## PLEASE CLICK ON THE COUNTY OF LOS ANGELES SEAL TO RETURN TO THIS PAGE

CLICK HERE FOR THE CHIEF EXECUTIVE OFFICER'S REPORT DATED MARCH 11, 2016
CLICK HERE FOR THE CHIEF EXECUTIVE OFFICER'S REPORT DATED MAY 18, 2016
CLICK HERE FOR THE CHIEF EXECUTIVE OFFICER'S REPORT DATED JUNE 16, 2016



# County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration 500 West Temple Street, Room 713, Los Angeles, California 90012 (213) 974-1101 http://ceo.lacounty.gov

> Board of Supervisors HILDA L. SOLIS First District

MARK RIDLEY-THOMAS Second District

SHEILA KUEHL Third District

DON KNABE Fourth District

MICHAEL D. ANTONOVICH

Fifth District

March 11, 2016

To:

Supervisor Hilda L. Solis, Chair

Supervisor Mark Ridley-Thomas

Supervisor Sheila Kuehl Supervisor Don Knabe

Supervisor Michael D. Antonovich

From:

Sachi A. Hamai ) Chief Executive Officer

REPORT BACK ON PROPOSED STAFFING AND FUNDING FOR THE CIVILIAN OVERSIGHT COMMISSION FOR THE SHERIFF DEPARTMENT (ITEM NO. P1, AGENDA OF JANUARY 12, 2016)

On January 12, 2016, the Board directed the CEO to report back with recommendations on a proposed budget to staff and fund the Civilian Oversight Commission (Commission) and if the number of investigators assigned to the Office of the Inspector General (OIG) should be increased to handle additional workload.

#### **BACKGROUND**

On June 22, 2015, the Working Group of the Commission for the Sheriff's Department (Sheriff) issued their final report with recommendations to the Board regarding the Commission's mission, authority, size, structure and relationship to the Sheriff and OIG. In the final report, the Working Group discussed, in depth, the need for permanent staffing for the Commission to be an effective unit. The staff envisioned included an Executive Director, analysts, a Public Information Officer and administrative support. The Working Group also recommended an increase in staff for the OIG in order to handle the workload of the newly created Commission.

#### **COMMISSION STAFF**

As directed by the Board, the CEO has developed a draft organizational framework for the Commission, which includes staff identified by the Working Group as necessary for Each Supervisor March 11, 2016 Page 2

the Commission to be effective. The initial staffing plan includes an Executive Director, one Principal Staff Analyst; two Senior Staff Analysts; one Public Information Officer II; one Management Analyst; and one Management Secretary III position. Attachment A reflects the proposed budget and staffing plan for the Commission. Attachment B is the proposed organizational structure. All positions are preliminary pending final approval and allocation by CEO Classification and Administration. Once finalized, the necessary classification, compensation and funding for the Commission will be included as part of the annual budget process.

A preliminary cost estimate of \$1,254,000 is needed to address the operational needs of the Commission. The CEO recommends that a nationwide recruitment of the Executive Director begin as soon as possible. Upon appointment, the Executive Director, in conjunction with the CEO, will work together to determine if the proposed organizational structure and staffing plan meets their needs. If not, the CEO will return to the Board with a revised recommendation and operational cost estimate for your consideration.

#### ESTIMATED COSTS FOR COMMISSION STAFF

ON-GOING COSTS	
8 Recommended Staff Salaries and Employee Benefits	\$ 1,006,000
On-going Services and Supplies (\$6,000 X 8 Positions)	\$ 48,000
ONE-TIME START UP COSTS	
Vehicle (Executive Director)	\$ 35,000
Office Equipment and Furniture	
(Laptops, Computer, Monitors, Cubicles, Chairs, Phones,	
Photocopier/Scanner Printer, Network Printer etc.)	\$ 165,000
ESTIMATED TOTAL	\$ 1,254,000

#### **COMMISSION OFFICE SPACE & IMPROVEMENTS**

CEO Asset Management staff is currently surveying the Los Angeles downtown area for suitable office space for the Commission's staff. Based on the 8 recommended number of staff required for the Commission, CEO estimates that a total of 2,100 square feet of office space will be required. The annual lease for 2,100 square feet in the Downtown area is estimated at \$62,000 with one-time cost for tenant and technology infrastructure improvements estimated at \$216,000, totaling \$278,000.

#### **ADDITIONAL STAFF FOR THE OIG**

The new Commission will certainly impact the OIG operationally. However, until the Commission is established and their needs are known, it is too early to determine the

Each Supervisor March 11, 2016 Page 3

actual long-term impact the Commission will have on the OIG. If the Commission chooses to use readily available OIG reports, then additional staff resources may not be needed. Should the Commission seek an entirely different set of reports to support their work, then an increase in staff may be warranted. Once established, the OIG will assess the Commission's impact on its resources and organizational structure and submit to the CEO, if necessary, a request for additional positions for consideration during the annual budget process.

Separate from the Board motion, the OIG is requesting authorization to fill four positions frozen by the Board on August 5, 2014. These positions were frozen until a detailed analysis of the OIG's activities and accomplishments were provided to the Board. The OIG believes the four positions are necessary to handle increases in workload associated with access to confidential information which began in December 2015. All four positions are fully funded.

The following is a summary of the requested positions and their respective duties and responsibilities:

- Administrative Services Manager I position will serve as a statistician and is needed to ensure the data disseminated by the OIG is relevant and interpreted properly.
- 2 Inspectors and 1 Deputy Inspector General positions would bring the investigative and analysis staff to full strength (two inspectors and one lawyer).

In addition, the OIG is requesting one additional unbudgeted Senior Board Specialist position. This position will serve as liaison between the Board, the Commission and the OIG. The estimated annual cost for this position is \$86,000. The CEO is currently reviewing the aforementioned requests.

Should you have any questions, please contact Sheila Williams, Public Safety, at (213) 974-1155.

SAH:SK:JJ SW:DC:cc

c: Executive Office, Board of Supervisors County Counsel Sheriff Office of Inspector General

B100734 Civilian Oversight Commission.bm.031116.docx

#### **ATTACHMENT A**

## Salaries and Employee Benefits Costout FY 2016-17

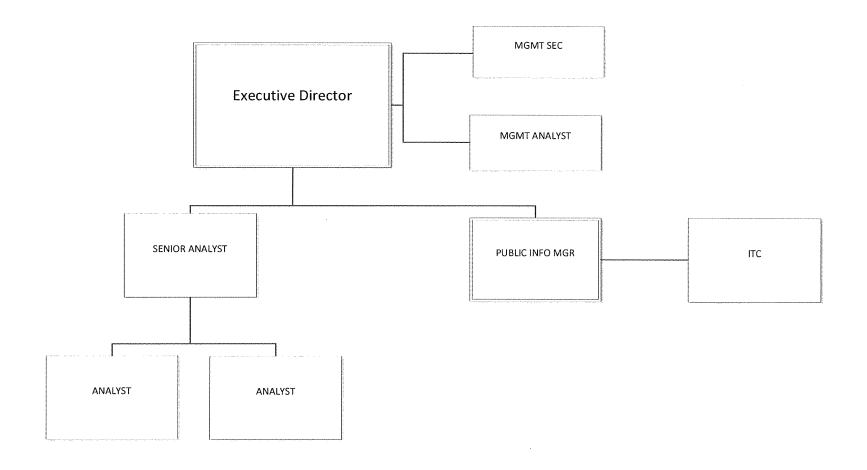
Item Name	Item No.	Schedule Level	No. of Budgeted Pos	Net Annual Salary	Total Variable EB's	TOTAL (S&E6's)
Executive Director, Civilian Oversight Commission (UC)	-	R16	1.0	166,000.00	70,583.20	236,583.19
Principal Staff Analyst, Commission Services	0961	106H	1.0	105,000.00	44,646.00	149,646.00
Senior Staff Analyst, Commission Services	0960	100H	2.0	179,000.00	76,110.80	255,110.80
Public Information Officer II (b)	1601	94E	1.0	78,000.00	33,165.60	111,165.60
Management Analyst	1848	90H	1.0	68,000.00	28,913.60	96,913.60
Management Secretary III	2109	88C	1.0	64,000.00	27,212.80	91,212.80
Intermediate Typist Clerk (b)	2214	66B	1.0	37,000.00	28,962.40	65,962.41
			8.0	697,000.00	309,000.00	1,006,000.00

