

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

DATE: August 15, 2022

TO: Honorable Councilmember Paul Krekorian, Chair
Honorable Councilmember Bob Blumenfield, Vice Chair
Honorable Councilmember Kevin de León, Member
Honorable Councilmember Monica Rodriguez, Member
Honorable Councilmember Curren Price, Jr., Member
Budget and Finance Committee

FROM: Barbara Romero, Director and General Manager
LA Sanitation and Environment (LASAN)



SUBJECT: RESPONSE TO INSTRUCTIONS OF COUNCIL FILE NO. 22-0600-S50, ALTERED SHIFT CARE+ TEAMS

During its consideration of the citywide budget for Fiscal Year 2022-2023, the City Council instructed LA Sanitation and Environment (LASAN) to report to the Energy, Climate Change, Environmental Justice, and River Committee (ECCEJR) and the Homelessness and Poverty Committee (HAP) on the additional services provided by the Altered Shift CARE+ Teams and provide a deployment schedule.

On June 9, 2022, the Homelessness and Poverty Committee considered the Adopted Budget Recommendation and transmitted the file to the Energy, Climate Change, Environmental Justice and River Committee.

Background

On October 1, 2019, the City of Los Angeles launched the Comprehensive Cleaning and Rapid Engagement (CARE/CARE+) program providing CARE and CARE+ teams to conduct citywide encampment clean-ups along with trash, litter/debris, and health hazard and/or safety hazard removal on the City's public rights-of-way.

The Livability Services Division (LSD) provides CARE/CARE+ teams dedicated to specific, high-need regions that require consistent, recurring, and dedicated services like ABH Special Enforcement Cleaning Zones (SECZ). In addition to the existing Operations Healthy Streets (OHS) Skid Row and Venice areas, these Focused Service Zones (FSZ) include the Grand and Flower Avenue Corridor and Downtown LA where teams operate five days a week. The primary mission of the CARE and CARE+ teams is to deliver services to individuals experiencing homelessness within the respective service areas.

The CARE/CARE+ Teams are deployed across three main assignments:

- CARE/CARE+ service for ABH SECZs
- CARE+ for Citywide services
- CARE+ service for FSZ: Operation Healthy Streets Skid Row/Venice Beach (OHS), Downtown LA (DTLA), and Grand Ave/110 Fwy Corridor (Grand Ave)

CARE+ teams provide full comprehensive cleanings including the identification, documentation, and removal of line-of-sight health and safety hazards, the removal of trash, litter, and debris, and the power washing of public right-of-ways to ensure fully sanitized areas for public safety. Additionally, the CARE teams provide L.A.M.C. 56.11 and ADA compliance, spot cleaning services, health hazard identification, documentation, and removal, trash, litter, and debris removal.

Altered Shift

LSD is evaluating potential sites to accommodate new staff as the division is currently at maximum capacity with existing staff and facilities. As such, the LSD currently deploys a shift-system where staff are grouped to day (Day-Shift) and night (Altered-Shift) shifts to minimize the existing capacity challenges. As new facilities are identified, and made operational, LSD can begin to transition the teams deployed on an Altered Shift to the regular daytime shift.

Hiring for the 87 positions moved from the Unappropriated Balance in March of FY 21-'22 will allow the current teams that are operating at reduced staffing levels to become fully staffed. Currently, two (2) CARE+ Teams are assigned on an Altered Shift while seven (7) CARE+ Teams are pending the hiring process. Additionally, most CARE+ Teams are operating at reduced staffing levels with five (5) personnel per team versus the full-deployment level of nine (9) personnel per team.

This reduced staffing limits the number of comprehensive service days for each Council District (CD). Transitioning to the regular day shift will provide additional CARE+ days of service to each CD.

In the interim, the Altered Shift, which is primarily focused on illegal dumping, will transition to doing routine, scheduled CARE+ operations. The 7 CARE+ Teams are on-track to be fully hired, trained, and deployed on an Altered Shift by the end of September 2022.

