

COUNTYWIDE CRIMINAL JUSTICE COORDINATION COMMITTEE

MINUTES OF THE **January 18, 2017** MEETING

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 739
Los Angeles, California 90012

MEMBERS AND ALTERNATES PRESENT

Chairman: Mark Ridley-Thomas, Supervisor, Second District and Chairman of the County Board of Supervisors

- *Phil Ansell for Sachi Hamai, County Chief Executive Officer
- Reaver Bingham for Terri McDonald, County Chief Probation Officer
- Scott Bixby, President, South Bay Police Chiefs Association
- Kevin Brazile, Assistant Presiding Judge, Superior Court
- Daniel Buckley, Presiding Judge, Superior Court
- *Daniel Calleros for Cosme Lozano, President, Southeast Police Chiefs Association
- *Todd Chamberlain for Charlie Beck, Chief, Los Angeles Police Department
- *Lana Choi for Mary Wickham, County Counsel
- Kelly Emling, Acting County Public Defender
- *Xiomara Flores Holguin for Philip Browning, Director, County Department of Children and Family Services
- Janice Fukai, County Alternate Public Defender
- Bob Guthrie, President, Los Angeles County Police Chiefs Association
- *Jim Hellmold for Jim McDonnell, Sheriff
- Christa Hohmann, Directing Attorney, Post Conviction Assistance Center
- Dan Jeffries for Mike Feuer, Los Angeles City Attorney
- Mary Marx for Jonathan Sherin, Director, County Department of Mental Health
- Edward McIntyre for Rodney Gibson, Chair, County Quality & Productivity Commission
- Sam Ohta, Assistant Supervising Judge, Criminal Division, Superior Court
- *Felicia Orozco for Miguel Santana, Los Angeles City Chief Administrative Officer
- *Greg Peck for Chris O'Quinn, Chief, Southern Division, California Highway Patrol
- Robert Philibosian, Peace Officers Association of Los Angeles County
- Robert Philibosian for Isaac Barcelona, Chair, County Economy and Efficiency Commission
- Devallis Rutledge for Jackie Lacey, District Attorney and Vice Chair of CCJCC
- Lakshmanan Sathyavagiswaran for Christopher Rogers, Acting County Coroner – Chief Medical Examiner
- *Susan Sullivan Pithey for Kathleen Kenealy, Acting California Attorney General
- Robin Toma, Executive Director, County Human Relations Commission
- Robin Toma for Cynthia Banks, Director, County Department of Workforce Development, Aging and Community Services
- *Kay Watson for Doug Haubert, County Prosecutors Association

***Not a designated alternate**

I. CALL TO ORDER / INTRODUCTIONS

Chairman Mark Ridley-Thomas, County Supervisor, Second District

The meeting was called to order at 12:00 noon by Los Angeles County Supervisor Mark Ridley-Thomas, Chairman of CCJCC.

Self-introductions followed.

II. APPROVAL OF THE MINUTES

Chairman Mark Ridley-Thomas, County Supervisor, Second District

Robin Toma, Executive Director of the County Human Relations Commission, requested that the following changes to be made to the minutes of the November 2, 2016 meeting:

- On page 3, at the top of the page, the sentence that states, "In the case of the shooting in San Bernardino, hate crimes began within three days of the attack," should read, "...**most** hate crimes **occurred** within three days of the attack."
- On page 3, the next paragraph, the sentence that states, "Mr. Toma advised the committee that a recent study indicated that the actual number of hate crimes is significantly underreported by victims," should read, "...that **ongoing DOJ surveys** indicate that the actual number of hate crimes is significantly underreported by victims **and law enforcement.**"
- On page 6, at the top of the page, the sentence that states, "Mr. Toma reported that a press conference was held last week that included law enforcement officials along with Muslim and Sikh community leaders," should read, "...last week **in response to a hate crime threat to a local Islamic Center.** The press conference included..."

There were no additional requests for revisions to the minutes of the November 2, 2016 meeting. A motion was made to approve the minutes as amended.

ACTION: The motion to approve the minutes of the November 2, 2016 meeting as amended was seconded and approved without objection.

III. CHAIRMAN'S OPENING REMARKS

Chairman Mark Ridley-Thomas, County Supervisor, Second District

Supervisor Ridley-Thomas stated that CCJCC will address priority issues at each of its meetings this year. Today's meeting will focus on the homeless crisis in Los Angeles County. Topics that will be raised at upcoming meetings include the following:

- Los Angeles County Sheriff's Department Civilian Oversight Commission (to be discussed at the February 15th CCJCC meeting)
- Juvenile Indigent Defense (to be discussed at the March 15th CCJCC meeting)
- Diversion and Reentry Efforts

- Commercial Sexual Exploitation of Children
- Immigration
- Proposition 64

The order in which the last four items will be discussed will vary depending upon the intensity of the issues or the subject matter that may require the most attention at the time.

