IMPACT OF THE PUBLIC INEBRIATE PROBLEM UPON CALIFORNIA LAW ENFORCEMENT BY THE YEAR 1996

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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EXECUTIVE SUMMARY

In the past public inebriates were incarcerated as vagrants, but in the early 1960's California State Law caused counties to change how they handled public inebriates. The precedent for the changing attitudes was the American Medical Association declaration in 1956 that alcoholism is a desease, not a crime, and should be treated accordingly. Since this time laws have increasingly reflected this change in attitude with the results being less and less criminal justice involvement in the public inebriate problem.

Legislation reflecting this change includes:

* 649 (b)(2) (early 1960's) - Allowed inebriates to be booked into jail, but released without prosecution after a four to six hour period;

* 5170 WIC (1969) - Gave officers permission to take inebriates to a county designated detoxification facility for up to 72 hours for treatment and evaluation;

* 647(ff) (1971) - Allowed for 647(f) arrestees to be taken to detoxification facilities by police officers;

* Sundance (1978) - Mandated the following changes in the handling of 647(f) arrestees:
  - Medical screening within one hour of arrest and periodic monitoring;
  - Juice, vitamins and meal provided while in jail;
  - A bed provided;
  - Blood alcohol test required if filing is sought;
  - Padded B-wagons and limits on time arrestee is allowed in wagon;
  - Detailed arrest reports including witness statements to support the charge of public drunkennes.

The result of this legislation has been that public inebriates are now being referred to social agencies for treatment rather than being processed through the criminal justice system.

While the legislation has mandated a more humanistic treatment of public inebriates, it has not made funding available to provide that treatment. There is only one detoxification facility in Los Angeles County that will routinely accept indigent public inebriates. Therefore, the new legislation has caused public inebriates to be more prevalent than ever before.

An advisory group of experts ranging from law enforcement personnel to social service providers were of the opinion that the public inebriate problem will continue to increase with proportional adverse effects on the surrounding community. If public drunkenness were to be decriminalized the situation might rise to uncontrollable dimensions resulting in public action such as an increase in the alcohol tax to fund alcohol treatment facilities. However, the advisory group deemed such a scenario as "unlikely".

There is a need for more primary detoxification stations and long-term care facilities. Influence needs to be increased on the State Legislature and county supervisors for funding; the City Council which can influence legislation; and the law enforcement and other community members.

Groups which may prove to be resistent to changes in the status quo could be the liquor lobby; the federal government; the Veterans Administration; the insurance industry; and skidrow hotel owners.

The mission of the LAPD as regards the public inebriate problem is to:

- Be more active and to develop treatment and referral programs to reduce conspicuous public inebriate problems in metropolitan areas;

- Increase police presence in the skidrow area.

To accomplish this mission the Department must:

- Appoint a P.D. Skidrow coordinator as a central resource person;
- Form a Stakeholder Coordinating Committee including the project leader, other Department representatives, Volunteers of America, Department of Public Social Services, Community Redevelopment Agency, Council, Supervisors, and business representatives;
- Have the committee develop a plan to accomplish the mission;
- Gain support of other important stakeholders.

The negotiation strategy to win support of the stakeholders should emphasize the positive benefits to be gained by their support of the plan to reduce the public inebriate problem.

As a measure of effectiveness of the plan enacted, the committee should consider: crime stats; VOA stats on treatment; program's expansion for public inebriates; public inebriate death stats; visibility of public inebriate; level of satisfaction from business community; and survey stakeholders in the impacted area.

C H A P T E R 1

DEFINITION OF THE ISSUE

Public inebriacy has been a social problem for centuries and remains one today. Unfortunately, the staggering drunk unable to care for himself is too common a sight in cities such as Los Angeles and Sacramento. This project will examine how society has attempted and will attempt to cope with the homeless public inebriate who can be found in skidrow sections of metropolitan areas. After society's response to the problem is described, a look into the futures will be made to assess the predictions of experts of how society will respond to this problem by the year 1996. Then, strategies and tactics will be described to improve the futures as compared to the realities confronting us in 1986.

TRENDS TO BE MONITORED

An advisory group consisting of Judge Saeta, Superior Court; Mr. Eisenstadt, Director, Alcoholism and Residential Services, Volunteers of America; Mr. DeLeon, Special Assistant to the California Attorney General; Mr. Lester, Clinical Social Work Consultant, Department of Social Services; Mr. LaBonge, Field Deputy, City Councilman Ferraro's office; Captain Martin, Commanding Officer, Central Patrol Division, Los Angeles Police Department; Sergeant Doan, Los Angeles Police Department; and Administrative Assistant Sharon Sprenger, Los Angeles Police Department, met several times. Using the nominal group technique, they picked the six most important trends to monitor which were:

1. Inadequate funding to respond to the public inebriate problem.
2. Minimal public inebriacy treatment.
3. Lack of systematic city, county and state coordinated response to the public inebriate problem.
4. Increasing public inebriacy.
5. Increasing health problems among public inebriates.
6. Depersonalized treatment.

NOMINAL GROUP TRENDS TO BE MONITORED

1. Inadequate funding for public inebriate programs has always been one of the major difficulties for both law enforcement and social service agencies. In the years prior to the Sundance decision, which affects the Los Angeles Police Department and Los Angeles Sheriff's Office, law enforcement agencies and the City of Los Angeles absorbed most of the costs for pickup and incarceration of public inebriates.

   In 1979, the Los Angeles County Health Department allocated $2.7 million which was 22.6% of the total alcoholism budget, for 15 detoxification and rehabilitation programs in the designated Central Area. The 1984-85 budget for 10 programs on skidrow and surrounding areas is $2.0 million, of which $1.5 million is specifically targeted for the homeless. This figure does not include sizeable funding from private sources to specific skidrow programs. In the long-term, based on past history, the largest part of public alcoholism funding will be spent on alcoholism prevention programs and agencies aimed more at the general alcoholic, with the public inebriate programs expected to make up their short falls through grants from private sources.

2. Minimal treatment programs and facilities geared toward the public inebriate are the result of a combination of factors. The unattractiveness of the public inebriate, difficulties in obtaining adequate funding and the recidivism rate are significant contributors to a lack of interest. The Volunteers of America Program started in 1974 was the first coordinated program established specifically for the public inebriate in Los Angeles.

It remains the main option for law enforcement and social agencies. Emergency medical treatment is available and there are an increasing number of clinics for physical and mental evaluation, but the primary needs for shelter and detoxification are still sorely needed.

3. Lack of a coordinated, systematic response by city, county and state agencies towards the public inebriate problem is only now beginning to be addressed. In the past, jurisdictional disputes have been the rule. The County has been expected to have primary responsibility through the Department of Health and the Department of Social Services. With the advent of post-Sundance pressures for more detoxification and shelter facilities, the County began to demand that the City contribute more to what is considered by many to be a Central City problem. The state legislature has been asked on numerous occasions to provide an increase in alcoholic beverage taxes through legislative action to be earmarked for public inebriate programs. All attempts have thus far failed and if the liquor lobby retains its current influence the City and County will be forced to work even more closely to provide the necessary public inebriate care.

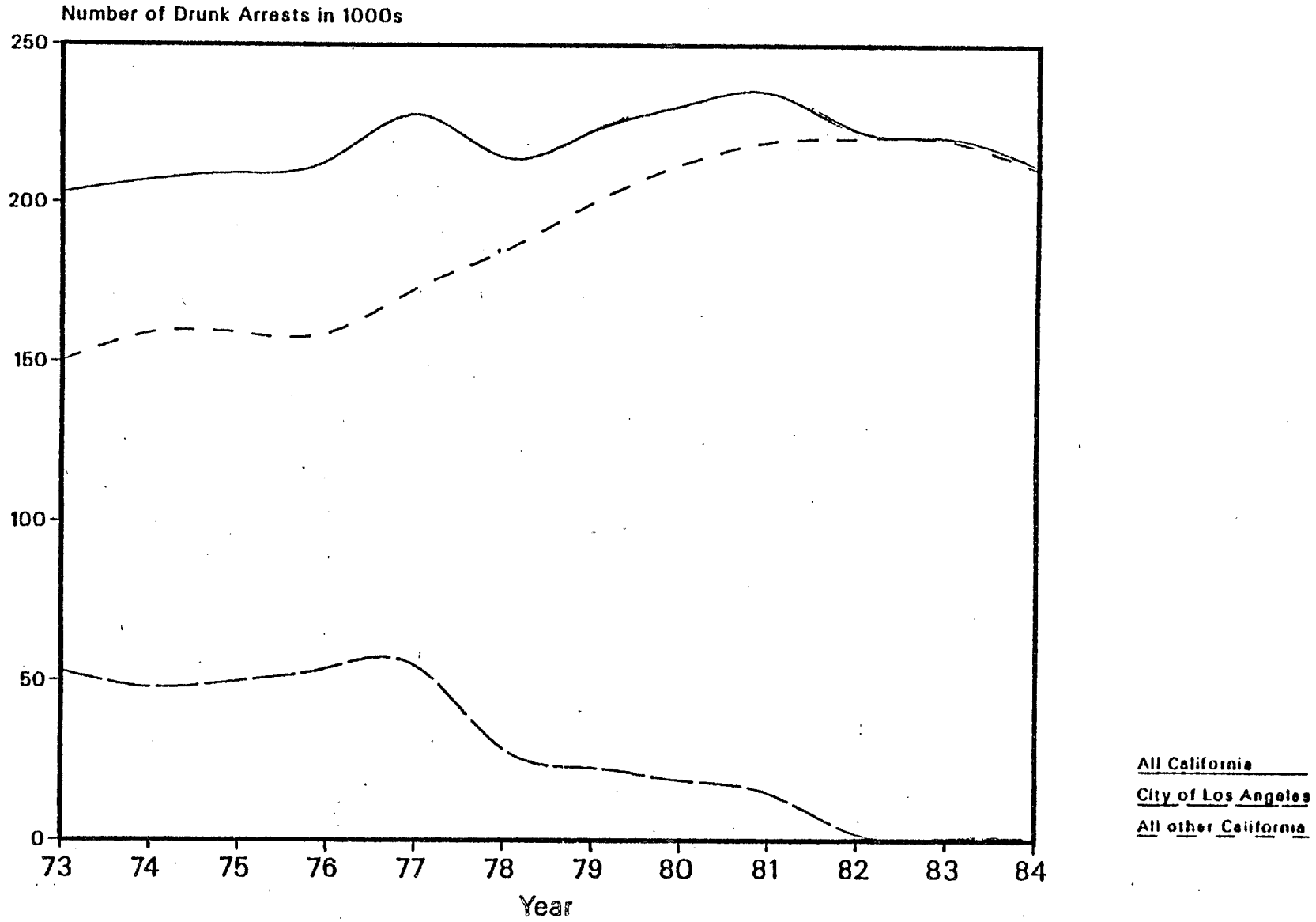
4. Increasing public inebriacy may be nothing more than a more visible public inebriacy problem. Prior to Sundance, the estimated public inebriate population in the Los Angeles skid row area was 2,000-4,000. Experts believe that figure has not significantly changed. What has changed is that law enforcement no longer clears the streets by taking public inebriates to jail. The slack has not been taken up by the local shelter/detoxification facilities because of a lack of space and money.

