



**Office of Inspector General  
County of Los Angeles**

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**Reform and Oversight Efforts:  
Los Angeles County Sheriff's  
Department**

April 2017

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## INTRODUCTION

The Office of Inspector General is charged by the Board of Supervisors with four primary functions:

- Monitoring the Department's operations and conditions in the jail facilities, including the Department's response to prisoner and public complaints.
- Periodically reviewing data on the Department's use of force, the Department's investigations of force incidents and allegations of misconduct and the Department's disciplinary decisions.
- Conducting periodic audits and inspections of Department operations and reviewing the quality of the Department's audits and inspections.
- Regularly communicating with the public, the Board of Supervisors and the Sheriff's Department regarding the Department's operations.

This report is a brief summary of some of the Office of Inspector General's activities so far this year toward fulfilling these functions.

## ACCESS

From January 1, 2017, to March 31, 2017, the Department has placed no conditions or restrictions on access nor has any request for access been denied by the Department. The Office of Inspector General's presence continues to be accepted at all Department deliberative processes to which the Office of Inspector General has requested access, including Executive Force Review Committee, Custody Force Review Committee, Critical Incident Review and other similar processes. The Command staff has made itself readily available to the Office of Inspector General staff for all inquiries.

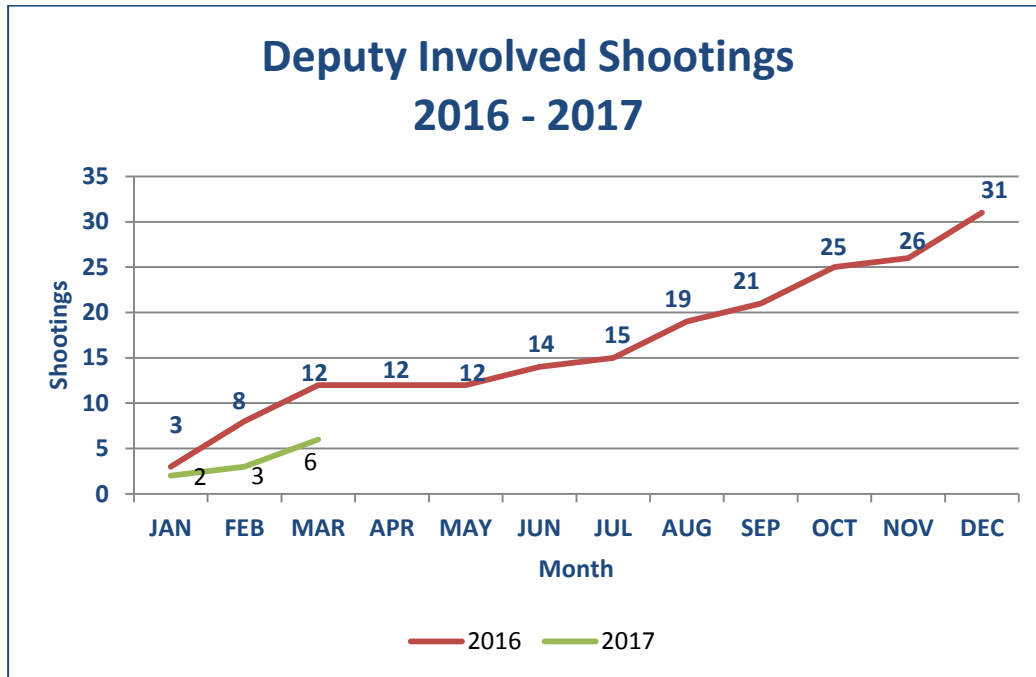
## MONITORING

Monitoring of the Department's operations and the Department's operation of the Los Angeles County jail facilities is an important function of the OIG. The OIG responds to the investigations of deaths of persons which occur while in the custody of the Sheriff's Department, all deputy-involved shootings, all uses of force which are the proximate cause of a person's death or which result in significant injury and other significant Custody Division events.

