.org/forms/pdf/CitizensComplaint.pdf. While this is the preferred method, handwritten complaints are accepted and all must meet the criteria stated below. Complaints must be mailed to the CJG or may be hand delivered to the office of the CGJ at 210 West Temple Street, Room 11-506.

The written complaint should cover the following points:

- Who or what agency is the complaint against?
- What is the nature of the complaint?
- What action was improper or illegal?
- When and where did the incident(s) occur?
- What were the consequences of this action?
- What action or remedies are being requested?
- Why/how?
 - Attach relevant documents and correspondence with specifics and dates.

The 2018-2019 CGJ created a standing committee called the Citizens' Complaints Committee (CCC) to review all complaints received by the CGJ and to make a recommendation to the CGJ as to the disposition of the complaint. The review determines whether the complaint falls within the purview of the CGJ. If it does, the CCC then evaluates the evidence to determine if it is sufficient to support the complaint. If so, a detailed investigation by the CGJ may be recommended. If not, no investigation will be recommended.

In its review, the CCC may seek additional information from the complainant and/or other sources. If the CCC determines that no further investigation is warranted, the CCC informs the complainant by letter about its determination.

The findings of any investigation conducted by the CGJ will be communicated only in the final report published at the conclusion of the CGJ's term, June 30th 2019.

METHODOLOGY

The process is implemented as follows:

1. A complaint has to be in written form and delivered either by mail or personally to the administrative office of the jury, at 210 West Temple Street, Room 11-506.
2. The staff logs the complaint and assigns it an identifying number.
3. The staff prepares an acknowledgement letter, makes a copy and mails the original to the complainant.
4. The complaint along with the copy of the acknowledgement letter is placed in the Citizens' Complaint file in an individual numbered folder created when the staff logged the complaint.
5. The chair of the CCC takes the complaint from the folder and assigns it to a sub team of the CCC for review and recommendation.
6. The sub team presents the complaint and their recommendation to the full membership of the CCC.
7. A discussion is held with the full membership of the CCC as to the complaint and recommendation.
8. The CCC then votes to accept or reject the recommendation.
9. If the majority votes to accept the recommendation, a disposition letter is prepared and mailed to the complainant.
10. If the recommendation is not accepted by the full membership of the CCC, additional members are assigned to review the complaint and conduct research, so as to come to a conclusion that is acceptable to the full CCC.
11. Dispositions are characterized as follows:
 - a. No jurisdiction
 - b. No action/insufficient documentation
 - c. No action/unsupported
 - d. Referral for investigation
12. Two tables are created and populated to record the metrics of the effort and to be included in the CGJ final report.
13. The complaints are boxed, sealed, and put into storage at the end of the CGJ term.

Table: Complaints received by category

CATEGORY	NUMBER REVIEWED
Judicial Misconduct	4
Mismanagement of Government Resources	1
Police/Sheriff	26
Local Government	12
LAUSD	0
Litigation	0
Fraud	4
Personal Disputes	3
Miscellaneous/Other	20
Total Reviewed	70

Table: Disposition of complaints

DISPOSITION	NUMBER
No Jurisdiction	34
No Action/Insufficient Documentation	8
No Action/Unsupported	27
Referral for Investigation	1
Total	70

ACRONYMS

CCC Citizens' Complaint Committee
 CGJ Civil Grand Jury

COMMITTEE MEMBERS

Michael Rodrigues, Chair
 Hector R. Gonzalez*, Co-Chair
 Renée Jenkins, Secretary
 Margaret A. Chapman
 Norwood J. Davis
 Marguerite C. Downing
 Judith E. Halloran
 Freida K. King
 Carl Langaigne
 Carl Moore
 Joseph F. Young

*deceased

CONTINUITY



Alice B. Grigsby, Chair
Hector R. Gonzalez, Secretary*
George A. Ellis
Judy E. Halloran
Ray Lee
Michael Rodrigues
Betty Smith

CONTINUITY

SUMMARY

The members of the Continuity Committee have a basic archival and organizational function to execute in maintaining legally-mandated data and passing them on in an orderly transitional system to successive Civil Grand Juries. In a practical sense, the Continuity Committee acts as a bridge between prior and future Civil Grand Juries.

BACKGROUND

Each Los Angeles County Civil Grand Jury (CGJ) serves for one year and culminates its term with the publication of a Final Report of investigative findings and recommendations.

In accordance with California Penal Code 933(c), the committee has the statutory responsibility of ensuring that these public agencies fulfill their legal obligations to respond in a timely manner to the prior year's recommendations. Per California State Penal Code Section 933.05(b) the mandated responses to the report are received after that Jury has ended its term. It then becomes the responsibility of the next CGJ to receive, analyze and report on these responses. The Continuity Committee has been assigned responsibility for this task.

There were seventy-seven (77) recommendations made by the 2017-2018 Grand Jury. The complete responses have been placed on the CGJ website at <http://grandjury.co.la.us/gjreports.html> and are maintained in the custody of the Grand Jury.

This section of the 2018-2019 Los Angeles County Civil Grand Jury's Final Report contains the findings and recommendations of the 2017-2018 Civil Grand Jury's Final Report in table form.

METHODOLOGY

The 2018-2019 Los Angeles County Civil Grand Jury Continuity Committee Members:

- Reviewed all responses received to recommendations made in the 2017-2018 CGJ report.
- Sent follow-up letters to twenty-one agencies who had not responded or had partial responses after the ninety-day legislatively-mandated response period.
- Made follow-up phone calls to each agency who received a letter.
- Sent a second letter in December to eight agencies in an effort to attain 100% response.
- Created a matrix to record all responses.
- Updated the previous fifteen year index to past Civil Grand Jury Reports to twenty years including the years 1998-2018.

Table 1 Displays the total number of evaluated recommendations and responses for the past five years.

TALLY OF RECOMMENDATIONS AND RESPONSES

	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Number of Investigative Reports	12	10	17	19	8
Number of Recommendations	100	49	137	347	77
Number of Agencies Required to Respond	18	15	311	96	64
Number of Non-Respondents	0	0	104	2	2

Table 2 Summary of responses for each topic investigated in the 2017-2018 report.

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES											
Number of Agencies Contacted	Number of Recommendations	SUMMARY OF RESPONSES	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WILL IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	DID NOT RESPOND
14	3	Underused Municipal Golf Courses	9 2P	3	0	6	3	N/A	2	3	1*
*No Response: Los Angeles City Council											
12	4	Funding Formula Fails Fosters	29	5	13	17	3	N/A	0	0	0
5	6	Female Firefighters In Los Angeles County	17	0	14	2 1P	0	N/A	0	0	0
6	17	19 Dogs, 57 Cats	45 12P	8	11 7P	33 4P	8	N/A	8	0	14*
*City of Los Angeles Board of Animal Services Commission											
3	7	Opportunity To Resolve Homeless Issues	7 1P	0	5	3	0	N/A	0	0	0
6	11	Accreditation Is A Good Thing For Your Los Angeles County Coroner	18 8P	11	8 3P	7 2P	15	N/A	7	0	0
3	10	On The Streets "Potholes"	26 1P	3	20	1	4	1	1	0	0
3	5	Detention Committee	31	2	0	0	0	N/A	33	0	0
P=Partial; N/A=Not Applicable (02/02/19)											

Table 3 Documents each recommendation made by the 2017-2018 Civil Grand Jury and summarizes the responses received from each agency.

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES			AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND	
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY											
REPORT TITLE: <i>Policing The Police: The Citizen Complaint Process and Internal Affairs Function</i>													
1.1a	Clear signage indicates the location of complaint forms in multiple languages.	Bell Gardens P.D.	X	X									
		Mayor of Bell Gardens	X	X									
		Burbank P.D.	X	X									
		Mayor of Burbank	X	X									
		Culver City P.D.	X	X									
		Mayor of Culver City	X	X									
		El Monte P.D.	X		X								
		Mayor of El Monte	X		X								
		Glendale P.D.		X		X							
		Mayor of Glendale		X		X							
		Inglewood P.D.	X	X									
		Mayor of Inglewood	X	X									
		Pasadena P.D.	X	X									
		Mayor of Pasadena	X	X									
		Pomona P.D.	X		X								
		Mayor of Pomona	X		X								
		San Fernando P.D.	X		X								
		Mayor of San Fernando	X		X								
		South Gate P.D.	X		X								
		Mayor of South Gate	X		X								
Torrance P.D.	X	X											
Mayor of Torrance	X	X											
West Covina P.D.	X		X										
Mayor of West Covina	X		X										
1.1b	Complaint forms freely available in the station without needing to ask police personnel.	Bell Gardens P.D.	X	X									
		Mayor of Bell Gardens	X	X									
		Culver City P.D.	X		X								
		Mayor of Culver City	X		X								
		El Monte P.D.	X		X								
		Mayor of El Monte	X		X								
		Glendale P.D.		X		X							
		Mayor of Glendale		X		X							
		Pomona P.D.	X	X									
		Mayor of Pomona	X	X									
		South Gate P.D.	X		X								
		Mayor of South Gate	X		X								
West Covina P.D.	X	X											
Mayor of West Covina	X	X											

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES			AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY									
REPORT TITLE: <i>Policing The Police: The Citizen Complaint Process and Internal Affairs Function</i>											
1.1.c	Complaint forms available in multiple public facilities.	Bell Gardens P.D.		X			X				
		Mayor of Bell Gardens		X			X				
		Culver City P.D.	P		P						
		Mayor of Culver City	P		P						
		El Monte P.D.	X		X						
		Mayor of El Monte	X		X						
		Inglewood P.D.	X		X						
		Mayor of Inglewood	X		X						
		San Fernando P.D.	X			X					
		Mayor of San Fernando	X			X					
		South Gate P.D.	X			X					
		Mayor of South Gate	X			X					
		Torrance P.D.	X			X					
		Mayor of Torrance	X			X					
		West Covina P.D.		X		X					
		Mayor of West Covina		X		X					
1.1.d	Complaint forms in multiple languages reflective of the community served.	Pomona P.D.	X			X					
		Mayor of Pomona	X			X					
		West Covina P.D.	P				X				
		Mayor of West Covina	P				X				
1.1.e	Complaint forms on the police website in multiple languages reflective of the community served.	Bell Gardens P.D.	X		X						
		Mayor of Bell Gardens	X		X						
		Culver City P.D.	X		X						
		Mayor of Culver City	X		X						
		El Monte P.D.	X			X					
		Mayor of El Monte	X			X					
		Pomona P.D.	X			X					
		Mayor of Pomona	X			X					
		San Fernando P.D.	X		X						
		Mayor of San Fernando	X		X						
		South Gate P.D.	X		X						
		Mayor of South Gate	X		X						
		West Covina P.D.	P		X						
		Mayor of West Covina	P		X						
1.2.a	Improve the citizen complaint process by allowing complaints to be made by telephone.	San Fernando P.D.	X			X					
		Mayor of San Fernando	X			X					

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES			AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY									
REPORT TITLE: Policing The Police: The Citizen Complaint Process and Internal Affairs Function											
1.2.b	Improve the citizen complaint process by developing the ability for complaints to be made online.	Bell Gardens P.D.		X			X				
		Mayor of Bell Gardens		X			X				
		Culver City P.D.	X		X						
		Mayor of Culver City	X		X						
		El Monte P.D.	X			X					
		Mayor of El Monte	X			X					
		Glendale P.D.	X		X						
		Mayor of Glendale	X		X						
		Inglewood P.D.	X		X						
		Mayor of Inglewood	X		X						
		Pasadena P.D.	X		X						
		Mayor of Pasadena	X		X						
		Pomona P.D.	X		X						
		Mayor of Pomona	X		X						
		San Fernando P.D.	X			X					
		Mayor of San Fernando	X			X					
		South Gate P.D.	X						X		
		Mayor of South Gate	X						X		
West Covina P.D.		X			X						
Mayor of West Covina		X			X						
1.3.	Warnings that may intimidate or discourage persons from making a complaint should be removed.	Glendale P.D.							X		
		Mayor of Glendale							X		
		Pasadena P.D.	X			X					
		Mayor of Pasadena	X			X					
		Torrance P.D.	X		X						
		Mayor of Torrance	X		X						
West Covina P.D.	X			X							
Mayor of West Covina	X			X							
1.4.	Have a written description of the procedure used to investigate complaints available to the public.	Bell Gardens P.D.	X		X						
		Mayor of Bell Gardens	X		X						
		San Fernando P.D.	X		X						
		Mayor of San Fernando	X		X						
1.5.	Revise complaint forms to provide an opportunity for complainant to provide a description of what occurred to generate the complaint.	El Monte P.D.	X		X						
		Mayor of El Monte	X		X						
		South Gate P.D.	X			X					
		Mayor of South Gate	X			X					

Legend: P= Partial; X=Yes

Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WIL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER SDTUFYD NEEEDED	NEED FUNDINGF	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
REPORT TITLE: <i>Policing The Police: The Citizen Complaint Process and Internal Affairs Function</i>												
1.6	Comply with Penal Code 832.7(b). Release to the complaining party a copy of his/her own statements.	Culver City P.D.	X		X							
		Mayor of Culver City	X		X							
		El Monte P.D.	X		X							
		Mayor of El Monte	X		X							
		San Fernando P.D.	X			X						
		Mayor of San Fernando	X			X						
		Torrance P.D.	X			X						
		Mayor of Torrance	X			X						
1.7	Must be in compliance with Penal Code 832.7 (e) (1) to provide written notification of complaint disposition within 30 days.	Bell Gardens P.D.	X		X							
		Mayor of Bell Gardens	X		X							
		Culver City P.D.	X		X							
		Mayor of Culver City	X		X							
		El Monte P.D.	X		X							
		Mayor of El Monte	X		X							
		Inglewood P.D.	X		X							
		Mayor of Inglewood	X		X							
		Pasadena P.D.	X		X							
		Mayor of Pasadena	X		X							
		Pomona P.D.	X			X						
		Mayor of Pomona	X			X						
		San Fernando P.D.	X			X						
		Mayor of San Fernando	X			X						
		South Gate P.D.	X			X						
		Mayor of South Gate	X			X						
		Torrance P.D.	X			X						
		Mayor of Torrance	X			X						
West Covina P.D.	X			X								
Mayor of West Covina	X			X								
1.8	Develop a system to number, log and track complaints.	San Fernando P.D.	X		X							
		Mayor of San Fernando	X		X							