Due to the lack of facility space to support the expansion, the Day Shift equipment will be utilized by the Altered Shift. This will require advanced coordination for each of the five (5) regional

LA Sanitation – Livability Services Altered Shift Report
 August 2022
 Page 3

deployment sites to ensure equipment is available for use by the Altered Shift at 3:00 PM each day.

Below is the current CARE/CARE+ deployment schedule for reference.

MONDAY		TUESDAY		WEDNESDAY		THURSDAY		FRIDAY	
TEAM		TEAM		TEAM		TEAM		TEAM	
FSZ CARE+1 Wash	SKID ROW	FSZ CARE+1 Wash	SKID ROW	FSZ CARE+1 Wash	SKID ROW	FSZ CARE+1 Wash	SKID ROW	FSZ CARE+1 Wash	SKID ROW
FSZ CARE+2 Wash	GRAND	FSZ CARE+2 Wash	GRAND	FSZ CARE+2 Wash	GRAND	FSZ CARE+2 Wash	GRAND	FSZ CARE+2 Wash	GRAND
FSZ CARE+3 Wash	DTLA/Conting.	FSZ CARE+3 Wash	DTLA/Conting.	FSZ CARE+3 Wash	DTLA/Conting.	FSZ CARE+3 Wash	DTLA/Conting.	FSZ CARE+3 Wash	DTLA/Conting.
ABH+ Harbor	IMPERIAL	ABH+ Harbor	BEACON	ABH+ Harbor	ST. ANDREWS	ABH+ Harbor	SUNSET	ABH+ Harbor	WILMINGTON
ABH+ Wash	WESTERN	ABH+ Wash	HOPE	ABH+ Wash	LAFAYETTE	ABH+ Wash	CIVIC	ABH+ Wash	OHS Venice
ABH+ EV	THE WILLOWS	ABH+ EV	TINY HOMES	ABH+ EV	VAN NUYS	ABH+ EV	AETNA	ABH+ EV	RAYMER
ABH+ Cazador	LODI	ABH+ Cazador	EL PUEBLO	ABH+ Cazador	SCHRADER	ABH+ Cazador	Nav Ctr	ABH+ Cazador	LOTUS
					TH ALEXANDRIA				WHITSETT WEST
CW CARE+	CD3	CW CARE+	CD1	CW CARE+	CD10	CW CARE+	CD1	CW CARE+	CD2
CW CARE+	CD5	CW CARE+	CD2	CW CARE+	CD11	CW CARE+	CD3	CW CARE+	CD6
CW CARE+	CD8	CW CARE+	CD6	CW CARE+	CD14	CW CARE+	CD4	CW CARE+	CD8
CW CARE+	CD11	CW CARE+	CD7	CW CARE	CD1	CW CARE+	CD5	CW CARE+	CD 10
CW CARE+	CD14	CW CARE+	CD9	CW CARE	CD2	CW CARE+	CD7	CW CARE+	CD13
CW CARE	CD1	CW CARE+	CD12	CW CARE	CD3	CW CARE+	CD9	CW CARE	CD1
CW CARE	CD2	CW CARE+	CD13	CW CARE	CD4	CW CARE+	CD12	CW CARE	CD3
CW CARE	CD4	CW CARE+	CD15	CW CARE	CD5	CW CARE+	CD15	CW CARE	CD4
CW CARE	CD6	CW CARE	CD3	CW CARE	CD6	CW CARE	CD2	CW CARE	CD5
CW CARE	CD7	CW CARE	CD4	CW CARE	CD7	CW CARE	CD6	CW CARE	CD7
CW CARE	CD9	CW CARE	CD5	CW CARE	CD8	CW CARE	CD8	CW CARE	CD9
CW CARE	CD10	CW CARE	CD8	CW CARE	CD9	CW CARE	CD10	CW CARE	CD11
CW CARE	CD12	CW CARE	CD10	CW CARE	CD13	CW CARE	CD11	CW CARE	CD12
CW CARE	CD13	CW CARE	CD11	CW CARE	CD12	CW CARE	CD13	CW CARE	CD14
CW CARE	CD15	CW CARE	CD14	CW CARE	CD15	CW CARE	CD14	CW CARE	CD15
ABH CARE Harbor	Beacon Wilmington	ABH CARE Harbor	Imperial Wilmington	ABH CARE Harbor	Beacon Imperial	ABH CARE Harbor	Lafayette TBD	ABH CARE Harbor	Civic Center TBD
ABH CAREWash	St. Andrews Hope	ABH CAREWash	Civic Center Lotus	ABH CAREWash	Western Lotus	ABH CAREWash	St. Andrews Hope	ABH CAREWash	LA River TBD
ABH CARE EV	Raymer Aetna	ABH CARE EV	Van Nuys The Willows	ABH CARE EV	Raymer Aetna	ABH CARE EV	Tiny Homes The Willows	ABH CARE EV	Van Nuys Tiny Homes
ABH CARE Cazador	Sunset El Pueblo	ABH CARE Cazador	Schrader Lodi	ABH CARE Cazador	Sunset Lodi	ABH CARE Cazador	Schrader El Pueblo	ABH CARE Cazador	Western Lafayette