### Deputy Involved Shootings

From January 1, 2017, to March 31, 2017, the OIG responded to six investigations of deputy involved shootings. One of these shootings involved an off-duty deputy and took place in San Bernardino County. This shooting resulted in a non-fatal injury to one of two suspects, and is being investigated by the San Bernardino County Sheriff's Department. When that investigation is completed, the Los Angeles County Sheriff's Department Internal Affairs Bureau will complete the Department's own investigation.

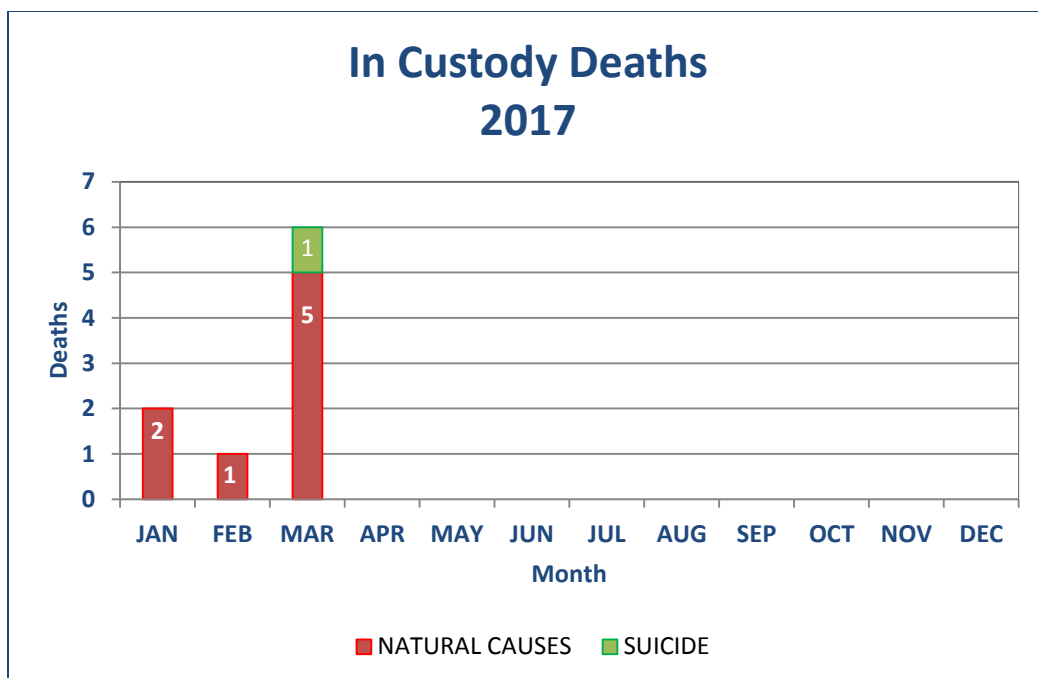
As a result of these shootings, five civilians were injured, two of them, a white male and a black male, fatally. All of the persons shot or shot at were male – three were Hispanic, three were black and one was white. Unintentional discharges are not included in these numbers.



All Deputy Involved Shootings which take place in Los Angeles County and which result in injury or death are submitted by the Sheriff’s Department to the Los Angeles County District Attorney’s Office for review. None of the 2017 shootings have yet been submitted to the District Attorney’s Office.

### In Custody Deaths

From January 1, 2017, to March 31, 2017, the OIG has responded to nine in-custody deaths. Two of these deaths occurred in the county jails and eight occurred at a hospital or in transit to a hospital. Of these deaths, there was one suicide and nine deaths that were the result of natural causes. Five of the decedents were housed at Twin Towers Correctional Facility, two at Men’s Central Jail, one at North County Correctional Facility, and one at Century Regional Detention Facility.



The OIG noted specific significant concerns about the medical assessment of and standard of medical care provided to Los Angeles County prisoners. These concerns were brought to the attention of the Director, Department of Health Services. The OIG is tracking and monitoring Department and Department of Health Services corrective actions and clinical reviews.