Indicative of the increased visibility are arrest and detoxification statistics. In 1978 there were 32,000 647(f) P.C. (Drunk) arrests by the LAPD and 2,825 referrals to the VOA center. In 1985, the arrests in Central Area were down to 1,939 and the VOA referrals numbered 20,668. A failing economy, a growing pool of unskilled labor, and an increasing influx of low-income people into the Central City area could all be contributors to increased numbers of public inebriates in the future, especially if there is not a corresponding increase in care facilities.

5. Health problems in the public inebriate population are predicted to increase due to greater numbers of public inebriates left on the streets. Deaths among public inebriates with which the police have become involved have not increased drastically, averaging 60-70 per year. However, since the Sundance decision, deaths reported to the County Health Department due to alcohol related causes have risen. The volume of calls answered by paramedic personnel for illness and accidents involving inebriates have also risen to over 2,000 in 1985. Serious and chronic illness due to continual alcohol abuse and a homeless existence is a reality and the possibility of contagious diseases increasing among the public inebriates is a very real threat.

6. Health care will become more depersonalized due to the increased workload caused by the health problems. The impact upon this particular population of mass treatment facilities or smaller but overburdened clinics would be detrimental to the goal of returning the inebriate to a sober life style. Less individual attention would be likely to result in overlooked chronic health problems, mental illness masked by alcohol-related illness, and a disinclination by the public inebriate to carry through with needed, ongoing medical treatment.

Trends in California
Public Drunkenness Arrests, 1973-84



From: California's Services for Public Inebriates, 1985

BACKGROUND MATERIAL

Los Angeles

In Los Angeles, skidrow has been an area of concern for law enforcement since the 1800s. In 1886, "40% of police manpower was employed in keeping the drunks in line."[1]

Until the immediate past, most drunks were prosecuted and incarceration of the 57% convicted was accomplished in a standard jail facility or a minimum security facility in Saugus. Skidrow drunks spent up to 180 days "drying out"; however, the Saugus facility was closed in the 1960s. Public inebriates also worked as trustees in LAPD facilities, but in the early 1960s, state law caused counties to assume custodial care of all misdemeanants, including public inebriates.

Society's reaction to public inebriacy has changed from demand for punishment through the use of the police and courts to medically oriented, non-judicial treatment. The current trend, beginning in 1956 with the American Medical Association's declaration that alcoholism is a disease,[2] has been to remove the public inebriate when possible from the criminal justice system. More than half the states, excluding California, have decriminalized public inebriacy.[3]

Until 1960, "common drunkards" in California were considered vagrants, a crime punishable by a fine not to exceed $500 and/or imprisonment in the county jail not to exceed six months.[4]

In 1960, the California Supreme Court found the term "common drunkard" too unconstitutionally vague to result in criminal prosecution.[5] Soon thereafter, the California legislature passed Penal Code Section 647(f).[6] Rather than permitting arrest for being an inebriate, the statue authorized arrest for being found in a public place under the influence of alcohol and unable to care for the safety of oneself or others. The legislature also passed Penal Code Section 849(b)(2) allowing inebriates to be booked into jail, but released without prosecution after a four to six hour period.[7] In Los Angeles, this sobering period was usually served in a large holding cell at the city jail.

In 1969, Welfare and Institution Code Section 5170 gave officers permission to take inebriates to a county designated detoxification facility for up to 72 hours of treatment and evaluation.[8]

In 1971, Penal Code Section 647(ff) was passed allowing a public intoxicant arrested for 647(f) PC to be taken by officers to a 5170 WIC facility, if they were "reasonably able to do so."[9] This bypassed criminal prosecution for being drunk in a public place. Specific circumstances described in 647(ff) would disqualify a public inebriate from being released to a detoxification facility. Thus public inebriates were not removed from the legal system, but law enforcement officers were permitted by the legislature to exercise alternatives. (Addendum I)

The results of 647(ff) and 5170 WIC was to provide counties the option of jail or detoxification facilties. Neither section mandated establishment of detoxification facilities, leaving this choice to the counties as they assessed the severity of their public inebriate problem. Unfortunately, the counties choosing to establish detoxification and rehabilitation programs were not provided funding to do so.

In 1974, an experimental project was opened in downtown Los Angeles, approved by the county as a 5170 WIC facility, for detoxification and rehabilitation of skidrow alcoholics. This was a twenty-bed facility operated by the Volunteers of America, funded with public money. This location permitted diversion of twenty law enforcement referrals a day; however, law enforcement personnel were arresting up to 150 persons per day for public inebriation in the central Los Angeles area.[10]

In 1975, a case was filed in Los Angeles Superior Court on behalf of Robert Sundance, an indigent alcoholic with a long arrest record for public drunkenness. At that time, 31% of the misdemeanor arrests and prosecutions in the City of Los Angeles and over 40% in the central city, were for public drunkenness.[11] The most important issue raised by Sundance affecting law enforcement related to arrest procedures and confinement conditions in the city jails. A side issue was the cost effectiveness of the criminal justice system as opposed to social service agency costs for public inebriate treatment.

The lower court judgment, issued in March of 1978, held that several changes had to be made in the handling of 647(f) PC arrestees. They were, in brief:

a. Medical screening within one hour of incarceration in a jail facility by a physician or other trained individual; and periodic monitoring at one hour intervals of the arrestee while in the holding tank.

b. Each arrestee must be offered a nutritious, sugar-containing product and vitamin supplements within the first four hours in custody. Additionally, a meal while in custody or a "box lunch" upon release must be offered.

c. Each arrestee must be provided with a bed, functionally equivalent to that provided to other misdemeanor arrestees.

d. A blood alcohol content test must be provided to each arrestee against whom a complaint will be sought or who requests such test be made.

e. B-wagons used to transport public inebriates must be padded to reduce injuries; records must be kept of injuries sustained; a limit of 10 passengers at one time must be maintained; and the length of time a single individual may be held cannot exceed thirty minutes, unless beyond the reasonable control of the officers driving the B-wagon.

f. Arrest reports must include detailed observations by officers and names of witnesses to the offense.

The judgment did not overturn the 647(ff) PC option nor 849(b)(2) releases. Decriminalization, which was the ultimate goal of the plaintiffs, was determined by the judge to be within the province of the legislature, primarily because it is up to that body to provide reasonable alternatives to the arrest procedures that would be eliminated.[12] According to the court, no one, least of all the affected class, would benefit by decriminalization if the result was to leave the inebriate population totally without detoxification, rehabilitation or medical alternatives.

The response of the LAPD to the court case was evident prior to the final judgment. In July of 1977, Special Order No. 23 instructed an increased use of both 647(ff) and 849(b)(2) releases.[13] In an explanation of Special Order No. 23, it was stated that, "Until adequate facilities are available, this Department will necessarily continue to arrest and book public inebriates, but will not seek prosecution, absent exigent circumstances."[14]

The effects of this policy were seen within a very short period of time. The jail capacity was reduced from 140 beds city-wide to 54 and the number of public inebriate arrests dropped from an average of 120 each day to approximately 10 to 20.[15] Prior to the Sundance decision and the implementation of Special Order No. 23, from December 19, 1976, to January 16, 1977, 3,808 647(f) bookings were made city-wide with 695 releases under 849(b)(2). In all of 1984, there were 4,254 bookings city-wide with 2,680 849(b)(2) releases.[16] An immediate reduction in the number of arrests was seen, with a drop of 63% in the skidrow area within six months of the decision. (Addendum II)

The reduction in numbers of arrests caused an increase in public inebriate visibility and media attention. In response to the obviously deteriorating situation, a county-wide committee was established to secure funding for expanded detoxification facilities on skidrow. The Los Angeles Police Department redirected almost $1,000,000 in Law Enforcement Assistance Administration funds to the effort.[17] Ultimately, through both public and private efforts, the VOA pilot project was expanded to approximately 50 beds

and an expanded drop-in/reception center used extensively for 647(ff) police referrals. Even with the increased VOA services and an increased effort in the part of the city and county to care for the medical and housing needs of the skidrow inebriates, the rate of serious crimes, alcohol-related deaths and ambulance calls increased dramatically.[18]

Then came Proposition 13 in 1978 which severely curtailed public funds. The public inebriate programs suffered and were deemphasized. The public sector became less and less able to fund public inebriate programs and the private sector was slow to respond.

In 1985, the County of Los Angeles, through the Office of Alcohol Programs (OAP) distributed some $16 million among 72 agencies operating 110 alcohol-related programs.[19] These funds were obtained from local, state and federal sources. The funding for 1986 will probably increase by no more than 1%. A recent report prepared by the County's Chief Administrative Office estimated that the cost to the County government in the 1984-85 fiscal year due to the misuse of alcohol was over $320 million. All facets of county government become involved in alcohol problems, from the health department to the criminal justice system.