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES											
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATIONS	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
1.9	Accept and log all complaints regardless of assessment of the seriousness of the allegations.	Bell Gardens P.D.		X			X				
		Mayor of Bell Gardens		X			X				
		Burbank P.D.		X			X				
		Mayor of Burbank					X				
		Culver City P.D.	X		X						
		Mayor of Culver City	X		X						
		El Monte P.D.	X		X						
		Mayor of El Monte	X		X						
		Glendale P.D.	X		X						
		Mayor of Glendale	X		X						
		Inglewood P.D.	X		X						
		Mayor of Inglewood	X		X						
		Pasadena P.D.	X					X			
		Mayor of Pasadena	X					X			
		Pomona P.D.	X		X						
		Mayor of Pomona	X		X						
		San Fernando P.D.	X		X						
		Mayor of San Fernando	X		X						
		South Gate P.D.	X		X						
		Mayor of South Gate	X		X						
Torrance P.D.		X		X							
Mayor of Torrance	X		X								
West Covina P.D.										X	
Mayor of West Covina										X	
1.10	Consider a program or application for managing complaints.	Culver City P.D.	X		X						
		Mayor of Culver City	X		X						
		El Monte P.D.	X			X					
		Mayor of El Monte	X			X					
		San Fernando P.D.	X		X						
		Mayor of San Fernando	X		X						
		West Covina P.D.	X		X						
Mayor of West Covina	X		X								

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES															
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATIONS	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND			
REPORT TITLE: <i>Policing The Police: The Citizen Complaint Process and Internal Affairs Function</i>															
1.11	Use findings resulting from investigations of complaints to identify potential problems.	Culver City P.D.	X		X										
		Mayor of Culver City	X		X										
		El Monte P.D.	X		X										
		Mayor of El Monte	X		X										
		Glendale P.D.	X			X									
		Mayor of Glendale	X			X									
		San Fernando P.D.	X			X									
		Mayor of San Fernando	X			X									
		West Covina P.D.	X			X									
		Mayor of West Covina	X			X									
1.12	Establish a system to adequately maintain records for 5 years as per Penal Code 832.5 (b).	San Fernando P.D.	X			X									
		Mayor of San Fernando	X			X									
1.13	Promote education and training in all aspects of the complaint process for department personnel.	Bell Gardens P.D.	X		X										
		Mayor of Bell Gardens	X		X										
		Burbank P.D.		X			X								
		Mayor of Burbank					X								
		Culver City P.D.	X		X										
		Mayor of Culver City	X		X										
		El Monte P.D.	X		X										
		Mayor of El Monte	X		X										
		Glendale P.D.	X			X									
		Mayor of Glendale	X			X									
		Inglewood P.D.	X		X										
		Mayor of Inglewood	X		X										
		Pasadena P.D.	X			X									
		Mayor of Pasadena	X			X									
		Pomona P.D.	X			X									
		Mayor of Pomona	X			X									
		San Fernando P.D.	X			X									
		Mayor of San Fernando	X			X									
		South Gate P.D.	X		X										
		Mayor of South Gate	X		X										
Torrance P.D.	X		X												
Mayor of Torrance	X		X												
West Covina P.D.	X				X										
Mayor of West Covina	X				X										

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES			AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND		
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY												
REPORT TITLE: <i>Policing The Police: The Citizen Complaint Process and Internal Affairs Function</i>														
1.14	Develop an appeal process for complainants dissatisfied with the result.	Bell Gardens P.D.					X							
		Mayor of Bell Gardens					X							
		Burbank P.D.					X							
		Mayor of Burbank					X							
		Culver City P.D.					X							
		Mayor of Culver City					X							
		El Monte P.D.					X							
		Mayor of El Monte					X							
		Glendale P.D.					X			X				
		Mayor of Glendale					X			X				
		Inglewood P.D.			X									
		Mayor of Inglewood			X									
		Pasadena P.D.								X				
		Mayor of Pasadena								X				
		Pomona P.D.								X				
		Mayor of Pomona								X				
		San Fernando P.D.			X			X						
		Mayor of San Fernando			X			X						
		South Gate P.D.			X			X						
		Mayor of South Gate			X			X						
Torrance P.D.			X			X								
Mayor of Torrance			X			X								
West Covina P.D.			X			X								
Mayor of West Covina			X			X								

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES												
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
REPORT TITLE : Underused Municipal Golf Courses: <i>Expanding their Recreational Uses in a Park Poor County</i>												
2.1	County Department of Parks and Recreation to conduct a detailed review and analysis of expanding park and recreation use or repurposing County Golf Courses located in park needy areas.	L.A. County Board of Supervisors	P						X			
		L.A. County Department of Parks and Recreation	P						X			
2.2	LA City Department of Parks and Recreation to conduct a detailed review and analysis of expanding park and recreation use or repurposing City Golf Courses located in park needy areas.	L.A. City, Office of the Mayor	X			X						
		L.A. City Council										X
		L.A. City Department of Recreation and Parks	X			X						
2.3	City Managers and Community Services or Parks and Recreation Departments to conduct detailed reviews and analyses of expanding park and recreation use or repurposing City Golf Courses.	Alhambra City Mayor	X			X						
		Alhambra City Manager	X			X						
		Alhambra Community Services (Parks and Recreation Department)	X			X						
		Bell Gardens Mayor		X			X					
		Bell Gardens City Manager		X			X					
		Bell Gardens Recreation & Community Services Department		X			X					
		Compton City Mayor	X							X		
		Compton City Manager	X							X		
Compton Parks & Recreation Department	X							X				

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES									
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	OTHER AGENCY RESPONSIBILITY
REPORT TITLE : Funding Formula Fails Fosters: <i>The Impact of the Local Control Funding Formula (LCFF) on Foster Youth</i>									
3.1	School Districts that have allocated small amounts to meet the unique needs of their foster youth or not identified specific funds in the LCAP, should allocate additional funds for such programs.	Antelope Valley USD		X	X				
		Compton USD	X		X				
		Downey USD	X		X				
		Inglewood USD		X			X		
		Long Beach USD	X			X			
		Pomona USD	X		X				
3.2	School districts should lobby the California legislature to revise the method for distributing LCFF funds.	Downey USD	X			X			
		Long Beach USD	X			X			
		Paramount USD	X			X			
		Pomona USD	X			X			
		L.A. County Office of Education	X			X			
3.3	School Districts should continue to track and monitor the significant achievement gap of foster youth compared with other targeted student groups. Programs should be developed and implemented to address this gap.	L.A. County Department of Children and Family Services	X			X			
		Antelope Valley USD	X		X				
		Compton USD	X		X				
		Downey USD	X		X				
		Hacienda-La Puente USD	X		X				
		Inglewood USD		X			X		
		Long Beach USD	X			X			
		Los Angeles USD	X			X			
		Paramount USD	X			X			
		Pasadena USD	X			X			
Pomona Unified School District	X			X					

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES														
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND		
REPORT TITLE : Funding Formula Fails Fosters: <i>The Impact of the Local Control Funding Formula (LCFF) on Foster Youth</i>														
3.4	LACOE should continue to enhance and expand its Educational Passport System to provide a common and consistent data repository for all related information about foster youth and their specific needs.	L.A. County Office of Education	X			X								
		L.A. County Department of Children and Family Services	X			X								
		Antelope Valley UDS	X		X									
		Compton USD	X		X									
		Downey USD	X		X									
		Hacienda-La Puente USD	X		X									
		Inglewood USD			X		X							
		Long Beach USD			X									
		Los Angeles USD	X		X									
		Paramount USD	X			X								
		Pasadena USD	X			X								
		Pomona USD	X			X								

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES												
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
REPORT TITLE: Female Firefighters In Los Angeles County												
4.1	Fire Departments should continue and expand their commitment to increasing the number and percentage of female firefighters within their departments.	Long Beach Fire Department	X		X							
		L.A. County Fire Department	X		X							
		L.A. Fire Department	X		X							
4.2	Fire Departments should focus and expand efforts to change the perception that firefighting is a male only profession.	Long Beach Fire Department	X		X							
		L.A. County Fire Department	X		X							
		L.A. Fire Department	X		X							
4.3	LACFD should establish specific timelines to bring the facilities to code and provide adequate accommodations for both females and males.	L.A. County Fire Department	X			P						
4.4	The Jury recommends single sex dormitories or separate dormitories for all firefighters.	L.A. Fire Department	X		X							
4.5	Recommending acquisition of adequate funding by including bond measures during next election cycles to improve fire stations.	L.A. County Fire Department	X		X							
		L.A. Fire Department	X		X							
		L.A. County Board of Supervisors	X		X							
		Mayor, City of Los Angeles	X		X							
4.6	Encourage/ provide physical training venues for applicants at training academies, community colleges and parks to maintain physical fitness.	Long Beach Fire Department	X		X							
		L.A. County Fire Department	X			X						
		L.A. Fire Department	X		X							
		L.A. County Board of Supervisors	X			X						
		Mayor, City of L.A.	X		X							

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES			AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY									
REPORT TITLE: 19 Dogs, 57 Cats Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters											
5.1	The agencies should let all veterinarians know that they are mandated to report all rabies vaccinations with ownership information to the Animal Services jurisdiction.	L.A. County Department of Animal Care and Control	P					X			
		L.A. City Department of Animal Services	X		X						
		L.A. County Department of Public Health	X		X						
		L.A. County Board of Supervisors	P		X			X			
		Mayor, City of L.A.	X		X						
		City of L.A., Board of Animal Services Commissioners									X
5.2	Director of DACC and LACDPH recommend to all contract cities that do not have mandatory rabies immunization notifications by veterinarians to pass ordinances to require this and establish penalties for non-compliance.	L.A. County Department of Animal Care and Control	P					X			
		L.A. County Department of Public Health	X		X						
		L.A. County Board of Supervisors	P		P			X			
5.3	Ensure an effective and comprehensive computerized case management system is in place.	L.A. County Department of Animal Care and Control	P		P			X			
		L.A. City Department of Animal Services	X		X						
		L.A. County Board of Supervisors	P		P			X			
		Mayor, City of Los Angeles	X		X						
		City of L.A., Board of Animal Services Commissioners									X

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES			AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY									
REPORT TITLE: 19 Dogs, 57 Cats Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters											
5.4	Consider launching more aggressive media campaigns to notify pet owners of licensing programs, requirements for responsible pet ownership and penalties for delinquency.	L.A. County Department of Animal Care and Control	X		X						
		L.A. City Department of Animal Services	X			X					
		L.A. County Board of Supervisors	P		P						
		Mayor, City of L.A.	X			X					
		City of L.A. Board of Animal Services Commissioners									X
5.5	Pass an ordinance to authorize veterinarians in the county's jurisdiction to issue licenses and forward to Animal Care and Control.	L.A. County Department of Animal Care and Control		X			X				
		L.A. City Department of Animal Services	X			X					
		L.A. Board of Supervisors		X			X				
		Mayor, City of L.A.	X			X					
		City of L.A. Board of Animal Services Commissioners									X
5.6	Ensure cost allocations for Contract Cities be fully reimbursed.	L.A. County Department of Animal Care and Control	X		P						
		L.A. County Board of Supervisors	X			X					
		City of L.A. Board of Animal Services Commissioners									X
5.7	Resolve the TNR Injunction over feral and community cats, address this impact on public and animal health and the environment.	L.A. City Department of Animal Services						X			
		L.A. County Department of Public Health		X			X				
		L.A. County Board of Supervisors		X			X				
		Mayor, City of L.A.						X			

Legend: P= Partial; X=Yes

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES												
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND
REPORT TITLE: 19 Dogs, 57 Cats Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters												
5.8	Need to fill all budgeted positions. Expedite the hiring process to fill vacancies after 30 days.	L.A. County Department of Animal Care and Control	P		P							
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors	P		P							
		Mayor, City of Los Angeles	X			X						
		City of L.A., Board of Animal Services Commissioners										X
5.9	Provide a more welcoming environment and animal friendly shelter environment.	L.A. County Department of Animal Care and Control	X		P							
		L.A. City Department of Animal Services	X			X						
		L.A. Board of Supervisors	X			X						
		Mayor, City of L.A.	X			X						
5.10	Staff and volunteers should increase adoptability of animals by creating better play, proximity and welcoming cage behaviors.	L.A. County Department of Animal Care and Control	X		X							
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors	X		X							
		Mayor, City of .A.	X			X						
		City of L.A., Board of Animal Services Commissioners										X
Legend: P= Partial; X=Yes												

2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES												
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REPORT TITLE: 19 Dogs, 57 Cats Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters												
5.11	Consider eliminating breed identification from shelters and replace with "mixed breed" to increase adoption of all animals.	L.A. County Department of Animal Care and Control		X			X					
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors		X			X					
		Mayor, City of L.A.	X			X						
		City of L.A. Board of Animal Services Commissioners										X
5.12	Consider eliminating the term "No Kill" when describing shelters and replace with statistics of euthanasia and live release.	L.A. County Department of Animal Care and Control	X		X							
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors	X		X							
		Mayor, City of L.A.	X			X						
		City of L.A. Board of Animal Services Commissioners										X
5.13	Expand media efforts from current "adoption only" focus, to include elements of overall responsible pet ownership.	L.A. County Department of Animal Care and Control	X		X							
		L.A. City Department of Animal Services	X			X						
		L.A. County Department of Public Health	P			P						
		L.A. County Board of Supervisors	P		P							
		Mayor, City of L.A.	X			X						
		City of L.A. Board of Animal Services Commissioners										X

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2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES												
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REPORT TITLE: 19 Dogs, 57 Cats Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters												
5.14	Implement internship programs for volunteers. Provide community service credits for schools, etc.	L.A. County Department of Animal Care and Control	X		X							
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors	X		X							
		Mayor, City of L.A.	X			X						
		City of L.A. Board of Animal Services Commissioners										
5.15	Increase partnerships to provide more low-cost spay and neuter clinics. Establish a procedure to utilize coalition partners for distribution of shelter animal to pet stores.	L.A. County Department of Animal Care and Control	X		X							
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors	P		P							
		Mayor, City of L.A.	X		X							
		City of L.A. Board of Animal Services Commissioners										
5.16	Include notification of the need for updating micro-chip information with licensing renewals.	L.A. County Department of Animal Care and Control	X		X							
		L.A. City Department of Animal Services	X			X						
		L.A. County Board of Supervisors	X			X						
		Mayor, City of L.A.	X			X						
		City of L.A. Board of Animal Services Commissioners										

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2017-2018 RESPONSES OF COUNTY AND CITY AGENCIES													
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT	WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY	DID NOT RESPOND	
REPORT TITLE: <i>19 Dogs, 57 Cats Some Strategies Toward "Low Kill" in Los Angeles' Animal Shelters</i>													
5.17	Ensure all contact information provided for public use is current and correct.	L.A. County Department of Animal Care and Control		X			X						
		L.A. City Department of Animal Services	X			X							
		L.A. County Board of Supervisors		X			X						
		Mayor, City of L.A.	X			X							
		City of L.A. Board of Animal Services Commissioners											X
Legend: P= Partial; X=Yes													