#### Footnote:

<sup>(</sup>a) Annual salary is based on FY2016-17 CEO RECOMMENDED BUDGET Oracle - Weighted Annual Rate (Report ID:BP036A2 Date: 11/12/15)

<sup>(</sup>b) Salary based on Schedule A as of February 1, 2016 and 3% COLA

## **Civilian Oversight Commission**





# County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration 500 West Temple Street, Room 713, Los Angeles, California 90012 (213) 974-1101 http://ceo.lacounty.gov

May 18, 2016

Board of Supervisors HILDA L. SOLIS First District

MARK RIDLEY-THOMAS Second District

SHEILA KUEHL Third District

DON KNABE Fourth District

MICHAEL D. ANTONOVICH

Fifth District

To:

Supervisor Hilda L. Solis, Chair

Supervisor Mark Ridley-Thomas

Supervisor Sheila Kuehl Supervisor Don Knabe

Supervisor Michael D. Antonovich

From:

Sachi A. Hamar Chief Executive Officer

# STATUS REPORT ON THE ESTABLISHMENT OF THE SHERIFF'S DEPARTMENT CIVILIAN OVERSIGHT COMMISSION (ITEM NO. 8/P1, AGENDA OF JANUARY 12, 2016)

On January 12, 2016, the Board of Supervisors (Board) approved a motion to create a Civilian Oversight Commission (Commission) for the Sheriff's Department. The motion directed the Chief Executive Office (CEO) and the Office of the Inspector General (OIG), in consultation with members of the Working Group, to develop a plan and report back with a status update on the progress of implementation. This report highlights the following areas:

- Progress Report by OIG regarding the implementation of the Memorandum of Agreement (MOA).
- Summary of County Counsel's efforts in the establishment of the Commission.
- Selection of a consultant to develop a set of criteria and weighted system for evaluating applicants.
- The CEO's proposed budget to staff and operate the Commission.

#### **BACKGROUND**

On June 22, 2015, the Work Group appointed by the Board to provide recommendations regarding the Commission issued their final report to the Board with its recommendations outlining the Commission's mission, authority, size, structure and relationship to the Sheriff's Department and OIG. After a review of the Working Group's recommendations, the Board approved a motion on January 12, 2016, establishing the Commission as a permanent functioning advisory review board over the Sheriff's Department. The Board motion required the OIG to report on the progress of the MOA; County Counsel to revise the ordinance establishing the Commission; and the CEO to propose staffing recommendations and hire a consultant to develop criteria to evaluate candidates to be considered for appointment to the Commission.

#### PROGRESS REPORT BY OIG

On March 4, 2016, the OIG reported to the Board on the status of the implementation by the Sheriff's Department of the MOA to share and protect confidential Sheriff's Department information. Since that report, the OIG has continued to submit requests for access to investigative materials, reports and evidence (including personally identifiable personnel information contained within the investigation file) from completed and active investigations to the Commander of the Custody Services Administration Command and the Chief of the Professional Standards Division; and for access to the Sheriff's Department's Personnel Performance index to the Captain of the Risk Management Bureau. The MOA provides that the Sheriff's Department respond to requests from the OIG within ten days. The attachment outlines the responses of the Sheriff's Department to the OIG's requests.

#### **COUNTY COUNSEL ORDINANCE REVISION EFFORTS**

County Counsel was instructed to make various revisions to the proposed Commission ordinance and to finalize the revised OIG ordinance. The ordinances are being finalized and will be placed on the Board's agenda in the coming weeks.

#### CIVILIAN OVERSIGHT COMMISSION CONSULTANT

The CEO has chosen PSI Services LLC., (PSI) as the consultant to assist the Board in selecting and developing composition of the Commission. PSI was selected based on its extensive knowledge and experience working with the County during prior workforce assessment projects. PSI's County experiences include projects with the Board's Executive Office, CEO, the Departments of Human Resources, Fire and Sheriff.

Each Supervisor May 18, 2016 Page 3

In the selection of Commission's four Community members, the consultant's objective will be to develop a fair, thorough, and effective recruitment and selection process. Evaluation criteria will be identified, and subsequently approved by the Board, and used to develop a list of up to 20 qualified candidates, who will go through an interview process. Pursuant to Supervisor Knabe's amendment to the January 12, 2016 motion, the Presiding Judge of the Superior Court, the District Attorney, the Public Defender, and the Alternate Public Defender, have each agreed to recommend to PSI a candidate to be considered for placement on the list of up to 20 qualified candidates. After the interview process, up to six qualified candidates will be presented to the Board, who will appoint the remaining four community members to serve on the Commission.

The following is a framework of the deliverables outlined by PSI that will produce a pool of qualified candidates for consideration to serve on the Commission:

- 1. Develop selection criteria to be approved by the Board;
- 2. Develop a candidate application and recruitment process;
- 3. Conduct an extensive outreach to solicit qualified candidates;
- 4. Review and evaluate candidate applications;
- 5. Develop a list of up to 20 qualified candidates; and
- 6. Track and monitor the progress of interviews until a list of up to six qualified candidates is presented to the Board for consideration.

PSI estimates that the list of up to six qualified candidates will be presented to the Board by August 1,2016.

#### CEO PROPOSED BUDGET STAFFING AND FUNDING FOR THE COMMISSION

#### COMMISSION STAFF

As directed by the Board, the CEO developed a draft organizational framework for the Commission, which includes staff identified by the Working Group as necessary for the Commission to be effective. The initial staffing plan includes an Executive Director, one Principal Staff Analyst; two Senior Staff Analysts; one Public Information Officer II; one Management Analyst; and one Management Secretary III position. All positions are preliminary pending final approval and allocation by CEO Classification and Administration. Once finalized, the necessary classification, compensation and funding for the Commission will be included as part of the annual budget process.

A preliminary cost estimate of \$1,247,000 is needed to address the operational needs of the Commission. The CEO recommends that a nationwide recruitment of the Executive Director begin as soon as possible. Upon appointment, the Executive Director, in conjunction with the CEO, will work together to determine if the proposed organizational structure and staffing plan meets their needs. If not, the CEO will

Each Supervisor May 18, 2016 Page 4

return to the Board with a revised recommendation and operational cost estimate for consideration.