The monies expended in 1985 by the OAP were distributed among 18 county areas based on a needs formula devised by the county.[20] The Central Area share of the total county allotment was placed at 6%, or ninth out of the 18 Areas. While the number of programs, ten, and the annual allocation of $1,989,932 was the highest in the county, 73% of the allocation is factored out of the formula

as expenditures for transients and not counted as an alcohol-related local allocation for area residents.[21] Funds for new programs or enhancements of existing programs are based on the needs formula and allocations after the funds for transients have been deducted.

The OAP-Central Planning Area (CPA) is larger than what the LAPD considers skidrow to be. (see map-Addendum III) The identified skidrow portion of the CPA is bounded by Main Street, Third Street, Alameda Street, and Olympic Boulevard. The total population of the CPA was placed at 258,350 in the 1980 census, 25% of whom live at or below the federal poverty level. With the prediction of an increase in Los Angeles County's population to 8.6 million by the turn of the century, an increase of approximately one million over 1980 census figures, the numbers of poor, homeless and those affected by alcohol will increase in number, if not in percentage of total population.[22] The County Department of Mental Health in 1984 estimated the transient/homeless population in the area at between 7,000-15,000. The public inebriate population is estimated to be 34% of this homeless population or 2,380 to 5,100.

The public inebriate, based on participation in alcohol-related programs during the 1983-84 fiscal year was a white-male, between 31-40 years, who drank daily. Businesses catering to this inebriate population in the CPA are 733 bars, liquor stores and other outlets for alcoholic beverages, or one outlet for every 340 residents. The County-wide average is one for every 635 residents. In 1983, a total of 134 alcohol-related deaths were reported in the Central Area. "Vital statistics records do not reflect how many transients and homeless people in the area died of alcohol-related causes. For this reason the number of alcohol-related deaths in the area are estimated to be higher.[23/24]

This is the population with which the LAPD comes into contact on a daily basis. The OAP report indicates that the alcohol programs for the transient alcoholic in the Central Area are at or near maximum capacity. Therefore, "significant increases in services will require modifying existing programs or developing new funding."[25]

In the CPA, the OAP identifies only two county-contracted alcohol programs aimed specifically at the public inebriate in need of detoxification prior to long-term recovery. The VOA program at the Weingart Center is the only program providing both drop-in and detoxification facilities on a 24-hour basis. People in Progress (PIP) provides referral services including a civilian pickup of public inebriates who are then taken to the Weingart drop-in Center. PIP is equipped under an agreement with the LAPD with a specially modified ROVER that permits communications between PIP and Central Area officers in black and white or B-wagon vehicles. This allows officers to call for civilian pickup if a 647(ff) release to Weingart is appropriate. The PIP program operates Monday through Friday from 8:00 a.m. to 4:00 p.m.

Other programs, such as the Union Rescue Mission and the Salvation Army will not take the obviously intoxicated person. The other CPA public funded programs provide post-detoxification alcohol-free recovery homes.[26]

Several underserved groups have been targeted in the CPA, including skidrow alcoholic women, Hispanics and Pacific Asians, as high priorities if new funding becomes available in 1985-86.

Currently, there is only one designated 5170 WIC facility in Los Angeles County. The Weingart Center, administered by the VOA, was opened in 1983 for the express purpose of providing detoxification and long term recovery facilities for skidrow alcoholics. Weingart was an outgrowth of the 1974 pilot detoxification project operated by VOA. The Weingart project was started with funds from a private foundation and other private and public monies. The current detoxification facilities are in a rehabilitated skidrow hotel, along with medical, mental health, short term voucher housing and allied programs.

The VOA inebriate program receives money primarily through the County Office of Alcohol Programs with other funds coming from the L.A. County General Relief, Department of Public Social Services and the United Way.[27]

The severely intoxicated may stay in the VOA sobering area for up to eight hours to sleep off their intoxication. They are then offered the opportunity to enter the detoxification program involving up to a 5-day stay at the Weingart Center and then may transfer to a long-term recovery program lasting up to 120 days. Approximately 90% of those who completed the 5-day detoxification program in the last quarter of 1984 chose to enter long-term recovery programs.

While the percentages are high the numbers of those assisted better indicates the extent of the problem in central Los Angeles. During the last quarter of 1984, the LAPD referred almost 5,000 persons to the detoxification center, approximately one third of the number passing through the Drop-in Center. Of those 5,000, 1,100 LAPD referrals were transferred to the sobering station for four to eight hours.

Two thousand-six hundred persons entered the sobering station and 127 chose to enter the 5-day detoxification program.[28] Obviously, the majority of those picked up by the LAPD for 647(f) PC were back on the streets within eight hours. The 5170 WIC designation could permit the VOA to hold an inebriate up to 72 hours prior to releasing, but logistically speaking this would be impossible. The number of beds available for three to five days of detoxification amount to little more than 1% of the number needed by the LAPD alone. Long-term recovery space for the public inebriate available through VOA and HRF programs total only approximately 100 beds.

Many of the programs funded by the county for residential style recovery do not accept the chronic indigent alcoholic, whose needs often include medical treatment, job training, referral and an extensive support system.

SAN DIEGO

During research for this project, a trip was made to San Diego in order to compare the public inebriate problem there with that of Los Angeles. Several law enforcement and public service persons were interviewed in a two-day visit. A tour of the impacted area was made on both days.

San Diego's problem is not as large as Los Angeles', however, San Diego does have a public inebriate and homeless problem.

The inebriate reception center, 1111 Island Avenue, San Diego, accepts approximately 2,300 public inebriates a month. The facilities were clean, well kept, not cluttered, and did not appear overly crowded. The persons interviewed stated they allow persons to voluntarily stay in the drying out area for an average of four hours. There are several tables, chairs, and mats for public inebriates to gain their sobriety. If they would like to begin detoxification, they are allowed to stay for three days, however, there are only beds available for 12 men and 4 women.

During this three day drying out period, they are interviewed by staff and if they indicate they'd like to stay sober, they are referred to the VOA-Alcoholism Services Center-Seven Day Residential Treatment program in the same building when there are available beds. Many times the beds are not available.

If a public inebriate has been brought to the detoxification center five times in one month, they are placed on a rejection or "Bingo" list which excludes their admittance. They can also be refused admittance if they need medical attention, are combative or refuse voluntary referral from the police.

The Seven Day Program accepts applicants on Mondays and Thursdays. Screening is performed five days a week. The facilities can handle 20 persons and thus never lack for persons trying to enter. From here, persons are referred to half-way recovery houses within the community. Both programs are funded by the county and need more money. The initial detoxification center personnel estimate they could handle the public inebriate problem in San Diego if they had approximately 45 beds for their three day program. They have sufficient staff assigned to each shift plus two part time employees.

The Seven Day Program personnel indicated the same; if their facilities were doubled, they could get the persons who want to be sober off the streets.

The persons interviewed on the San Diego Police Department indicated that San Diego's skidrow is moving east due to the business community redevelopment that has been going on for several years. A tour of the area corroborated this - in fact, San Diego does not have a visible skidrow when compared to Los Angeles. San Diego is much cleaner with only a few homeless derelicts observed on the streets.

San Diego has the same problems as many other large cities - complaints from the business representatives about the drunks in the downtown area. However, the persons interviewed believe that the downtown renovation and the public inebriates avoidance of newer establishments has caused crime to go down. Statistics corroborated this in that the Part I Crimes in the downtown redevelopment area have been reduced by 5% from 1984 to 1985.[29]

The Sundance decision has had no impact on San Diego other than causing concern among police officials. The San Diego Police Department attempts to refer as many inebriates to the detoxification center as possible because their leaders recognize the enormous cost of processing inebriates through the jail system coupled with the ineffectiveness of that system. However, a public inebriate task force chaired by Judge Robert Coates was established in 1984 to respond to the public inebriate problem. At a meeting on August 6, 1984, the task force members agreed to implement a pilot program to deal with chronic alcoholics in the downtown area. The task force determined that eighty to one hundred chronic alcoholics continually circulate through the justice system.[30] The task force members decided to arrest five persons each month rejected at the Inebriate Reception Center for exceeding the limit of five visits within one month. These persons would not be released under 849(b)(2), assuring their appearance before a magistrate. The goal was to get the chronic alcoholics sentenced to the Probation Department's program at Camp West Fork for 180 days. After completion of the 180 day program, the person would be referred to an Alcohol Recovery Home supervised and funded by the Department of Alcohol and Substance Abuse for continuing treatment. This program has resulted in getting some inebriates into an honor camp in east San Diego County.

A San Diego Police Department Memorandum dated November 6, 1984, reported that the public inebriate problem was still out of control in that eighty to one hundred chronic alcoholics were creating most of the public inebriate problems for San Diego. The memorandum stated the city does not have a program other than the detoxification center to deal with the problem.

It was the opinion of the persons interviewed that the public inebriate problem will not be solved due to the propensity of alcoholics to drink and the lack of funding.

There are no real 5170 WIC facilities in San Diego County.

SACRAMENTO

Sacramento has a larger visible public inebriate and homeless problem than San Diego, but less than Los Angeles. Their skidrow area has been renovated into a tourist attraction known as "Old Town"; however, homeless persons wandering the downtown area are visible. During a tour of Sacramento, several parks were identified as gathering places for homeless persons including public inebriates, but no well defined skidrow area as in Los Angeles was observed.

The Detoxification Center is located at 2700 Front Street, in Sacramento but removed from the downtown area. The facilities were moved from downtown due to pressure from the businessmen who didn't want the public inebriates cluttering the business area.

Persons interviewed stated they average approximately 3,000 persons a month through the detoxification facility and estimate a recovery rate of less than 1%. They do not have a "bingo" policy as San Diego does - rather they allow hardcore alcoholics to use this location as their residence. They have mats laying throughout a large room in an orderly fashion which allows them to accomodate 62 persons at any one time. On the day I visited, the location was filled to approximately 60% capacity.

The drop-in center next door to the detoxification center has the capacity to handle 60 people at a time and is set up to feed two meals a day to the public inebriates. The reduction of funds has caused the drop-in center to reduce its staff from 10 to 2 and reduce its hours from 24 hours a day to 10 hours a day. Other cuts include the removal of two vans used to pick up the public inebriates and transport them to the detoxification center.