The OIG attended the Death Review meetings for each of these deaths. Section 4-10/050.00 of the Custody Division Manual (CDM) requires the Department to conduct a death review for each in-custody death or death of a prisoner in the Community Based Alternatives to Custody (CBAC) program. The death review is conducted in three separate meetings: the 24-hour, 7-day and 30-day. According to the CDM, the 24-hour review shall be conducted by Medical Services Bureau (MSB) to share initial findings and to review the circumstances surround all in-custody deaths. The CDM states that both the 7-day and 30-day death reviews shall be conducted by the Custody Compliance and Sustainability Bureau (CCSB) to share additional findings and discuss the status of any corrective or preventive actions taken since the previous review.

One suspect was detained and handcuffed by deputies from the Norwalk Station and transported to a hospital, where he died. Because the death was prior to booking this person is not included as an 'in-custody' death.

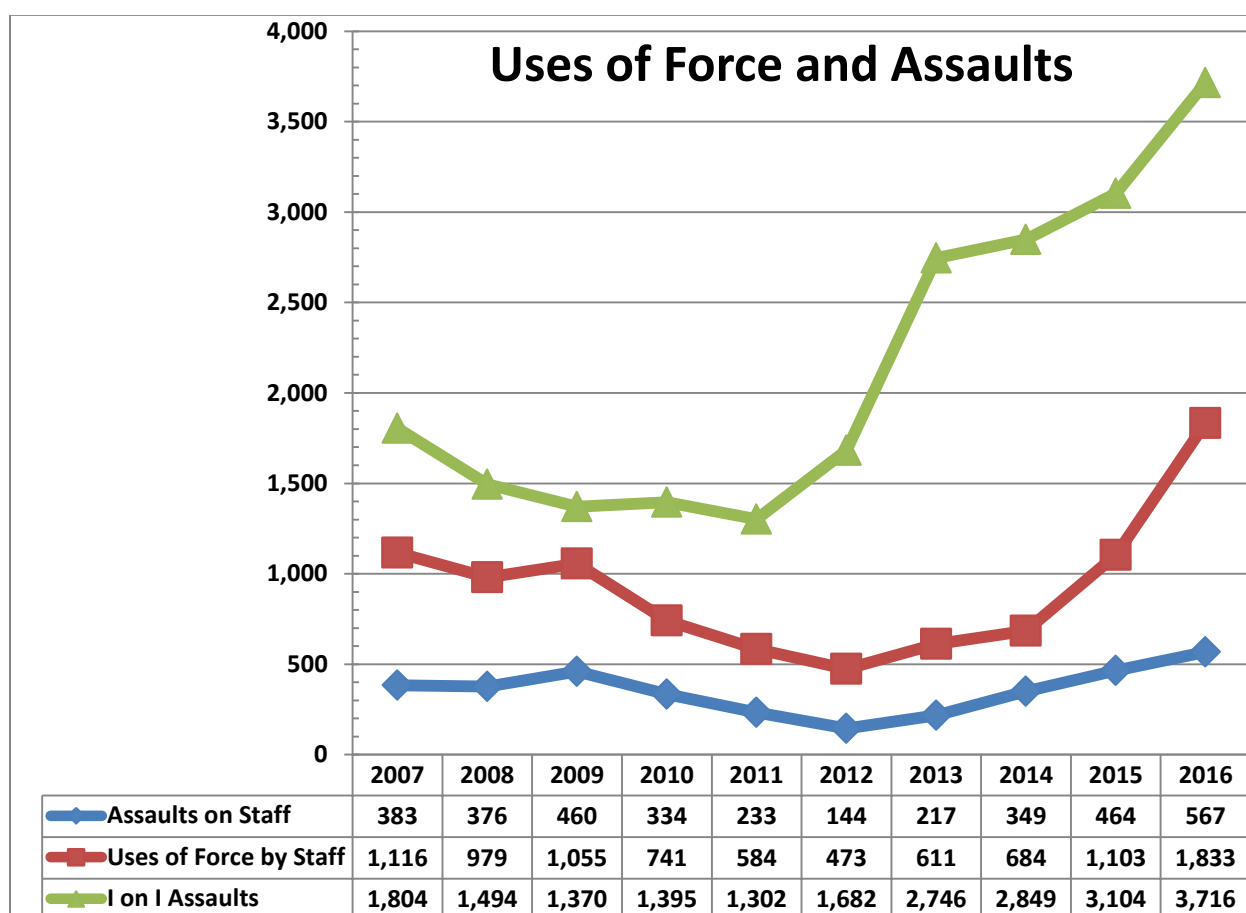
### Uses of Force

The OIG reviews the Department's Custody Services Division data on use of force incidents, prisoner-on-prisoner violence and assaults on Department personnel. The

Department was only able to provide the OIG this data through February 28. The table below reflects the totals reported by the Department.