Members of CCJCC that wish to offer other recommended topics for discussion at meetings this year should inform either Mark Delgado, Executive Director of CCJCC, or Deric Johnson, Justice Deputy for the Second District.

ACTION: For information only.

IV. HOMELESS CRISIS IN LOS ANGELES COUNTY

Phil Ansell, Director, Los Angeles County Homeless Initiative,
County Chief Executive Office

Mitchell H. Katz, M.D., Director, Department of Health Services
Chief Jim Hellmold, Sheriff's Department

Phil Ansell, Director of the Los Angeles County Homeless Initiative in the County Chief Executive Office, appeared before CCJCC to make a presentation on the homeless crisis in Los Angeles County. Joining Mr. Ansell in this presentation are Dr. Mitchell H. Katz, Director of the Department of Health Services; Dr. Mark Ghaly, Director of Community Health of the Department of Health Services; and Chief Jim Hellmold of the Sheriff's Department.

Presentation By Phil Ansell

Mr. Ansell reported that there were nearly 47,000 homeless individuals in the county in 2016, which is almost 7,500 more than the number in 2013. The homeless count data is provided by the Los Angeles Homeless Services Authority (LAHSA)¹.

About 70% of the homeless population in the county is unsheltered. LAHSA found that 34,527 individuals were unsheltered in 2016, and 12,347 were sheltered. This represents an increase of about 3,500 unsheltered homeless individuals from 2015. In contrast, the number of sheltered homeless individuals fell by about 1,000 between the two years.

The Board of Supervisors launched the Los Angeles County Homeless Initiative in August 2015. The initial charge was to develop a coordinated set of strategies that would address the full complexity of homelessness.

¹ LAHSA conducts a count of homeless individuals at the end of January every year. LAHSA estimates that the total annual number of persons experiencing homelessness in the county may be up to three times this number.

The development of strategies was based on the following two premises: (1) The County of Los Angeles cannot effectively combat homelessness on its own, but must engage in a sustained collaborative effort between a wide range of county departments, cities, community based organizations, faith community, and business community; and (2) Mainstream governmental service delivery systems are fundamental to combating homelessness.

Numerous individuals from 25 county departments, 30 cities, and over 100 community organizations worked together to develop a coordinated set of 47 strategies. The inclusive and collaborative planning process involved over 1,100 experts and community members.

The Board of Supervisors adopted the 47 strategies in February 2016. At around the same time, the Board of Supervisors approved \$100 million in one-time funding to launch the initial implementation of the 47 strategies.

The 47 strategies aim to:

- Prevent Homelessness
- Subsidize Housing
- Increase Income
- Provide Case Management and Services
- Create a Coordinated System
- Increase Affordable/Homeless Housing

Also included are the following key principles: Collaboration; investing in proven strategies; leveraging mainstream systems; and seamless, client-centered services.

Mr. Ansell reported that the LAHSA homeless count in 2016 indicated that people experiencing chronic homelessness, people with mental illness, and people with substance abuse disorders represent a large percent (84% combined) of the homeless population in the county. However, he noted that counting homeless individuals at a particular point-in-time, such as late January, will result in counting a disproportionate number of long-term homeless individuals. Many other people may cycle in and out of homelessness throughout the year.

It has also been found that 18% of the total homeless population (nearly 8,000 people) have had a history of physical or sexual abuse, including domestic or intimate partner violence and/or stalking. Females and transgender individuals experience higher rates of violence and/or abuse.

A review of 148,815 single adults who experienced homelessness at some point during Fiscal Year 2014-2015 identified the following criminal justice service utilization:

- The Sheriff's Department interacted with 14,754 homeless individuals through 19,433 arrests, which resulted in \$79.6 million in expenditures.

- The Probation Department interacted with 2,795 homeless individuals through the same number of cases, which resulted in \$12.1 million in expenditures.