According to the persons interviewed, the detoxification center is operating on a bare bones budget which simply allows them to keep the doors open. It should be noted that the temporary residence for homeless persons, established approximately 100 yards away on the same large lot, recently had its funds reduced too. Needless to say, morale in both establishments was not high.

Persons interviewed noted an increase of younger inebriates and more Latins. I was informed there are very few simple public inebriate persons walking around; many of them also have mental problems as well. It is suspected that many of the public inebriates are encouraged to come to California from the east coast.

The Sacramento detoxification center normally holds the public inebriate for a minimum of six hours. When released, they tend to stay in a five block radius and use the detoxification center as their home.

The message I have received in Sacramento, San Diego and Los Angeles is that no one except the employees really cares about the public inebriate problem, there is insufficient funding to cope with the problem, and the public inebriates are not going to go away. They will proliferate due to increased populations and society's apathy.

The Sacramento Police Department does use a B-wagon which has not been fettered by the Sundance decision. In fact, the persons interviewed were not familiar with this case.

If the public inebriate indicates he wishes to dry out, there are at least four recovery homes in Sacramento to which the public inebriate can be referred.

The Sacramento County Sheriff's office maintains a jail in downtown Sacramento where combative and overflow public inebriates are booked. They are held for a minimum of four hours and then released under the authority of 849(b)(2) PC. They are not aware of the Sundance decision and place their inebriates into a semi-padded drunk tank to sleep it off. They do not file 647(f) PC cases for court unless another crime is involved.

The County is building a new jail due to a civil suit related to overcrowding. The jail will have a capacity of 1,250 single occupancy cells. They do not anticipate changes in the current policy of taking public inebriates to the detoxification center whenever possible.

CALIFORNIA STATE STUDY

In response to inebriate problems such as those of Los Angeles, San Diego and Sacramento, as well as the statewide rise in the general homeless population, the State Department of Alcohol and Drug Programs funded a study of California's services to the public inebriate.[31] The study verified that on a state-wide basis, arrests, current services and future needs are no different than what Los Angeles has experienced and what those involved in this project have predicted to occur locally in the next 10 years.

The state study found that those services most needed by public inebriates, the initial sobering and detoxification facilities, are those which are most lacking.[32] This situation is one of the primary concerns in Los Angeles, where only one facility exists to handle the severely intoxicated. Los Angeles, since the Sundance decision, no longer routinely uses the option which most cities in the state still fall back on--arrest and sobering in a jail facility. This method was estimated to have cost the California correctional justice system $10.2 million in FY1983-84.[33] Statewide arrest rates ranged from a low of .7 arrests per 1,000 population in Napa County to a high of 34.1 per 1,000 population in Yuba County.[34] The City of Los Angeles had an arrest rate for 647(f) of 1 per thousand population in 1985, and half of the 3,000 arrested were released under authority of 849(b)(2). (Addendum IV)

While arrests statistics are representative of the severity of the public inebriate problem, they are also one of the best indicators of public attitudes toward the public inebriate problem. In much of the state it appears that jail continues to be the housing and treatment facility of last resort for the public inebriate. Because of various court decisions, the public inebriate's stay in jail has become shorter, but is still the most used option in most California counties. In 1982, the state legislature added a section to the Penal Code, Section 647(d), in an attempt to solve the difficulties and lack of solutions presented by the arrest/jail/release cycle. This section, aimed specifically at the recidivist arrestee, offered counties the option of enforcing a jail or treatment policy for persons convicted of public drunkenness three times in a twelve month period. On the third conviction, the individual would be given a choice of 60 days in an alcohol treatment program or 90 days in jail. To date, no county in the state has adopted this policy for fiscal and ethical reasons.[35] This Penal Code section when combined with the WIC 5170 and 647(ff) release options also available to counties, gives the appearance of a legally endorsed and state preferred social policy toward inebriates. Where the problem really lies is in funding. The counties, especially in the post-Proposition 13 era, are pleading poverty when it comes to sufficient funding for start up, continuing maintenance, and support of detoxification and rehabilitation programs and facilities. (Addendum V)

The state has not been forthcoming with enough money to make up the short fall between what counties have and need. Many rehabilitation and residential alcoholism programs are adding individuals convicted of DUI offenses. These

are usually fee-paying persons who have chosen treatment rather than jail time. The result noted in the state survey is to provide fewer spaces for indigent clients.[36] It is also a monetary benefit for the individual programs.

As of the date of the state study, only five counties have facilities which are designated as fitting the 5170 WIC requirements.[37] In Los Angeles and the four remaining counties the designation does not mean that the facility follows the statute to its limit of an involuntary 72 hour hold. As a result public inebriates who are dropped off at 5170 locations may leave at any time and those jailed and released under 849(b)(2) are kept for only 4-8 hours. The statewide survey indicated that the majority of inebriates went back onto the streets.[38] The state study found that the 647(d) P.C. and 5170 WIC approaches were rarely utilized. The Sundance requirements which affect the handling of public inebriates in Los Angeles are almost unknown in the rest of California. "Only two counties satisfy all nine Sundance requirements and almost without exception, as the number of 647(f) per county increased, compliance with the standards decreased."[39] In the rest of the state, as in Los Angeles, funds allocated for public inebriate treatment is insufficient and not increasing in proportion to the growth of the population. If the State Supreme Court does indeed decriminalize public drunkeness, most counties will be caught short, and as has been shown in Los Angeles, when law enforcement ceases to be involved, the county social welfare systems and private agencies will not be prepared to take up the slack. Crime, death, injuries and related social problems as indicated by the experience of Los Angeles will undoubtedly increase on a magnified scale throughout the state.

An example depicted in an article of the Los Angeles Times on February 16, 1986, related the problems caused by homeless, including public inebriates, in Santa Monica. "Santa Monica's annual social services budget of more than $500,000 is higher than any comparable-sized area...and has grown by 50% in two years. More than 40%...served by those funds are mentally ill,...an estimated 25% are children, and a smaller percentage are alcoholics."

The Chief of Police said, "Without a doubt, it's our Number 1 problem. I get more complaints about transients than anything. I would say that every citizen in our community over the age of 5 or 6 has probably had some unpleasant contact with a vagrant. And I don't think it is going to stop."

WASHINGTON STATE

The State of Washington was one of the first states to decriminalize public inebriacy, adopting most of the language of the federal Uniform Act on January 1, 1975. Information regarding Washington's experience with decriminalization was obtained from Jess McCabe of the Washington Bureau of Alcohol and Substance Abuse.

The adoption of the Uniform Act in 1975 was the result of lobbying by a strong Alcoholics Anonymous organization. Since the implementation of the broad concept that public inebriacy is not a criminal act, the laws have been phrased to read that arrests may not be made if the only offense is being drunk in public, having an open container, or drinking in public. It is a violation to have an open container in a vehicle. Since 1975 there have been no major problems as a result of decriminalization.

Funding for the various alcoholism programs is administered at the state level, with the money coming from the general fund. The state contracts with the counties for detoxification and outpatient services. The amount given to the counties is based on the number of clients served. As in California, the agricultural parts of the state show a seasonal fluctuation in needed services. The state agency has noted a slight reduction in the past 10 years in both overall alcohol consumption and the number of public inebriates.

All of the facilities under contract with the state operate on a sliding fee schedule. There are six programs in the state specifically for public inebriate clients, and the Veterans Administration operates four inpatient

clinics. The Seattle facility serving the skidrow area has a 100 bed detoxification unit. Thirty percent of their clients are brought in by the police and 80% of the total intake are public inebriates.

The police policies in Seattle regarding public inebriates give latitude to the officers as to where an inebriate will be taken. Public inebriates who have committed minor offenses may, at the discretion of the officer, be taken to the detoxification facility. The inebriate must stay or the police will be notified and the inebriate will be arrested and jailed. For those inebriates who are taken to jail, there is no mandatory medical monitoring, nor are they separated from the rest of the jail population. If they become ill while in custody, they are given medical attention in the jail.

The chronic alcoholic tends to remain in the same area and use the same facilities on a regular basis. If the detoxification staffers feel that a repeat visitor is abusing the program or is continually entering a rehabilitation program and leaving before completion, they may contact the county and recommend involuntary commitment. After a court hearing, a public inebriate may be confined in a specified facility for 30 days. If, after completion of a 30 day program, the court determines that the individual is not yet ready to be released it may recommend a further 90 day commitment. The 90 day commitment may be authorized twice, for a possible total commitment of seven months. To date, no challenge of the involuntary commitment statute on constitutional grounds has been successful. Washington State has one facility for this purpose. It is a semi-secure, fenced location and an alcoholic cannot leave the grounds unaccompanied.

According to Mr. McCabe, while talk of recriminalization occasionally occurs, there has been no concerted effort to change the law since 1975. The protests which do arise are mainly from business owners in the Seattle area who are upset by inebriates continuing to sleep in doorways and similar locations. Seattle's skidrow neighborhood has undergone extensive rehabilitation. The inebriate population is therefore coming into conflict with more visitors and patrons of local businesses. The detoxification facility is located several blocks from the main skidrow area, in a location which is not compatible with a street existence. Over the past few years, as downtown redevelopment has progressed, several "mini" skidrows have appeared in non-traditional locations outside the central area.

The situation in Everett, Washington, presents a different problem. The detoxification location is several miles from skidrow. On a contract basis, a local cab company transports inebriates to detoxification. An effort was made to change zoning laws to permit relocation of the facility into the skidrow area, but business protests prevented such a move.

According to Mr. McCabe, the migration that has been seen out of traditional skidrow areas is occurring without a great deal of preparation for it by local agencies. To date, this relocation trend has not created problems. Also, since 1975 there have been no documented increases in deaths or serious health problems among the inebriate populations.

SCENARIO #1

As predicted in 1986 the trends indicating increased inebriate problems have proven to be correct in 1996. The State Supreme Court has yet to decriminalize inebriacy and the legislature continues to deal with the problem on a piece-meal basis.

The visibility of public inebriates has increased. Over the last ten years, the news media has periodically documented the deteriorating conditions on skidrow and the growing numbers among the general homeless population. With each series of articles, pressure on police and politicians increases. However, the public's main concerns have continued to be centered on those who are homeless for reasons of economics or bad luck, especially families with children. The inebriate has remained an unattractive sub-group and alcoholism programs continue to receive less financial assistance than the problem merits.