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Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY										
REPORT TITLE: <i>Opportunity To Resolve Homelessness</i>												
6.1	LAHSA work with County of Los Angeles Chief Executive Office on the Homeless Initiative to evaluate the feasibility of having flexibility in funding strategies.	L.A. Homeless Services Authority	X		X							
		County of L.A. Chief Executive Office, Homeless Initiative	X		X							
6.2	LAHSA should review its performance and contract management function.	L.A. Homeless Services Authority	X			X						
6.3	Homeless Initiative Authority should extend their survey to unincorporated cities within the county.	County of L.A. Chief Executive Office, Homeless Initiative	X		X							
6.4	Board of Supervisors should request City Mayors within the County to identify potential sites within their city limits for low cost housing.	L.A. County Board of Supervisors (BOS)	X		X							
6.5	LAHSA should prepare material for use by officials of each incorporated city to inform individuals and business associations about the new support programs.	L.A. Homeless Services Authority	P			X						
6.6	LAHSA should have an approved procedure so each lead CES Agency in the 8 SPA has authority to subcontract out to nonprofit organizations.	L.A. Homeless Services Authority	X		X							
6.7	LAHSA should provide information for cities to distribute to residents and business associations on how all members can assist in meeting the goals of Measure H.	L.A. Homeless Services Authority	X			X						

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017-2018 RESPONSES OF COUNTY AND CITY AGENCIES										
Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY	AGREE	DO NOT AGREE	IMPLEMENTED	WILL IMPLEMENT	WILL NOT IMPLEMENT WITH MODIFICATIONS	FURTHER STUDY NEEDED	NEED FUNDING	OTHER AGENCY RESPONSIBILITY
REPORT TITLE: <i>Accreditation Is A Good Thing For Your Los Angeles County Coroner</i>										
7.1	Eliminate the critical issues that are preventing the achievement of full Accreditation Level by NAME.	L.A. County Board of Supervisors	X			X				
		L.A. County Chief Executive Office	X			X				
		L.A. County Department of Human Resources	P				X			
		L.A. County Department of Medical Examiner	X				X			
7.2	Address the need for more forensic pathologists.	L.A. County Board of Supervisors	P		X					
		L.A. County Chief Executive Office	P			P				
		L.A. County Department of Human Resources	P				X			
		L.A. County Department of Medical Examiner	X		X					
7.3	Address the deficiency caused by the delay in the release of decedents from the hospital.	L.A. County Department of Health Services		X			X			
		L.A. County Department of Medical Examiner	P			P				
7.4	Explore the ease of banding selection "V" and Band 1 to help recruiting and hiring.	L.A. County Chief Executive Office	X		X					
		L.A. County Department of Health Services		X			X			
		L.A. County Department of Human Resources	X		X					
		L.A. County Department of Medical Examiner	X		X					
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REPORT TITLE: <i>Accreditation Is A Good Thing For Your Los Angeles County Coroner</i>											
7.5	Provide Hospital Administrators enough staffing for the ODA unit.	L.A. County Department of Health Services	X		P						
		L.A. County University of Southern California Medical Examiner	X		P						
7.6	Replace the existing outdoors Office of Decedent Affairs (ODA) Crypt containers with in-house storage Crypts.	L.A. County Board of Supervisors	X						X		
		L.A. County Executive Office	X						X		
		L.A. County Department of Health Services	X						X		
		L.A. County University of Southern California Medical Examiner	X						X		
7.7	Provide a stable modernized efficient version of CME (Case Management Enterprise). Provide additional project management personnel to maintain the new system.	L.A. County Board of Supervisors	X			X					
		L.A. County Chief Executive Office	X			X					
		L.A. County Department of Human Resources		X			X		X		
		L.A. County Department of Medical Examiner	X				X				

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Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY										
REPORT TITLE: <i>Accreditation Is A Good Thing For Your Los Angeles County Coroner</i>												
7.8	Consider outsourcing a cohort of cases to private forensic laboratories.	L.A. County Chief Executive Office		X			X					
		L.A. County Department of Medical Examiner		P	P							
7.9	Study the need for a capital project to replace or remodel the coroner's current facility. New facility to consolidate all functions under one roof.	L.A. County Board of Supervisors		X			X					
		L.A. County Chief Executive Office		X			X					
		L.A. County Department of Health Services		X			X					
		L.A. County Department of Medical Examiner		P					X			
		L.A. County University of Southern California Medical Examiner			X			X				
7.10	Equip all field investigators with media devices for rapid field entry and data collection.	L.A. County Board of Supervisors		X			X					
		L.A. County Chief Executive Office		X			X					
		L.A. County Department of Human Resources		X			X					
		L.A. County Department of Medical Examiner		X					X			
7.11	Pursue the development of an additional facility for Coroner Investigators located in the southern portion of Los Angeles County.	L.A. County Board of Supervisors		P	X							
		L.A. County Chief Executive Office		P	X							
		L.A. County Department of Medical Examiner		X	X							

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Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY									
REPORT TITLE: On The Street "Potholes"											
8.1	Every public works department should address improving the repair process for potholes within their jurisdiction.	Long Beach City Department of Public Works	X		X						
		L.A. City Street Department	X								
		L.A. County Public Works	X		X						
8.2	Public Works managers must consider the application of new materials which are more durable than asphalt.	Long Beach City Department of Public Works	P				X				
		L.A. City Street Department	X					X			
		L.A. County Public Works	X		X						
8.3	Each department should share information regarding new developments and methods in pothole repair.	Long Beach City Department of Public Works	X			X					
		L.A. City Street Department	X		X						
		L.A. County Public Works	X		X						
8.4	Establish joint cooperative efforts to address issues that arise at jurisdictional lines.	Long Beach City Department of Public Works	X		X						
		L.A. City Street Department	X								
		L.A. County Public Works	X		X						
8.5	Each public works department should develop a five year strategic plan for pothole and street repair and maintenance.	Long Beach City Department of Public Works	X		X						
		L.A. City Street Department	X		X						
		Los Angeles County Public Works	X		X						

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REPORT TITLE: On The Street "Potholes"											
8.6	Each public works department should increase workforce.	Long Beach City Department of Public Works	X		X						
		L.A. City Street Department	X								
		L.A. County Public Works	X		X						
8.7	Each public works department should shorten the length of time from the notice of needed repair until repair completion.	Long Beach City Department of Public Works	X				X				
		L.A. City Street Department	X		X						
		L.A. County Public Works	X		X						
8.8	In places where the asphalt is completely torn out, the permanent replacement should be concrete.	Long Beach City Department of Public Works		X			X				
		L.A. City Street Department		X			X				
		L.A. County Public Works		X			X				
8.9	Each public works department should address pothole repairs in both residential and commercial areas regardless of zip code.	Long Beach City Department of Public Works	X		X						
		L.A. City Street Department	X		X						
		L.A. County Public Works	X		X						
8.10	Each public works department should publish a schedule of planned repairs on their website, to reduce the frustration of their constituencies.	Long Beach City Department of Public Works	X		X						
		L.A. City Street Department	X		X						
		L.A. County Public Works	X		X						

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Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY											
REPORT TITLE: <i>Detention</i>													
12.1	Appoint a multi-talented task force to review the County's previously negotiated transfer agreements of the Judicial court-house facilities with the State of California	L.A. County Board of Supervisors		X								X	
		County Executive Office		X								X	
12.2	Seek satisfactory repair of items a thru j	L.A. County Sheriff's Department - Clara Shortridge – Foltz Criminal Justice Center	X									X	
a	Deferred maintenance issues observed (painting, Plumbing, electrical)		X										X
b	HVAC vents located above the general work and detention are filthy		X										X
c	Some cell doors do not lock or malfunction		X										X
d	Cracked windows in some detention areas		X										X
e	Potential mold on ceiling tiles from past water damage		X										X
f	Cockroaches in detention areas and deputies' work areas		X										X
g	Broken plaster in walls exposing metal lath, could be used to fabricate weapons		X										X
h	Inoperable ceiling light fixtures throughout facility		X										X
i	Damaged temperature control box on 8th floor		X										X
j	Poor working conditions in the lower level		X										X
12.3	Seek satisfactory repair of items a thru f	L.A. County Sheriff's Department - Glendale Courthouse											
a	Problems with transporting handicapped prisoners through the courthouse facility		X										X
b	Makeshift sally port with limited surveillance cameras		X										X
c	Electrical hazards, general maintenance ignored		X										X
d	Some bolts affixed to cells can easily be removed		X										X
e	Potential mold on ceiling tiles from past water damage		X										X
f	Cells with lack of visibility for Sheriff Staff with no cameras		X										X

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Recommendation No	BRIEF DESCRIPTION OF RECOMMENDATION	RESPONSIBLE AGENCY										
REPORT TITLE: <i>Detention</i>												
12.4	Seek satisfactory repair of items a thru g	Los Angeles County Sheriff's Department - Van Nuys Courthouse West										
a	Deferred maintenance issues observed (painting, Plumbing, electrical)		X								X	
b	Potential mold on ceiling tiles from prior leaks		X								X	
c	Damaged glass in work areas		X								X	
d	Exhaust extraction vents in sally port		X								X	
e	Some cell doors do not lock or malfunction		X								X	
f	Duct tape over a drain		X								X	
g	Damaged floor tiles in detainee elevator		X								X	
12.5	Seek satisfactory repair of items a thru g	Los Angeles County Sheriff's Department - San Fernando Courthouse										
a	Deferred maintenance issues observed (painting, Plumbing, electrical)		X								X	
b	Detention area has a sewage smell		X								X	
c	Some cell doors do not lock or malfunction		X								X	
d	HVAC temperature is constantly cold in cells		X								X	
e	No back-up emergency lighting at exit		X								X	
f	Inoperable security camera, damaged		X								X	
g	Inoperable sinks and toilets in cells		X								X	

Legend: P= Partial; X=Yes

The complete response of each agency is available at <http://grandjury.co.la.ca.us/gjreports.html>.

ACRONYMS

- CJG Civil Grand Jury
- LA Los Angeles
- USD Unified School District

COMMITTEE MEMBERS

Alice B. Grigsby, Chair
Hector R. Gonzalez, Secretary*
George A. Ellis
Judy B. Halloran
Ray Lee
Michael Rodrigues
Betty Smith

*Deceased

DETENTION



Valencia R. Shelton, Chair
Renée Jenkins, Secretary
Margaret A. Chapman
Nancy Coleman
Norwood J. Davis
Marguerite C. Downing
George A. Ellis

Ronald A. Evans
Hector R. Gonzalez*
Alice B. Grigsby
Judith E. Halloran
Eslie James
Freida K. King
Ray Lee

Victor H. Lesley
Carl Moore
Jee Hi Park
Michael Rodrigues
Betty Smith
Joseph F. Young

DETENTION

California Penal Code Section 919(b) requires the Civil Grand Jury to “inquire into the condition and management of the public prisons within the county”. To fulfill this statutory requirement the 2018-2019 Los Angeles County Civil Grand Jury (CGJ) inspected and prepared this report on the condition and management of the jails and holding facilities managed and operated by municipal police departments and the Los Angeles County Sheriff’s Department (LASD), County jails, courthouse holding cells, juvenile camps and halls operated by the Los Angeles County Probation Department (LACPD or Probation) within Los Angeles County, as well as miscellaneous holding facilities used for special purposes. California Penal Code Section 921 permits the Civil Grand Jury free access, at reasonable times, to the public prisons and to the examination, without charge, of all public records within the county and this CGJ relied upon this authority during our inspections for records of the inspected facilities.

SUMMARY

In the months of August and September of 2018, members of the 2018-2019 Los Angeles County Civil Grand Jury participated in the inspection of the 138 detention facilities located throughout the 4,758 square miles of Los Angeles County. Members of the CGJ were divided into seven teams based on their proximity to geographical detention locales. Each team, comprised of two to four jury members, conducted unannounced inspections of jails and holding facilities. The team members also interviewed management on their operating procedures, reviewed operating manuals, and discussed emergency response procedures. Finally, the members observed and recorded the physical conditions of the holding areas and cells.

In addition to the unannounced inspections, the CGJ toured all the county jails. While performing these inspections and tours, the CGJ gained new insight, perspective, and an honest appreciation for an important component of the criminal justice and juvenile justice systems.

We have categorized the facilities inspected into four types: (i) Community police and sheriff’s stations, (ii) juvenile facilities, (iii) county courthouses, and (iv) county jails. Although every attempt was made to provide uniformity in the inspection criteria by using a checklist, each team made their own review and analysis of the facilities they visited. This allows for the unbiased assessment of the custody facilities by the members of the CGJ, many of whom prior to this inspection had never seen the inside of a jail or holding facility. The phone numbers, addresses, and open/closed status of the facilities were updated as needed.

With very few exceptions, every facility visited was understaffed and in need of additional personnel. This was especially applicable to LASD stations and jails. Recommendations were made to improve the safety of the staff and the living conditions of the detainees in order to improve efficiency and increase staffing levels.

The following tables represent the holding facility and jail inspections results of the 2018-2019 Los Angeles County Civil Grand Jury Detention Committee. The inspection results are divided into the following categories: (i) Los Angeles Police Department Facilities / Station Jails, (ii) Other Police Department Facilities / Station Jails, (iii) LASD Stations, (iv) County Jails, (v) Courthouses, (vi) Probation’s Juvenile Facilities, and (vii) Miscellaneous Holding Facilities that are used for special events.

LOS ANGELES POLICE DEPARTMENT FACILITIES/STATION JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
77th Street Community Station 7600 S. Broadway Los Angeles, CA 90003 213-485-4164	LAPD	Satisfactory	Pre-arraignment station only; detainees are sent to 77th from Pacific, Harbor or Southwest divisions. Doctors and nurses are available 24 hours daily. Visitors allowed twice daily. TDD machine provided for the deaf.
Central Area Community Station 251 E. 6th Street Los Angeles, CA 90014 213-485-6606	LAPD	Unsatisfactory	Booking area inadequate—officers and detainees share same space which creates a safety hazard for staff and inmates. Utilizes USC or California Hospital for emergencies.
Devonshire Community Station 10250 Etiwanda Avenue Northridge, CA 91325 818-832-0633	LAPD	Satisfactory	Arrest, hold and transfer only. Facility has two holding cells and bench holding capability. Jail facilities are nonoperational.
Foothill Community Station 12760 Osborne Street Pacoima, CA 91331 818-756-8861	LAPD	Satisfactory	Patrol division police station. Jail facility available and maintained but not in operation. Temporary holding cells with basic human needs facilities located in majority of units. Capacity is 24 detainees. Life safety tools available and satisfactory. Appearance good.
Harbor Community Station 2175 S. John Gibson Blvd. San Pedro, CA 90731 310-726-7700	LAPD	Outstanding	It is a state-of-the-art facility with 63 beds and can accommodate both male and female inmates. There are 32 cells, 9 showers, 2 interview rooms, 3 visiting rooms. Complaint forms were available in 3 languages. On a second visit on 9/13/2018, we inspected the new jail, (now closed). There are no immediate plans to re-open this jail. Currently, it is frequently used for TV and motion picture filming.
Hollenbeck Community Station 2111 E. 1st Street Los Angeles, CA 90033 213-972-2971	LAPD	Satisfactory	Facility has a designated room for children accompanying parents who are arrested. Clean but heavy graffiti throughout facility
Hollywood Community Station 1358 Wilcox Avenue Los Angeles, CA 90028 213-972-2971	LAPD	Satisfactory	An older facility, but very clean and well-run. Frozen meals are provided by an outside vendor, Cisco.
Mission Hills Community Station 11121 N. Sepulveda Boulevard Mission Hills, CA 91345 818-838-9800	LAPD	Satisfactory	Arrest, hold, and transfer with temporary holding cells. Basic human needs facilities in majority of units. Capacity is 30+ detainees. Life safety tools are available and satisfactory. Appearance is good. Lacked access to BSCC reports.

