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**UNITED STATES DISTRICT COURT
CENTRAL DISTRICT OF CALIFORNIA
WESTERN DIVISION**

DENNIS RUTHERFORD, et al.,

Plaintiffs,

v.

ROBERT LUNA, Sheriff of Los
Angeles County, in his official capacity,
and the COUNTY OF LOS ANGELES,

Defendants.

Case No. 75-cv-04111-DDP

**DEFENDANTS' EIGHTH
QUARTERLY REPORT
PURSUANT TO ORDER
GRANTING JOINT STIPULATION
[DKT. NO. 402]**

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I.

INTRODUCTION

As the Stipulated Order passes its two-year milestone, Defendants’ continued operation of the Shared Intake Monitoring System (“SIMS”), developed in the Spring of 2023 to track inmate processing through the Inmate Reception Center (the “IRC”), has helped the Defendants amass a record of substantial compliance with that order blemished only by the most extraordinary and acute circumstances. During this past quarter, Defendants are pleased to report that, despite facing more than one SIMS outage and navigating the IRC through Memorial Day Weekend and other busy times in the IRC caused by abnormally larger influxes of new inmates into the Los Angeles County Jail System due to the implementation of Proposition 36, they were able to achieve substantial compliance in April 2025, May 2025, and June 2025. In fact, during that three-month span, there were only **four** violations of the Stipulated Order at all, none of which served to bring Defendants out of substantial compliance with the Stipulated Order’s requirements.

The remarkable improvement in the flow of inmates through the IRC over the last two years has not only been a story of Defendants’ consistent effort to provide better conditions for inmates in the IRC but also a testament to their transparency. For the second time in two quarters, a computer system error impacted Defendants’ reporting of violations to counsel for Plaintiffs. Although the previously unreported violation, which occurred in May 2025, would not have impacted Defendants’ report of substantial compliance for that month, they promptly issued a correction and provided an explanation of the possible underlying cause of the error.

While it has been two years since the Stipulated Order was entered, Defendants continue to uncover areas of improvement and pursue solutions to make perfect compliance with that order a reality; and it is clearer now than ever that, when that goal is reached, Defendants’ reporting that day will be beyond reproach.

II.

RELEVANT FACTUAL AND PROCEDURAL BACKGROUND

A. Background

During the Summer of 2022, Defendants encountered a massive influx of inmates into the IRC when the COVID-related Emergency Bail Schedule was lifted at the end of June 2022; and months later, in February 2023, Correctional Health Services (“CHS”) faced a momentary staffing crisis in the IRC. Both these challenges caused acute backlogs in processing inmates through the IRC and, for a time, impacted the general sanitary conditions and the timely provision of medical and mental health services in the IRC. (Dkt. Nos. 413, 415).

On September 27, 2022, this Court granted Plaintiffs’ unopposed Motion for a Temporary Restraining Order and Motion for an Order to Show Cause Why a Preliminary Injunction Should Not Issue. (Dkt. No. 351). As Defendants worked to meet the requirements of the preliminary injunction entered by the Court, the February 2023 CHS staffing shortage referenced above significantly hampered those efforts, prompting Plaintiffs’ Motion for an Order to Show Cause Re: Contempt (the “Contempt Motion”), filed on February 27, 2023. (Dkt. No. 375). Over the next four months, Defendants redoubled their efforts to improve conditions in the IRC, initiated a plan to implement corrective actions to realize those improvements, and developed SIMS to provide IRC personnel with real-time data that tracks the location and overall flow of inmates into and out of the IRC, including data tracking the following areas central to the Court’s injunctive relief: (1) the overall length of time an inmate spends in the IRC; (2) the length of time an inmate is tethered to the IRC Front Bench; and (3) the length of time an inmate is in a locked cell or cage in the IRC.