#### ESTIMATED COSTS FOR COMMISSION

ON-GOING COSTS	
8 Recommended Staff Salaries and Employee Benefits	\$ 999,000
On-going Services and Supplies (\$6,000 x 8 Positions)	\$ 48,000
ONE-TIME START UP COSTS	
Vehicle (Executive Director)	\$ 35,000
Office Equipment and Furniture	
(Laptops, Computer, Monitors, Cubicles, Chairs, Phones,	
Photocopier/Scanner Printer, Network Printer etc.)	\$ 165,000
ESTIMATED TOTAL	\$ 1,247,000

#### COMMISSION OFFICE SPACE AND IMPROVEMENTS

CEO Asset Management staff is currently surveying the Los Angeles downtown area for suitable office space for the Commission's staff. Based on the 8 recommended number of staff required for the Commission, CEO estimates that a total of 2,100 square feet of office space will be required. The annual lease for 2,100 square feet in the Downtown area is estimated at \$62,000 with one-time cost for tenant and technology infrastructure improvements estimated at \$216,000 totaling \$278,000.

#### STAFF FOR THE OIG

The new Commission will certainly impact the OIG operationally. However, until the Commission is established and their needs are known, it is too early to determine the actual long-term impact the Commission will have on the OIG. If the Commission chooses to use readily available OIG reports, then additional staff resources may not be needed. Should the Commission seek an entirely different set of reports to support their work, then an increase in staff may be warranted. Once established, the OIG will assess the Commission's impact on its resources and organizational structure and submit to the CEO, if necessary, a request for additional positions for consideration during the annual budget process.

Separate from the Board motion, the OIG requests authorization to fill four positions frozen by the Board on August 5, 2014. These positions were frozen until a detailed analysis of the OIG's activities and accomplishments were provided to the Board. The OIG believes the four positions are necessary to handle increases in workload associated with access to confidential information which began in December 2015. All four positions are fully funded.

The following is a summary of the requested positions and their respective duties and responsibilities:

- Administrative Services Manager I position will serve as a statistician and is needed to ensure the data disseminated by the OIG is relevant and interpreted properly.
- Two Inspectors and one Deputy Inspector General positions would bring the investigative and analysis staff to full strength (two inspectors and one lawyer).

In addition, the OIG requests one additional Senior Board Specialist position. This position will serve as liaison between the Board, the Commission and the OIG. The estimated annual cost for this position is \$86,000. The CEO is currently reviewing these requests.

#### **BOARD EXECUTIVE OFFICE STAFFING**

The Commission will be placed under the organizational structure of the Executive Office, which reports to the Board of Supervisors. The Executive Office will provide the Commission with administrative support services such as Human Resources, Budget/Accounting/Procurement services, Information System, etc. This will allow the County to leverage its existing infrastructure instead of establishing a separate administrative unit for the Commission. To support this new function, the Executive Office is requesting additional resources. The estimated cost for the additional staff and services and supplies is \$363,000. The requested staff includes: one Senior IT Technical Support Analyst and one Management Analyst. The Executive Office may request additional positions once the Executive Director of Commission is hired and he/she assesses his/her organizational needs.

#### ESTIMATED COST FOR EXECUTIVE OFFICE

ON-GOING COSTS		
2 Recommended Staff Salaries and Employee Benefits	\$	208,000
On-going Services and Supplies (\$6,000 x 2 Positions)	\$	12,000
Annual recurring IT (support, maintenance, refresh)		62,000
ONE-TIME START UP COSTS		
Technology Requirement – One-time network set up	\$	81,000
ESTIMATED TOTAL	\$	363,000

Each Supervisor May 18, 2016 Page 6

This report represents the current status of the County's effort to establish a Commission for the Sheriff's Department. The CEO will continue to work with the involved County Departments and the consultant until the implementation of the Commission is completed. We anticipate all phases of this endeavor will conclude and be presented to the Board for final approval in August 2016.

Should you have any questions, please contact Sheila Williams, Public Safety, at (213) 974-1155.

SAH:JJ:SK SW:DC:cc

#### Attachment

c: Executive Office, Board of Supervisors
County Counsel
Human Resources
Office of the Inspector General

B100734 Civilian Oversight Commission Item 8-P1.bm.041516.docx



# COUNTY OF LOS ANGELES OFFICE OF INSPECTOR GENERAL

312 SOUTH HILL STREET, THIRD FLOOR LOS ANGELES, CALIFORNIA 90013 (213) 974-6100 http://oig.lacounty.gov MEMBERS OF THE BOARD

HILDA L. SOLIS MARK RIDLEY-THOMAS SHEILA KUEHL DON KNABE

MICHAEL D. ANTONOVICH

March 28, 2016

TO:

Supervisor Hilda L. Solis, Chair

Supervisor Mark Ridley-Thomas

Supervisor Sheila Kuehl Supervisor Don Knabe

Supervisor Michael D. Antonovich

FROM:

Max Huntsman

Inspector General

SUBJECT:

REPORT BY THE INSPECTOR GENERAL ON THE IMPLEMENTATION OF THE

MEMORANDUM OF AGREEMENT TO SHARE AND PROTECT CONFIDENTIAL LASD

**INFORMATION** 

On March 4, 2016, I reported to you the status of the implementation by the Los Angeles County Sheriff's Department of the Memorandum of Agreement to Share and Protect Confidential LASD Information. Since that report, the Office of Inspector General has continued to submit requests for access to investigative materials, reports and evidence (including personally identifiable personnel information contained within the investigation file) from completed and active investigations to the Commander of the Custody Services Administration Command and the Chief of the Professional Standards Division and requests for access to the Department's Personnel Performance Index to the Captain of the Risk Management Bureau.

The MOA provides that the Department respond to requests from the OIG within ten days. The following describes the responsiveness of the Department to Office of Inspector General 's requests.

<u>Access to Investigations</u>: To date the OIG has made 187 requests to the Department for access to investigative materials, reports and evidence from completed or active investigations. Of these 187 requests, 177 were granted within the ten day compliance period, 5 were granted but the department needed more time to comply and 5 are still pending. All 5 of the pending requests are outside of the ten day period.

Board of Supervisors March 28, 2016 Page 2

<u>Access to Personnel Performance Index</u>: To date the OIG has made seventeen requests to the Department to access the PPI database. Actual access is provided through a dedicated terminal in Commerce. All of these requests have been granted immediately. The Department has also completed PPI database training of all designated OIG staff who are authorized to access PPI.

Access to Confidential and Privileged Communications: To date the OIG's presence has been accepted at all Department deliberative processes to which the OIG has requested access, including Executive Force Review Committee, Custody Force Review Committee, Critical Incident Review and other similar processes. Also, the OIG has been included upon request in discussions with members of the command staff and advisors to the Sheriff. Access to these meetings has included timely access to the briefing materials reviewed by staff at the meetings. Further, the Department has on its own initiative invited the OIG to observe or participate in Department deliberative processes where the Department deems it appropriate. At the close of the last report (March 4, 2016) there was one pending request by the OIG for information provided at an executive-level review. This request has been fulfilled.

<u>Other requests:</u> There continue to be some initial issues with the OIG gaining access to the type of information to which the OIG was granted routine access prior to the MOA. These issues most commonly arise when the requests have been submitted to managers and line staff who are not familiar with the specific terms of the MOA. All of these issues have been immediately addressed by the command staff and, to date, these concerns have not prevented the OIG from obtaining requested access to Department personnel, facilities or records.