The 47 strategies for combating homeless have a substantial focus on individuals with involvement with the criminal justice system. The following is a listing of the strategies that are tied to the criminal justice system:

- A2 - Discharge Planning Guidelines: This is for departments that discharge homeless individuals.
- A3 - Housing Authority Family Reunification Program: This is to help inmates released from jail to rejoin family members that have a federal housing subsidy and thereby avoid becoming homeless.
- B7 - Interim/Bridge Housing for those exiting institutions: This is specifically for individuals who would be homeless upon release from an institution, including the County Jail and the juvenile probation system.
- C2 - Increase Employment for Homeless by Supporting Social Enterprise: This is not limited to homeless adults with criminal justice involvement, but includes that population.
- C6 - Targeted SSI Advocacy for Inmates: The Department of Health Services (DHS) is near the end of a procurement process that will create countywide contracts to provide SSI advocacy across county departments for disabled adults who are homeless or at serious risk of homelessness.
- D2 - Expand Jail In-Reach: This is focused on identifying adults who would be homeless upon release from County Jail, with the goal of preventing them from becoming homeless upon release.
- D4 - Regional Integrated Re-Entry Networks: The goal is to have networks of service providers work with former jail inmates who are homeless or at risk of homelessness to support their reintegration into the community.
- D6 - Criminal Record Clearing Project: This is a project to take advantage of opportunities for homeless or recently homeless adults to clear their criminal records, which may help to facilitate their access to employment and housing.
- E4 - First Responders Training: This provides training for first responders, largely law enforcement, but also paramedics and firefighters, on the most effective way to interact with homeless adults on the street and in encampments.
- E5 - Decriminalization Policy: This does not preclude arrests when warranted. However, where there is low-level criminal behavior that is closely related to an individual's homelessness, the goal is to connect the individual with housing and services rather than arrest the person.

With assistance from LAHSA, gaps with regard to homeless housing and related services were quantified last year. In this case, "gaps" refers to the available inventory in relation to the level of need based on the size and characteristics of the homeless population. Gaps were identified according to the following housing types:

- Permanent Supportive Housing, which provides intensive support services to chronically homeless persons, has a gap of 15,341 units.

- Rapid Re-Housing, which provides short-term housing assistance, has a gap of 8,376 units. Each unit can potentially house two households per year.
- Emergency Shelter, which provides crisis housing to unsheltered persons on the path to permanent housing, has a gap of 2,279 units.
- Homeless Prevention, which provides stabilizing housing assistance that keeps people and families from falling out of housing and into the homeless system, has a gap of 2,555 units.

LAHSA concluded that to fill the unmet need for homeless housing and services would require \$450 million per year. This does not take into account any costs associated with construction, preservation, or rehabilitation of homeless housing.

The current funding that has been approved is \$100 million.

On December 6, 2016, the Board of Supervisors voted to place Measure H on the countywide ballot for March 7, 2017. This would provide for a ¼ percent increase to the county's sales tax commencing after July 1, 2017, to fund services, rental subsidies, and housing. The tax revenue that would be generated by Measure H is estimated to be \$355 million annually for ten years.

Given that Measure H is a special tax, it requires the approval of two-thirds of those voting in the election. The resulting revenue is legally restricted to being used to combat homelessness.

The Board of Supervisors has identified a list of specific allowable uses for the Measure H revenue. This includes 17 of the current Homeless Initiative strategies and 4 new strategies, which are as follows:

Preventing Homelessness

- Homeless Prevention Program for Families (Strategy A1)
- Homeless Prevention Program for Individuals (Strategy A5) (New strategy)

Subsidizing Housing and Related Housing Services

- Provide Subsidized Housing to Homeless Disabled Individuals Pursuing SSI (Strategy B1)
- Partner with Cities to Expand Rapid Re-Housing (Strategy B3)
- Facilitate Utilization of Federal Housing Subsidies (Strategy B4)
- Family Reunification Housing Subsidies (Strategy B6)
- Interim/Bridge Housing for those Exiting Institutions (Strategy B7)

Employment Assistance

- Increase Employment for Homeless Adults by Supporting Social Enterprise (Strategy C2)
- Countywide SSI/SSDI and Veterans Benefits Advocacy (Strategies C4, C5, and C6)
- Subsidized Employment for Homeless Adults (Strategy C7) (New strategy)

Providing Case Management and Services

- Jail In-Reach (Strategy D2)
- Regional Integrated Re-Entry Network (Strategy D4)
- Criminal Record Clearing Project (Strategy D6)
- Provide Mental Health, Substance Use, Counseling Services and Rental Subsidies for Permanent Supportive Housing (Strategy D7) (New strategy)

Creating a Coordinated System

- Countywide Outreach System (Strategy E6)
- Strengthen the Coordinated Entry System (Strategy E7)
- Enhance the Emergency Shelter System (Strategy E8)
- Enhanced Services for Transition Age Youth (Strategy E14)

Increasing Affordable Homeless Housing

- Preserve current homeless housing and promote the development of affordable housing for homeless families and individuals (Strategy F7) (New Strategy)

Mr. Ansell next introduced Dr. Mark Ghaly, Director of Community Health of the Department of Health Services, to provide additional information.

