



OFFICE OF THE SHERIFF

COUNTY OF LOS ANGELES

HALL OF JUSTICE

ALEX VILLANUEVA, SHERIFF



September 16, 2022

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:

FUNDING REQUEST TO PURCHASE COMPUTER AIDED DISPATCH AND RECORDS MANAGEMENT SYSTEMS

SUBJECT

The Los Angeles County Sheriff's Department (Department) is seeking funding for a new Computer Aided Dispatch (CAD) system and Records Management System (RMS) from the Los Angeles County Board of Supervisors (Board).

BACKGROUND/PURPOSE/JUSTIFICATION

The Department's mission critical CAD system was implemented in the late 1980's (approximately 33 years ago) and is operating on hardware/software platforms which are no longer supported by manufacturers. This system is in use by the Department, which is one of the largest law enforcement agencies in the nation servicing a 4,000+ square mile policing jurisdiction.

Due to the antiquated CAD system and the associated technical and capability limitations, the Department has been unable to update/modify the system to fully comply with state, legal mandates related to data collection and documentation. These limitations include, but are not limited to:

- Assembly Bill 1747, which requires a CAD programming change to be implemented mandating a purpose code for every California Law Enforcement Telecommunications System (CLETS) transaction, with the information to be audited by the Department of Justice.

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- Assembly Bill 953, also known as the Racial and Identity Profiling Act (RIPA), which required law enforcement agencies to collect and report specific stop information to the Office of the Attorney General, Department of Justice, State of California.

On June 10, 2022, the Los Angeles County Office of the Inspector General (OIG) released a report on *“The Sheriff’s Department’s Underreporting of Civilian Stop Data to the California Attorney General.”* This report focused on the LASD requirements pursuant to the RIPA. The OIG report in part states:

*“This part-time consultant is a retired Sheriff’s Department employee who may soon end his contract, leaving the Sheriff’s Department and its primary computer system with no lifeline for **when the CAD system inevitably fails** [emphasis added] given that it has far outlived its product life cycle. A large-scale failure of the CAD system would not only affect recordkeeping functions, it would also affect the ability of deputies to communicate in the field, the dispatchers’ ability to relay information to deputies, and many other essential functions deputies rely on to perform their jobs.”*

Despite the CAD systems’ antiquated technological platform, the Department was able to locate a sole programmer who understood the system and was willing to provide maintenance support in the past recent years. This programmer, as described in the aforementioned OIG report, terminated his contract with the County in early 2022 due to health reasons. The Department had previously undertaken a nationwide effort to locate programming maintenance and support; however, no viable candidates were identified. Additionally, current efforts to locate support have not fared any better. This absence has left CAD’s sustainability and the Department in a precarious position.

On June 24, 2022, the County of Los Angeles Civilian Oversight Commission (COC) authored a letter regarding the replacement of the Department’s CAD system based on the above-described OIG report. The purpose of this letter was to recommend the Board provide funding for the Department’s “Unmet Needs Item #5 – Computer Aided Dispatch Replacement Project.” Refer to Attachment #1 for details.

On July 8, 2022, the LASD responded to the COC letter outlining the need for funding for the first year at the cost of \$13.1 million, as well as the lack of approval from the Los Angeles County’s Chief Executive Office (CEO) to fund the project either via the April’s Recommended Budget phase or June’s Final Changes Budget phase. Thus, the Department is hopeful for approval in the last Supplemental Budget phase, which is scheduled to be adopted by the Board October 4, 2022. Refer to Attachment #2 for details.

COMPUTER AIDED DISPATCH (CAD)

The primary purpose of CAD is to increase the effectiveness of Department patrol units by disseminating, receiving, triaging, and documenting large quantities of critical law enforcement information in often chaotic environments. This system provides the increased efficiency for field units to perform their function(s), as well as increased efficiency for the Department to provide services to the public.

The CAD system also reduces audible voice traffic on the Department's radio system by dispatching calls-for-service via Mobile Digital Computers (MDC) installed in patrol cars. The CAD system has been a vital piece of communications equipment since its implementation in 1989. Over the years, the CAD system has received few hardware updates and is 25 years past its replacement lifecycle date.