<b>Type</b>	<b>2017</b> <b>(through February 28)</b>
<b>Assaults on Staff</b>	<b>97</b>
<b>Uses of Force by Staff</b>	<b>327</b>
<b>I on I Assaults</b>	<b>519</b>

The chart below reflects trends in use of force incidents, prisoner-on-prisoner violence and assaults on Department personnel over a ten year period between 2007 and 2016.



## Custody Operations

OIG personnel have conducted more than 70 site visits to the seven LA County jail facilities this quarter. During the OIG’s site visits, OIG monitors met with personnel at each rank in the LASD chain of command, from security and custody assistants to facility captains and commanders, civilian staff, clergy, and volunteers. OIG personnel met with prisoners in general population, administrative segregation,

disciplinary and medical and mental health housing, as well as the Correctional Treatment Center. Monitors met with or received complaints from prisoners at cell front, during recreation and treatment group time, and in private interview rooms as necessary to ensure confidentiality. The following chart represents facilities visited between January 1 and March 31, 2017.

### Los Angeles County Jail Site Visits

Los Angeles County Jail Facility	Number of Site Visits
Century Regional Detention Facility	7
Inmate Reception Center	8
Men’s Central Jail	27
North County Correctional Facility	6
Pitchess Detention Center – North	5
Pitchess Detention Center – South (and East)	4
Twin Towers Correctional Facility	13

#### Citizen’s Commission on Jail Violence Updates

The Department’s Performance Recording and Monitoring System (PRMS) went live on January 11, 2017. The new system allows for many of the functions originally recommended by the CCJV, including tracking of prisoner grievances against staff by deputy name. PRMS tracks custody complaints, force investigations and other personnel files, by deputy name.

The CCJV originally recommended that the Department track prisoner grievances *about force* by deputy name. Complaints about force are captured within the “Custody Complaints” module and tracked by deputy name. However, PRMS does not automatically differentiate complaints about force from other types of complaints.

PRMS is not the only system that tracks force complaints or force investigations. The Department tracks prisoner grievances in the Custody Automated Reporting and Tracking System (CARTS). CARTS does not have the capability of tracking complaints by deputy name. If a prisoner makes a force allegation via grievance, that complaint is scanned into CARTS and a supervisor will conduct an inquiry to determine whether force was used and not reported. If a prisoner makes a verbal notification to a supervisor, the supervisor similarly conducts an inquiry, but does not track that information in a manner systemized across the Department.

Supervisors do not automatically generate Electronic Line Operations Tracking System (E-LOTS) entries for all allegations of force. Instead, supervisors conduct an initial inquiry and, if an investigation is subsequently initiated, the supervisor will create a new entry in the E-LOTS.

The Discovery Unit acts as a gatekeeper to PRMS and creates preliminary data entries for custody complaints and force investigations that will ultimately reside in PRMS. These preliminary data entries also do not allow searches for complaints about force by deputy name.

Of the three databases, CARTS, E-LOTS, and PRMS, only PRMS tracks complaints (including force allegations) by deputy name. Because the databases are not linked and cannot be cross-referenced, the Department is unable to accurately identify deputies with frequent force related or other complaints unless formal investigations have been initiated as the CCJV recommended. (Citizen's Commission on Jail Violence Report, September 2012, at page 45.)

Some facilities, like Century Regional Detention Facility (CRDF), report that force allegations are tracked through a separate system and they can narrow searches by deputy name. (Recommendation 3.8.)