Presentation By Dr. Mark Ghaly

Dr. Ghaly emphasized that treatment and housing must be provided simultaneously, not treatment first and then later housing.

A recent count indicated that there were 4,326 inmates with mental disorders that are in the County Jail system, although the method for conducting this count is imperfect.

There is an average daily inmate population of approximately 16,300 people in the jail system. Homelessness in jail is self-reported in the Inmate Reception Center, and on any given day, about 20% of the people report that they are homeless. A count in June last year found 3,167 homeless persons in custody, or 19.4% of the total population.

There is an effort within DHS called Whole Person Care that seeks to connect people coming out of the jails with health, mental health, and substance use disorder services,

as well as housing and other enabling services. In preparing for this, an analysis found that of 300,000 inmates released from County Jail over several years, just under 60,000 met a certain threshold for illness that requires attention.

Of this cohort of roughly 60,000 people, there were nearly 145,000 arrests, or 2.4 per person between January 2014 and July 2016. (About 67.3% of the cohort were actually re-arrested. Some individuals were re-arrested multiple times.)

The conclusion is that there is a nexus between people being sick, involved in the justice system, and homeless. Individuals that are ill and released from jail, only to be homeless, may recidivate and cycle through the justice system numerous times.

Through the efforts of Whole Person Care, DHS and the Office of Diversion and Reentry (ODR) are working to put a plan in place to address this issue.

From July through December 2016, 3,616 individuals were connected to housing and treatment in the jail through Jail Linkage In-Reach Services.

The Misdemeanor Incompetent to Stand Trial (MIST) jail population grew rapidly from 2011 to 2015. In response, the MIST Community-Based Restoration (CBR) program was created to provide needed services to this population and provide an alternative to jail incarceration. Dr. Ghaly thanked Mary Marx of the Department of Mental Health (DMH) for her role in developing this program.

The number of MIST individuals in jail has been declining since last summer as the number of MIST individuals in the CBR program has increased. As of this month, there are 144 individuals in this population that are in jail and 115 in the CBR program. In total, 275 individuals have been released into CBR since October 2015.

There is a goal through ODR to provide at least 1,000 units in permanent, supportive housing over five years. The funding that has been allocated for this is just over \$40 million. Dr. Ghaly noted that over 200 units were provided in the first year.

Through efforts coordinating with Department 123 of the Superior Court and jail linkage, individuals who are pre-trial or already sentenced have been connected to ODR housing. Over 180 individuals have been housed, and an additional 130 have been referred and are in waiting.

Dr. Ghaly reported that an analysis of the cohort of 60,000 individuals referenced earlier has revealed that many of them were already being housed through Housing For Health. Out of a sample of 1,759 in November 2016, 198 (11.3%) overlapped both the planning cohort and Housing for Health.

A program that has been addressing homelessness in the Los Angeles Skid Row area is called C3, which stands for County + City + Community. This program has been in existence for about a year.

C3 is a partnership designed to systematically engage people living on the streets of Skid Row and help them regain health and housing stability.

Approximately 2,000 homeless individuals sleep on the streets of Skid Row every night. In addressing this, C3 divides the area into four quadrants with a different team for each.

The teams consist of six members that provide direct engagement with the homeless population. The team members include one mental health clinician, one registered nurse, one substance abuse counselor, one LAHSA ERT, and two AmeriCorps members.

Key partners in the C3 program include the County of Los Angeles, City of Los Angeles, LAHSA, United Way of Greater Los Angeles, LAMP Community Coordinated Entry System (CES), and AmeriCorps.

The four teams engage with the homeless population five days per week and provide same-day interim housing. The program takes a “whatever it takes approach” in that different services may be made available with the ultimate goal of moving the individual toward permanent housing. Other strategies for success that are employed include measuring and tracking outcomes and providing linkage to providers.

The methodology of C3 includes the following features:

- Engage – Identify individuals; provide ongoing engagement; provide regular and consistent interactions; and build trust.
- Assist – Assess individuals’ existing network/connections; connect to interim housing; connect/reconnect to medical home; connect/reconnect to mental health services; connect/reconnect to substance abuse treatment services; and secure benefits, IDs, and other essentials for permanent housing.
- House – Match to available unit/housing provider; secure on-going case management provider; and facilitate move-in.

Over 1,000 individuals have so far been engaged by the C3 program, 400 people have been housed in interim housing, 330 have been assigned to permanent housing, and 158 have been housed permanently from Skid Row.