CAD is utilized in over 4,500 MDCs and over 1,000 stationary computers located in various facilities, stations, and Public Safety Answering Points (PSAP). The CAD system enables personnel in the field to receive calls for service, gather critical information, and record field observations through the MDCs. It is also the gateway and message processor of 20,000 to 40,000 inquiries per day for various local, state, and national law enforcement database systems. These inquiries range from wanted persons, vehicle license plates, vehicle identification numbers, firearm serial numbers, serialized items, and driver licenses to name a few. CAD and MDCs are vital law enforcement assets, which Department members utilize in their daily operation to provide public safety.

Other functions of CAD include an automated deputy activity record, contract minutes tracker, E911 interface within the Department's PSAPs, the transportation manifest for inmates transferred to and from various custody and court facilities within and outside of Los Angeles County. Additionally, the CAD is used to manage requests for law enforcement assistance and emergency responses that are dispatched to Department units throughout the County. As an example of the quantity of transactional information, in 2019, the Department's CAD system captured over three million incidents.

CAD consists of three major subsystems, as identified in the below table along with their relevant status:

MAJOR SUBSYSTEM	FUNCTION	AGE	COMMENT
CAD software & supporting hardware	Core software application used to enter calls for service, dispatch to patrol units and gather statistics. In 2019 the system generated over 3,000,000 incidents.	Approximately 33 years	The Department currently has no programmer to maintain or modify the CAD system. There is no manufacture support for the operating system or hardware running the CAD software.
Mobile Digital Computers (MDCs)	MDCs are installed in each patrol vehicle and are used by deputies to receive and update calls for service, perform warrant and license checks etc.	Varies from 6-8 years	Of the 4500+/- MDCs owned by the Department 22-25% are non-functioning and 100% have been discontinued by the manufacturer with no spare parts available.
Server farm which routes messages to & from the MDCs	Processes 20,000 - 40,000 requests per day from patrol units to various local, state, and federal databases	12 years	Requests include warrant checks, vehicle and license checks and other criminal information.

RECORDS MANAGEMENT SYSTEM (RMS)

The Los Angeles Regional Crime Information System (LARCIS) has been the Department's primary electronic crime reporting data repository or Records Management System (RMS) for over eighteen years. The data from crime reports written by Department personnel are currently entered **manually** into LARCIS by the Department's clerical staff. This information is stored and made available in various forms and generates reports for state reporting compliance and is used for crime analysis. In addition, LARCIS acts as one of the case management systems for the Department's investigative units.

Throughout the years that LARCIS has been in operation, enhancements made to the original application have increased the system's functionality, such as availability of address geo-coding using web services, development of a Field Interview Report ("FIR") module, a Search Operations module, enhanced real-time geo-coding capability and the capability to generate ad-hoc executive level crime reports. Also added recently is a new module that keeps track of all the parolees who have been released from the State prison under the Assembly Bill 109 Realignment Program and are now being

supervised by the Los Angeles County Probation Department. The Department ensures that these parolees are compliant with their conditions of parole, which is enforced through a Special Task Force Compliant Team. The Los Angeles Regional Crime Information System is a 24/7, business critical system with over 4,000 active users. During peak hours, as many as 360 users access the system simultaneously. The system currently retains:

- 6,633,528 Department Crime Incidents.
- 170,842 Department FIR Reports.
- 14,589,183 Total Records.
- Approximately 377,380 records are added to the system each year.

Since LARCIS was first placed into service, there have been many industry advancements in modern law enforcement record management systems. Below is a table listing some of the functionality of today's modern RMS systems, along with how the Department is currently managing these RMS aspects. The Department currently maintains over 20 separate systems to do the job, which a single modern RMS can perform. These disparate systems require multiple instances of duplicative data entry as exemplified by the following:

RMS Function	LASD Current Standard
Calls for service	Separate system
Incident reporting	Separate system
Investigative case management	Multiple separate systems
Traffic accident reporting	Separate system
Citations	Separate system
Pawns	Separate system
Civil process	Separate system
Orders and restraints	Separate system
Permits and licenses	Multiple separate systems
Equipment and asset management	Multiple separate systems
Fleet management	Multiple separate systems
Personnel	Multiple separate systems
Internal affairs	Multiple separate systems
Analytical support (crime analysis)	Multiple separate systems

Due to the LASD's antiquated and fractured record management system architecture, there are severe limitations in functionality and modernization requirements as set forth by state and federal standards. For example:

- LARCIS is not compatible with the new Law Enforcement National Data Exchange (N-DEx) System.
- Statistical codes used by the LARCIS are based on the outdated Uniform Crime Reporting standards. The Department's LARCIS system is incapable of migrating to the new National Incident-Based Reporting System (NIBRS), which is mandated by the Department of Justice.