B. The Stipulated Order

Prior to the evidentiary hearing on the Contempt Motion scheduled for June 27, 2023, counsel for Plaintiffs and counsel for Defendants met and conferred

1 and reached a joint stipulation, which the Court granted in the form of an order
2 issued on June 22, 2023 (“Stipulated Order”). (Dkt. No. 402).

3 The Stipulated Order permanently restrains and enjoins Defendants from
4 violating Paragraphs 1-6 of the Stipulated Order and memorializes Defendants’
5 plans for remedial efforts to address overcrowding, delays in processing, the need to
6 move inmates into permanent housing, the provision of adequate medical and
7 mental health care, and general living conditions in the IRC (the “Remedial
8 Actions”).¹ In this regard, Paragraphs 1-6 of the Stipulated Order set forth the
9 following limitations and conditions for the processing of inmates through the IRC
10 and requires Defendants to self-report violations of these limitations and conditions:

- 11 1. Holding an incarcerated person in the IRC for more than 24 hours.
- 12 2. Holding an incarcerated person on the IRC Clinic Front Bench,
13 handcuffed, chained, or tethered to a chair or any other object, for more
14 than four hours.
- 15 3. Holding an incarcerated person in an IRC holding cell for more than
16 12 hours total, or holding more people in a holding cell than its rated
17 capacity by the Board of State and Community Corrections.
- 18 4. Holding an incarcerated person in the IRC Clinic cage, when locked,
19 for more than eight (8) hours total.
- 20 5. Holding an incarcerated person in the IRC Clinic area, cage, or any cell
21 in the IRC when that location is not in a clean and sanitary condition,
22 with access to functioning toilets, potable drinking water, clean water
23 to wash, and sufficient garbage receptacles.
- 24 6. Holding an incarcerated person in the IRC clinic area, cage, or any cell
25 in the IRC without providing ongoing access to adequate medical and
26 mental health care, including but not limited to regular pill call.

27 (*Id.* ¶¶ 1-6).

28 ¹ A complete description of these Remedial Actions is included in Paragraph 8 of
the Stipulated Order. (Dkt. No. 402 at 7-10).

1 The Stipulated Order further requires Defendants to document and provide
2 monthly status reports to Plaintiffs and file a quarterly status report with the Court.
3 (*Id.* ¶ 14). Paragraph 10 of the Stipulated Order defined the parameters that
4 Defendants must meet each month to be considered in substantial compliance with
5 their obligations under this agreement. In this regard, Defendants only achieve
6 substantial compliance with the Stipulated Order's requirements if:

- 7 (a) fewer than 25 persons who are processed through the IRC in a
8 calendar month are held in the IRC for more than 24 hours in
9 violation of Paragraph 1 (and no person is held in the IRC in a
10 calendar month for more than 36 hours);
- 11 (b) there are no more than four (4) days in a calendar month where
12 more than five (5) people are held for more than 24 hours in
13 violation of Paragraph 1;
- 14 (c) no more than five (5) people in a calendar month are handcuffed,
15 chained, or otherwise tethered to the IRC Clinic Front Bench for
16 more than four (4) hours in violation of Paragraph 2 (and no
17 person is tethered to the IRC Clinic Front Bench for more than
18 six (6) hours); and
- 19 (d) no more than fifteen (15) persons are kept in an IRC holding cell
20 or the IRC cage in a calendar month in violation of paragraphs 3
21 and/or 4 (and no person is kept in an IRC holding cell for more
22 than 18 hours or in the IRC cage for more than 12 hours).

23 (*Id.* ¶ 10).

24 Pursuant to the Stipulated Order, the County is also required, by no later than
25 the 10th of each calendar month, to notify Plaintiffs if it believes Defendants
26 achieved substantial compliance during the previous calendar month. Thereafter,
27 within ten days of when the County provides Plaintiffs with this monthly
28 assessment, Plaintiffs must notify Defendants if they dispute the County's account
of Defendants' compliance with the Stipulated Order's requirements. (*Id.* ¶ 11).