The Department continues to implement additional body scanners in a number of areas, including Inmate Reception Center (IRC) Booking Front, IRC Old Side, North County Correctional Facility (NCCF) and Pitchess Detention Center (PDC) - North. The Department fully implemented the three scanners at IRC Booking Front on March 8, 2017, however, the Department is waiting to assemble a nine-person (five deputies, three custody assistants, and one senior deputy supervisor) staffing team before these scanners can be used for routine processing. The Department reports that the nine-person team is scheduled to start full-time operation on April 16, 2017. The Department reports that it accepted delivery of two additional scanners at IRC Old Side on April 1, 2017. There are now three body scanners at IRC Old Side. The Department is currently completing necessary physical plant alterations and assembling proper staffing to make these additional body scanners fully operational.

The Department reports that it revised its plan to implement the body scanners at NCCF. The original location for these scanners recommended by the Board's consultants in their August 2015 Body Scanner Project report was the laundry room attached to the Inmate Processing Area (IPA). The revised plan is to place three scanners directly into the IPA, which is currently used to conduct physical cavity searches. The original plan required extensive alterations to the physical plant, including the addition of plumbing systems for new holding cells. The Department reports that the new plan will not require such extensive alterations to the physical plant and will, therefore, be cheaper and less time consuming to implement. The Department reports that the only drawback to the new plan is that the new positioning of the scanners in the IPA makes it more difficult to separate prisoners who have already completed their scan from those waiting to be scanned. This could increase avenues for the flow of contraband. The Department reports that there is currently no scheduled start date for construction.

The Department reports that it must make physical plant changes at NCCF and PDC-North before it can install body scanners at either facility. Specifically, it must create additional holding cells to separate sex offenders from the rest of the



prisoner population so that these prisoners are not vulnerable to attack during the body scan process. The Department reports that Facilities Planning Bureau is currently conducting assessments of construction costs and it does not have an anticipated construction start date. (Recommendation 3.12.)

The Department's Grievance Team reports that ninety-six percent of the sergeants within the Custody Division have completed the 8-hour training course on the revised grievance process. The OIG observed this training and continues to monitor the implementation of the revised grievance process.

The Department reports that it is currently reconfiguring the iPad system to fix some issues that arose during their initial implementation last October. The Department reports that the system needed to be reconfigured to minimize use of the "Other" category for prisoner requests because some prisoners were inputting grievances, not requests, under this category. The Department does not have an anticipated date for completion of the reconfiguration. (Recommendation 7.14.)

The Department reports that as of January 1, 2017, the installation of infrastructure for the Closed Circuit Television (CCTV) network at NCCF is complete. The Data Systems Bureau (DSB) is currently in the process of configuring these cameras on the DvTel network. As of March 7, 2017, cameras in the 600 building are fully configured and recording footage on the DvTel system.

The Department began installation of camera infrastructure at PDC-North in January 2017 and anticipates the completion of camera installation in late April or early May 2017. (Recommendation 7.15.)

### **Education Based Incarceration**

The OIG reported on the Education Based Incarceration (EBI) program, including the Back on Track and MERIT programs, in its last report, *Reform and Oversight Efforts December 2016*. The EBI program continues to expand as the Department attempts to offer more rehabilitative and re-entry services within its facilities. Below are the average rates of enrollment at each facility for all EBI programs from January 29, 2017, to March 4, 2017.<sup>1</sup>

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<sup>1</sup> These numbers are calculated from information obtained within the Department's Attendance Tracking and Recording System (ATAR) which calculates weekly enrollment percentages based on EBI enrollment records and each facility's average weekly prisoner population.

<b>Facility</b>	<b>Average Weekly EBI Attendance</b> (based on Average Weekly Prisoner Population)
Men's Central Jail	35.12 %
Twin Towers Correctional Facility	39.85 %
Century Regional Detention Facility	64.61 %
Pitchess Detention Center – North	15.62 %
Pitchess Detention Center – South	37.82 %
North County Correctional Facility	17.20 %

### *Back-on-Track*

The Back-on-Track Program continues to provide rehabilitative education to prisoners at South Facility as well as re-entry services. The Department offers these services in partnership with the Probation Department and other community organizations. The Department maintains statistics regarding re-entry and recidivism rates for Back-on-Track program graduates, through partnership with Five Keys Charter School and the Probation Department.