Modern CAD systems are typically integrated with RMS. This provides for seamless and efficient informational ecosystem, which increases efficiency and complies with ongoing standards as dictated by state, federal and modern industry conventions.

It is of significant benefit to the County to replace the RMS and CAD as part of an ecosystem modernization approach. This would alleviate integration issues and ensure sustainability of the systems for the foreseeable future.

FISCAL IMPACT/FINANCING

The Department anticipates releasing a Request-for-Proposal (RFP) for the CAD and RMS in the near future. Pursuant to this endeavour, the Department has been working with a consulting firm in developing standards and assessments related to requirements. Based on this assessment, it is preliminarily projected the total cost of ownership of the CAD and RMS systems may be upwards of approximately \$150 million.

These costs would be spread out over a ten-year period. Due to inflation, market adjustments, etc., the cost of each system will likely fluctuate depending upon the time for procurement and implementation.

IMPLEMENTATION OF STRATEGIC PLANS GOALS

The replacement of the CAD and RMS systems provide support for the County's Strategic Plan, Goal 1 (Operational Effectiveness) and Goal 5 (Public Safety) by ensuring the LASD will be able to provide effective services in a responsive manner. At the same time, this modernization would enhance public safety by improving the Department's efficiency in managing operations.

CONCLUSION

LASD is requesting funding for this single project (CAD and RMS replacement) outside the current Department budget.

It is universally agreed that the ability to properly disseminate/receive information in a timely manner to/from field units, assisting law enforcement agencies, city officials,

County Board of Supervisors, and the Sheriff is critical for public safety and the efficient delivery of services. Additionally, as discussed earlier, the Department requires a modern RMS and CAD system to comply with various local, state, and federal mandates, laws, and or legal agreements.

When one factors in the age of the CAD software and hardware, the inability to obtain any new hardware or programming support, the lack of manufacture support for either the CAD hardware or operating system, and the lack of manufacture hardware support for the 4500+/- MDCs, **the CAD system has now reached a perilous state.**

Subject matter experts within the Department are deeply concerned that it is only a matter of time until the CAD system will cease to function and, such cessation may be a non-recoverable event where the CAD system is unable to be brought back to an operational state. Any system failure may result in a catastrophic event and undoubtedly affect public safety, thereby having significant detrimental impact to patrol operations.

Such a catastrophic failure will, in addition to having a major negative impact on the operations of the Nation's largest Sheriff's Department, will certainly garner attention from the media, the population we serve, and local, state, and national regulatory oversight agencies. Additionally, should the CAD system have either an extended or non-recoverable failure, the Department will also:

- Face extreme difficulty in billing the approximately 42 contract cities and other agencies with who contract with the County for police services. This represents over \$500,000,000 annually.
- Place the County in legal jeopardy with respect to the Department's inability to comply with various state and federal statutes and or legal agreements.
- See an increase of legal claims against the County, where parties will assert that the failure of the Department's CAD system was an aggravating factor to their underlying cause of action.

Even should immediate emergency funding be provided at the time of a catastrophic failure, the procurement and implementation of a new CAD system would likely take years to facilitate causing significant chaos for the Department and the County, thus placing public safety at risk.

It is not a matter of **IF** there will be a catastrophic and unrecoverable failure of the RMS or CAD system, but a question of **WHEN**. This failure will produce a significant danger to the citizens of Los Angeles County, which can be averted through the immediate modernization and replacement of the CAD and RMS systems.

Should you have any questions or would like to discuss further, please contact Chief Brian Yanagi, Technology and Support Division, at (562) 345-4301.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Alex Villanueva', with a stylized flourish at the end.