The Quarterly Report, which covers the three months prior to its filing,
requires the County to detail:

- (a) the status of implementing the Remedial Actions;

- 1 (b) whether Defendants believe they are in substantial compliance with
2 paragraphs 1-6 [], including data showing performance with paragraphs
3 1-4 as set forth in Paragraph 10;
- 4 (c) the County's progress in bringing on-line new non-carceral beds
5 pursuant to the County's Diversion Efforts, as well as its status in
6 funding additional non-carceral beds scheduled to be added to the
7 inventories of ODR and DMH after June 30, 2025, pursuant to the
8 County's Diversion Efforts; and
- 9 (d) the impact the County's progress in adding non-carceral beds to the
10 inventories of ODR and DMH is having on eliminating backlogs in the
11 IRC.
- 12 (*Id.* ¶ 14).

13 III.

14 DEFENDANTS ACHIEVED SUBSTANTIAL COMPLIANCE WITH THE 15 STIPULATED ORDER IN EACH MONTH COVERED BY THIS REPORT

16 A. Defendants Provided Plaintiffs with Monthly Reports of the LASD's 17 Compliance with the Stipulated Order

18 As required by Paragraph 11 of the Stipulated Order, Defendants transmitted
19 monthly reports each month during the Second Quarter of 2025 detailing their
20 compliance with the requirements of Paragraphs 1-4 of the Stipulated Order. On
21 May 10, 2025, June 8, 2025, and July 9, 2025², Defendants described the violations
22 that occurred in the preceding months in correspondence with counsel for Plaintiffs

23 ² The report sent on July 9, 2025 also described two additional violations that
24 occurred in May 2025. Neither had been registered by SIMS in May 2025, and thus they
25 were not reported in the daily correspondence reporting compliance with the Stipulated
26 Order supplied to Plaintiffs' counsel or the May 2025 monthly compliance report sent to
27 counsel for Plaintiffs. As noted below, LASD ultimately determined that one of the two
28 violations was erroneously labeled as a violation and that the other belatedly reported
violation did not alter Defendants' previously stated conclusion of substantial compliance
reported in the May 2025 monthly compliance report.

1 and stated their position that they had achieved substantial compliance for each
2 month.³

3 **B. Defendants Implemented the Remedial Actions**

4 As required by the Stipulated Order, Defendants implemented the Remedial
5 Actions described in Paragraph 8 of the Stipulated Order within 30 days of the Court
6 entering the Stipulated Order on June 22, 2023. Defendants reported the successful
7 implementation of the Remedial Actions in their First Quarterly Report (Dkt. No.
8 413 at 9-11) and continue to maintain them, including, but not limited to,
9 continuously training new IRC staff on the Stipulated Order's requirements,
10 maintaining the regular cleaning schedule in the IRC, and tracking potential
11 violations of the Stipulated Order in real time via SIMS.

12 **C. Defendants Were in Substantial Compliance With the Requirements in**
13 **Each of Paragraphs 1-4 of the Stipulated Order During Each Month of**
14 **This Past Quarter**

15 Data from SIMS confirms that Defendants achieved substantial compliance
16 with Paragraphs 1-4 of the Stipulated Order.

17 For April 2025, there were **zero** reported violations of the 24-hour limitation,
18 **one** reported violation of the IRC Front Bench four-hour limitation, and **zero**
19 reported violations of the 12-hour cell limitation.

20 The lone four-hour IRC Front Bench violation, which occurred on April 27,
21 2025, lasted approximately nine minutes. Importantly, the involved individual did
22 not remain on the IRC Front Bench for a period of more than four consecutive
23 _____

24 ³ Importantly, this correspondence is not the only confirmation of substantial
25 compliance that counsel for Plaintiffs receive from Defendants. On a regular basis, LASD
26 directly transmits a report detailing all of the violations that have occurred month-to-date.
27 These reports provide detailed information concerning the duration and explanation for
28 any purported violation's cause. The LASD has also proactively provided further
explanation of the violations' underlying circumstances in response to additional inquiries
from counsel for Plaintiffs.