LOS ANGELES POLICE DEPARTMENT FACILITIES/STATION JAILS

Name Address Phone # of Facility	Category	Inspection Results	Comments
Newton Community Station 3400 S. Central Avenue Los Angeles, CA 90011 323-846-6547	LAPD	Satisfactory	Fire department located across the street for all medical issues. Phone usage for juveniles only. Complaint forms available in more than 7 languages.
N Hollywood Comm. Station 11640 Burbank Blvd. No. Hollywood, CA 91601 818-623-4016	LAPD	Satisfactory	Patrol division police station with no jail. Temporary holding cells fully operational with basic human needs facilities in majority of units. Capacity is 16 detainees. Life safety tools are available and satisfactory. Appearance good.
Northeast Community Station (LAPD/Eagle Rock) 3353 San Fernando Road Los Angeles, CA 90065 323-561-3211	LAPD	Satisfactory	Arrest and transport only. Newer LAPD patrol division police station with temporary holding cells. Fully operational with basic human needs facilities located in majority of units. Capacity is 12 detainees. Life safety tools are available and satisfactory. Appearance is good. Cameras throughout Station. Child room available for children of detainees
Olympic Community Station 1130 S. Vermont Avenue Los Angeles, CA 90006 213-382-9102	LAPD	Satisfactory	Complaint forms in multiple languages. Commendation forms were available. Officers pay out their pockets to purchase food for juveniles. Strong community advisory committee. Did not have suicide kit available.
Pacific Community Station 12312 Culver Boulevard Los Angeles, CA 90066 310-482-6334	LAPD	Satisfactory	Clean, well-maintained older facility. No fire sprinklers. No sobering cell—intoxicated arrestees are sent to 77th St. Jail. No phones in booking area; inmates use officers’ phones. Larger cells have pay phones.
Rampart Community Station 1401 W. 6th Street Los Angeles, CA 90017 213-484-3400	LAPD	Satisfactory	Officer out-reach program available. Translations are in multiple languages. Medical emergencies taken to Good Samaritan Hospital. Did not have suicide kit available
Southeast Community Station 145 W. 108 th Street Los Angeles, CA 90061 213-972-7828	LAPD	Satisfactory	Older facility. The only toilet available for arrestees is located in lobby. No BSCC inspection report available. Manual not located. Fire inspection up to date. BOOKING ONLY
Topanga Community Station 21501 Schoenborn Street Canoga Park, CA 91304 818-756-4800	LAPD	Satisfactory	Arrest, hold, and transfer facility. Temporary holding cells are fully operational with basic human needs facilities located within the majority of units. Capacity is 30+ detainees. Life safety tools are available and satisfactory. Appearance is good.
Van Nuys Community Station 6240 Sylmar Avenue Van Nuys, CA 91401 818-374-9500	LAPD	Satisfactory	Well-run central booking jail for LAPD San Fernando Valley region. Community patrol stations transport to this station for booking. Adult facility with a 250 person capacity with average daily population of 150. Short-duration overnight stays. Separate sections for men and women. Full time medical staff and kitchen.

LOS ANGELES POLICE DEPARTMENT FACILITIES/STATION JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
West L.A. Community Station 1663 Butler Avenue Los Angeles, CA 90025 310-444-0701	APD	Unsatisfactory	Poorly run facility. No toilet, no food, and no water on site for arrestees. Inspection reports not available. Duty officer feels BSCC inspections are not necessary for a facility with temporary holding cells. BOOKING ONLY
West Valley Community Station 19020 Vanowen Street Reseda, CA 91335 818-374-7611	LAPD	Satisfactory	Arrest, hold, and transfer only. Door locks on two holding cells non-functional but reported for repair. Other holding cells were fully functional. Two separate juvenile holding cells.
Wilshire Community Station 4861 W. Venice Boulevard Los Angeles, CA 90019 213-473-0476	LAPD	Satisfactory	Facility is utilized for arrest and transfer only. Detainees are transferred to Metro Detention Center located at 180 N. Los Angeles St. , Los Angeles, CA.

OTHER POLICE DEPARTMENT FACILITIES / STATION JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Alhambra Police 211 S. 1 st Street Alhambra, CA 91801 626-570-5151	City Police	Satisfactory	GEO Corrections officers were the jail administrators. Procedure manuals were current and in order. Juvenile housing separate from main jail. Three hot meals served daily. Very clean facility.
Arcadia Police 250 W. Huntington Drive Arcadia, CA 91723 626-574-5150	City Police	Outstanding	Police station with jail. Command center with camera and intercom to all cells. EMT called for medical needs. Skylights throughout facility which aided processing.
Azusa Police 725 N. Alameda Avenue Azusa, CA 91702 626-812-3200	City Police	Outstanding	Capacity of 25. They mainly handle drug and DUI detainees. All juveniles are sent to Los Padrinos Juvenile Hall. They have an active social media network and are involved in the community. Due to the proximity to the Metro station, the station gets a lot of the homeless population.
Baldwin Park Police 14403 E. Pacific Avenue Baldwin Park, CA 91706 626-960-4011	City Police	Satisfactory	Clean and well-organized male-only facility. Jailers are contract personnel. Local EMT called for medical needs
Bell Gardens Police 7100 Garfield Avenue Bell Gardens, CA 90201 562-806-7600	City Police	Satisfactory	Semi-clean, well-maintained older facility. Fire inspection up to date. Last BSCC inspection was done in 2014.
Bell Police 6326 Pine Avenue Bell, CA 90201 323-585-1245	City Police	Satisfactory	Clean, well-maintained pay-to-stay facility. Reports readily available.

OTHER POLICE DEPARTMENT FACILITIES / STATION JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Beverly Hills Police 464 N. Redford Drive Beverly Hills, CA 90210 310-550-4951	City Police	Satisfactory	Clean pay-to-stay facility. Contract agency used for jailers. No jail manager on duty. Fire inspection up to date. BSCC inspection report not available
Burbank Police 200 N. Third Street Burbank, CA 91502 818-238-3217	City Police	Outstanding	Full service facility with a functioning short-term jail for pre-trial detainees. Capacity is 71. Pod design with cameras and intercoms in each cell. Well-monitored and clean. Pay-to-stay available for 4 days per stay at \$85/night. Detainee property secured in plastic bags pending release.
City of Industry Police 150 N Hudson Avenue City of Industry, CA 91744 626-330-3322	City Police	Satisfactory	Facility has 10 cells with a capacity of 48. There are 2 jailers (1 male and 1 female). Jailer in charge carried his weapon throughout facility. Three trustees transferred from a state facility are housed here. Phone in all cells. Juveniles are sent to Los Padrinos or released to the parents. The station has a narcotics team on call with a 30 minutes ETA. Majority of arrests are drug related. Cameras in hallways only. Psychological evaluation team on site to assist at booking.
Claremont Police 570 W. Bonita Avenue Claremont, CA 91711 909-399-5411	City Police	Outstanding	Cell capacity is 12 with five sworn officers per shift and one jailer. All detainee complaint forms are given to the chief of police for immediate attention. Two cells dedicated for females. Cameras throughout. Juveniles are taken to Pomona Police Department.
Covina Police 444 N. Citrus Avenue Covina, CA 91733 626-858-4413	City Police	Satisfactory	Good signage. EMT and fire department called for medical needs. Detainee complaints are taken orally and are immediately resolved by supervisor on duty.
Culver City Police 4040 Duquesne Avenue Culver City, CA 90232 310-837-1221	City Police	Satisfactory	Inspection reports up-to-date. Only male custody assistants. Female staff member available to search admitted female if required. Privacy is compromised for female detainees because surveillance cameras are monitored by male personnel.
Downey Police 10911 Brookshire Avenue Downey, CA 91502 562-861-0771	City Police	Satisfactory	Arrest & Transfer only.
El Monte Police 11333 Valley Boulevard El Monte, CA 91731 626-580-2110	City Police	Satisfactory	Cell capacity is 30 with 3 sworn officers per shift and 3 jailers on shift. Total of 7 employees. Cameras throughout facility. 7 cells of 4 with separate cells for females and juveniles. Bilingual officers available. All medical problems are sent to hospital by EMT's.
El Segundo Police 348 Main Street El Segundo, CA 90245 310-524-2200	City Police	Satisfactory	Facility is being remodeled. Female administrative staff are trained as matrons to search females when female jailer is unavailable. Many community volunteers. Sobering cell is padded.

OTHER POLICE DEPARTMENT FACILITIES / STATION JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Gardena Police 1718 162 nd Street Gardena, CA 90247 310-217-9632	City Police	Satisfactory	Fire Department next door for major medical; only aspirin available on-site. Mental health teams are assigned to this facility. All staff have food handling certificates. Interpreters available through City of Gardena. Poor ventilation, replace air vents.
Glendale Police 131 N. Isabel Street Glendale, CA 91206 818-548-4840	City Police	Outstanding	Clean, well-monitored full service facility with a fully functioning short-term jail for pre-trial detainees. Capacity is 100. Pod design with cameras and intercoms in each cell. Pay-to-stay available at \$87/night. Arraignment and visits via video conferencing available.
Glendora Police 150 S. Glendora Avenue Glendora, CA 91741 626-914-8250	City Police	Outstanding	Booking and release facility with transfer made within a 96 hour maximum window. Mental evaluation done at booking. Texting ability for detainees from cells. Fire Dept. called for medical needs.
Hawthorne Police 12501 Hawthorne Boulevard Hawthorne, CA 90250 310-675-4443	City Police	Satisfactory	Pre-arraignment only. Pay-to-stay facility at \$75 per stay for each day. Detainees are required to work during period of detention.
Hermosa Beach Police 540 Pier Avenue Hermosa Beach, CA 90254 310-318-0300	City Police	Unsatisfactory	Inspection reports up-to-date. Unclean pay-to-stay facility. The smell of urine present in all cells.
Huntington Park Police 6542 Miles Avenue Huntington Park, CA 90255 323-584-6254	City Police	Satisfactory	Well-maintained facility serves as a holding facility for the City of Vernon. Can house up to 32 arrestees. Three full-time jailors with two additional jailors being added. All required manuals available. Separate facilities maintained for females and juvenile arrestees. Facility scheduled for temporary closure due to tenting for termite removal.
Inglewood Police One W. Manchester Boulevard Inglewood, CA 90301 310-412-5211	City Police	Satisfactory	Detainees must ask for complaint forms. Medical care is contracted out. Mental evaluation team on site. Juveniles are sent to Eastlake, not held at IPD. Interpreters for Japanese, Portuguese, and Spanish available.
Irwindale Police 5050 N. Irwindale Avenue Irwindale, CA 91706 626-430-2244	City Police	Satisfactory	Arrest and transfer only. The jail cells are utilized for storage.
La Verne Police 2061 Third Street La Verne, CA 91750 909-596-1913	City Police	Satisfactory	Booking and transfer facility. Detainees held for a maximum of 72 hours. Facility is too small for the activity experienced. Cell capacity of 16 with 6 cells occupied. Five sworn officers per shift with one Jailer. All medical needs are handled by EMT with the major cases taken to the hospital. A metal detector is utilized during booking.

OTHER POLICE DEPARTMENT FACILITIES / STATION JAILS

Name Address Phone # of Facility	Category	Inspection Results	Comments
Long Beach Police 400 W. Broadway Long Beach, CA 90802 562-570-7260	City Police	Satisfactory	Total capacity of 212. Facility houses long-term trustee- inmates. All other detainees are kept for a maximum of 96 hours. No outside access. Newly updated flush sprinklers and video cameras. Well-lit and odor free. Separate floor for female detainees.
Manhattan Beach Police 420 15th Street Manhattan Beach, CA 90266 310-802-5140	City Police	Satisfactory	Clean, well-maintained facility. Inspection reports were not available.
Monrovia Police 140 E. Lime Avenue Monrovia, CA 91016 626-256-8000	City Police	Satisfactory	Well-maintained hold-and-release facility used primarily for weekend detainee population. Local fire department EMT's utilized for all medical needs.
Montebello Police 1600 Beverly Boulevard Montebello, CA 90640 323-887-13131	City Police	Satisfactory	Police station with contract jailer from GEO Services. Pay- to-stay facility at \$100.00 day. Juvenile detaining area completely separate from jail with appropriate supervision. GEO staff performs all jailing operations and food service. Administration very well trained.
Monterey Park Police 320 W. Newmark Avenue Monterey Park, CA 91754 626-307-1266	City Police	Satisfactory	Defibrillator not in jail but in upstairs lobby. Pay-to-stay facility at \$97.92/day with a \$26.52 registration fee (scheduled increase to \$51.00). One detainee at time of inspection.
Palos Verdes Police 340 Palos Verdes Drive Palos Verdes, CA 90274 310-378-4211	City Police	Satisfactory	Two 4-person cells. Three hot meals. Out-dated cell doors. Very clean and well organized.
Pasadena Police 207 N. Garfield Avenue Pasadena, CA 91101 626-744-4545	City Police	Outstanding	Pay-to-stay facility (\$143/day). State-of-the-art command area. Jailers wear body cams. Meals prepared by staff. Kitchen cleaned by Detainees. Fire department/EMT utilized for medical needs.
Pomona Police 490 W. Mission Boulevard Pomona, CA 91776 909-620-2130	City Police	Satisfactory	Cell capacity of 62. A good well organized Command Center. Detainee complaint forms available. Separate cells for females. One trustee on duty. A substation is opened at the Fairplex during events at the Pomona Fairgrounds.
Redondo Beach Police 401 Diamond Street Redondo Beach, CA 90277 310-379-2477	City Police	Satisfactory	This facility has a maximum capacity of 28 with stays of up to 96 hours. Three hot meals per day for overnight detainees. Clean, well-organized facility with highly motivated staff.
San Fernando Police 910 First Street San Fernando, CA 91340 818-898-1267	City Police	Satisfactory	Rated capacity of 16. Camera monitoring done throughout the facility. Pay to stay available at \$110 per night.