This deployment schedule repeats each week. Priority service location requests for all CARE+ days of service are due 14 days prior to servicing per Council instruction. If priority service locations are not identified, then LASAN may schedule service locations as appropriate or reallocate resources where necessary.

LASAN will continue to develop a deployment schedule based on the Altered Shift to be presented to Council as soon as staffing, hiring, equipment, and additional facilities become available.

The number of additional facilities, including any commercial properties, will be determined based on the unique size of each location to accommodate the expansion. New facilities require approximately 20,000 sq. ft. for a self-sufficient regional deployment yard. This would house an estimated 30 personnel (3 CARE+ Teams). The site itself would require an office trailer (24x60), hygiene trailer (12x60), storage unit (20x8), and have enough parking space for large equipment

and vehicles. Although the recommended square footage for a yard space is at least 20,000 sq. ft. LSD notes that facilities larger than the recommendation would dramatically increase flexibility and logistics. Given the urgency and imminent expansion, LASAN is prepared to develop any sites that are smaller than the recommendation so as to provide a small respite to existing facilities.

LASAN launched the Altered Shift as a pilot in late January 2022 with one team made up of volunteers coming from within the LSD. Shortly thereafter, with the ongoing hiring, two teams were able to be onboarded and have been assigned to proactive Illegal Dumping collection activities. As the staffing levels increase, the teams are beginning to assist with larger, more complicated services as well as coordinating with Day Shift teams working on an overtime basis. Since the Altered Shift began, 881 tons of solid waste have been removed and 7,349 locations have been serviced by the Altered Shift teams.

Currently, ad hoc tools are used to request and schedule requested services as well multiple systems to collect and manage data. The fragmented system creates inefficiencies and challenges in the data and service workflows and ultimately in managing the program. Particularly, responding to various data requests has been a difficult task and has required extensive effort and time to complete. Because the program has developed quickly, there have been challenges, like lack of funding, to develop a new, streamlined, and all-inclusive system.

LASAN has been in the process of developing and is ready to launch a new, map-based scheduling service for the CARE/CARE+ program. CDs will be able to directly input exact service locations into the map, select the priority service day, and perform priority scheduling for all CARE/CARE+ services going forward. Once a Council District has directly inputted their priority service locations, LASAN and other partner agencies will have the information in real time. This will greatly streamline the process for service and coordination leading to a substantial increase in efficiency for all parties involved.

Program Enhancements

Since 2019, LSD field-staff have reported over 100 incidents that have threatened the safety of City staff during CARE or CARE+ service operations. There are two potential approaches to augment the current LASAN service which can potentially mitigate the incidents mentioned: 1) coordination with partner agencies and 2) dedicated LAPD support.