As of March 10, 2017, the Back-on-Track program reports that 92 prisoners have graduated from the program and have been released since its inception in February 2016. Twenty-two of these Back-on-Track graduates currently reside in sober living out-patient facilities and seven reside in in-patient treatment centers. Twenty eight of those released were re-arrested, one of whom returned to the Back on Track program. Twenty-nine Back-on-Track graduates have absconded from Probation. Sixteen Back on Track graduates are currently employed full-time. The OIG will continue to monitor the success of the Back on Track program and supports the Departments efforts to expand the program as quickly and as extensively as possible incorporating other successful EBI programs such as Moral Reconciliation Therapy.<sup>2</sup>

### *MERIT Masters*

MERIT Masters are prisoners who receive special privileges and responsibilities due to successful track records with EBI and otherwise positive behavior. The OIG recently reported on the MERIT program at South Facility (See *Reform and Oversight Efforts December 2016*). Beyond PDC-South, the Department currently utilizes MERIT Masters at each permanent housing facility except PDC-North. Through interviews with the OIG, these prisoners express immense gratitude for the privileges and responsibilities that come with being a MERIT Master. The OIG has observed the expansion of MERIT Masters' activities and responsibilities at CRDF, TTCF, MCJ and PDC-South, aimed toward expansion of the EBI program and rehabilitative services.

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<sup>2</sup> 'Reconciliation' is a term of art used in the psychotherapy community to describe a cognitive behavioral treatment system for offenders and at-risk groups.

At CRDF, the Department utilizes MERIT Masters to serve a variety of EBI related functions. CRDF MERIT Masters live within CRDF's EBI modules and provide support to both teachers and EBI program participants. Additionally, some MERIT Masters assist Jail Mental Health Services in CRDF's step down program between High and Medium Observation Housing (HOH and MOH). CRDF MERIT Masters assist Jail Mental Health Services (JMHS) by encouraging acutely ill prisoners to become medication compliant, often offering mentorship or therapeutic services so that prisoners can be moved to a lower level of care. These women also serve the PRO program, which stands for Peers Reaching Out.

At MCJ, MERIT Masters assist in the High Observation Positive Environment (HOPE) dormitory. The HOPE dormitory serves as transitional housing for patient/prisoners between MOH level of care at TTCF and EBI housing or general population at MCJ. The MERIT Masters offer mentorship to the prisoners in this dormitory as well as facilitate personnel and prisoner communication regarding prisoner needs.

At TTCF, MERIT Masters assist JMHS with the Forensic In-Patient (FIP) Step-down program. The FIP step down program is transitional housing between the Forensic In-Patient Treatment Center and the HOH level of care. As with CRDF's step-down program and MCJ's HOPE dorm, TTCF Merit Masters encourage patients to take their psychiatric medication and mentor patients by talking and spending time with them. These Merit Masters also live inside the FIP step-down module.

At PDC South, MERIT Masters reside in their own dormitory with privileges such as free access to their own library, washing machines and microwaves, all located within their housing location. These prisoners recently began assisting the Department with community transition services at South facility. These MERIT Masters also act as resources for teachers and prisoners at South facility and help facilitate EBI courses and services.

OIG personnel have spoken with MERIT Masters in each facility. MERIT participants describe their interactions with patients and other prisoners as adding value and purpose to their own lives. One TTCF MERIT Master spoke to OIG personnel as he was preparing hair clippers for use on a patient. He described initial resistance to working with the severely mentally ill, but realized over time how valuable the work is and stated that he would not want to be assigned anywhere else. He identified one patient whom he described as severely decompensated weeks earlier. With consistent effort, the patient became medication compliant and was about to receive a new haircut. The OIG will continue to track and report on MERIT and other program participation and progress.

### **Complex Case Committee (CCC)**

The Complex Case Committee (CCC) is a bi-weekly meeting which convenes to "seek solutions for high-risk, high-needs prisoners who have an extensive history of behavioral and/or mental health concerns" (CDM, Section 3-19/000.00, "Complex Case Committee"). The CCC evaluates behavioral, housing and treatment issues of

prisoners who do not respond to traditional methods of discipline, therapies, or interventions.