MH:db

Attachment

c: Jim McDonnell, Sheriff
Sachi A. Hamai, Chief Executive Officer
Lori Glasgow, Executive Officer
Mary Wickham, County Counsel

<sup>\*</sup>Although not all materials were made accessible within 10 days, level of access is in compliance with the MOA (e.g. OIG has been notified that additional time would be required to fulfill the request).

### Attachment (Page 1)

Public Description	Date of Request	Status	Date
Confirmation of receipt of 57 specific allegations of force.	12/15/15	Complete	12/16/15
Access to IA investigation	12/22/15	Complete	2/18/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility		Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	' '	Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	, ,	Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	, -,	Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	, ,	Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	, ,	Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	,,	Reviewed	1/12/16
Access to Custody Division inquiry regarding incident	12/28/15	Complete	12/28/15
which occurred in a county custody facility	, , ,	Reviewed	1/12/16
Access to investigative records of an in-custody homicide	12/28/15	Complete	12/28/15
Access to IAB investigation involving custody division	12/28/15	Complete	12/28/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
Complete Deputy Involved Shooting investigation	12/28/15	Complete	12/31/15
(Homicide and IAB)		,	
Complete Deputy Involved Shooting investigation	12/28/15	Complete	1/13/16
Complete Deputy Involved Shooting investigation	12/28/15	Complete	1/13/16
Access to an administrative investigation into an incident	12/30/15	Complete	*
in Custody Division.		•	
Access to an administrative investigation into an incident	12/30/15	Complete	*
in Custody Division.			
Access to investigation of an in custody death.	12/30/15	Complete	*
Access to investigation of an in custody death.	12/30/15	Complete	*
Access to investigation of an in custody death.	12/30/15	Complete	*
Access to investigation of an in custody death.	12/30/15	Complete	*

<sup>\*</sup>Although not all materials were made accessible within 10 days, level of access is in compliance with the MOA (e.g. OIG has been notified that additional time would be required to fulfill the request).

### Attachment (Page 2)

Public Description	Date of Request	Status	Date
Copies of investigative files and materials into an incustody death.	1/6/16	Complete	1/6/16
Investigative files, including audio and video recordings, related to an allegation of force in a custody facility	1/9/16	Complete	1/11/16
Investigative files related to complaint	1/11/16	Complete	2/23/16
Investigative files related to complaint	1/11/16	Complete	2/23/16
Investigative files related to complaint	1/11/16	Complete	2/23/16
CIR preparation	1/21/16	Complete	1/21/16
Death investigation report	1/29/16	Completed	3/1/16
Briefing on Internal Affairs investigation in progress	2/1/16	Complete	2/1/16
Briefing on service comment report.	2/1/16	Complete	2/1/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
Case submitted to AUSA for prosecution	2/04/16	Completed	2/14/16
This is information regarding the West Hollywood collision.	2/09/16	COMPLETED	2/10/16
Review of CAP	3/09/16	Completed	3/9/16
Re view of CAP	3/09/16	Completed	3/9/16
Review of CAP	3/09/16	Completed	3/9/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
receipt of DA opinion letter		•	
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/10/16	Complete	3/10/16
	1		

<sup>\*</sup>Although not all materials were made accessible within 10 days, level of access is in compliance with the MOA (e.g. OIG has been notified that additional time would be required to fulfill the request).

## Attachment (Page 3)

Public Description	Date of Request	Status	Date
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16

<sup>\*</sup>Although not all materials were made accessible within 10 days, level of access is in compliance with the MOA (e.g. OIG has been notified that additional time would be required to fulfill the request).

### Attachment (Page 4)

Public Description	Date of Request	Status	Date
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/10/16	Complete	3/10/16
Death review file	3/10/16	Complete	3/10/16

<sup>\*</sup>Although not all materials were made accessible within 10 days, level of access is in compliance with the MOA (e.g. OIG has been notified that additional time would be required to fulfill the request).

### Attachment (Page 5)

Public Description	Date of Request	Status	Date
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter  Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter	3/21/10	Complete	3/21/16

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## Attachment (Page 6)

Public Description	Date of Request	Status	Date
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16

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## Attachment (Page 7)

Public Description	Date of Request	Status	Date
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16
Access to information re: completion of shoot book, receipt of DA opinion letter	3/21/16	Complete	3/21/16

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## Attachment (Page 8)

Public Description	Date of	Status	Date
	Request		
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			,
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter		-	
Access to information re: completion of shoot book,	3/21/16	Complete	3/21/16
receipt of DA opinion letter			
Briefing on IAB investigation	3/23/16	Completed	3/23/16
Investigative files related to inmate complaint	1/11/16	Pending	
Investigative files related to inmate complaint	1/11/16	Pending	
Investigative files related to inmate complaint	1/11/16	Pending	
Investigative files related to inmate complaint	1/11/16	Pending	
Homicide investigation	3/10/16	Pending	
Access to PPI to review a matter of interest to the OIG	1/7/16	PPI	1/7/16
Access to PPI to review a matter of interest to the OIG	1/7/16	PPI	1/7/16
Access to PPI to review a matter of interest to the OIG	1/14/16	PPI	1/14/16
Access to PPI to review a matter of interest to the OIG	1/14/16	PPI	1/14/16
Access to PPI to review a matter of interest to the OIG	1/14/16	PPI	1/14/16
Access to PPI to review a matter of interest to the OIG	1/14/16	PPI	1/14/16
Access to PPI to review a matter of interest to the OIG	1/19/16	PPI	1/19/16
Access to PPI to review a matter of interest to the OIG	1/21/16	PPI	1/21/16
Access to PPI to review a matter of interest to the OIG	2/5/16	PPI	2/5/16
Access to PPI to review a matter of interest to the OIG	2/16/16	PPI	2/16/16
Access to PPI to review a matter of interest to the OIG	2/17/16	PPI	2/17/16
Access to PPI to review a matter of interest to the OIG	2/22/16	PPI	2/22/16
Access to PPI to review a matter of interest to the OIG	2/29/16	PPI	2/29/16
Access to PPI to review a matter of interest to the OIG	3/1/16	PPI	3/1/16
Access to PPI to review a matter of interest to the OIG	3/21/16	PPI	3/21/16
Access to PPI to review a matter of interest to the OIG	3/28/16	PPI	3/28/16
Access to PPI to review a matter of interest to the OIG	3/28/16	PPI	3/28/16

<sup>\*</sup>Although not all materials were made accessible within 10 days, level of access is in compliance with the MOA (e.g. OIG has been notified that additional time would be required to fulfill the request).



## County of Los Angeles **CHIEF EXECUTIVE OFFICE**

Kenneth Hahn Hall of Administration 500 West Temple Street, Room 713, Los Angeles, California 90012 (213) 974-1101 http://ceo.lacounty.gov

June 16, 2016

Board of Supervisors HILDA L. SOLIS First District

MARK RIDLEY-THOMAS Second District

SHEILA KUEHL Third District

DON KNARE Fourth District

MICHAEL D. ANTONOVICH

Fifth District

To:

Supervisor Hilda L. Solis, Chair

Supervisor Mark Ridley-Thomas

Supervisor Sheila Kuehl Supervisor Don Knabe

Supervisor Michael D. Antonovich

From:

Sachi A. Hamai Chief Executive Officer

STATUS REPORT ON ANALYSIS TO INCREASE INVESTIGATORS ASSIGNED TO THE OFFICE OF INSPECTOR GENERAL (ITEM NO. 8/P1, AGENDA OF JANUARY 12, 2016)

On January 12, 2016, the Board of Supervisors (Board) approved a motion to create a Civilian Oversight Commission (Commission) for the Sheriff's Department. amendment to the motion was also approved requesting the Chief Executive Office (CEO) provide an analysis of the Office of Inspector General's (OIG) request to unfreeze four investigator positions.