The continued underfunding has helped aggravate the situation. Available beds for inebriates have fallen short of the documented need. The influx of an estimated 500,000 Spanish-speaking immigrants into the City, especially low income areas near the Central Area, has caused a proportionate increase in the number of public inebriates. This particular group of alcoholics has cultural and language barriers which adds to the difficulty in dealing with their alcohol problems.

Service organizations have attempted to make up for the lack of response in the area of financial support by the state and county by making greater appeals for private funding. However, government cuts in social service funding at all

levels has dramatically increased the demands placed on private foundations and the size and number of grants to inebriate programs have decreased in number. Because of this decrease in available funds, the efforts to build a greater cooperation between various inebriate programs and public service agencies have all but ceased. The competition for funds has developed into an overall reluctance to coordinate services since much of the currently available funding is based on sheer numbers served.

The fact that the skidrow area has been compressed over the last ten years has also had an obvious effect in the population density and the visibility of homeless alcoholics living on the streets. Redevelopment of the eastern section of the Central City has created innumerable problems for those involved with public inebriates. The Japanese community has expanded, adding both business and housing on the southern edge of that community. More small businesses, especially wholesalers, have moved into the area of 4th and Wall, creating a thriving business district. There also continues to be an active arts community and theater district in the lofts and warehouses surrounding the skidrow area. Since the public inebriates have tended to remain where the services are located, and as the area they were once permitted to inhabit has shrunk, there are more people occupying the doorways, alleys and the few vacant lots remaining. The refurbished single room occupancy (SRO) hotels are reluctant to allow inebriates to use their facilities for health and sanitary reasons.

The compression of the skidrow area and the greater visibility of the alcoholics on the street has caused businessmen in the area to complain to the police and

elected officials with an ever-increasing frequency. This has produced tension in the police department, especially among patrol officers. The messages being received by law enforcement are creating conflicts which ultimately result in officers ignoring all but the most serious cases of inebriacy. On the one hand, the police department is being told to clear the streets using reasonable means. At the same time, a great deal of friction is being caused by citizen and public advocacy groups who see police involvement in inebriate pickups as harassment. These latter groups have instituted numerous suits and court challenges of police practices over the last ten years to the point where officers' desire to assist inebriates has all but disappeared.

The fact that there is still only one detoxification facility on skidrow to which inebriates may be referred by law enforcement has done nothing to alleviate the situation. A conflict developed in 1986 between the VOA and the management of the Weingart Center. This eventually led to VOA moving its alcoholism program to its current skidrow location. The police department has continued to support the VOA programs, but has not been successful in its efforts to direct expansion funds to the new VOA facility. As a consequence, the VOA does not have the space to hold an inebriate against his/her will and, as soon as they are mobile, 90% of the inebriates return to the streets. There are usually large numbers of alcoholics found on the sidewalks near the VOA facility and in the park across the street. The police department has increased its presence in the immediate area, more to protect the inebriate from predators than to pick them up.

It has become more common in the last few years for inebriates to wander across the L.A. river and railroad tracks into nearby residential areas and parks. Homeowners and landlords have become especially vocal in their demands that police "move the drunks back to their own area" on skidrow. Several incidents of school children being accosted by inebriates living in parks and near school yards have been recorded in the last year. Incidents such as these have prompted calls for the courts to prosecute and jail public inebriates, despite the obvious trend toward medical treatment of alcoholics.

An attempt was made in Los Angeles County to apply Penal Code Section 647(d), in an attempt to force public inebriates arrested three times to dry out in jail or a treatment facility. The threat of civil action by public interest law firms and lack of jail space and appropriate civil treatment locations has kept this from developing into a viable option. Despite the increase in public inebriates seen by the courts as suspects in criminal activity and by police and paramedic personnel as victims of attacks, the tax money needed to provide treatment is constantly denied. The legislature seems to interpret public opinion as "out of sight, out of mind."

Because of community protest, the relocating and dispersal of inebriate treatment facilities from downtown to more suburban locations has been abandoned and all public inebriate services remain in the traditional Central City area.

A proposal to fund work camps where inebriates could be sent for an enforced drying out period was unsuccessful for lack of funding, but public sentiment was behind the idea.

The police department has increased its overall members to 7,700, and deploys more officers in Central Area. However, the public inebriate crime problem is responded to as a low priority. Since most crimes involving public inebriates are hampered by incoherent victims and transient suspects and witnesses, detective units can only address the most serious crimes. The consistent criminal activity inebriates are involved in such as trespass, loitering and blocking public sidewalks, are rarely ever documented on a police report.

Two distinctly separate private responses have developed from the inability of police officials to adequately respond. In a contradictory reaction, businessmen who have consistently refused to support increased taxes of any kind for public inebriate programs have hired ever-increasing numbers of private security guards. Private security companies have proliferated in the Central Area. The problem that has arisen is that private security guards have sometimes been overzealous in their defense of property. Incidents of physical abuse of "down drunks" by security guards are becoming more common. Actions which would be met with disapproval if police-initiated are applauded when privately undertaken. The second private response to develop is the growth of civilian pickup programs. The People in Progress (PIP) organization has grown over the last ten years, and is still the only one with official police radio

contact. However, more operations funded primarily by church groups patrol the skidrow area on a less frequent basis to provide what help they can. With more inebriates on the street, paramedics respond to alcohol-related incidents of illness and injury on a more frequent basis. Those cases requiring medical attention are still transported to the USC-County Medical Center where bed space is at a premium. The taxpaying public, through the county supervisors, is resisting enlarging the hospital facilities to care for people who are seen as unfairly benefitting from the "free services".

There is a continuing response by the general public that the indigent alcoholic doesn't care enough to try and "cure" himself of a habit and is not worthy of costly medical care. It is probably true that the chronic public inebriate is not going to voluntarily stop drinking. The public does not wish to provide properly funded facilities to force the inebriate to pursue a sober life-style so the problem remains, growing and basically unchanged.

SCENARIO #2

In 1986, to the surprise of many observers, the California Supreme Court decriminalized public inebriacy and extended the "Sundance" requirements to law enforcement agencies statewide. This action placed California in a group of more than 50% of the states to declare that criminal prosecution was an undesirable way to deal with the illness of alcoholism.

Although Los Angeles was better prepared than most California cities to deal with an increase of inebriates on the street, those who ceased to be picked up by the police were the ones who became the most visible; the unconscious, the staggering, the belligerent and abusive. Because of public demands, law enforcement in Los Angeles' Central skidrow area turned its attention to growing crime problems that were not alcoholic related. The result of turning an official blind-eye to public inebriates was that over the two years following the court decision, deaths reported by the county doubled and more inebriates with life-threatening illnesses were transported to County hospital by paramedics. The very real concern that a major communicable disease outbreak would occur in Los Angeles among the inebriate population because of their life-style did not materialize, although several small outbreaks were seen, and major health problems did develop in other cities.

After a year of increasing alcohol-related problems in the skidrow area, the police department, in response to political pressure, began to arrest inebriates on charges other than public drunkenness. The use of such laws as 372 P.C. (Public Nuisance) caused public interest law groups to take the city to court again contending that alcoholics were being harassed for their

inability to be ill in other than a public place. At the same time, these same legal advocates were working with city and county agencies to pressure the legislature to speed up the allocation of funds to agencies throughout the state. The liquor lobby, despite their past influence over legislators, recognized that public drunks were bad for their advertising campaigns and agreed to an increase in alcoholic beverage taxes to be earmarked for public inebriate programs.

It had been estimated that period of two to five years would pass before funding would trickle down to the local level. Unfortunately for those who suffered, and fortunately for those who benefited, it took disasters of major proportions to dramatize the plight of the homeless alcoholic. The winter of 1988-89 was particularly severe. In Northern California, especially San Francisco and Sacramento areas, almost one hundred people died of exposure, all of whom were known alcoholics. And in Los Angeles, a two-story abandoned structure used by public inebriates as a drinking and sleeping area, burned with the loss of seventeen lives. It was later determined that a fire had been set to provide warmth and those who died had simply been too drunk and disoriented to escape.

The public conscience was finally aroused. Los Angeles County actually began using the Welfare and Institution Code 5170. The courts and the police department used this section to remove the worst cases from the streets. Inebriates were not given the choice of detoxification and because new funding permitted the expansion of programs, many were able to become sober through the detoxification program. Increased civilian pickups of down

drunks were made and with the full implementation of the 5170 provisions, primarily the 72-hour hold. The most inebriated were seen less often on skidrow streets.

As the peak passed and the most visibly drunk were removed from public view throughout the state, the public became less interested. Now, ten years later, there are a number of programs actively working to care for and rehabilitate public inebriates. Los Angeles, however, because of the quality of services provided and the warmer climate, is attracting inebriates from other areas. Many believe that persons in other cities are encouraging their worst cases to move south to Los Angeles. Law enforcement has all but ended its concern with public drunks, although they try to stringently enforce laws designed to stop drinking in public, and other public nuisance statutes. The goal of this type of enforcement is to encourage the public inebriate to seek help on his or her own at one of the now available facilities.

Once the initial public demand for proper inebriate care died down, some of the original problems returned. Redevelopment of the skidrow area continues, and since the inebriate tends to locate where the services are available there is still a problem with inebriates bothering customers and employees of Central Area businesses. The response by businesses to this, once they were made to realize that law enforcement was now very limited in their abilities to arrest inebriates, was to hire private security guards. The security companies, in defending private property from vandalism and other inebriate related crime have been guilty of using excessive force against drunks, but few complaints have been filed. Attempts to divert some of the problem from the downtown area

has been met with strong resistance by neighboring communities, although one 5170 location was established in the San Fernando Valley to keep from bringing inebriates from outlying areas into the Central skidrow vicinity.

So what decriminalization has produced over a ten year period are slightly better conditions than existed prior to the decision. Although funds are now available and facilities are in place, the chronic alcoholic must still decide to be sober and stay sober. The revolving door moves more slowly, but it remains questionable if it will become a one-way opening to sobriety.