OTHER POLICE DEPARTMENT FACILITIES / STATION JAILS

Name Address Phone # of Facility	Category	Inspection Results	Comments
San Gabriel Police 625 Del Mar Avenue San Gabriel, CA 91778 626-308-2828	City Police	Satisfactory	This facility serves multiple cities (Temple City, El Monte, Duarte, Bradbury and Rosemead). It has a nonoperational jail with temporary holding cells. Arrestees are transferred same day to Alhambra. SGPD has Live Scan capability for "pre-booking" for misdemeanor arrestee (or when medical conditions require it) to LAC+USC for booking. Meals are brought in from SGV Medical Center when needed. No jail staff, only SGPD sworn officers. A total staff of 54 officers, with 6 on duty during inspection. New facility is currently under construction.
San Marino Police 2200 Huntington Drive San Marino, CA 91107 626-300-0720	City Police	Satisfactory	Jail and holding facility are closed. Arrest and transfer to Alhambra Police Station. Most arrests are related to auto accidents.
Santa Monica Police 333 Olympic Drive Santa Monica, CA 90401 323-458-8484	City Police	Satisfactory	Well-maintained facility. Inspection reports up-to-date.
Signal Hill Police 2745 Walnut Avenue Signal Hill, CA 90755 562-989-7200	City Police	Outstanding	A very clean, state-of-the-art jail facility with a highly professional staff. Complaint forms were available in 3 languages.
South Gate Police 8620 California Avenue South Gate, CA 90280 323-563-5400	City Police	Satisfactory	Poor air quality. Floor fans are utilized for circulation. Uneven floors upon entering the jail area—sloped toward center for cleaning purposes according to staff. Old building, built in 1949.
South Pasadena Police 1422 Mission Street South Pasadena, CA 91030 626-403-7270	City Police	Satisfactory	Arrestees are detained for less than 3 hours before being transferred to Alhambra or MCJ. Cuffs and chains are sanitized after each use. Good signage throughout with literature racks.
Torrance Police 3300 Civic Center Drive Torrance, CA 90505 310-618-5631	City Police	Satisfactory	Maximum capacity of this facility is 44 detainees for up to 96 hours. Minors are kept in reception area of the station and held for a maximum of six hours.
Vernon Police 4305 S. Santa Fe Avenue Vernon, CA 90058 323-587-5171	City Police	Satisfactory	Clean, well-maintained newer facility. All reports up to date. Arrestees are transferred to Huntington Park jail. Facility was closed last year. BOOKING ONLY
Whittier Police 13200 Penn Street Whittier, CA 90602 888-557-0383	City Police	Outstanding	New, model facility, built in 2010. Very well designed with command center in the middle of operations.

LASD STATIONS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Altadena Station 780 E. Altadena Drive Altadena, CA 91001 626-798-1131	LASD	Satisfactory	No bookings since 1999. Arrest and transfer only. Very involved with community youth outreach.
Avalon Station 215 Sumner Avenue Avalon, CA 90704 310-510-0174	LASD	Satisfactory	The jail and courthouse are combined. Fire safety masks upon inspection were not available; however on 08/18/18 phone calls & FAXs were received to verify masks present at station.
Carson Station 21356 S. Avalon Boulevard Carson, CA 90745 310-830-1123	LASD	Satisfactory	Clean, well-maintained facility. Fire inspection report up to date. BSCC report not available at time of CGJ inspection.
Cerritos Station 18135 Bloomfield Avenue Cerritos, CA 90703 562-860-0044	LASD	Satisfactory	Well-organized facility. All information/manuals very organized. Friendly & knowledgeable staff. Jail hours are 2:00 - midnight. After hours, inmates are transferred to Lakewood.
Compton Station 301 S. Willowbrook Avenue Compton, CA 90221 310-605-6500	LASD	Satisfactory	This station is a patrol division only; detainees are processed in Lynwood.
Crescenta Valley Station 4554 N. Briggs Avenue La Crescenta, CA 91214 818-248-3464	LASD	Satisfactory	Booking operations and 72-hour holding. Cell capacity of 32. One sworn officer and one jailor during operations. Low-activity facility, closed on Tues and Weds due to shortage of staff. Appearance good. Safety equipment available. Extra First Aid Kits in locked cabinet—maybe should be in an unlocked storage unit.
East Los Angeles Station 5019 E. Third Street Los Angeles, CA 90022 323-264-4151	LASD	Satisfactory	This facility is currently staffed by one custody assistant who has worked there for 19 years. The facility is clean but heavy graffiti noted. Inadequate custody staffing noted.
Lakewood Station 5130 N. Clark Avenue Lakewood, CA 90712 562-623-3500	LASD	Satisfactory	Trustees utilized for custodial services and car washing. New digital system in place. Very friendly and knowledgeable staff
Lancaster Station 501 W. Lancaster Boulevard Lancaster, CA 93534 661-948-8466	LASD	Satisfactory	Rated cell capacity of 46. Cameras have been purchased and are awaiting installation by the Sheriff's Data Systems Bureau. No juveniles are held here.
Lomita Station 26123 Narbonne Avenue Lomita, CA 90717 310-539-1661	LASD	Satisfactory	Clean facility with peeling paint. Cover missing from electrical outlet in kitchen. No phones in cells. Inspection reports up to date. Jailer had no idea where manual and inspection reports are kept.
Lost Hills (Malibu Station) 27050 Agoura Road Calabasas, CA 91301 818-878-1808	LASD	Satisfactory	Arrest, hold, and transfer facility. Jail facilities are fully operational. Kitchen area outstanding for a short-term jail. Meals are heated. Multiple large sub-zero freezers. Lacked BSCC reports.

LASD STATIONS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Marina Del Rey Station 3851 Fiji Way Marina Del Rey, CA 90292 310-482-6000	LASD	Satisfactory	Limited capacity, clean. No sobering cell. No designated area for attorney visits. One shower available; door difficult to open. Up-to-date inspection reports. Regular staff not available at jail.
Norwalk Station 12335 Civic Center Drive Norwalk, CA 90650 562-863-8711	LASD	Satisfactory	Very accommodating, friendly, and knowledgeable staff. Very clean jail facilities.
Palmdale Station 750 E. Avenue Q Palmdale, CA 93550 661-272-2400	LASD	Satisfactory	Rated cell capacity of 32. Each room and functional areas are clearly labelled. Detainees are held up to 96 hours. No juveniles held at the facility.
Pico Rivera Station 6631 Passons Boulevard Pico Rivera, CA 562-949-2421	LASD	Satisfactory	Cell capacity of 36 with 8 sworn officers and 2 female jailers present. Also housed 4 trustees on site. 24-hour hold generally but holiday/weekend could cause stays to be 72-96 hours for a detainee. CHP, Parole Department or Probation Department also bring female detainees for booking at this station since there are female deputies or jailers present at all times.
San Dimas Station 270 S. Walnut Avenue San Dimas, CA 92173 909-450-2700	LASD	Outstanding	Cell capacity of 22 with one jailer on duty. Total of 11 cells with separate cells for females and juveniles. Five trustees housed here to do all maintenance and cleaning of cells. Video conferencing for visitors.
Santa Clarita Valley Station 23740 W. Magic Mtn. Pkwy Valencia, CA 91355 661-255-1121	LASD	Satisfactory	Rated capacity of 32. New Building expected to be available in 2020.
South Los Angeles Station 1310 W. Imperial Highway Los Angeles, CA 90044 323-820-6700	LASD	Unsatisfactory	Older facility. Toilet clogged in detox cell; maintenance request on order. Phone with missing headset; repair/replacement on order. Cells not cleaned when vacant. Holding facility.
Temple City Station 8838 Las Tunas Drive Temple City, CA 91780 626-285-7171	LASD	Satisfactory	Cell capacity of 24. Five employees; one jailer on duty on day of inspection. Full booking capability. Inmate dorm for up to 10 trustees with current population of 3. Trustees manage most housekeeping duties. Freezer storage handle "broken" but functional; otherwise excellent condition. Sobering cell is not padded because jail was built prior to 1963.
Walnut/Diamond Bar Station 21695 E. Valley Boulevard Walnut, CA 91790 909-595-2264	LASD	Satisfactory	Very neat facility. Manuals in order. Detainees have dining area outside of cell. Maintenance area also served as recreation for trustee. Unique outdoor barrel for testing firearms for staff.
West Hollywood Station 780 N. San Vicente Boulevard West Hollywood, CA 90089 310-855-8850	LASD	Unsatisfactory	The facility was not clean. Ten-bed trustee dorm with one shower. Mattresses not removed from unoccupied cells.

COUNTY JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Century Regional Corr. Facility 11705 S. Alameda Street Lynwood, CA 90262 213-473-6100	County Jail	Satisfactory	(Female Only) The plumbing needs improvement. 24/7 kitchen operation prepares over 16,000 meals per day.
Inmate Reception Center 450 Bauchet Street Los Angeles, CA 90012 213-473-6100	County Jail	Satisfactory	Clean, well-organized, and well-staffed facility. Personnel were very cooperative and helpful during inspection. Booking Only.
Men's Central Jail 441 Bauchet Street Los Angeles, CA 90012 213-974-4082	County Jail	Satisfactory	Clean, well-organized, and well-staffed facility. Personnel were very cooperative and helpful during inspection. Capacity of 5000.
North County Corr. Facility 29340 The Old Road Castaic, CA 91384 661-295-6547	County Jail	Satisfactory	North County Correctional Facility (NCCF) is an impressive maximum security jail with a capacity of 4,295 male inmates. The facility consists of five housing/detention pods with access to exercise yards. There is an array of classrooms and general purpose rooms used for educational purposes. NCCF has a 24-hour infirmary.
Pitchess Detention Center East Facility 29320 The Old Road Castaic, CA 91384 661-295-8815	County Jail	Satisfactory	Rated capacity of 1950. Majority of facility was shut down in July 2013. One dorm used at night and weekends to house detainees enrolled in the Fire Camp program. Fire Camp trainees housed at separate facility during the day Monday- Friday. Detainees are provided with a special diet, hot breakfasts, and dinners at the ranch. Medical needs are provided at the South facility clinic. Construction began in October 2018 for a 600-bed ADA compliant wing at the facility.
Pitchess Detention Center South Facility 29330 The Old Road Castaic, CA 91384 661-295-8805	County Jail	Satisfactory	Rated capacity of 1500. Detainees are free to move around and all are involved in some type of work program. Work includes laundry as well as outdoor cleanup, landscaping, and plantings. Clinic at the facility serves both the South and East facilities. Detainees housed in dorms in 6 different compounds and are scanned for contraband at the intake site each time they enter the facility. Two canines are used periodically to check for drugs. Large dining room can accommodate half the population at one sitting.

COUNTY JAILS			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Pitchess Detention Center North Facility 29320 The Old Road Castaic, CA 91384 661-295-8840	County Jail	Satisfactory	Single-person holding cells are used for inmates found to be under the influence of drugs or alcohol, inmates at risk to themselves and other inmates, and inmates requiring separation from other inmates for any reason. The clinic is utilized for holding inmates in need of medical attention or those who need to be separated for mental health reasons that require observation. Capacity is 1600.
Twin Towers 450 Bauchet Street Los Angeles, CA 90012 213-893-5100	County Jail	Satisfactory	Clean, well-organized facility. Capacity of 4700. Staffed and operated with high emphasis on employee and inmate safety. All personnel were very cooperative and helpful during inspection. Mentally diagnosed inmates held here

COURTHOUSES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
A. McCourtney Justice Center 1040 W. Avenue J Lancaster, CA 93534 661-949-6503	Courthouse	Satisfactory	Rated capacity of 30. Previously a juvenile court but is now a Dependency Court. Under renovation to add new courtrooms and holding facilities. Cameras expected to be installed within 6 months of inspection.
Alhambra Courthouse 150 W. Commonwealth Ave. Alhambra, CA 91801 626-308-5209	Courthouse	Satisfactory	Custody elevator not working for over one year. Very clean, newer facility.
Bellflower Courthouse 10025 Flower Street Bellflower, CA 90706 562-804-8053	Courthouse	Satisfactory	One breathing mask missing but all other equipment in place.
Beverly Hills Courthouse 9355 Burton Way Beverly Hills, CA 90210 310-288-1310	Courthouse	Satisfactory	Holding cells have been closed for five years.
Burbank Courthouse 300 E. Olive Avenue Burbank, CA 91502 818-557-3493	Courthouse	Satisfactory	LASD short-term holding facility for detainees awaiting court appearance. Capacity of 40 detainees with 3 Sworn Officers on shift at all times. Cameras in all cells. Appearance average. Fresh paint needed. Bus exhaust fumes entering the facility reported by 2017-18 Grand Jury still needs addressing.

COURTHOUSES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Central Arraignment Courthouse 429 Bauchet Street Los Angeles, CA 90012 213-974-6068	Courthouse	Satisfactory	Public complaint forms were in English only. Very old facility. Doors and walls need painting. Graffiti should be removed. Metal and wooden benches in holding cells
Compton Courthouse 200 W. Compton Boulevard Compton, CA 90220 310-762-9100	Courthouse	Satisfactory	Older building needs major upgrades throughout facility. Juveniles held for probation only. No detainee grievance forms available.
Criminal Justice Center (Clara Shortridge-Foltz) 210 W. Temple Street Los Angeles, CA 90012 213-974-6581	Courthouse	Unsatisfactory	Cockroach infestation. Inspection reports up to date but many unresolved issues noted in fire marshal report. Roof leaks create exposure to asbestos. Cafeteria was shuttered for 6 weeks due to asbestos during our term.
Downey Courthouse 7500 Imperial Hwy Downey, CA 90242 562-803-7044	Courthouse	Satisfactory	No manuals or inspection reports and available staff unable to demonstrate on-line access. No overnight accommodations.
East Los Angeles Courthouse 4848 E. Civic Center Way Los Angeles, CA 90022 323-780-2017	Courthouse	Satisfactory	Understaffed older facility. Detainees are held no more than 96 hours.
Ed Edelman Children's Court 201 Centre Plaza Drive, #2700 Monterey Park, CA 91754 323-526-6610	Courthouse	Satisfactory	Where parents and guardians get their day in court when custody issues arise, allegations of abuse, neglect and abandonment and adoptions are handled. Court jail facilities are there to accommodate parents and guardians brought in from county jails. Holding capacity is 150 adults with a daily average of 20-25. There are 11 multi-person holding cells and 4 single-person cells on the ground floor. Each of the 3 court floors has two multi-person holding cells. Well-maintained inspection records.
El Monte Courthouse 11234 E. Valley Boulevard El Monte, CA 91731 626-575-4116	Courthouse	Satisfactory	Holding cells for day court only. Capacity of 30. Three floors of holding cells with a separate floor for females and a separate floor for juveniles.
George Deukmejian Long Beach Courthouse 275 Magnolia Avenue Long Beach, CA 90802 562-590-3622	Courthouse	Satisfactory	Clean, well-lit, new facility staffed by deputies with high morale. Total inmate capacity of 150.
Glendale Courthouse 600 E. Broadway Avenue Glendale, CA 91206 818-500-3524	Courthouse	Unsatisfactory	Short-term holding facility for detainees awaiting court appearance. Capacity for 12 detainees. Two Sworn Officers on shift at all times. Fresh paint needed. Has Bus Deck safety issue.