- **Coordination with Partner Agencies**

Partnerships among Service Providers, including but not limited to LAHSA, HOPICS, St. Joseph, Hope of the Valley, etc, are critical in serving those experiencing homelessness. Various agencies provide social or housing services. LASAN, as an agency focused on public health and the environment, serves by removing health hazards and voluntarily disposing trash, litter, and debris on the public right of way.

On-site service providers (SPs) conducting initial outreach and engagement during service operations are critical to building trust and encouraging voluntary maintenance of clean and passable sidewalks by people experiencing homelessness (PEH). LASAN has seen the results first-hand, and LASAN strongly advocates to continue these partnerships.

LASAN strongly advocates both for outreach prior to the provision of services in addition to having SPs present during clean-up operations. Outreach, engagement, and education that the partner SPs conduct augment LASAN clean-up services and may minimize or prevent resistance to them. Having SPs partnered with LASAN on a consistent, ongoing basis is pending the results of an RFP process led by the CAO.

SPs may be able to serve additional functions to assist with the delivery of street engagement and hygiene services. A potential enhancement to the process could involve an "advanced visit" immediately prior to LASAN service allowing the SPs to prepare the area for clean-up service operations while performing outreach. This potentially creates greater efficiency in delivering service engagement and hygiene services.

The simultaneous provision of social, housing, and clean-up services via partnerships can result in safer and even more positive engagement at the clean-up locations.

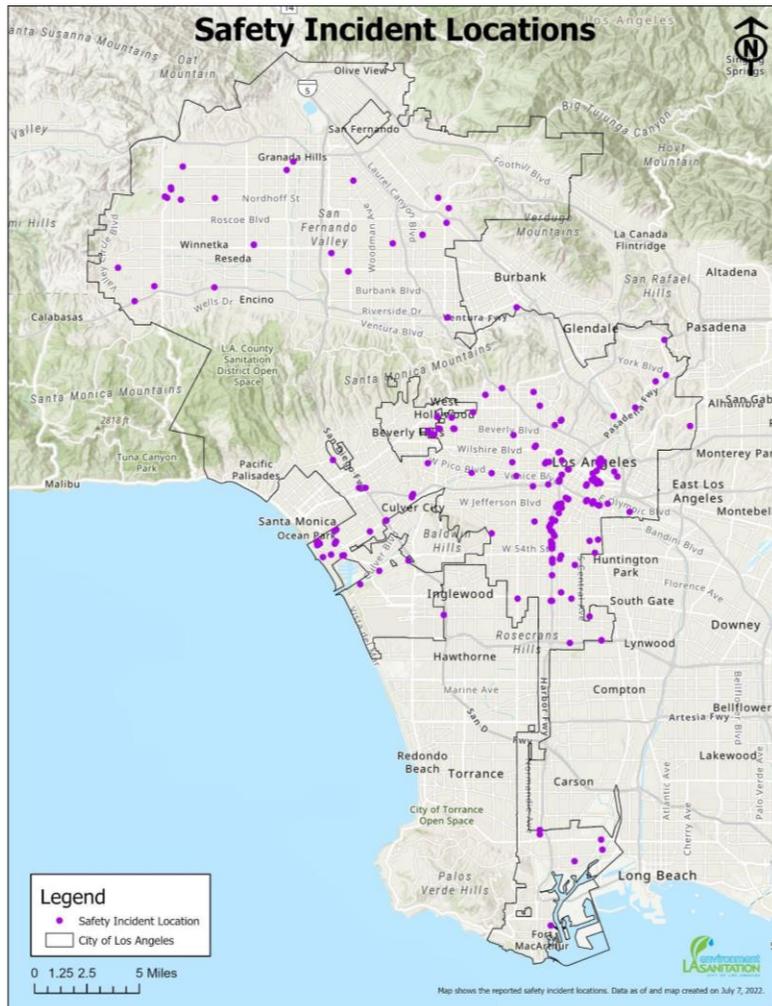
- **Dedicated LAPD Support**

Due to the number of incidents that have created safety issues and concerns for staff involved during cleanup operations, LASAN is requesting dedicated on-site LAPD support for all CARE+ operations. The safety and well-being of our employees is the highest priority and continued steps are being taken to provide a safe working environment for staff. The LAPD is an integral component to ensuring staff safety.