1 hours, and this violation only occurred because an intervening cell placement was
2 not of sufficient length to reset the individual's four-hour IRC Front Bench clock
3 under the terms of the Stipulated Order.

4 The IRC Cage was not utilized at any point between April 2025 and June
5 2025.

6 For May 2025, there were **two** reported violations of the 24-hour limitation
7 (although LASD determined one to be erroneous), **zero** reported violations of the
8 IRC Front Bench four-hour limitation, and **one** reported violation of the 12-hour cell
9 limitation.

10 On May 25, 2025, an inmate remained in the IRC for 2 hours and 10 minutes
11 beyond the 24-hour processing limitation. The violation was the result of a
12 computer error that assigned multiple booking numbers to the inmate which
13 disrupted SIMS tracking of the specific inmate. A second processing violation was
14 reported by SIMS to have occurred on May 29, 2025. Those circumstances also
15 involved multiple booking numbers assigned to the same inmate. However, the
16 LASD confirmed via review of CCTV footage that the processing time for this
17 inmate was not longer than 24 hours. The erroneous report was linked to one of the
18 inmate's booking numbers that had not been updated to reflect the inmate's actual
19 movement.⁴

20
21
22
23 ⁴ SIMS did not report either of these violations during the month of May 2025. A
24 system error within the Replicated Automated Justice Information System prevented the
25 violations from appearing in SIMS. In June 2025, the error was resolved, and Defendants
26 learned about and investigated the two possible violations linked to this error. Both were
27 communicated to counsel for Plaintiffs in the June 2025 monthly compliance report.

28 Defendants are confident that such situations are related to the erroneous issuance
of multiple booking numbers, that such situations are anomalous, and that when they
occur, the resulting violations will not go permanently undetected.

1 The 12-hour cell violation occurred on May 17, 2025, after a SIMS outage
2 affected tracking of the IRC cells and IRC Front Bench. During the outage, deputies
3 manually monitoring the cells failed to properly track an inmate in a K6G cell,
4 resulting in a violation of approximately 2 hours and 3 minutes.

5 For June 2025, there was **one** erroneously reported violation of the 24-hour
6 limitation, **zero** reported violations of the IRC Front Bench four-hour limitation, and
7 **one** violation of the 12-hour cell limitation, which was discovered upon CCTV
8 surveillance video review of the erroneous 24-hour violation. The lone violation
9 occurred because a technical error resulted in multiple booking numbers for the
10 same inmate, which disrupted SIMS tracking.

11 On June 16, 2025, SIMS reported that an inmate had remained in the IRC for
12 approximately 144 hours. After an investigation, which included a review of CCTV
13 footage, LASD confirmed that SIMS tracking of the inmate was incorrect due to the
14 existence of multiple booking numbers. There was no processing violation, but
15 LASD's review of the inmate's movement discovered that he had remained in a cell
16 in the IRC beyond the 12-hour limit. Because the violation went undetected due to
17 very specific circumstances involving multiple booking numbers, Defendants have
18 no reason to believe that SIMS is failing to detect other violations.

19 **D. Defendants Have Maintained Substantial Compliance For Six**
20 **Consecutive Months Between January 2, 2025 and July 15, 2025,**
21 **Triggering an Important Mechanism Afforded by the Stipulated Order**

22 Defendants' substantial compliance throughout the past quarter builds on a
23 record of substantial compliance that began on January 2, 2025—the day after the
24 New Year Holiday led to a dramatic increase in arrivals at the IRC and a rare but
25 unfortunate falling out of substantial compliance with Paragraph 1 of the Stipulated
26 Order on that single day.