COURTHOUSES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Inglewood Courthouse One E. Regent Street Inglewood, CA 90301 310-419-5132	Courthouse	Satisfactory	Courtroom interpreter available. Food vendors deliver lunch and dinner. Detainees held less than 10 hours. Audio and video monitoring and walk-through checks
Inglewood Juvenile Court One E Regent Street Inglewood, CA 90301 310-419-5132	Courthouse	Satisfactory	Suicide kit was obstructed by papers. All medical care provided by fire department next door. Seats in Safety Room are wooden; no phone usage for juveniles.
LAX Courthouse 11701 S. La Cienega Blvd. Los Angeles, CA 90045 310-727-6020	Courthouse	Satisfactory	Paramedics are available for medical care. Audio and video monitoring and walk-through checks are made. Courtroom Spanish interpreters are available. Detainees are held less than 10 hours.
Mental Health Courthouse 1150 N. San Fernando Rd. Los Angeles, CA 90065 323-266-2908	Courthouse	N/A	This courthouse is no longer in use. Mental Health Courthouse is now at the Metropolitan Courthouse at 1945 S. Hill Street, Los Angeles, CA 90007.
Metropolitan Courthouse 1945 S. Hill Street Los Angeles, CA 90007 213-742-1884	Courthouse	Satisfactory	This facility is also known as the Los Angeles Traffic Court that processes traffic tickets and traffic violations. Critical plumbing repairs are needed on the 4 th floor. Inadequate storage space for detainees' personal properties noted.
Metropolitan Detention Center 180 N. Los Angeles Street Los Angeles, CA 90012 213-356-3400	Courthouse	Satisfactory	Currently installing new cameras and cordless wall phones in each cell. One negative pressure holding cell designed for detainees with medical problems. Well-staffed medical facility on-site. Capacity 540.
Michael D. Antonovich Antelope Valley Courthouse 42011 4th Street West Lancaster, CA 93534 661-974-7200	Courthouse	Satisfactory	Rated capacity of 586. Recently built and fully utilized. Large space converted to an additional courtroom.
Norwalk Courthouse 12720 Norwalk Blvd. Norwalk, CA 90650 562-807-7266	Courthouse	Satisfactory	Jail was compliant but BSCC manuals not accessible.
Pasadena Courthouse 300 E. Walnut Street Pasadena, CA 91101 626-356-5680	Courthouse	Outstanding	Well-staffed facility. Cameras provide good visibility indoors and outdoors. All areas are very well protected. Detainees held for court are provided with meals brought in from MCJ. EMT called for detainee medical needs.
Pomona Courthouse 400 W. Mission Boulevard Pomona, CA 91766 909-802-9944	Courthouse	Outstanding	Holding cells on 4 different floors. Detainees are separated and held on the floor corresponding to the court detainee is to appear. Females, mentally unstable detainees, and K10 are all held on separate floors. Capacity is 155. Staff of 7 sworn officers.

COURTHOUSES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
San Fernando Court 900 Third Street San Fernando, CA 91340 818-898-2403	Courthouse	Satisfactory	Rated capacity of 168. Extensive repair log notes, many plumbing and maintenance issues. Extensive etchings on metal surfaces in holding cells.
Santa Clarita Courthouse 23747 W. Valencia Boulevard Valencia, CA 91355 661-255-7439	Courthouse	Unsatisfactory	Rated capacity of 34. Detainees, Jury members, and judges use the same entrance and corridor that is used to bring detainees into the holding area or move them into courtrooms. Safety issue for staff.
Torrance Courthouse 825 Maple Avenue Torrance, CA 90503 310-222-1785	Courthouse	Unsatisfactory	Staff had difficulty locating manuals and safety kits. Males are detained in the basement and female on the 5th floor. Male detainees complained of excessive heat in the cells. Deputies explained that poor air circulation contributed to the heat problem. The jail was poorly lit. Heavy graffiti throughout facility.
Van Nuys Courthouse West 14400 Erwin Street Mall Van Nuys, CA 91401 818-374-2511	Courthouse	Unsatisfactory	Ground floor holding cells appeared dingy and dirty due to poor paintwork and erased graffiti. Holding cells on the 7 upper floors of the courthouse appeared cleaner but still well overdue for repainting. Door locks on two holding cells non-functional but reported for repair. There are two separate juvenile holding cells. Inmate elevator to courtrooms on upper floors is a safety factor due to a very small waiting area on each floor.

PROBATION'S JUVENILE FACILITIES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Barry J. Nidorf Justice Center 16350 Filbert Street Sylmar, CA 91342 818-364-2011	LACPD	Satisfactory	Rated capacity of 375. Juveniles are held pending sentencing for approximately 2 weeks, but some detainees with extensive court proceedings can be held for more than 2 years. Boys and girls are separately housed and schooled. Multi-Disciplinary Approach used. Teachers make their own curriculum.
Camp Clinton B. Afflerbaugh 6631 N. Stephens Ranch Rd. La Verne, CA 91750 909-593-4937	LACPD	Outstanding	Capacity is 80. Total staff is 40 with 8 deputies on duty per shift. Three stay terms for inmates; 3-5, 5-7, and 7-9 months. A program exists that allows juveniles to perform other duties to reduce term of stay. Current ages are 16-19. Dorm in a single building with single beds, a TV room and library. A nurse is on duty during the day for dispensing medications. Emergencies are sent to LCMC or Pomona Hospital. Juveniles are deemed to have undergone complex trauma. Program has been started with LAPD, "Bridge the Gap", for dialogue with juveniles. Family visitations on weekends. Multiple disciplinary teams formed and meet weekly.

PROBATION'S JUVENILE FACILITIES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Camp Glenn Rockey 1900 Sycamore Canyon San Dimas, CA 91773 909-599-2391	LACPD	Outstanding	All-male facility with a capacity of 60. 50% of juveniles are on psychotropic medication—all taken voluntary. DMH personnel on duty until 10PM. Total employees 85, with 5 clerical. Average age is 15-18 and average stay is 5 months with some 7 to 9 months. Dorms have 4 wings, a Hope Center with separate day rooms. They utilize Pet Therapy as an aid in dealing with some of the juveniles. They use multiple disciplinary teams composed of the juvenile nurse, educational aide, mental services, inmate's parents, and representative from Health Services.
Camp Joseph Paige 6601 N. Stephen Ranch Rd. La Verne, CA 91750 909-593-4921	LACPD	Outstanding	Capacity is 120. Total staff is 40 with 8-13 deputies on duty, 56 hour shifts. Stay terms: 3-5, 5-7, 7-9 months. Current placement is 16-19 years. One dorm with beds in 4 areas with TV and library. Nurse on duty during the day. Juveniles deemed to have undergone complex trauma and there are 13 clinicians on duty to help. LAPD conducted dialogue with inmates in attempt to bridge the gap.
Camp Joseph Scott (Girls) 28700 N. Bouquet Canyon Rd. Santa Clarita, CA 91390 661-296-8500	LACPD	Satisfactory	Rated capacity of 64. The only girls camp in the County. Multi-Disciplinary Approach used. Behavior modification program used. Road to Success Academy-themed approach used to engage students.
Camp Vernon Kilpatrick 427 S. Encinal Canyon Rd. Malibu, CA 90265 818-889-1353	LACPD	Satisfactory	The Intake Reception Area is the only private detention area available to the camp should a youth need to be separated from others. There are staff offices and an office designated for medical purposes and counselling in each of the five cottages (residence buildings).
Central Juvenile Hall 1605 Eastlake Avenue Los Angeles, CA 90033 323 226-8611	LACPD	Satisfactory	Facility contains both a courthouse and housing facilities. This facility is run by the Probation Department, which provided services from LACOE, DMH, and DHS. Services provided by L.A. County Educational Services were targeted toward the needs of the current and ever changing population.
Challenger - Camp McNair 5300 W. Avenue I Lancaster, CA 93536 661-940-4146	LACPD	Satisfactory	Rated capacity of 110. Expected to close in Spring 2019. Multi-disciplinary approach used. Behavior modification program used to shape behavior. Road to Success Academy-themed approach used to engage students.
Challenger - Camp Onizuka 5300 W. Avenue I Lancaster, CA 93536 661-940-4144	LACPD	Satisfactory	Rated capacity of 110. Expected to close in Spring 2019. Highest risk youth with at least two prior camp stays who are older than 16 1/2 are held here. Multi-disciplinary approach used. Behavior modification program used to shape behavior. Road to Success Academy-themed approach used to engage students.

PROBATION'S JUVENILE FACILITIES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Challenger - Camp Scobee 5300 W. Avenue I Lancaster, CA 93536 661-940-4146	LACPD	Satisfactory	Rated capacity of 110. Expected to close in October 2018.
Dorothy Kirby Center 1500 S. McDonnell Avenue Los Angeles, CA 90022 323-981-4301	LACPD	Satisfactory	This is a co-ed facility for youth 13-18. High school curriculum leading to a diploma. Additional classes offered and coordinated with LATT & LACC. Older facility with dedicated staff providing emotional support with emphasis on individual and family counseling. Full library, pool, and gym. Full-time nurse on duty.
Kenyon Scudder Camp 28750 N. Bouquet Canyon Rd. Santa Clarita, CA 91390 661-296-8811	LACPD	N/A	TEMPORARILY CLOSED Renovation continuing; reopening date to be determined.
Los Padrinos Juvenile Hall 7285 Quill Drive Downey, CA 90242 562-940-8681	LACPD	Satisfactory	Rated capacity is 600 but current occupancy on the date of inspection was 259. Detainees all under 13 years old. Art class, dance, hip hop, job placement & GED classes. Mental health & detox, substance abuse classes available. Very clean.

MISCELLANEOUS HOLDING FACILITIES			
Name Address Phone # of Facility	Category	Inspection Results	Comments
Dodger Stadium Security Office 1000 Elysian Park Los Angeles, CA 90012	Specialized Agency	N/A	Access to this facility was denied.
L.A. Airport Police 6320 W. 96th Street Los Angeles, CA 90045 424-646-6100	Specialized Agency	Satisfactory	Pre-booking only. Detainees taken to Pacific Division. Toilets and sinks located outside cells. Medical care through fire department only.
LAC+USC Jail Ward 2051 Marengo Street Los Angeles, CA 90033 323-409-4563	Specialized Agency	Satisfactory	Secured facility. When detainees/patients are moved to the regular hospital floors, they are under 24-7 guard by Deputy Sheriffs. The jail ward meets the needs of those detainees in the surrounding jails needing medical attention that cannot be provided by local jail

FINDINGS AND RECOMMENDATIONS

After the inspection of the holding facilities and jails, the following Findings and Recommendations are noted to improve the conditions at some of the inspected sites.

NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
1.	CENTRAL AREA COMMUNITY POLICE STATION 251 E. 6 TH STREET LOS ANGELES, CA 90014	The facility is overcrowded in the booking section. The current layout places the arrestees and the arresting officers in the same space, creating a possible unsafe situation.	The booking area must have adequate space separating officers and arrestees. This will help eliminate this security issue.
2.	OLYMPIC COMMUNITY POLICE STATION 1130 S. VERMONT AVENUE LOS ANGELES, CA 90006	The staff could not locate the suicide prevention kit at this facility. All personnel must know where the kit is stored.	Facility must have a suicide prevention kit on site and be able to locate it.
3.	PACIFIC COMMUNITY STATION 12312 CULVER BLVD. LOS ANGELES, CA 90066	No phones available for detainees.	Install phones for use by detainees.
4.	RAMPART COMMUNITY POLICE STATION 1401 W. 6 TH STREET LOS ANGELES, CA 90017	The inspection revealed no suicide prevention kit was available for this facility.	This station must have a suicide prevention kit on site.
5.	WEST L.A. COMMUNITY STATION 1663 BUTLER AVENUE LOS ANGELES, CA 90025	Poorly run facility. No toilet, food or water on site for arrestees.	Install toilets. Make food and water available for arrestees.
6.	GARDENA POLICE DEPARTMENT 1718 162 ND STREET GARDENA, CA 90247	This facility is dated but well maintained. Each holding cell has a small desk and stool attached to the floor so detainees can work in their cells. The department is part of a data-sharing program with other South Bay police departments.	Replace and secure 12x12 air vents in each cell to improve ventilation.
7.	GLENDORA POLICE DEPARTMENT 150 S. GLENDORA AVENUE GLENDORA, CA 91741	There are two ways to get to the station from the parking lot: Either a ramp or several steps. The steps do not have reflective tape along the edge and this could be a trip hazard in the afternoon sun.	The steps should be adequately marked for safety so they are not a trip hazard.
8.	HERMOSA BEACH POLICE 540 PIER AVENUE HERMOSA BEACH, CA 90254	Facility was unclean with a strong smell of urine in all cells.	Disinfect and clean the facility.

NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
9.	SOUTH GATE POLICE DEPARTMENT 8620 CALIFORNIA AVENUE SOUTH GATE, CA 90280	Concrete floors in walkways were slanted toward the center with drain holes for cleaning purposes. The floors were uneven and cracked.	The uneven floor is a trip and fall hazard. Floor area at entrance of jail should have some type of precaution notification to avoid injury.
10.	EAST LOS ANGELES COMMUNITY POLICE STATION 5019 E. THIRD STREET LOS ANGELES, CA 90022	The facility is understaffed. It is very clean but heavily defaced with graffiti.	Assign additional custody staff to this station. Paint cells to remove graffiti.
11.	SANTA CLARITA VALLEY SHERIFF'S STATION 23740 W. MAGIC MOUNTAIN PKWY VALENCIA, CA 91355	New building is expected to be constructed in place in 2020; but the old facility will continue to be used until such time that the new facility is built. No cameras are on site.	Cameras should be installed in the holding area for the safety of the sheriff's deputies, custody officers and arrestees.
12.	SOUTH LOS ANGELES STATION 1310 W. IMPERIAL HIGHWAY LOS ANGELES, CA 90044	Unclean cells and the toilet was clogged in the detox cell.	Report and repair maintenance problems to appropriate agency.
13.	WEST HOLLYWOOD STATION 780 N. SAN VINCENTE BLVD. WEST HOLLYWOOD, CA 90089	Facility was not clean.	Report and repair maintenance problems to appropriate agency.
14.	ALHAMBRA COURTHOUSE 150 W. COMMONWEALTH AVENUE ALHAMBRA, CA 91801	Custody elevator has not worked for over one year and detainees are escorted alongside guests and staff.	Elevator should be repaired.
15.	BURBANK COURTHOUSE 300 E. OLIVE AVENUE BURBANK, CA 91502	Bus exhaust fumes are entering the facility from the dock. This was reported by the 2017-2018 Civil Grand Jury and is still an issue that needs addressing.	The concern over exhaust fumes entering the building from the bus loading dock should be addressed for health reasons.
16.	CLARA SHORTRIDGE FOLTZ CRIMINAL JUSTICE CENTER 210 W. TEMPLE ST. LOS ANGELES, CA 90012	This facility is non-compliant with issues of sanitation, safety, and maintenance.	Report maintenance requirements to appropriate agencies.
17.	EAST LOS ANGELES COURTHOUSE 4848 E. CIVIC CENTER WAY LOS ANGELES, CA 90022	This facility is clean but heavily defaced with graffiti.	The cells in this facility should be painted to remove graffiti.
18.	GLENDALE COURTHOUSE 600 E. BROADWAY AVENUE GLENDALE, CA 91206	The "Sallie Port" is a makeshift arrangement that provides only minimal security for the loading and unloading of arrestees and inmates being transferred to and from the courthouse.	Address bus drop-off safety noted.

NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
19.1	METROPOLITAN COURTHOUSE 1945 W. HILL STREET LOS ANGELES, CA 90007	The inspection of the holding cells revealed that repairs are needed in various areas. Plumbing is critical for the short-term housing of persons being transferred to various facilities.	Holding cell plumbing on 4 th floor needs repair.
19.2	METROPOLITAN COURTHOUSE 1945 W. HILL STREET LOS ANGELES, CA 90007	The storage area for the inmates' property is not secure.	More secure storage needed for inmates' personal property.
20.1	SAN FERNANDO COURT 900 THIRD STREET SAN FERNANDO, CA 91340	We were informed that the walls were recently painted; however, the thin layer of paint was not sufficient to cover the extensive graffiti that had been on the walls.	Graffiti still visible under the thin coat of paint needs to be completely covered with additional coats of paint.
20.2	SAN FERNANDO COURT 900 THIRD STREET SAN FERNANDO, CA 91340	We were shown a three-ring binder of facility repair requests kept by the sheriff's deputies.	When facility breakdowns require continuous requests for repair, such as recurring plumbing problems, the Sheriff's Department should consider replacing and updating the facility.
20.3	SAN FERNANDO COURT 900 THIRD STREET SAN FERNANDO, CA 91340	Deputies also noted that radio receivers & transmitters did not always work on the upper floors of the courthouse.	Radio receivers & transmitters should be fixed or updated so that communications on the upper floors of the courthouse work at all times.
21.	SANTA CLARITA COURTHOUSE 23747 W. VALENCIA BLVD. VALENCIA, CA 91355	We found that the corridor connected to the judges' chambers and the jury room is the same corridor used to bring detainees into the holding facility. We understand that some of the detainees are charged with felonies.	For the safety of everyone using the corridor, the Sheriff's Department should review the adequacy of the current procedures to move detainees in, out, and around the courtrooms. At the very least cameras should be installed near the building entrance to confirm that it is safe for the deputies, judges, and jurors to enter and exit from the courthouse.
22.1	TORRANCE COURTHOUSE 825 MAPLE AVENUE TORRANCE, CA 90503	The facility is understaffed and disorganized. The staff had difficulty locating manuals and safety kits.	Instruct deputies on how to properly organize required jail manuals, medical kits, etc.
22.2	TORRANCE COURTHOUSE 825 MAPLE AVENUE TORRANCE, CA 90503	Male arrestees complained of excessive heat in the cells. Deputies explained that poor air circulation contributed to the heat problem.	Correct the air circulation problem in the men's jail.

NO.	STATION/FACILITY	FINDINGS	RECOMMENDATIONS
22.3	TORRANCE COURTHOUSE 825 MAPLE AVENUE TORRANCE, CA 90503	The jail was poorly lit and heavily defaced with graffiti.	Upgrade the inadequate lighting and paint the cells to eliminate the graffiti.
23.	VAN NUYS COURTHOUSE WEST 14400 ERWIN STREET MALL VAN NUYS, CA 91401	Inmate elevator to courtrooms on upper floors is dangerous due to a very small waiting area on each floor.	Increase visibility in the elevators as the doors open by installing convex mirrors at ceiling height in the waiting area in front of the elevators on each floor. For added safety measures, construction should be shatterproof plastic or other material.
24.	CAMP JOSEPH PAIGE 6601 N. STEPHEN RANCH ROAD LA VERNE, CA 91750	The sheriff's department offers EBI/M.E.R.I.T. programs at this facility. There used to be a program operated with support from the Fire Department to teach skills on firefighting in the forest. This program was discontinued approximately in 2016 and has not been replaced with anything comparable to provide the juveniles with skills that could prepare them for employment as they leave the facility.	Restart the Fire Camp program that taught firefighting skills at this facility.

REQUIRED RESPONSES

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

All responses to the recommendations of the 2018-2019 Civil Grand Jury must be submitted on or before September 30, 2019, to:

Presiding Judge
Los Angeles County Superior Court
Clara Shortridge Foltz Criminal Justice Center
210 West Temple Street, Eleventh Floor-Room 11-506
Los Angeles, CA 90012

Responses to the recommendations listed on pages 18-21 are required from the following:

RESPONDING AGENCY	RECOMMENDATIONS
LAPD – Central Area Community Police Station	Detention-1
LAPD – Olympic Community Police Station	Detention-2
LAPD – Pacific Community Station	Detention-3
LAPD – Rampart Community Police Station	Detention-4
LAPD – West L.A. Community Station	Detention-5
Gardena Police Department	Detention-6
Glendora Police Department	Detention-7
Hermosa Beach Police Department	Detention-8
South Gate Police Department	Detention-9
LASD – East Los Angeles Community Police Station	Detention-10
LASD – Santa Clarita Valley Sheriff’s Station	Detention-11
LASD – South Los Angeles Station	Detention-12
LASD – West Hollywood Station	Detention-13
LASD - Alhambra Courthouse	Detention-14
LASD - Burbank Courthouse	Detention-15
LASD - Clara Shortridge Foltz Criminal Justice Center	Detention-16
LASD - East Los Angeles Courthouse	Detention-17
LASD - Glendale Courthouse	Detention-18
LASD - Metropolitan Courthouse	Detention-19.1, Detention-19.2
LASD - San Fernando Court	Detention-20.1, Detention-20.2, Detention-20.3
LASD - Santa Clarita Courthouse	Detention-21
LASD - Torrance Courthouse	Detention-22.1, Detention-22.2, Detention-22.3
LASD - Van Nuys Courthouse West	Detention-23
LACPD - Camp Joseph Paige	Detention-24

ACRONYMS

CGJ Civil Grand Jury
 County Los Angeles County
 LACPD or Probation Los Angeles County Probation Department
 LAPD Los Angeles Police Department
 LASD Los Angeles Sheriff’s Department
 NCCF North County Correctional Facility

COMMITTEE MEMBERS

Valencia R. Shelton, Chair	Ronald A. Evans	Victor H. Lesley
Renée Jenkins, Secretary	Hector R. Gonzalez*	Carl Moore
Margaret A. Chapman	Alice B. Grigsby	Jee Hi Park
Nancy Coleman	Judith E. Halloran	Michael Rodrigues
Norwood J. Davis	Eslie James	Betty Smith
Marguerite C. Downing	Freida K. King	Joseph F. Young
George A. Ellis	Ray Lee	

ACKNOWLEDGEMENTS

The 2018-2019 Detention Committee of this CGJ would like to acknowledge and thank the men and women of the Municipal Police Departments, the Los Angeles Sheriff's Department, the Los Angeles Probation Department and the Municipal and Superior Courts for their prompt response and cooperation during our facility inspections.

We were engaged and challenged to go beyond our report writing by seeing your willingness to provide the best care possible under the circumstances to some of the most needy and less equipped to handle life situations when a crime occurs. We have heard of many instances when the staff bought supplies with their own money or arranged for supplies to be provided to those detainees in need. Some staff shared the stories of using their own money to buy supplies to clean jail cells and get the job done. We salute your dedication to duty and your uncompromised service to the public you serve.

*deceased

EDIT AND PUBLICATIONS



Alice B. Grigsby, Chair
Margaret A. Chapman, Co-Chair
Carl Languigne, Co-Chair
Renée Jenkins, Secretary
Nancy Coleman
George A. Ellis
Victor H. Lesley
Michael Rodrigues
Joseph F. Young

EDIT AND PUBLICATIONS

SUMMARY

Each Civil Grand Jury (CGJ) is tasked with the preparation of a Final Report by California Penal Code 933(a). The final report of the 2018-2019 Civil Grand Jury summarizes the results of the activities and investigations conducted by the current CGJ. The completed report is presented to the Presiding Judge of the Los Angeles County Superior Court.

BACKGROUND

The committee was charged with standardizing the format and layout of the final report. A template was created containing the format, font, and page footing for each committee's report. Using the template, each investigative and/or standing committee of the CGJ submitted their report to the Edit and Publication Committee for review and editing.

The committee met with the publications vendor and Jury staff to develop agreements on colors, cover style, bindings, photos, etc. which were all approved by the entire CGJ. The number of printed and compact disk copies of the final report for distribution was also determined. Published reports are delivered to Superior Court Judges, the Board of Supervisors and all county officials. The CGJ's report is also posted online to provide access to the general public.

METHODOLOGY

The reports were submitted to the Edit and Publications Committee for editing prior to publication. The committee members read each report and made suggestions for changes related to readability, grammar and formatting. Each investigative report must be approved by a majority vote of the entire Civil Grand Jury prior to submission to the Legal Counsel of the CGJ for comments and approval. The report was then given to the Presiding Judge for final approval. Once approved by the Presiding Judge, the report was sent for publication. The publication is distributed by June 30th.

GLOSSARY

CGJ Civil Grand Jury

COMMITTEE MEMBERS

Alice B. Grigsby, Chair
Margaret A. Chapman, Co-Chair
Carl Langaigne, Co-Chair
Renée Jenkins, Secretary
Nancy Coleman

George A. Ellis
Victor H. Lesley
Michael Rodrigues
Joseph F. Young

INFORMATION TECHNOLOGY



Eslie James, Chair
Ronald A. Evans
Michael Rodrigues

INFORMATION TECHNOLOGY

SUMMARY

The Information Technology Committee of the Los Angeles County Civil Grand Jury (CGJ) assisted the members of the CGJ in using the computers provided to the members. In addition they assisted in the use of the projection system.

BACKGROUND

Prior juries relied on desktop computers to do the work of producing the jury report; there were not enough machines for each juror to work independently. During the 2017-2018 jury term, new laptop computers were provided to each jury member. This happened near the end of the jury term, approximately in April of 2018.

The 2018-2019 CGJ was the first jury to use these laptop computers for their work from the start of their term. The system was populated with a standard set of folders. The use of a shared drive for saving all of the jury work was new to many members and caused a number of problems, such as: misplaced folders, missing files, misplaced files and corrupted files.

This prompted the jury foreperson to ask the staff and the IT committee to put together training sessions. A training session was presented by the staff on the basic usage of the applications and how to save work. Also, the IT Committee developed a training session that included a few basic rules on using the computers and navigating the file structure. The Committee also proposed a file naming convention.

The shared drive is automatically backed up. However, the IT Committee also did regular backups on two different portable discs as a precautionary measure. These discs were labeled disc 1 and disc 2. Backing up was alternated between these two discs. A log was maintained as to the date and which disc was used for the backup.

The IT Committee assisted in setting up the projection system. This assistance was provided to both invited speakers and jury members. Speakers were required to provide their own computers.

METHODOLOGY

Laptop use

A basic structure was already in place with folders. The highest level being named 2018-2019.

- The hierarchy of folders was maintained
- Folders contain files (or documents)

- Folders can contain other folders
- Basic rules to be followed were developed. Key among them were “developing rules” as follows:
 - Members only work within their own folders
 - Committee chairs were responsible for their folders and responsible for rules on how their members worked in these folders
 - A naming convention for documents was developed
 - Members who used templates were instructed to do a ‘Save As’ and give their document a new name
 - Members were to ensure they were aware of which folder they were in before doing a ‘Save As’
 - Members were instructed to save their work periodically
 - The IT Committee created a new folder for each investigation that was approved by the Jury

Use of the Projection System

The projection system had a screen that was set up and taken down at the end of the presentation by the IT committee members. The computer was connected to the projector via either an HDMI or SCSI cable. Any speaker who wanted to use the projector was asked to bring their own computer. No devices were to be connected to any of the jury laptops in order to avoid corruption of the system and ensure confidentiality.

ACRONYMS

CGJ	Civil Grand Jury
HDMI	High-Definition Multimedia Interface
IT	Information Technology
SCSI	Small Computer System Interface

COMMITTEE MEMBERS

Eslie James, Chair
 Ronald A .Evans
 Michael Rodrigues

SOCIAL



Freida K. King, Chair
Margaret A. Chapman, Co-Chair
Valencia R. Shelton, Secretary
Eslie James, Treasurer
Victor H. Lesley

SOCIAL

SUMMARY

The Social Committee of the 2018-2019 Los Angeles County Civil Grand Jury (CGJ) was formed in the first month of the Los Angeles County Civil Grand Jury calendar. It is one of the CGJ Standing Committees.

It operates to serve the CGJ by planning social activities, providing beverages, paper goods, and other amenities in both the Hearing Room and Committee/Break Room.

METHODOLOGY

The Social Committee created sub teams to purchase, clean, collect juror dues and develop a spreadsheet to keep accurate records of income and expenditures. Dues collected were also utilized to purchase water monthly and reimburse jury members for the purchase of supplies and any offsite or catering needs.

The Social Committee adheres to the Jury Manual to collect dues from each juror member to supply necessary items needed to run the day-to-day operations and provide tea, coffee, cleaning supplies, along with paper goods.

It is the Social Committee's responsibility to keep the Hearing Room and Committee/Break Room presentable. Table tops, coffee pots, and microwave station were cleaned daily and left clutter free. The refrigerator was cleaned out every Friday.

The committee members rotated responsibilities at the end of each day to assess and keep an account of the depletion of supplies to be replenished making sure both rooms were presentable for the next day of service.

Special consideration and acknowledgement with cards were sent for birthdays, condolences and recovery to those appropriate members.