C H A P T E R 2

SITUATION

ENVIRONMENT

Downtown metropolitan areas known as skidrows attract the homeless, including public inebriates, because the public services are located there. Crime is high, the areas tend to be run down and littered with debris, and thus attract these poverty level people.

Service to these constituents is not effective due to lack of funding caused by public apathy. The police do their best to keep this problem under control by transporting public inebriates to Detoxification Centers. Since this is a losing battle, public inebriates remain on the streets of skidrow areas such as Los Angeles.

There is a need of close liaison between the law enforcement agency and the service agencies. Further, there is a need for additional funds to allow agencies such as the Detoxification Centers to expand their services to reduce the conspicuous public inebriate problem to a much lower than the current level.

In order to improve the coordination between Detoxification Centers and law enforcement, this strategic plan has been developed for implementation in the City of Los Angeles. It also discusses generic strategies and tactics that can be incorporated in plans used by other cities.

The City of Los Angeles has over 3,000,000 residents with a large influx of daily workers and as much as one-half to one million illegal aliens which have not been counted in the most recent census.

The ethnicity of the City and County of Los Angeles is in a state of rapid change. Due to political unrest and the state of Pacific Rim economies there are increasing numbers of Hispanics and Asians moving into the area. For immigrants, the low income nature of Central Area and the type of unskilled labor needed in many Central Area businesses makes it a magnet community. The trends in Los Angeles are possibly indicative of how other large metropolitan areas will progress regarding the public inebriate problem.

CITY ETHNICITY - 1970 & 1980 Census Data

	1970		1980		% Change	
White	60.1%	(1,691,000)	48.3%	(1,432,000)	-15%	does not include
Hisp	18.5%	(520,000)	27.5%	(816,000)	+57%	a 1980 estimate of
Black	17.3%	(487,000)	17.0%	(505,000)	+3.7%	400,000 undocumented
Asian	3.7%	(105,000)	6.6%	(196,000)	+86.8%	alien,s primarily
Am Ind	.03%	(9,400)	0.6%	(17,000)	+77.5%	Hispanic populations
		(2,812,000)		(2,966,000)		

The population of skidrow is not representative of county-wide demographics. The population is heavily represented by male minorities, historically groups found at the lower end of the economic scale. The numbers of women among the homeless are rising, as well as their representation in the chronic alcoholic sub-group.

Skidrow Demographics - 1984 - Homeless population

*80% to 85% male of whom 70% are Black, 20% Hispanic and American Indian, 10% White

*10% female of whom 65-70% are White, 20% Black, 10-15% Hispanic.

*5-10% children of whom 80% to 85% are Hispanic.

*an estimated 34% of the skidrow homeless have alcohol problems.

The ethnicity statistics kept by the Volunteers of America indicate the change in the inebriate population. The rise in Hispanic admissions and decrease in the Caucasian admissions roughly parallels the changes in population county-wide.

	DROP IN CENTER				ADMISSION TO DETOX			
	79	80	83	84	79	80	83	84
Cauc.	38%	39%	20%	21%	50%	48%	46%	43%
Blk.	40%	40%	53%	46%	29%	31%	35%	39%
Hisp.	16%	15%	23%	28%	16%	16%	14$	15%
Am. Ind.	5%	6%	3%	4%	5%	5%	1%	3%
Asian	.01%	.01%	0	.02%	.02%	.02%	0	0
Other	.02%	.02%	.04%	.05%	.04%	.04%	.02%	.04%
Male	99%	99%	97%	90	97%	97%	86%	90%
Female	1%	1%	3%	10%	3%	3%	14%	10%

Central Area Population Estimates - These figures of residents do not include the estimated 3,000 to 20,000 homeless (depending upon whom is doing the guessing):

77	81	84
27,089 or 5,972/sq mile	39,496 or 8,594/sq mile	*44,157 or 9,813/sq mile

*Not included is the daily influx of 300,000-400,000 employees and shoppers into Central Area.

Los Angeles Police Department Deployment for Central Area: ratio of officers to population:

77	81	84
313/1:87	310/1:127	295/1:150

One method of documenting the problems faced by law enforcement on skidrow is to monitor the rise in crimes and arrests in the target area. The crimes monitored are those in which inebriates are often involved, either as victims or suspects.

1984 Selected Crimes: robbery, felony assault, felony theft

Occurrences	Target Area	217% rise since 1977
	City-wide	157% rise since 1977
Arrests	Target Area	50% rise since 1977
	City-wide	28% rise since 1977
1984 Part I Crimes		
	Target Area	67% rise since 1977
	City-wide	44% rise since 1977

1984 647(f or ff) Arrests: 91% drop in number since 1977
Central Area = 85 to 91% of City-wide arrests

RESOURCES

CITY BUDGET COMPARED TO LAPD BUDGET

Fiscal Year July - June	City Budget	LAPD Budget	% of City
1970-1971	$ 526,980,197	$110,158,727	20.9
1975-1976	883,311,215	196,961,922	22.5
1978-1979 (Prop. 13)	1,051,470,416	224,203,623	21.3
1980-1981	1,324,358,294	271,897,100	20.5
1983-1984	1,725,518,585	347,555,180	20.1
1984-1985	944,737,012	386,501,616*	20

Source: LAPD Fiscal Operations Division

*includes $18 million appropriation for 1984 Olympics

The Police Department has approximately 295 officers assigned to Central Area with a smaller amount actually working skidrow. A B-wagon is normally deployed with approximately 14 additional uniformed officers working in black and whites as well as other officers working narcotics, vice and other related duties.

The total police budget for Fiscal Year 1986 is almost $400 million. Central Area receives its fair share but the budget is not divided in such a way as to extrapolate the amount specifically allocated to Central.

The Volunteers of America have been operating inebriate programs on skidrow for almost 12 years. In the last three to four years, as the homeless problem in the Central Area has grown, VOA has added non-alcohol residential services as well. In 1980, their programs were 100% alcohol-related; in 1985, the programs have become approximately 60%/40%, alcoholism to residential.

1980 - ALCOHOLISM

PROGRAM	SOURCE OF FUNDING	% OF TOTAL FUNDING	$ TOTALS	
Detox	County	28.25	587,000	
Day Treatment	County	7.25	153,000	
Reception Center	LEAA	7.21	150,000	Funds trans from LAPD
Expanded Detox	LEAA	10.18	211,000	No longer available
Recovery Home	LEAA	6.79	141,000	
Residential Trmt	County	8.86	184,000	
Work Project for recovering alcoholics	CETA	20.07	417,000	Now listed in other VOA budget
DPSS Day Care	County	5.83	121,000	
ASW	County	5.44	113,000	
			$2,077,000	

1985 - ALCOHOLISM AND RESIDENTIAL

PROGRAM	SOURCE OF FUNDING	% OF TOTAL FUNDING	$ TOTALS	
Detoxification	City, County VA	29.75	711,000	
Residential Trmt	County-OAP	12.72	304,000	Alcoholism 1,417,000
Reception Center	County-OAP	12.24	292,000	
DPSS-Residential Trmt	County	4.61	110,000	
Women's and Couples Shelter	DPSS, Travelers Aid	11.07	264,000	Residential 972,000
Willowbrook Shelter	County, DPSS, CSC	6.37	152,000	
Men's Service Center	United Way	1.72	41,000	
Clinical SW Consultant	United Way	.03	8,000	
Ballington Plaza	GR, SSI, VA	21.22	507,000	
			$2,389,000	

The ability of the LAPD to develop appropriate liaisons to accomplish the reduction of conspicuous public inebriates in skidrow is improving. For example, the Police Commission released a report on March 25, 1986, recommending the LAPD appoint a police supervisor as the Police Coordinator of Skidrow to provide a more visible and coordinated police presence; increase arrests of robbers and drug dealers; continue emphasis on the enforcement of drug laws in hotels and parks; increase the use of private security guards; and reduce traffic accidents, particularly those caused by jaywalkers. So the public inebriate, homeless and related problems are becoming a higher visibility subject to city officials. (Addendum VI)

The managers and police officers on the Police Department have developed many liaisons throughout the community to respond to this problem. As the Chief of Police gives appropriate overall direction to the coordinator, crime reduction strategies and tactics will be implemented and appropriate liaisons developed.

Other resources include:

FUNDING — The Los Angeles City, County and State have shown slow but steady gains in appropriations. An updated proposed Prop 13 could put revenues back into a decline. Funding is improving but uncertain.

CITIZEN INVOLVEMENT

Law enforcement generally has a good relationship with citizens; however, an adversary relationship could develop between business leaders and law enforcement personnel regarding inebriates if the situation deteriorates. The business community is an important resource for support of programs to improve the facilities on skidrow. This community can apply pressure to City, County and State government.

LAW ENFORCEMENT INVOLVEMENT

The Department managers belong to many state and local organizations. Some of these can be considered as resource and pressure groups for implementing legislative changes regarding public inebriate facilities, treatment attitudinal changes, tax increases, and positive court decisions.

MAYOR, CITY COUNCIL, CITY ATTORNEY, AND CITY LEGISLATIVE OFFICER INVOLVEMENT

The City, due to its size and revenue base, has a strong voice in state decisions. The City's influence can be used to gain support from many legislators.

COUNTY SUPERVISOR INVOLVEMENT

The supervisors are constantly being lobbied by various vocal groups to do something about the homeless. They can be a resource in helping to reduce the public inebriate problem as part of the larger homeless problem plaguing all politicians.

STATE LEGISLATION INVOLVEMENT

The state will become more involved in this problem as time passes and can be a positive resource to assist local entities in funding and reducing the public inebriate problem.