ALEX VILLANUEVA
SHERIFF

Attachment No. 1

Civilian Oversight Commission (COC) letter, dated June 24, 2022, titled:

*Civilian Oversight Commission's Request to Fund LASD Computer Aided Dispatch
Replacement Project for Fiscal Year 2022-2023*



COUNTY OF LOS ANGELES SHERIFF CIVILIAN OVERSIGHT COMMISSION

Improving Public Transparency and Accountability

World Trade Center, 350 South Figueroa St., Ste 288, Los Angeles, CA 90071
(213) 253-5678 ▪ coc.lacounty.gov ▪ cocnotify@coc.lacounty.gov

Brian K. Williams
Executive Director

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Lael Rubin
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Vacant
Commissioner

June 24, 2022

Fesia Davenport, Chief Executive Officer
County of Los Angeles Chief Executive Office
500 W. Temple St., Room 713
Los Angeles, CA 90012

CIVILIAN OVERSIGHT COMMISSION'S REQUEST TO FUND LASD COMPUTER AIDED DISPATCH REPLACEMENT PROJECT FOR FISCAL YEAR 2022-2023

Dear CEO Davenport:

This communication is to provide the Chief Executive Office (CEO) the Sheriff Civilian Oversight Commission (Commission) priorities, staff report, and public input received regarding the Los Angeles County Sheriff's Department (LASD) Fiscal Year (FY) 2022-23 Budget.

At the June 16, 2022 Commission meeting, the [Office of Inspector General \(OIG\)](#) discussed urgent concerns related to LASD's outdated Computer Aided Dispatch System (CAD) and its inability to interface with the Sheriff's Automated Contact Reporting Systems (SACR). Due to this lack of interface, traffic stop data must be manually entered into both systems, and OIG found the SACR underreported arrests by at least 71,462. LASD is required to report this data to the California Attorney General pursuant to the Racial and Identity Profiling Act of 2015, however, compliance with this Act has been hampered.

As a result, the Commission passed a motion at its June 2022 meeting requesting that a letter be submitted to the Chief Executive Office (CEO) and the Board of Supervisors (BOS) recommending that the BOS provide funding for LASD Unmet Needs Item #5 - Computer Aided Dispatch Replacement Project, which includes seven (7) positions and a Net County Cost of \$13,143,000.

The Commission's Budget Ad Hoc Committee analyzed, to the extent possible, the LASD FY 2022-23 departmental budget priorities and unmet needs request, and solicited community input through a [conference](#) held by the ad hoc and by accepting written public comments in [January 2022](#) and [March 2022](#). A [staff report](#), presented at the March 17, 2022 Commission meeting, recommends that LASD maintain a balanced and transparent budget by requesting that LASD submit the following annually:

1. A written budget mitigation plan and/or budget status report to CEO, BOS and the Commission.
2. A written report on Provisional Financing Uses (PFU) spending (spending plans and reporting funds spent) to CEO, BOS and the Commission.

CEO/REQUEST TO FUND LASD CAD REPLACEMENT PROJECT

June 24, 2022

Page 2

There continues to be insurmountable social and public safety needs that far outweigh budgetary constraints. The Commission encourages LASD, CEO and BOS to continue examining the LASD Budget through the lens of what is most beneficial to the community. Commission staff will continue to monitor and analyze the LASD Budget, and report back as needed.

If you have any questions or concerns, please contact us at (213) 253-5678.

Sincerely,

A handwritten signature in black ink, appearing to read 'B. Williams', with a stylized, flowing script.