COMMITTEE MEMBERS

Freida K. King, Chair
Margaret A. Chapman, Co-Chair
Valencia R. Shelton, Secretary
Eslie James, Treasurer
Victor H. Lesley

SPEAKERS AND TOURS



Jee Hi Park, Chair
Valencia R. Shelton, Secretary
Carl Languaine, Assistant Secretary
Norwood J. Davis
Marguerite C. Downing
George A. Ellis
Alice B. Grigsby

SPEAKERS AND TOURS

BACKGROUND

Speakers and Tours Committee (Committee) of the 2018-2019 Los Angeles County Civil Grand Jury (CGJ) was responsible for inviting public officials and knowledgeable citizens to speak to the CGJ. This Committee was also responsible for scheduling and arranging tours of government facilities within the County of Los Angeles (County). Many of our Speakers were Directors of County Departments who provided an overview of operations and functions of their respective County Department. On occasion, we were notified of scheduling conflicts after the initial speaking date was set, and some of the Directors offered to send a Chief Deputy or a Deputy with similar knowledge of the Department. Rather than substitution with a Chief Deputy or a Deputy, the Committee members insisted on rescheduling with the Department Director because the CGJ believed it was important to see the Director in person and hear the Director's assessment of current operations, as well as plans for improvements to the Department. During a speaker's presentation, we made note of programs or operations that were mentioned. When interest was ascertained, members of the Committee made follow-up calls and invited some of the program or operation directors to speak to this CGJ.

In instances where a speaker made the presentation to the CGJ with other speakers from the same Department, whether or not pre-arranged with the Committee before arriving at our site, we noted the name and title of each such speaker on the Speakers List. In one instance, due to difficulties in making arrangements, the CGJ went to the Speaker's conference room and a group of pre-arranged speakers made a presentation to the CGJ. The Speakers List includes each speaker who participated in that event.

In addition to speakers, the Committee members also made arrangements for tours and visits to government facilities to view and appreciate the day-to-day operations and functions of facilities. In a few of these tours, the facility organized a presentation with a full panel of speakers to better provide information to the CGJ. We have listed the visited facility under the Tours List and listed all such pre-arranged speakers to the Speakers List with the same date as the tour.

METHODOLOGY

The Committee members identified and proposed potential speakers or tours for consideration by the CGJ. Each proposed speaker or tour site was considered and approved by a vote of the entire CGJ before an invitation was extended and the arrangements made with the appropriate person.

When initially contacting any potential speaker or scheduling a tour, at least two Committee members were required to make the initial contact using the office telephone. Any messages left for return calls were done using a single office number, and these incoming phone calls were

answered by the CGJ staff members only. To safeguard transparency of our activities, Committee members were not allowed to use cell phones. At no time could communications be made without at least two members present. As a result, whenever returned phone calls were answered by the CGJ staff, there were long waits for the members to answer the phone call to make these arrangements.

Our initial contact with a speaker or tour request also required that we send an email confirming our request. Since the entire CGJ was limited to using a single email that was accessible by the Foreperson of the CGJ, sending an email required many steps that were time-consuming and tedious. The email account was only accessed during our working hours when we were physically present in the office. As a result, requests and notes could not be addressed in the most efficient manner.

SPEAKERS AND TOURS LISTS

We realize that, in the past, some speaker presentations or tours led to investigations by the CGJ resulting in findings and recommendations in the CGJ’s Final Report. The CGJ thanks the following individuals and entities for appearing before this CGJ and welcoming us to visit the facilities listed below.

Speakers List

Date	Speaker	Agency or Department
July 20, 2018	Sachi Hamai, Chief Executive Officer	County Chief Executive Office
July 25, 2018	John Naimo, Auditor Controller Arlene M. Barrera, Chief Deputy Robert Smythe, Division Chief Dr. Peter Hughes, Asst. Auditor-Controller	County Auditor-Controller
July 30, 2018	Jim McDonnell, Sheriff	Los Angeles Sheriff’s Office
August 9, 2018	Sheila Kuehl, Supervisor - Third District	County Board of Supervisors
August 9, 2018 and August 24, 2018	Max Huntsman, Inspector General	Office of the Inspector General
August 14, 2018	Esther Lim, Director – Jails Project / Deputy Director of Advocacy	ACLU of Southern California
August 23, 2018	William Kehoe, Chief Information Officer	Chief Executive Office
August 28, 2018	Dean C. Logan, Registrar-Recorder/County Clerk	Registrar-Recorder/County Clerk
September 6, 2018	Jeffrey Prang, Los Angeles County Assessor	Assessor’s Office
September 25, 2018	Michelle Day, Children’s Group Home Ombudsperson Robert Campbell, Office of County Investigations	County Auditor-Controller

Date	Speaker	Agency or Department
September 26, 2018	Kathryn Barger, Supervisor - Fifth District	County Board of Supervisors
September 28, 2018	Deputy Darryl Harkless	Sheriff's Department – Youth Activities League
October 3, 2018	Lieutenant Joe Dulla	Sheriff's Department – Training Academy
October 9, 2018	Yvette Lozano, Chief Program Officer – Peace Over Violence	Department of Public Health
October 10, 2018	Monique King Viehland, Executive Director	Community Development Commission/Housing Authority
October 11, 2018	Christina Ghaly MD, Chief Operations Officer	Department of Health Services
October 15, 2018	Jackie Lacey, District Attorney	County District Attorney
October 18, 2018	Lisa Southwell – Facilities Standards and Operations Division, County Juvenile Detention Facilities	Board of State and Community Corrections
October 23, 2018	Jorge Orozco, Chief Executive Officer Dr. Brad Spellberg, Chief Medical Officer Dr. Astrid Heger, Juv. Services/Hub Clinic Larry Schneider, Clinical Social Work Dr. Rebecca Trotzky, Inmate Health Services	LAC & USC Medical Center
October 24, 2018	Ricardo Garcia, Public Defender	Public Defender's Office
October 26, 2018	Michel R. Moore, Chief of Police	City of LA, Police Department
October 29, 2018	Scott Minnix, Director Dave Wesolik, General Manager, ITS	County Internal Service Department
October 30, 2018	Eugene D. Seroka, Executive Director	Port of Los Angeles
October 31, 2018	Daryl Osby, Fire Chief	County Fire Department
November 5, 2018	Bobby D. Cagle, Director Madeline Roachell, Director - Bureau of Operational Support Services Teri Gillams, Division Chief - Policy & Staff Development Alan Weisbart Dawna Yokoyama	Department of Children and Family Services
November 6, 2018	Captain Kent A. Wegener	Sheriff's Department - Human Trafficking Bureau
November 7, 2018	Janice Fukai, Alternate Public Defender	Alternate Public Defender
November 8, 2018	Skye Patrick, Director*	County Library
November 13, 2018	Captain John Roberts	Sheriff's Department – Operation Safe Streets

Date	Speaker	Agency or Department
November 14, 2018	Cynthia D. Banks, Director	Workforce Development, Aging and Community Services
November 14, 2018	Celia Zavala, Executive Officer*	Board of Supervisors – Executive Office
November 19, 2018	Dr. Barbara Ferrer, Director	Department of Public Health
November 27, 2018	Mark Pestrella, Director	Department of Public Works
November 28, 2018	Jonathan E. Sherin MD, Ph D, Director	Department of Mental Health
December 13, 2018	Phillip A. Washington, CEO	Metropolitan Transit Authority
January 3, 2019	Terri McDonald, Chief Probation Officer	Probation Department

* Invited and scheduled to speak on the noted date but the CGJ was unable to re-schedule after a last minute cancellation.

Tours List

Date	Facility
July 25, 2018	Men’s Central Jail
July 27, 2018	Twin Towers
August 7, 2018	Campus Kilpatrick
August 20, 2018	Century Regional Detention Facility (Lynwood)
August 30, 2018	Clara Shortridge Foltz – Holding Facilities
September 5, 2018	Pitchess Detention Facility
September 11, 2018	County Emergency Operations Center
September 12, 2018	Hyperion Wastewater Treatment Center
September 20, 2018	Eastlake Juvenile Facility
September 24, 2018	Coroner’s Office
September 27, 2018	Inmate Reception Center
October 22, 2018	L. A. City Emergency Operations Center
October 23, 2018	LAC & USC Medical Center – Jail Ward and Hub Clinic
October 30, 2018	The Port of Los Angeles
December 14, 2018	L.A. City Hall

ACKNOWLEDGEMENTS

The 2018-2019 Los Angeles County Civil Grand Jury thanks all the administrative assistants and others who aided us behind the scenes in scheduling the speakers and tours for the CGJ. Without their patience, cooperation and assistance, we could not have made these engagements happen.

Last but not least, we thank all the Deputies of the Sheriff’s Department Court Services Transportation Bureau who drove us to many of our scheduled tours. Riding in the Sheriff’s Department buses was a tour in and of itself. Once, when one of the internal doors was locked

and secured, some of the jurors in the locked-in area had a problem with the locked cage effect during the ride. But it also gave us a glimpse into the life of each detainee who is transported to and from locations all over the County in these buses.

ACRONYMS

CGJ Civil Grand Jury

COMMITTEE MEMBERS

Jee Hi Park, Chair

Valencia R. Shelton, Secretary

Carl Languigne, Assistant Secretary

Norwood J. Davis

Marguerite C. Downing

George A. Ellis

Alice B. Grigsby

APPENDIX



2018 – 2019
INVESTIGATIVE REPORTS LIST OF ACRONYMS

AAB	Audit and Accountability Bureau, Sheriff
AB	Assembly Bill
AB12	Assembly Bill 12
ALADS	Association for Los Angeles Deputy Sheriffs
APS	Adult Protective Services
ART	Aggression Replacement Training
AUMA	Adult Use of Marijuana Act
AV	Antelope Valley
BDS	Business Development Services
BOS	Board of Supervisors
BRCCP	Blue Ribbon Commission on Child Protection
CAL FIRE	California Department of Forestry and Fire Protection
CAST	Coalition to Abolish Slavery and Trafficking
CBD	Cannabidiol
CBO or CBOs	Community-Based Organizations
CCB	Criminal Court Building
CCL	Community Care License
CCO	California Cannabis Organization
CDC	Center for Disease Control
CDCR	California Department of Corrections
CEO	Chief Executive Office or Chief Executive Officer
CES	Coordinated Entry System
CGJ	Los Angeles County Civil Grand Jury or Civil Grand Jury
CHP	Child Protection Hotline
CIO	Chief Information Officer
CISU	Custody Investigative Services Unit
CLM	County Library Manager
COLAPL	County of Los Angeles Public Library
CPE	Central Property and Evidence
CPH	Child Protection Hotline
CRC	Cannabis Regulation Commission
CRDF	Century Regional Detention Facility
CS	Countrywide Continuing Service
CSA	Controlled Substance Act
CSB	County Services Bureau
CSEC	Commercial Sexual Exploitation of Children
CSW	Children’s Social Worker
CWMDM	Countywide Master Data Management
DA	District Attorney
DBT	Dialectical Behavioral Therapy

DCFS	Department of Children and Family Services
DCR	Department of Cannabis Regulation
DCS	Discovery Compliance System
DEA	Drug Enforcement Agency
DHR	Department of Human Resources
DHS	Department of Health Services
DI	Dependency Investigations
DMH	Department of Mental Health
DO	Detention Officer
DOJ	United States Department of Justice
DPH	Department of Public Health
DPOs	Deputy Probation Officers
DPSS	Department of Public Social Services
DSO	Dispensary Support Officers
EMR	Emergency Medical Responder
ER	Emergency Response
E-SCARS	Electronic Suspected Child Abuse Report System
FRP	First Responders Protocol
GENESIS	Geriatric Evaluation Networks Encompassing Services Information and Support
HMIS	Homeless Management Information System
HSI	Homeland Security Investigations
HUD	U.S. Department of Housing and Urban Development
ICPC	Interstate Compact on the Placement of Children
ILP	Independent Living Program
IPD	Inglewood Police Department
IRC	Inmate reception Center
ITMS	Inmate Telephone Monitoring System
JBAY	John Burton Advocates for Youth
JIU	Jail Investigation Unit
JJCPA	Juvenile Justice Crime Prevention Act
LAC FIRE	Los Angeles County Fire Department
LACAC	Los Angeles County Auditor-Controller
LACJ	Los Angeles County Jail
LACOE	Los Angeles County Office of Education
LAHSA	Los Angeles Homeless Services Authority
LAPD	Los Angeles Police Department
LAPL	Los Angeles Public Library
LAPPL	Los Angeles Police Protective League
LARCIS	Los Angeles County Regional Crime Investigation System
LARHTTF	Los Angeles Regional Human Trafficking Task Force
LASD	Los Angeles County Sheriff's Department
LASED	Los Angeles Stadium and Entertainment District
LGBT	Lesbian, Gay Bi-Sexual and Transgender
LTC	Long Term Care

MCJ	Men’s Central Jail
MDC	Metropolitan Detention Center (aka Metro Detention Center)
MDT	Multi-Disciplinary Team
MEU	LAPD Mental Evaluation Unit
MOU	Memorandum of Understanding
MPG	Marijuana Policy Group
MTA	Los Angeles County Metropolitan Transportation Authority
NCCF	North County Correctional Facility
NFL	National Football League
NMD	Non-Minor Dependents
NRC	Noise Conduction Coefficient
OCP	Office of Child Protection
ORWITS	Officer and Recurrent Witness Information Tracking System
OSJ	Operation Safe Jails
PDC	Pitchess Detention Center
POST	Peace Officer Standards and Training
PRELIMS	Property Evidence and Laboratory Information Management System
PROBATION	Department of Probation
PVJOBS	Playa Vista Job Opportunities and Business Services
RES	Research and Evaluation Services
RF	Radiofrequency
RN	Registered Nurse
Rt	Reverberation
SCAR	Suspected Child Abuse Report
SCSW	Supervising Children’s Social Workers
SDM	Structured Decision Making
SILP	Supervised Independent Living Placement
SMART	Systemwide Mental Assessment Response Team
SNF	Skilled Nursing Facility
SPA	Service Provider Areas
STC	Sound Transmission Classification
STRTP	Short-Term Residential Therapeutic Programs
TAY	Transitional Aged Youth
THC	Tetrahydrocannabinol
THP+FC	Transitional Housing Placement – Plus Foster Care
THP-Plus	Transitional Housing Program Plus
TOTS	Juvenile Justice – Transitional Outpatient Treatment Services
TSA	Transportation Security Administration
TTCF	Twin Towers Correctional Facility
UNODC	United Nations Office on Drugs and Crime
USAO-CDCA	United States Attorney’s Office for the Central District of California
WDACS	Workforce Development, Akjging & Community Services
WIC	Welfare and Institutions Code
YAL	Youth Activities League

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