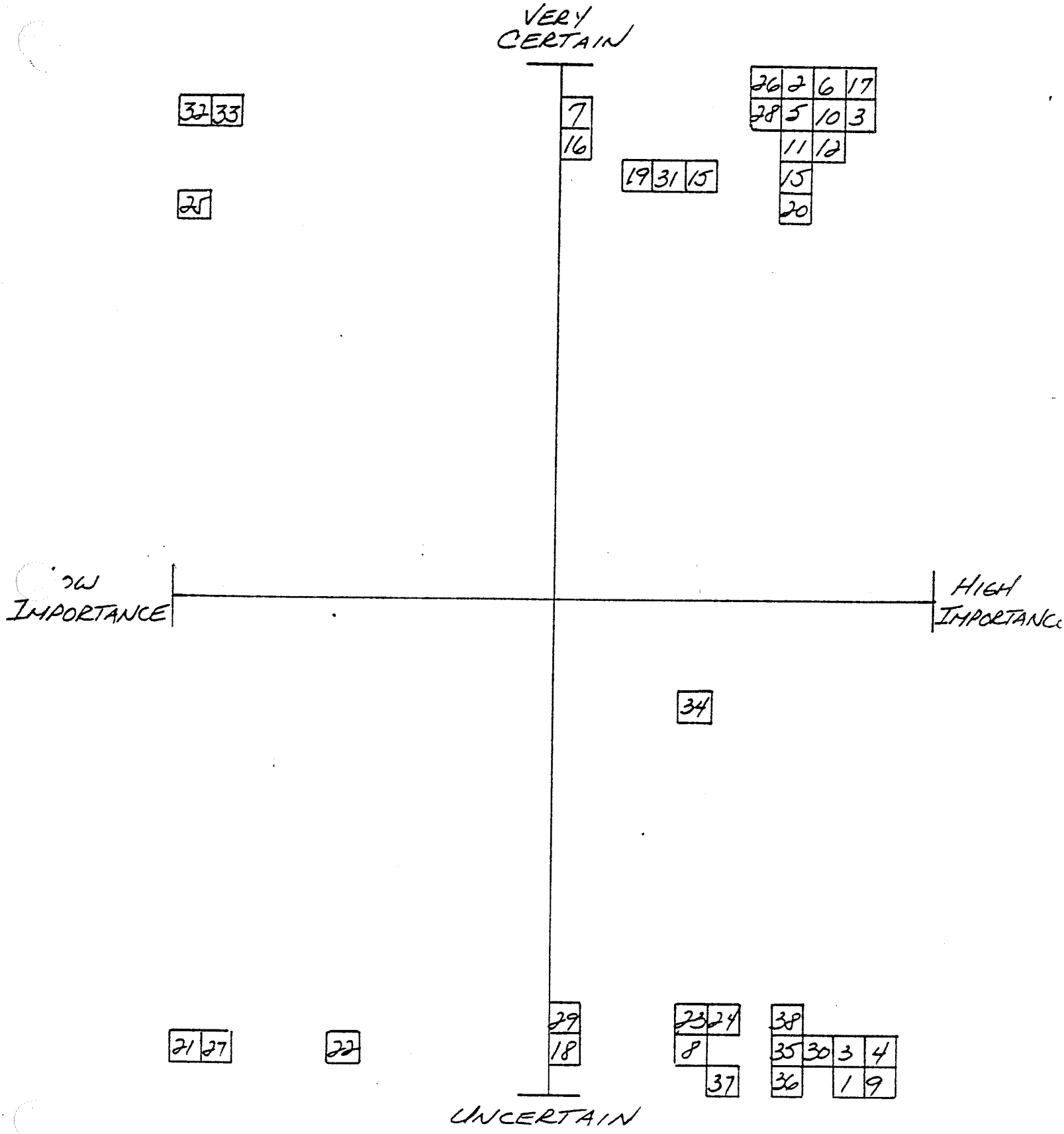
IDENTIFICATION OF STAKEHOLDERS

At the Advisory Group meeting of February 11, 1986, 38 stakeholders were identified who would have various concerns regarding the public inebriate problem.

The Stakeholders and Snaildarters*:

1. City Council
2. Chief of Police
3. Mayor
4. County Supervisors
5. Community Redevelopment Agency
6. County Department of Health and Welfare
7. County Sheriff
8. Governor*
9. Legislature
10. Liquor Lobby*
11. Business Associations such as Chambers of Commerce
12. Special Business Interest such as Little Tokyo
13. Private Health Care (for profit)
14. Public Interest Attorneys*

15. Prosecutors - District Attorneys and City Attorneys
16. Non-profit Service Agencies such as the Volunteers of America
17. The California Department of Acohol and Drug Programs
18. Hotel Owners such as Single Room Occupancy (SRO)*
19. The Tourism Industry
20. The Planning Commission for Land Use
21. The Immigration and Naturalization Service (INS)
22. Schools*
23. The Federal Government*
24. Non-skidrow Communities
25. Public Service Departments such as: Public Works, Street Maintenance, Sanitation, Parks and Recreation
26. Central City Employees
27. Public Inebriates
28. LAPD
29. Veteran's Administration*
30. Police Commission
31. Churches
32. Women's Christian Temperance Union, Alcoholics Anonymous, and similar organizations
33. National Council on Alcoholism
34. Private Security Organizations*
35. Courts*
36. General Public
37. News Media
38. Insurance Industry*


VERY CERTAIN
UNCERTAIN
LOW IMPORTANCE
HIGH IMPORTANCE
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25
7
16
19 31 15
26 2 6 17
28 5 10 3
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STAKEHOLDERS ANALYSIS

On February 11, 1986, the Advisory Group identified the Stakeholders' concerns. The Stakeholders are referred to in general terms and represent both local individuals and those throughout the state. All of the background research as well as a current state sponsored study support the assumption that the problems encountered in Los Angeles will be basically the same throughout the state. The analysis of Stakeholders' demands is based on this assumption.

The Stakeholders were assigned a number which was based on the order in which they were identified. The Stakeholders' position on the issue and their importance to the issue evaluated and charted.

The Stakeholders identified as uncertain and of low importance are:

The Immigration and Naturalization Service, Public Schools and the Public Inebriates. The position of I.N.S. could not be determined as of yet and their support or opposition would have little impact on improved inebriate programs. The schools should be expected to support the idea for humanitarian reasons but this could not be accurately predicted. The schools could be snaildarter if they perceived inebriate programs as having a negative impact on the environment in and around school campuses. Lastly, the public inebriates themselves were judged to be so disorganized and diverse they were seen as uncertain and of low importance. This is not to say their rights, wants, needs and desires are not important but as a group they will not have an impact on the decisions involving the program. The traditional voices representing them, such as public interest law firms are identified as separate stakeholders and will be discussed later.

The Public Service Departments, Alcoholics Anonymous, and National Council on Alcoholism. Those stakeholders identified as being of low importance and very certain were all judged to be supportive but having no impact on the program. None were identified as possible snaildarters.

The Veteran's Administration and Skidrow Hotel Owners. These stakeholders were identified as fairly important and uncertain as to their reaction. They were also identified as snaildarters. The Veteran's Administration has recently withdrawn its financial support of detoxification programs at the Weingart facility due to budget cuts. While one would expect they would support any program that would provide a service to veterans they may want too much control over the program. The hotel owners may like the idea of removing drunks from the streets but this could threaten their business interests as some of their business is county funded housing for marginal public inebriates. Therefore they could resist the program.

The Private Security Industry. These stakeholders were judged to be more than fairly important due to their increased use by businesses in lieu of the police. They were between uncertain and certain. It was anticipated that they might try to obtain some of the same powers as the police for the purpose of arresting and placing public inebriates in detoxifiction facilities. Barring peace officer powers of arrest, if private security agencies are not supportive of the program, then they might make private persons arrests for crimes such as tresspass or disturbing the peace on public inebriates in lieu of referring inebriates to a detoxification program.

The Governor, Federal Government, Non-Skidrow Community and the News Media. These stakeholders were all judged to be important and uncertain as to their reaction. They all were expected to respond to the program based on what they believe best serves their interest. The governor, due to his veto power, and the federal government, due to its budget impact on the state, were both indetified as snaildarters.

City Councils, Mayors, County Supervisors, State Legislatures, Police Commissions, Courts, the Public, and the Insurance Industry. This group was determined to be uncertain and of high importance. All except the courts were judged to react based on their own agendas and their decisions can be influenced. The courts are hard to judge because their reaction will depend on what type of action brings the program into their jurisdiction. For that reason the court system was identified as a snaildarter.

County Sheriff's and Service Agencies such as Volunteers of America. These stakeholders were identified as important and very certain as to their reactions. Both groups are expected to support improved programs but their impact will depend on how powerful they are within their sphere of influence.

Tourism Industry and Churches. These stakeholders were identified as important and certain as to their reactions to the plan. Both are expected to support the improved service. Due to their influence on the public and power brokers they are important.

Chiefs of Police, Community Redevelopment Agencies, Health Departments, the Liquor Lobby, Business Associations, Chambers of Commerce, Special Interest Groups, Prosecutors, the California Department of Alcohol and Drug Programs, Planning Commissions, Employees in Businesses in and around skidrows and the Los Angeles Police Department. They were all judged to be highly important and very certain as to their response to the program. The liquor lobby was the only group identified as probably opposed to the plan and being a snaildarter. They can be expected to work against the program due to the threat of increased taxes. A great deal of thought will have to be given to overcoming their efforts.

MISSION

1. Through the proactive participation of the law enforcement community, develop a treatment and referral program to reduce the conspicuous public inebriate problem in metropolitan areas.

2. Increase police presence in skidrow communities when required due to increased crime.

EXECUTION

The Project Leader must discuss this plan with the Chief of Police and Police Commission in order to obtain their approval. This is pending due to Police Commissioner Schlei chairing several meetings to develop a report recommending improved care of the homeless and safer streets caused by increased law enforcement in the skidrow area.

A coordinating committee of appropriate stakeholders must be organized including the project leader, other representatives of the LAPD, representatives of Volunteers of America, Department of Public Social Services, Community Redevelopment Agency, City Council, County Supervisors, the business community, and others to support the development of a plan to accomplish the mission. An executive committee would have to be developed to actually do the planning and most of the work, receiving input from the supporting members as needed.

The success of the mission is dependent upon funding. It will be necessary for the committee to have specific projected costs in mind for both start-up and expansion of major facilities in metropolitan areas, as well as a method for determining how to allocate funds for rural counties where inebriate problems are more cyclical in nature and less severe in the number of individuals served.