It is hoped that the C3 program will be replicated in other areas of the county. In response to a query from Supervisor Ridley-Thomas, Dr. Ghaly confirmed that the program would remain in Skid Row, but have new versions implemented in other locations.

On a separate matter, Dr. Ghaly noted that there are discussions underway concerning the creation of a Chief Health and Justice Data Officer. This issue may be addressed at a future meeting of this committee.

Presentation By Chief James Hellmold

Within the Homeless Initiative, there are six specific strategies that the Sheriff's Department has a direct involvement in. The primary two are first responder training.

The crisis intervention training for interacting with mentally ill individuals, which centers on de-escalation, also applies to interactions with homeless individuals. This is particularly true given that many in the homeless population also have mental health issues.

The Sheriff's Department has both an 8-hour (basic) and 32-hour (advanced) crisis intervention training course. The goal is to have all Sheriff's Department first responders trained through the basic course within two years. Chief Hellmold noted that a portion of the crisis intervention training addresses interactions with homeless individuals.

The Sheriff's Department Homeless Policy represents a paradigm change in that interactions with homeless individuals are centered on assisting them. Instead of arresting for low-level offenses where there is no victim involved and no impact on public safety, the focus is on referring homeless individuals to service providers. This is being coordinated through LAHSA.

In developing the new policy, Sheriff's Department officials have met with the Homeless Advisory Group, which consists of individuals who have previously experienced homelessness and can advise on how best to strengthen contacts between law enforcement and individuals that are homeless and often suffering from mental illness.

Sheriff Jim McDonnell has stated that the Sheriff's Department is committed to efforts that decriminalize acts of homelessness that do not impact public safety. However, there are limitations based on the availability of resources, such as immediate and rapid housing, rehabilitative care that is immediate, and mental health care. The potential funding from Measure H would provide first responders with more options in seeking alternatives to custody.

Chief Hellmold noted that first responders often must address problems immediately with quick solutions that consider both the interest of the individual(s) involved and the good of the community.

The other four strategies that impact directly upon the Sheriff's Department are centered on jail in-reach. This includes engaging with individuals that entered into the jail system homeless. In-custody services prior to an inmate's release connects the person with needed assistance. This can include rehabilitative services, family reunification, or immediate housing upon release.

Questions and Comments

Commander Todd Chamberlain of the Los Angeles Police Department (LAPD) emphasized the importance of the multi-agency approach to addressing complex problems such as homelessness. Coordination among the county, cities, law enforcement, and other departments and organizations can help to minimize or eliminate redundancies.

Supervisor Ridley-Thomas stated that the implementation of AB 109, Proposition 47, and now Proposition 57 have implications for the homeless population.

Proposition 57, which was passed last November, is designed to make possible alternatives for those state inmates that are presumed to be non-violent and non-threatening. These individuals will be released into communities throughout the state and will require reentry and rehabilitative services. Without an adequate reentry infrastructure in place, many people released from prison under Proposition 57 could become part of the local homeless population.

The Supervisor asked Mr. Ansell to speak on the issue of the availability of reentry resources in comparison to the need and how that may be affected by Proposition 57.

Mr. Ansell stated that any state policy that expedites the release of inmates has the potential to increase the homeless population in the county, particularly if the releases are not coupled with housing and support services.

He also noted that a recent study found a significant overlap between the known homeless single adult population and individuals eligible for relief under Proposition 47. CCJCC staff will obtain a copy of this study from the Public Defender's Office.

With respect to the impact of Proposition 57 in the county, Mr. Ansell stated that he anticipates that the homeless count will likely increase.

LAHSA's annual point-in-time count of the county's homeless population, referenced earlier, will take place this year on January 24th through January 26th. Over 7,000 volunteers participate in this process. The annual count is important in determining the allocation of homeless resources.

Supervisor Ridley-Thomas observed that there are sanctions for hospitals that release homeless patients, or those unable to care for themselves, onto the streets instead of placing them in a proper place of care, such as a homeless shelter. This is a practice known as "patient dumping." Similarly, he noted that releasing certain prison inmates onto the streets without providing the needed supportive resources may be viewed as "inmate dumping."

This issue will be raised with the California State Association of Counties (CSAC) as this matter has an impact on each county in the state.

Polls indicate that the public views the problem of homelessness as a very significant issue and that they want this matter addressed. Measure H on the March 6th ballot is an effort to do this. As noted, \$355 million annually could be utilized if the voters approve this. The Supervisor emphasized that the measure would sunset after ten years and that the funds could only be used for addressing homelessness.

ACTION: For information only.

V. OTHER MATTERS / PUBLIC COMMENT

There were no public comments.

VI. ADJOURNMENT

The meeting was adjourned at 1:00 p.m.