#### BACKGROUND

On October 2, 2012, the Board directed the CEO to conduct a fiscal analysis of the recommendations made by the Citizens' Commission on Jail Violence (CCJV), including the creation of an independent OIG. In consultation with the CCJV Implementation Monitor (Monitor) and the Board's Consultants (Consultants), the CEO prepared a draft organizational structure which identified functional units, an operational model, and position classifications. The newly appointed Inspector General provided a revised organizational structure which the Monitor reviewed and determined it satisfied the CCJV's recommendation to establish an independent OIG to monitor the Sheriff's Department (Department).

On August 5, 2014, the Board approved the creation of the OIG (attached) and allocated 37 positions; however, eight positions were frozen until the OIG could demonstrate to the Board that, given its activities, accomplishments, and workload, the remaining eight positions were needed. During Fiscal Year 2015-16 Final Changes.

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four of the eight positions were approved and allocated to the OIG. With the recent implementation of the Memorandum of Agreement (MOA) to Share and Protect Confidential LASD Information in December of 2015, the OIG believes the four positions are necessary to handle increases in workload associated with access to confidential information. All four positions are fully funded.

#### OFFICE OF THE INSPECTOR GENERAL ORDINANCE

A work plan was developed to ensure the duties and responsibilities ascribed to the OIG, pursuant to County ordinance Section 6.44.190, were implemented. The ordinance mandates that the OIG:

- 1) Monitor the Department's operations, conditions in the jail facilities, and the Department's response to inmate and public complaints related to the Department;
- 2) Review the Department's
  - a. use of force patterns, trends and statistics;
  - b. investigations of force incidents; and
  - c. investigations of allegations of misconduct and disciplinary decisions
- 3) Review the quality of audits and inspections conducted by the Department;
- 4) Conduct its own (OIG's) audits and inspections; and
- 5) Regularly communicate about the Department's operations to:
  - a. the Board of Supervisors;
  - b. the public; and
  - c. the Department.

The Office of Inspector General work plan contemplated full access.

#### IMPLEMENTATION OF THE MEMORANDUM OF AGREEMENT AND FULL ACCESS

With the implementation of the MOA, the OIG now has full access to confidential information, including inmate and public complaints and use of force allegations, thereby allowing the OIG to monitor how the Department responds to those complaints. The OIG is able to completely and thoroughly review audits, as well as administrative and criminal investigations conducted by the Department. However, existing staff are unable to manage/absorb this additional workload.

Monitoring jail conditions and management decisions (policy making, significant discipline, self-evaluation procedures, such as review committees for officer shootings, and critical incidents) is the highest priority and currently accounts for most of the existing OIG staff time. For example, OIG would ordinarily have their monitors spend 70% of their time in the jails; however, staff is currently spending closer to 40% due to additional demands to attend meetings. Specifically, the OIG was able to respond to the scenes of in-custody deaths, deputy involved shootings, and other significant events, but was unable to follow the investigations and monitor the evaluative

processes used by the Department to determine whether the conduct by Department personnel was criminal or out of policy. In addition, the OIG was unable to: 1) monitor the Department responses to inmate and public complaints; 2) review investigations of criminal allegations made against the Department's employees; 3) review investigations regarding force incidents; and/or 4) review investigations involving allegations of misconduct and disciplinary decisions. Two additional inspectors and one additional lawyer would greatly improve the OIG's response to the aforementioned activities.

Attachment II is the updated OIG work plan given the MOA implementation. The work plan highlights objectives that are either partially fulfilled, or could not be fulfilled at all without full access. With the MOA, all items listed below are being achieved.

The work plan is categorized by:

- Force
- Custody
- Audits
- Department Operations
- Projects
- Reports
- Tasks Enabled by MOA Access

#### **ADDITIONAL CONSIDERATION**

Confidential Cases

In the course of this past year, the OIG has identified areas of significant concern which bear further auditing, investigation, analysis, and review. These all involve confidential Department information which may only be discussed in the appropriate legal setting.

Civilian Oversight Commission for the Sheriff Department

On January 12, 2016, the Board approved a motion to create the Civilian Oversight Commission for the Sheriff Department (COC). Although the full impact of the establishment of the COC is undetermined at this time, the COC will certainly result in additional work for the OIG staff since the Commission will be reviewing the Sheriff's Department's actions and requesting the OIG for assistance in potential case investigations. The COC is expected to be functional in August 2016.

#### REQUEST OF THE INSPECTOR GENERAL

Given the additional workload created with the implementation of the MOA and access to internal Departmental documents, the four remaining frozen positions are important to the continued effectiveness of the OIG. The OIG is seeking authority to fill the following positions:

### Deputy Inspector General (1 Position)

The Inspector General's work plan calls for a Deputy Inspector General to respond to the scene of each critical incident and monitor the Department's investigation, review the investigation, proposed corrective action, and implementation of the corrective action, including an evaluation of the effectiveness of the corrective action in minimizing the risk that such an incident will occur again.

The OIG currently does not have a sufficient number of attorneys to monitor each critical incident. To ensure OIG personnel are present at the scene of each investigation, Inspectors are used in the earlier stages of the investigation and review process. The Inspectors are not qualified to fulfill the legal review and analysis role in these cases. Consequently, potential legal issues may be missed early in the process (e.g. Critical Incident Review) and require that the aforementioned be revisited at a later time. This poses a risk that factual information needed to resolve these issues may be either spoiled, no longer readily available, or opportunities to minimize risk exposure are lost.

Inspector (OIG) (2 Positions)

The lack of 2 additional Inspectors has had the following significant effects:

- Monitoring activities in the jails and patrol are negatively impacted as the monitor (Investigator II) position must, when issues are observed or reported, conduct such inquiries. Potential risk exposures are:
  - Important factual information that an experienced investigator, such as an Inspector, might detect may be overlooked by the monitor, who has less investigative experience.
  - Significant events or practices in the jails go undetected or unobserved because monitors are engaged in these reviews because Inspectors are not available.
- Inspectors are unable to conduct comprehensive audits of the Department or comprehensive reviews of audits conducted by the Department. For example, the OIG has responded to complaints of assaults or other injuries to prisoners in the jails and been told that the cameras, which should have captured the incident are "not working." Yet representatives of the Department believe that "95%" of the cameras are working. The OIG has wanted to audit the functionality of the cameras in the jails; however, they do not have a sufficient number of staff available to conduct such an audit.

Administrative Services Manager (1 Position)

The lack of an Administrative Services Manger I has prevented any scientific statistical analyses of data collected from the Department, including use of force allegations, incustody deaths, and deputy involved shootings. Such analyses will allow the OIG to determine whether an increase or decrease in certain events have occurred, and/or identify trends which either need to be addressed or applauded, or which call for continued monitoring of anomalies.

#### **CEO RECOMMENDATION**

The CEO recommends that the four requested positions be unfrozen so that the OIG may fulfill its obligations to the Board and community by ensuring the conduct of the Department is appropriate and transparent.

Should you have any questions, please contact Sheila Williams, Public Safety, at (213) 974-1155.