Currently, LAPD provides support to the CARE/CARE+ teams via a "Zone Coverage " provided by LAPD patrol officers who are deployed near the CARE/CARE+ teams but not directly partnered with LASAN teams. On occasion, LAPD is on-site with LSD staff while CARE or CARE+ services are being provided. LAPD is alerted to any request by the LSD CARE/CARE+ teams by way of LAPD supplied radios and LAPD dedicated dispatch. Prior to the launch of the

CARE/CARE+ program, LASAN and LAPD were partnered at service locations, ensuring compliance but most importantly, ensuring the safety of everyone involved. While the move to “zone coverage ” support came at the launch of the CARE/CARE+ program in 2019 to promote more of a service-led approach rather than enforcement-led, this has had the unfortunate result of LASAN staff becoming increasingly more exposed to unsafe, often violent working conditions. Since 2019 and the change to one coverage, LASAN staff have recorded various safety incidents including assaults, battery, and threats of violence. These reported incidents include staff being subjected to hostile and verbal threats such as knives being brandished at them. Staff have also been subjected to actual physical contact including punching, touching, or having objects thrown at them and at their vehicles. These incidents have taken emotional and psychological tolls on staff.

To document situations that require LAPD assistance, a more standardized divisional reporting procedure has been established. The procedure entails the use of mobile and web-mapping applications that allow LSD staff to map the location and indicate details about any safety-concerning situation. The records are contained in a Geographic Information System (GIS) layer that can be displayed in maps for information and reference for subsequent clean-up service operations. The applications are powered by ESRI’s GIS system which are widely used in the LSD. Below is the Incident Tracker Map representing the locations where staff have been exposed to assaults, battery, and threats.



The incidents have caused physical, emotional, and psychological harm to staff. Additionally, mitigating the constant existence of the threat of violence is paramount for field work. It is necessary in order to boost morale and reassure staff, both current and prospective, of their safety in order to promote a full deployment of staff for a complete program.

If the LAPD resources are unavailable to be on-site on any given day, at any of the identified locations, then the service at the location will be canceled and rescheduled to ensure the safety of all staff. This includes Posting operations that are conducted 24-48 hours prior to scheduled service. To avoid cancellation and service disruption due to safety related instances, LASAN is recommending dedicated LAPD on-site support for each CARE+ operation.

Conclusion

LASAN believes that the CARE/CARE+ program can continue to serve as a viable model for creating clean and safe public areas for all who make use of them. Additionally, with the new Altered Shift teams coming onboard this fall, these teams will grow the program to provide an increased level of service citywide. The CARE/CARE+ program however will not work with LASAN alone.

The ideal program consists of three major parts: LASAN, SPs and the LAPD. The need to partner with SPs who can provide good, positive, trust building work on the front end of services that can then lead to greater compliance and efficiency in the delivery of cleaning services. LASAN, in turn, performs its public health and environmental function including removing trash, litter, debris, identifiable health hazards and or biowaste, storing of property, and accepting voluntarily disposed trash. The LAPD is needed to be onsite to provide safety for the benefit of everyone at CARE+ service locations. These three integral components need to be fully resourced and integrated into the program for a successful deployment model.

Recommendations

LASAN recommends the following:

1. Further develop the Altered Shift CARE/CARE+ schedule as noted above
2. Integrate dedicated on-site LAPD into CARE+ operations for safety and support during Posting, Day, and Altered Shift operations

Thank you for your continued support of LASAN. If you have any questions or would like to discuss any of these items further, please feel free to contact me or Jose P. Garcia, Assistant Director, at (213) 485-2210.

c: Members of the City Council

Aura Garcia, President, Board of Public Works

Susana Reyes, Board of Public Works

Andre Herndon, Chief of Staff, Mayor's Office

Mary Hodge, Deputy Chief of Staff and Deputy Mayor, Mayor's Office of City Services

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