27 As Defendants have remained in substantial compliance with Paragraphs 1-4
28 into through July 2, 2025 (and indeed, through the date of this filing), they are

1 entitled to modify the Remedial Actions contained in Paragraphs 8(a) and 8(e)-8(g)
2 as they deem appropriate with sufficient notice to counsel for Plaintiffs. Dkt. No.
3 402 ¶ 12.

4 At this time, Defendants have elected not to make any modifications to the
5 above-mentioned Remedial Actions. Should this intention change, Defendants will
6 notify counsel for Plaintiffs at least 14 days in advance in accordance with
7 Paragraph 12 of the Stipulated Order.

8 **IV.**

9 **THE COUNTY'S BED INVENTORY RAMP-UP GOALS**

10 For Fiscal Year 2024-25, Defendants set a goal⁵ of amassing a total of 4,668
11 slots across ODR's three programs—ODR Housing, ODR MIST, and ODR FIST—
12 by June 30, 2025. For DMH, the goal was a total of 164 new DMH beds added in
13 FY2023-2024 and FY2024-2025. Defendants have met and surpassed these goals.

14 ODR has surpassed its goal for FY 2023-2025 and reached 4,697 total beds or
15 slots across the three programs discussed above.⁶ Likewise, DMH has surpassed its
16 goal and added a total of 168 beds over the course of the past two fiscal years.

17 Finally, in the fourth quarter of the fiscal year, 706 patients were released
18 from jail to ODR Housing, ODR MIST, or ODR FIST. Of those, 429 were
19
20

21
22 ⁵ The Stipulated Order does not require that Defendants meet any quota in bringing
23 a particular number of community beds on-line that can be used to eliminate overcrowding
24 in the LACJ, or even that Defendants achieve their stated ramp-up plan. Nor does the
25 Stipulated Order permit Plaintiffs to file an enforcement action predicated solely on the
26 County's failure to implement these diversion efforts, unless those failures contribute to a
27 failure to meet substantial compliance with the requirements of Paragraphs 1-6 in the
28 Stipulated Order, which, as stated above, has not occurred. (Dkt. No. 402 ¶ 13).

⁶ ODR may move beds between these programs as program needs change from
month to month, and DMH may also change from time to time the mix of bed types
allocated to justice-involved individuals.

evaluated to be P3 or P4 at the time of assessment.⁷ Additional information regarding releases by ODR program and P-level follows in the table (Figure 1) below.

Figure 1

ODR P-Level Release Data, April 1, 2025 – June 30, 2025				
	ODR Housing	ODR MIST	ODR FIST	Total
Assessment P-Level				
P0	3	2	7	12
P1	7	7	6	20
P2	166	30	49	245
P3	223	66	121	410
P4	3	4	12	19
Total	402	109	195	706
	ODR Housing	ODR MIST	ODR FIST	Total
Release P-Level				
P0	4	2	1	7
P1	13	6	5	24
P2	240	36	86	362
P3	145	65	100	310
P4	0	0	3	3
Total	402	109	195	706

⁷ The ODR Housing program currently focuses on inmates classified as P3 or P4 for initial admission to their treatment program, but if an ODR participant is detained again in jail after a relapse or setback, then that person is evaluated by ODR for return to the program regardless of their P level at the time of re-arrest. In addition, ODR also considers referrals for P2 inmates housed in Enhanced Mental Health Moderate Observation Housing dorms.

V.

CONCLUSION

The Eighth Quarterly Report covers a critical milestone where the County reached substantial compliance with all of the Stipulated Order's requirements after building on a three-month stretch between January 2025 and March 2025. It is clear now that substantial compliance with the Stipulated Order in the IRC is now the norm, such that when the rare violation does occur, it is more than likely due to an extraordinary event rather than a failure of the LASD's routine operations. Defendants are rightfully proud of this record and the dedication of the LASD and CHS staff that has served as the foundation for such incredible progress.

DATED: July 15, 2025

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