SAH:JJ:SK SW:DC:cc

#### Attachment

c: Executive Office, Board of Supervisors
County Counsel
Human Resources
Office of the Inspector General

B100734 Civilian Oversight Commission Item 8-P1.bm.041516.docx



# County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration 500 West Temple Street, Room 713, Los Angeles, California 90012 (213) 974-1101 http://ceo.lacounty.gov

"To Enrich Lives Through Effective And Caring Service"

Board of Supervisors GLORIA MOLINA First District

MARK RIDLEY-THOMAS Second District

ZEV YAROSLAVSKY Third District

DON KNABE Fourth District

MICHAEL D. ANTONOVICH Fifth District

August 05, 2014

The Honorable Board of Supervisors County of Los Angeles 383 Kenneth Hahn Hall of Administration 500 West Temple Street Los Angeles, California 90012

Dear Supervisors:

## **ADOPTED**

BOARD OF SUPERVISORS COUNTY OF LOS ANGELES

11 August 5, 2014

gelli d. Hamai SACHI A. HAMAI EXECUTIVE OFFICER

# ESTABLISHMENT OF THE OFFICE OF INSPECTOR GENERAL ALL DISTRICTS (3 VOTES)

#### **SUBJECT**

Establish the Office of Inspector General to provide independent and comprehensive oversight, monitoring of, and reporting about the Sheriff's Department and its jail facilities.

#### IT IS RECOMMENDED THAT THE BOARD:

- 1. Adopt the accompanying ordinance outlining the scope of authority and responsibilities of the Office of Inspector General and the dissolution of the Ombudsman (Attachment I).
- 2. Approve interim ordinance authority for a total of 37 new positions, including 28 positions for the Office of Inspector General and nine new administrative support positions within the Executive Office, pending allocation by the Chief Executive Office Classification and Administration (Attachment II). Eight of these positions will be frozen pending additional Board action.

#### PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

In October 2011, the Board authorized the creation of the Citizens' Commission on Jail Violence (CCJV) to conduct a review of the nature, depth, and cause of the allegations of inappropriate use of force by deputies in the jails and to recommend corrective action as necessary. On September 28, 2012, the CCJV released its report with 63 recommendations.

On October 2, 2012, the Board directed the Chief Executive Office (CEO) to conduct a fiscal analysis

of the recommendations made by the CCJV, including the creation of an independent Office of Inspector General (OIG). In consultation with the CCJV Implementation Monitor (Monitor) and the Board's Consultants (Consultants), we prepared a draft organizational structure which identified functional units, an operational model, and position classifications. The newly appointed Inspector General has provided a revised organizational structure. The Monitor has reviewed the proposal and determined that it meets the CCJV's recommendation to establish an independent OIG to monitor the Sheriff's Department (Department).

#### **Implementation of Strategic Plan Goals**

Establishing the OIG will support the County Strategic Plan Goal 3: Integrated Services Delivery – Maximize opportunities to measurably improve client and community outcomes and leverage resources through the continuous integration of health, community, and public safety services. Strategic Initiative 3: Implementing Jail Reform – Continue the Sheriff's implementation and the Board's monitoring of all 63 recommendations of the CCJV, to improve conditions in the County's jails.

#### FISCAL IMPACT/FINANCING

The OIG will be funded through the Executive Office of the Board of Supervisors (Executive Office) budget.

In Fiscal Year (FY) 2013-14 Recommended Budget, \$5,000,000 in funding was set aside in Provisional Financing Uses (PFU) for the OIG. On June 23, 2014, the Board approved the transfer of \$1,000,000 from PFU to the Executive Office to offset OIG costs incurred during the year. In Supplemental Changes, we will recommend \$2,500,000 be carried over to FY 2014-15 for continued start-up and contingency costs. The remaining FY 2013-14 PFU balance of \$1,500,000 will revert to the General Fund.

The OIG is requesting 37 additional positions and \$7,225,000 in ongoing funding. The CEO will recommend the transfer of \$5,000,000 from PFU to the Executive Office during Supplemental Changes to partially fund the OIG. This funding will support 29 of the 37 positions requested by the OIG. The remaining eight positions will be frozen until a detailed analysis of the OIG activities and accomplishments are provided to the Board.

During Supplemental Changes, \$2,225,000 in funding will be transferred from the Sheriff and Community and Senior Services (CSS) Departments to PFU due to the termination of the Office of Independent Review (OIR) and Special Counsel contracts, as well as the dissolution of the Ombudsman. Funding will remain in PFU until Board approval, which is subject to the Inspector General providing a report to the Board outlining the OIG activities, accomplishments, and performance milestones achieved no later than December 31, 2014.

The OIG financing proposal is detailed in Attachment III.

#### FACTS AND PROVISIONS/LEGAL REQUIREMENTS

The CCJV recommended the creation of an OIG with the objective of providing independent and comprehensive monitoring of the Department and restoring the public's confidence in the Department.

Pursuant to Government Code section 25303, the Board has the statutory duty to supervise the official conduct of all County officers. The accompanying ordinance establishes the Inspector General as special counsel to the Board with responsibility for the independent and comprehensive oversight, monitoring of, and reporting about the Department and its jail facilities. The OIG is created to facilitate the Board's responsibility without interfering with the Department's investigative functions.

The Inspector General shall report directly to, and serve as an agent of, the Board and shall make regular reports to the Board on the Department's operations. Such reports shall be public reports, except to the extent they relate to confidential personnel or otherwise privileged matters. The Inspector General shall have an attorney-client relationship with the Board when requested by the Board to provide privileged legal advice pertaining to a claim or lawsuit arising out of the actions of the Department or its personnel.

Under the Board's auspices and with the cooperation of the Department, the OIG will:

- Monitor the Department's operations, conditions in the jail facilities, and the Department's response to inmate and public complaints related to the Department's operations.
- Periodically review the Department's use of force patterns, trends, and statistics; investigations of force incidents and allegations of misconduct; and disciplinary decisions.
- Review the quality of audits and inspections conducted by the Department and conduct its own periodic audits and inspections.
- Regularly communicate with the public, the Board, and the Department regarding the Department's operations.
- Without interfering with the Department's investigative functions, investigate specific incidents involving Department personnel in certain limited circumstances.
- Safeguard and maintain the confidentiality of any peace officer's personnel records and all other privileged or confidential information received by the OIG as required by law or as necessary to maintain any applicable privileges or the confidentiality of the information.

The Sheriff maintains constitutional and statutory responsibility with respect to Department operations, policies, imposition of staff discipline, and the allocation of resources. The Sheriff has reviewed the ordinance and recommends the attorney-client privilege be extended to his Department.

The Monitor and Consultants have reviewed the ordinance, organizational structure, and operational model and concur that it will satisfy the CCJV's recommendation to establish an OIG. They also concur with County Counsel that the attorney-client privilege should be limited to the Board of Supervisors, pursuant to the CCJV recommendations.

The Executive Office has identified and confirmed the resources necessary to support the OIG.

CEO Real Estate Division has identified office space; Asset Planning and Strategy approved the Space Request/Evaluation; and both have coordinated program requirements with the Executive Office.

CSS' Office of Ombudsman will be dissolved upon adoption of the attached ordinance. The Department of Human Resources (DHR) is assisting in developing a Workforce Reduction Plan in accordance with applicable Civil Service Rules.

The Chief Information Office has been consulted regarding the information technology resources required by the OIG.