The OIG attends CCC meetings and monitors complex case patient/prisoners. The OIG has followed the progress of the prisoners on complex case and has seen noticeable improvement as a result of the prisoners' CCC's thoughtful and collaborative treatment plans. Interventions such as therapy-dog visits and unique clinical programming have resulted in substantial behavior modification of some CCC patients.

## **COMMUNITY OUTREACH**

The OIG continues to regularly communicate with the public, the Board of Supervisors, and the Sheriff regarding the work of the OIG and the Department's operations.

OIG staff regularly attends and participate in meetings with concerned community members, including the meetings of the Public Safety and Justice Committee of the Empowerment Congress. The OIG also attended the monthly meetings of the Los Angeles County Sheriff Civilian Oversight Commission.

The Inspector General meets personally with the Sheriff on a weekly basis and appraises the Sheriff of the OIG's observations. The Assistant Inspector General who directs the work of the OIG's jail monitors also meets personally with the Sheriff regularly to share her observations.

The Inspector General or his staff attend all Board proceedings which effect or touch on the Department's operation.

## **Handling of Comments Regarding Department Operations and Jails**

The OIG received eighty seven new complaints in the first quarter of 2017 from members of the public, prisoners, prisoners' family members and friends, community organizations and County agencies. Each complaint was reviewed by OIG staff. Sixty one of these complaints were related to the conditions of confinement within the Department's custody facilities, as shown below.

Complaint/ Incident Classification	Totals
Personnel Issue	
Use of Force	4
Rude/Abusive Behavior	4
Discrimination	7
Failure to take action	1
No discernible subject	2
Medical/Dental Issue	12
Disability Accommodations	8
Mental Health Services	5
Housing	1
Dietary	4
Other Service Issue	13
<b>Total</b>	<b>61</b>

Sixteen complaints were related to civilian contacts with Department personnel by persons who were not in custody. The classification totals do not equal the number of complaints because some of the complaints address multiple issues.

Complaint/ Incident Classification	Totals
Personnel Issue	
Rude/Abusive Behavior	1
Unlawful Detention	1
Failed to Take Action	1
Discrimination	2
No discernible subject	5
Other Service Issue	6
No Discernible Issue	1
<b>Total</b>	<b>17</b>

Eight complaints were not about the Department or Department personnel and were referred to the appropriate agency or the complainant was directed to seek counsel. Four of the complaints did not complain about conduct by the Department or Department personnel and did not describe the complaint with sufficient detail to refer to another agency or counsel.

The OIG received nine complaints from the Sheriff Civilian Oversight Commission. Eight were related to civilian contacts with Department personnel by persons who were not in custody. One was related to contact with Department personnel by an individual in custody.

COC Complaint/ Incident Classification	Totals
Personnel Issue	
Discrimination	2
Information Sharing / Previous Complaint	1
No discernable subject	2
Referral	2
No Discernible Issue	2
<b>Total</b>	<b>9</b>

## Other Activities of the Office of Inspector General

During this quarter, OIG staff met with the Director of the Center for Restorative Justice Works and the Executive Director of the California Conference for Equality and Justice. The purpose of these meetings was to discuss each organization’s ability and desire to provide programming in the jail facilities. Varied programming opportunities can be used as incentives to the prisoners for good behavior and these organizations are excited to work with the Department in their efforts.

The Inspector General met with the founder of the National Association for Equal Justice in America to listen to and address community concerns regarding the law enforcement activities of the Sheriff’s Department in the Compton and South Los Angeles areas.

In March a representative from the Office of Inspector General appeared before the Pretrial Detention Reform Work Group, which was formed by California Chief Justice Tani G. Cantil-Sakauye to study current pretrial detention practices and provide recommendations for potential reforms. The Office of Inspector General addressed how the bail process works throughout the pendency of criminal proceedings and identified aspects of the current bail system that are effective or ineffective at ensuring public safety and the efficient operation of the court process.

## CONCLUSION

The Inspector General and his staff continue to work with the Department to identify issues and to facilitate systemic reform its Custody Services and Patrol Division policies, practices, and operations. The Sheriff and his staff actively seek and are receptive to OIG recommendations and suggestions.