Brian K. Williams

Executive Director, Civilian Oversight Commission

CC Each Supervisor, Board of Supervisors
 Ceila Zavala, Executive Officer, Board of Supervisors
 Alex Villanueva, Los Angeles County Sheriff

Attachment No. 2

Los Angeles County Sheriff's Department letter, dated July 8, 2022, titled:

Los Angeles County Sheriff's Department's Plans on the Computer Aided Dispatch System Replacement, Budget Mitigation and Provisional Financing Uses Spending



OFFICE OF THE SHERIFF

COUNTY OF LOS ANGELES

HALL OF JUSTICE

ALEX VILLANUEVA, SHERIFF



July 8, 2022

Sheriff Civilian Oversight Commission
County of Los Angeles
World Trade Center
350 South Figueroa Street, Suite 288
Los Angeles, California 90071

Dear Sheriff Civilian Oversight Commission:

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT'S PLANS ON THE
COMPUTER AIDED DISPATCH SYSTEM REPLACEMENT, BUDGET
MITIGATION AND PROVISIONAL FINANCING USES SPENDING**

The Los Angeles County Sheriff's Department (Department) would like to thank the Sheriff Civilian Oversight Commission (Commission) for its support of the Department's Computer Aided Dispatch System (CAD) replacement budget request submitted to the Chief Executive Office (CEO) for Fiscal Year 2022-23. This correspondence is in response to your Commission's June 24, 2022, letter to Sheriff Alex Villanueva which requested that the Department provide a written status of the proposal for the CAD system replacement, a budget status report and/or mitigation plan, and a report of Provisional Financing Uses (PFU) expenditures.

The CAD system serves as the most critical command and control communication system for the Department in dispatching field patrol deputies and other law enforcement personnel to 911 emergencies and calls for service. It also provides law enforcement personnel with vital data such as Department of Motor Vehicles records and warrant information. CAD system replacement will also allow for the capability to interface with the Sheriff's Automated Contact Reporting system which captures data reportable to the California Attorney General pursuant to the Racial and Identity Profiling Act of 2015.

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As requested, please find the attached copy of the Department's proposal to replace the CAD system. The Department's \$13.1 million CAD replacement request consists of consultant services, software and hardware, system maintenance, and seven (7) information technology personnel positions. As of this date, the CAD replacement request is still pending the approval of the CEO. Given this request was not approved by the CEO in either April's Recommended Budget phase or June's Final Changes Budget phase, the Department is hopeful for approval in the last Supplemental Budget phase, which is scheduled to be adopted October 4, 2022, by the Board of Supervisors (BOS). It must be noted that the presently identified \$13.1 million cost associated with the replacement of the Department's CAD system is only an estimate at this time and is subject to change prior to project implementation. Should the project cost change, the Department would respectfully request that the CEO approve the allocation of sufficient funding to cover the full cost of the project.

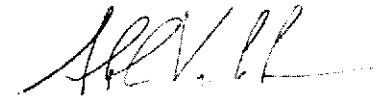
As to your Commission's request of the Department to provide a written budget mitigation plan and/or budget status report to the CEO, BOS, and the Commission, the Department respectfully assures your Commission that the Department, as well as all County departments, is already required to submit periodic budget status reports to the CEO. For the record, the Department ended fiscal year 2020-21 well within its BOS-adopted budgeted allocation. The Department submitted its most recent budget status report to the CEO last month (June 2022), which estimates the Department is practically on target again despite the CEO's routine practice of supplanting the Department's net County cost with Public Safety Augmentation Funds coupled with the severe underfunding of mandated obligations including, but not limited to, maintaining compliance with consent decrees and court agreements pertaining to the proper care of the County's custody population. To be frank, there is no real budget mitigation without additional County resources being allocated to the Department.

Regarding your Commission's request for a written report of PFU spending, the Department must defer this task to the CEO as PFU funds are monitored, reviewed, and disbursed by direction of the CEO. However, the Department would appreciate your support in urging the CEO to return the Department's \$143.7 million in routine daily operating funds held hostage in PFU since October 2019, particularly considering the Department's demonstrated fiscal competence. The CEO's confiscation of these funds was a knee-jerk reaction resulting from its ineptitude to acknowledge the fiscal consequences of its

outmoded budgetary policy to not allocate funding to the Department to cover uncontrollable cost increases such as BOS-negotiated cost-of-living-adjustments for overtime, or rising workers' compensation medical expenses.

Thank you for your support. Should you have any questions, please contact Undersheriff Timothy K. Murakami at (213) 229-3008.

Sincerely,

A handwritten signature in black ink, appearing to read "Alex Villanueva", with a horizontal line extending to the right.

ALEX VILLANUEVA
SHERIFF