The accompanying ordinance implementing an amendment to Title 2 - Administration and Title 6 - Salaries of the County Code has been approved as to form by County Counsel.

#### **IMPACT ON CURRENT SERVICES (OR PROJECTS)**

**Existing Monitoring Structure** 

Investigatory monitoring of the Department has been performed through service contracts with Special Counsel Merrick Bobb (Special Counsel), who conducts macro-level policy review, and the Office of Independent Review (OIR), which conducts micro-level investigations such as significant use of force incidents. In addition, the CSS Ombudsman reviews public and inmate complaints against the Department. Although each monitoring entity functions effectively within its mandated responsibilities, the CCJV raised the following concerns with the current monitoring structure:

- Limitations within their respective scopes of responsibility;
- Critical gaps in identifying problematic patterns, trends and tactical issues, and continuing problems in the Department;
- Despite the identification and public reporting of recurrent critical issues, there has been limited sustained follow up on the Department's progress to implement reform recommendations; and
- ". . . outside projects raise concerns regarding OIR's [and Special Counsel's] ability to devote its full time and attention to comprehensive oversight of the Department and its jail facilities."

Consolidation of Monitoring Responsibilities

In order to address the aforementioned concerns and provide more robust monitoring of the Department, the CCJV recommended consolidation of the functions of Special Counsel, OIR, and CSS Ombudsman under a single OIG.

Proposed Organizational Structure

The recommended OIG organizational structure is based on consultations with the Inspector General, the Monitor, and Consultants (Attachment IV). The proposal places the OIG within the Executive Office to ensure responsiveness to the Board and organizational independence from the Department. The Executive Office will provide the OIG with administrative support services such as human resources, budget/fiscal/procurement services, information systems, etc. This will allow the County to leverage its existing infrastructure instead of having to build a separate administrative unit for the OIG.

The OIG has developed an operational model utilizing three functional units that will have department-wide responsibility:

- Review and Analysis A team of attorneys and inspectors will analyze and review data for the production of reports and the identification of trends. The team will also have responsibility for the real-time monitoring of disciplinary activity in coordination with the Audits and Investigations Unit. This unit will assume some of the functions of the OIR and Special Counsel.
- Audits and Investigations A team of inspectors will audit the Department's compliance with policy and procedures, including the quality of its internal audits and inspections reports. This unit also will assume some of the functions of Special Counsel.
- Monitoring and Community Outreach A team of community liaisons and inspectors will monitor conditions within the jail facilities, the Department's responses to complaints from inmates and the public, and take input from the public. This unit will assume the functions of the CSS Ombudsman.

The Inspector General and Chief Deputy will be responsible for ensuring ongoing internal communications between the functional units and identify problematic patterns, trends and tactical issues, and continuing problems within the Department.

Dissolution of the CSS Ombudsman

The functions of the CSS Ombudsman will be assumed by the OIG. CSS will work with DHR to develop a Workforce Reduction Plan in accordance with applicable Civil Service Rules.

**OIR Monitoring of Probation Department** 

In addition to the Department, the OIR also monitors the Probation Department. The continuation of OIR oversight of the Probation Department has been addressed in a separate Board letter.

#### **CONCLUSION**

The accompanying ordinance, organizational structure, operational model, and budget provide the resources necessary to establish the OIG.

Respectfully submitted,

WILLIAM T FUJIOKA

Chief Executive Officer

WTF:GAM:SW

DT:llm

**Enclosures** 

c: Executive Office, Board of Supervisors
County Counsel
Sheriff
Chief Information Office
Community and Senior Services
Human Resources

Probation

# REQUEST FOR INTERIM ORDINANCE AUTHORITY PROVISIONAL ALLOCATION FOR THE BOARD OF SUPERVISORS FISCAL YEAR 2014-2015

FICE OF INSPECTOR GENERAL  Classification (corresponding working title)	Budgeted Positions	Frozen Positions	Total Positions
Inspector General (UC) (#9973)	1		1
Chief Deputy Inspector General (UC) (#9975)	1	•	1
Assistant Inspector General (UC) (#9974)	3		3
Deputy Inspector General (#1651)	4	1	5
Inspector, OIG (#1650) (Inspector II)	4	2	6
Investigator II (#2915) (Inspector I)	2	2	4
Paralegal (#9232) (Special Assistant)	1		1
Administrative Services Manager I (#1002) (Statistician)	0	1	1
Senior Management Secretary III (#2116) (Secretary to Inspector General)	1		1
Management Secretary III (#2109) (Secretaries to Assistant Inspector Generals)	3		3
Senior Board Specialist (#1100) (Community Liaison)	1	1	2
Total	21.0	7.0	28.0

EXECUTIVE OFFICE  Classification	Budgeted Positions	Frozen Positions	Total Positions
Senior IT Technical Support Analyst (#2547)	1		1
Principal Application Developer (#2526)	1		1
Principal Network Systems Administrator (#2561)	1		1
Database Administrator (#2620)	1		1
Management Analyst (#1848)	1		1
Senior Board Specialist (#1100)	1		1
Intermediate Board Specialist (#1099)	1 .		· 1
Administrative Services Manager II (#1003)	0	1	1
Head Board Specialist (#1108)	1		1
Total	8.0	1.0	9.0
TOTAL POSITIONS REQUESTED _	29.0	8.0	37.0

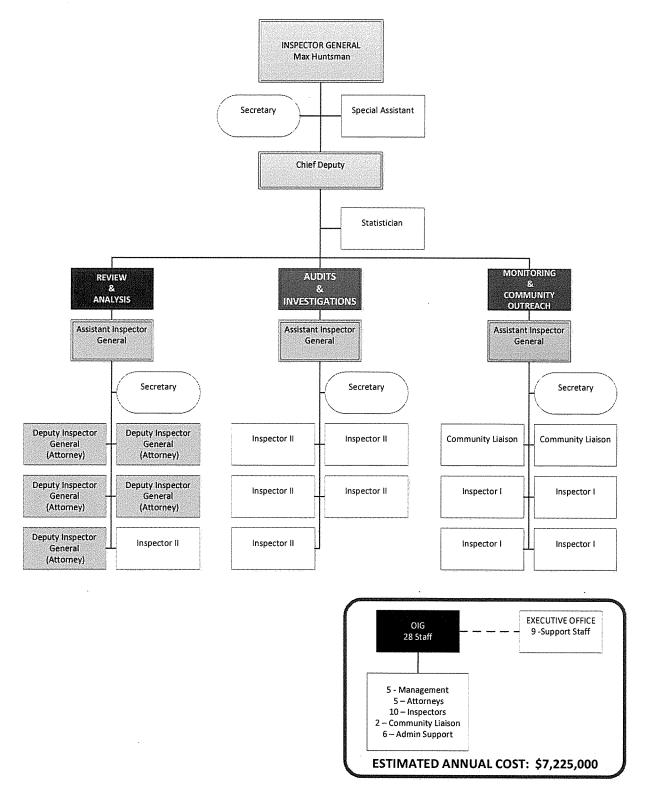
#### OFFICE OF THE INSPECTOR GENERAL: FINANCING PROPOSAL

<u>-</u>	FY 2013-14	FY 2014-15 (Initial Funding)	FY 2014-15+ (Full Funding)
Pre-OIG Sheriff Monitoring Cost			
Ombudsman (funded by Community & Senior Services)	\$641,000	\$0	\$0
Special Counsel (funded by Judgments & Damages budget)	\$334,000	\$0	\$0
Office of Independent Review (funded by Sheriff's Department)	\$1,194,000	\$0	\$0
Total Pre-OIG Monitoring Cost	\$2,169,000	\$0	\$0
RECOMMENDED MONITORING			
OFFICE OF THE INSPECTOR GENERAL	\$1,000,000	\$5,000,000	\$7,225,000
OIG Funding by Permanently Transferring Net County Cost From:			
Provisional Financing Uses (\$5M was set aside during 2013-14 Recommended Budget)	\$1,000,000	\$5,000,000	\$5,000,000
Dissolution of Ombudsman (reflects COLAs)	\$0	\$0	\$697,000
Expiration of Special Counsel Contract*	\$0	\$0	\$334,000
Expiration of Office of Independent Review Contract	\$0	\$0	\$1,194,000
Total NCC Transfer	\$1,000,000	\$5,000,000	\$7,225,000

<sup>\*</sup> Following the transition of responsibilities to the OIG, the Inspector General may recommend a special projects contract for as-needed services

## OFFICE OF THE INSPECTOR GENERAL

## Organizational Structure



#### WORK PLAN SUMMARY

This is an outline of the Office of Inspector General's work plan for the fiscal year starting July 1, 2016. This is not dissimilar from the OIG's 2015-2016 work plan. However, the OIG was not able to fully implement the work plan throughout the entirety of the year due to some restrictions placed on the OIG's access to Los Angeles County Sheriff's Department information. With the December 2015 Memorandum of Agreement to Share and Protect Confidential LASD Information, those access issues have been removed.

The following work plan shows a + next to the objectives which can only be partially fulfilled without full access. An \* marks objectives which cannot not be fulfilled without full access. All of these items can be fulfilled with the current access the OIG has to LASD information.

#### **FORCE**

- o Monitor revisions to the Use of Force manual
- Monitor the Department's adherence to its preference for planned, supervised and directed force+
- Monitor Department's use of force training and its use of situational use of force options chart
- Monitor effectiveness of and compliance with Manual of Policies and Procedures mandates for the investigations of all force incidents+
- Monitor adherence to Force Prevention, Anti-retaliation, and Anti-harassment policies+
- o Monitor force prevention practices with special needs prisoners+
- Monitor use of force review tracking mechanisms
- o Monitor senior management involvement in tracking and force+
- Monitor adherence to enhanced discipline guidelines for force\*
- Respond along with Internal Affairs to the scene of deputy involved shootings and in custody deaths and monitor the investigation through to resolution+
- o Monitor adherence to no huddling policy in force investigations+

#### **CUSTODY**

- Monitor facilities and conditions of confinement at all jails+
- o Monitor deliver of medical and mental health services to prisoners+
- Monitor provision of religious, educational, and therapeutic programming to prisoners
- o Monitor access of disabled prisoners to programs and activities
- Monitor specialized training of custody personnel+
- o Monitor Deputy/Custody Assistant/Security Assistant ratios
- o Monitor sworn and civilian staffing patterns
- o Monitor settlement agreement implementation+
- o Monitor department's emphasis on respect, engagement of and communication with prisoners
- o Examine consistency of prisoner discipline within and among the custody facilities
- Monitor department's compliance with Prison Rape Elimination Act, CCR Title 15, Americans with Disabilities Act.+

- Monitor personnel compliance with the Manual of Policy and Procedures and Custody Division Manual\*
- Monitor and evaluate the department's Mandatory Rotation of Line Personnel policy+
- o Monitor Sheriff's personal engagement in custody oversight
- Monitor processing of prisoner grievances and tracking by employee identity\*
- o Monitor effectiveness of prisoner grievance system+
- o Monitor senior management engagement and visibility in jail facilities
- o Monitor CFRC, SCIF, and CFRT, processes\*
- o Monitor department's administrative segregation and disciplinary practices
- o Monitor department's adherence to national standards for custodial best practices

#### **AUDITS**

- o Conduct routine audits of use of force statistics to detect patterns and trends+
- o Review audits conducted by Department's Audits and Accountability Bureau+
  - Seven pending from calendar 2015
  - Eighteen scheduled for calendar 2016
- o Audit and investigate issues brought to light as result of monitoring activities+

#### **DEPARTMENT OPERATIONS**

- o Monitor stations, bureaus, units and commands+
  - Service comment reports+
  - Response times
  - Citations
  - Arrests
  - Filings
  - Crime classification
  - Personnel issues and grievances\*
- o Review hiring standards and monitor hiring practices to ensure compliance+
- o Review staffing patterns and mandatory overtime+
- o Monitor department's community engagement efforts
- o Review academy and Department wide training curriculum and monitor training+
- Monitor and review evaluation of employees during probationary period\*
- Review and monitor disciplinary practices, including enhanced discipline for dishonesty/force\*
- o Review and monitor investigations of employee misconduct and clique formation\*
- Review and monitor effectiveness of Department data collection and tracking systems
- o Review and monitor patterns in and Department response to complaints+
- Review and monitor implementation and effectiveness of dual track career path\*
- o Monitor department's community oriented policing policies and practices
- o Review application of policy standards for consistency and clarity+
- o Review patterns and trends in criminal conduct by employees+
- Review patterns and trends in policy violations by employees\*

**PROJECTS** (these are temporary endeavors with a start and a finish which focus on areas of particular concern, such as "Recommendation to the Los Angeles County Sheriff's Department for Public Data Disclosure" and "Body-Worn Cameras: Policy Recommendations and Review of LASD's Pilot Program.") Currently there are eleven in progress or in the development stages.+

**REPORTS** (these are reports prepared in response to specific requests from the Board of Supervisors, such as "A Preliminary Review of Sheriff Crime Statistic Reporting," "Analysis of the Legal Basis for X-Ray Body Scanner Searches in County Jail" and other reports prepared pursuant to Code section 6.44.190(E).)+

#### TASKS ENABLED BY ACCESS

Receive and review Watch Commander's Service Comment Report's and monitor how handled.

Receive and review Custody Division Chiefs' Memoranda.

Receive and review inmate grievances and monitor how handled.

Receive and review personnel grievances and monitor how handled.

Review use of force investigations and monitor how handled.

Review misconduct investigations and monitor how handled.

Review and analyze Department responses to claims and lawsuits.

Review and analyze Internal Affairs Bureau investigations.

Review and analyze Internal Criminal Investigation Bureau investigations.

Monitor, review and analyze investigations of deputy involved shootings and in custody deaths (the OIG responds to the scene of these and can now follow the entire course of these cases). Be present during, and review and analyze:

- o Critical Incident Review
- Custody Force Response Team rollouts
- Custody Force Review Committee
- Executive Force Review Committee
- o Case Review
- Shooting Review
- o Sheriff's Critical Incident Forum/Risk Management Forum
- o Death Review
- o Over Detention
- o Strategic Planning (Custody)

Be present at the Sheriff's Executive Productivity Committee meetings

Review audits conducted by Audit and Accountability Bureau involving personnel matters

Conduct audits of issues brought to our attention during monitoring activities

Access and Review LASD's Personnel Performance Index

Fully monitor sustainability of CCJV reforms

Fully monitor sustainability of other reforms initiated by the Sheriff or in response to litigation.

Follow discipline cases from initiation through completion of civil service process.

Review and analyze effectiveness of training conducted by the Department.