The study entitled "California's Services to Public Inebriates" found that statewide costs associated with public inebriate care totalled approximately $75 million including alcohol treatment, emergency shelter costs and emergency

medical care. An estimated $10 million in costs associated with the public inebriate in the criminal justice system must be added to these costs. (Addendum VII)

Current costs are high. The function of the committee would be to prepare a plan to expand care and treatment for inebriates and through a coordination of efforts, reduce the direct and indirect costs to the taxpayer.

On a statewide basis, excluding Los Angeles, an estimated $3 million could be saved by substituting treatment for correctional costs. Based on arrest figures in Los Angeles prior to the Sundance Decision, the figure would be 25% greater if Los Angeles were added. (Addendum VIII) This figure is probably higher than necessary since the pre-Sundance arrest statistics in Los Angeles included a high recidivist rate. The plan to be implemented would address the revolving door syndrome through coordination of services and could be expected to reduce costs at all levels.

This committee will be responsible for obtaining support from the Mayor, City Council, County Supervisors, State and Federal Legislators and others.

The coalition should be extended statewide through appropriate committee member contacts to include:

a. The Caifornia League of Cities
b. The California Peace Officers Association
c. The Board of Supervisors Association
d. Metropolitan Police Departments
e. Other appropriate organizations

ADMINISTRATION AND LOGISTICS

In order to ensure success of this plan, the Chief of Police should appoint a skidrow coordinator to serve as the project leader. He will be a member of the coordinating committee and will keep the Chief of Police and other Department managers informed of progress of the plan.

The committee will develop subgoals, missions and strategies for the long-range strategic plan to achieve the mission prior to 1996.

The committee must become knowledgeable of the circumstances confronting the metropolitan area regarding the homeless public inebriate. Current literature must be reviewed for trends and answers.

The methods of determining the effectiveness of the program will include:

1. Crime statistics involving the effectiveness in the target area.
2. VOA statistics indicating success rate of treatment.
3. Statistics indicating expansion of public inebriate treatment programs.
4. Death statistics involving public inebriates.
5. Visual examination of numbers of public inebriates on the streets in skidrow.
6. Surveys of business representatives asking their level of satisfaction regarding police service in the topic area.
7. Periodic evaluation by the impacted commanding officers.

After the financial needs are determined, legislators must be identified and convinced to initiate appropriate bills to obtain funding and other support needs to accomplish the mission.

These are some of the recommendations that the Advisory Committee made on March 14, 1986. It is difficult to develop and reduce to paper all the strategies and tactics needed to cause the successful accomplishment of the mission.

Each city having this problem must develop its own plan to reduce its public inebriacy problem. This report can be used as a starting point.

PLANNING SYSTEM

The Chief of Police must appoint a Police Department skidrow coordinator as the resource person in establishing and executing the recommendations of this plan. And, as a matter of fact, the Police Commission released a report on March 25, 1986, recommending the establishment of this coordinator.

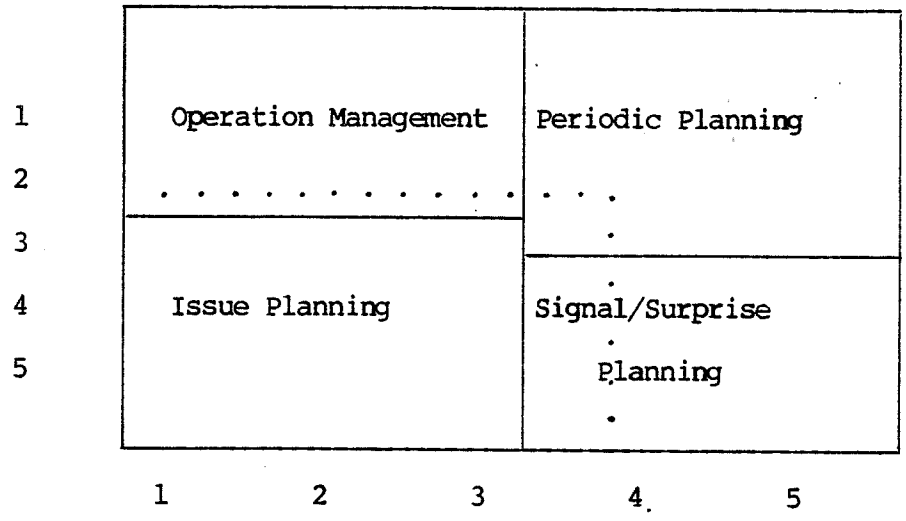
The Police Department coordinator will develop a staff to assist him in accumulating appropriate information and making the necessary contacts to bring about the strategies and tactics mentioned earlier in this report.

The coordinator can establish an information network of commanding officers within the Department to monitor progress and changes in the public inebriate problem on skidrow.

The coordinator can also be the focal point of information received from the community, such as the VOA, CRA, and other organizations. He in turn can keep the Chief of Police informed of the progress of the mission.

This will allow for timely adjustments to the Department's plan of action. The Advisory Group determined this issue has a low visibility due to apathy within the community and quite a bit of turbulence due to intervention by the legal system.

The chart depicts visibility at approximately 2.3 and turbulence at 3.9. Thus the type of planning system the Department must use is the Periodic Planning System.



SITUATION AUDIT

WOTS-UP ANALYSIS

OPPORTUNITIES

Good Department Image

Community support of police

Reduce police workload regarding public inebriate problems.

Improve coordination between Department and service organizations.

Reduce crime in skidrow

THREATS

Future Environmental Assessment - doesn't look good.

Legislators may not support due to cost.

Lack of support internally.

Lack of community support issue.

STRENGTHS

Visionary Chief of Police

Assertive interaction with community.

Ability to compete for funds within City government vs. other departments.

Technical skills

Application of computer technology

WEAKNESSES

Department's response to change.

Lack of flexibility of organization.

IMPLEMENTATION OF PLAN

NEGOTIABLE ISSUES

The most important issues that could be negotiable during implementation of the strategic plan were identified as:

1. Street level police involvement should be at a minimum in accomplishing the mission of improved treatment for public inebriates.

2. Management level police involvement could be at a higher level but still as low as possible in accomplishing the mission.

3. Involvement of service organizations such as VOA should be that of high visibility and support of the mission.

4. Specific areas of involvement and cooperation between the police department, service organizations, and other appropriate organizations.

5. Deployment of police personnel in skidrow.

6. Type of 5170 WIC facilities established in counties to accomplish the mission.

7. Sources of funding at the local, county, state and federal levels. An example: A user fee on alcohol is preferred at the state level because: (a) it avoids a 2/3 vote of the legislature as required by Proposition 13; and, (b) those directly involved, such as alcoholic beverage consumers, will help pay for the problem.

NONNEGOTIABLE ISSUES

1. Adequate funding to support sufficient treatment facilities, earmarked for the public inebriate problem, not just alcoholism programs, to accomplish the mission.

2. Standards developed by the state regulating how counties may use the funds.

3. Adequate funding to support sufficient police services in skidrow.

STAKEHOLDERS NEGOTIATIONS

Three of the most important stakeholders selected for negotiation analysis are local elected officials such as the Mayor and City Council (grouped together as one stakeholder for the purposes of this analysis), selected business associations, and the liquor industry.

The Mayor and City Council

Without strong local support, this plan to improve the public inbriate problem will not succeed. This group should support earmarking of state funds if existing programs do not suffer. The type and location of facilities will need to be negotiated according to local political realities - no one wants this problem in their territory. If this group believes increased funding will help accomplish the mission, they may be supportive, depending on what it costs the City. They should support reduced police involvement at the street level as cost effective.

Selected Business Associations

Affected business associations at the local level are seen as supportive of the need for funding if their interests are stressed: more customers willing to use the business districts if the public inebriates are not as visible. Since much of the funding would be through "users fees", there may not be heavy resistance to the funding proposals. Minimal police involvement may be of great concern, as well as the location of facilities.

Liquor Industry

Support of the liquor industry is very important. They will resist the user fee unless they can be convinced that the public is inclined to view the misuse of alcohol as negative to their industry. The public drunk is not good advertising for alcoholic beverages, as the active support for increased penalties for DUI shows. If this approach is used, the industry could be convinced to a agree to adequate increases in funding to support public inebriate programs. They could be expected to be less concerned with nonnegotiables such as location of facilities and police involvement. A win-win strategy must be developed and pursued or the plan will fail here due to lack of viable funding.

NEGOTIATION STRATEGY

Negotiations with each of the stakeholders must be from a positive viewpoint of what accomplishing the mission will do for them. If the negotiators are able to convince them they have something to gain, then progress can be made. If not, then the public inebriate problem will remain at an unacceptable level into the future.

The Mayor and City Council

The negotiation strategy to be used will be that of collaboration and cooperation. They must be convinced it is to the City's benefit to support this program with funds as well as rhetoric. The plan will be explained and win-win situations regarding reduction of crime, improved police service, improved conditions on skidrow and reduced complaints from the business community will be stressed. Compromise will be essential in obtaining support from this group of stakeholders.

Selected Business Associations

Collaboration and cooperation must be used to convince this group of stakeholders there are advantages to their supporting the mission. The obvious ones of improved business; cleaner streets; reduced crime; better police service; and happier clientel will be discussed. Many of the businessmen can be expected to support the plan vocally; their financial support through taxes and fees for service must be obtained through positive negotiations.

Liquor Industry

Here is one of the big glitches in the plan. The liquor industry has traditionally fought taxation or fee increases. (Addendum IX) In fact, California ranks 48th and 50th among the states on taxing alcoholic beverages. (Addendum X)

The last time that major funding bills were proposed, in 1981, they did not pass both houses of the state legislature. One bill introduced by Senator Sieroty would have raised approximately $200 million by increasing alcoholic beverage taxes. Another bill, introduced by Assemblyman Torres, proposed raising $17 million. (Addendum XI) The tax increases would have been earmarked for alcoholism treatment, rehabilitation and prevention programs.

John DeLuca, then president of the Wine Institute, a major lobbying group, argued that the wine tax was a "sin tax" and would penalize both moderate drinkers and the industry for abuses of a very few drinkers.

Professionals in the alcoholism field argued that 15% of the drinkers consumed about 75% of the alcohol resulting in growing social costs caused by heavy drinkers.

Representatives of this group of stakeholders can be expected to fight any negotiating. The style must be that initially of competition. If the negotiator is able to effectively communicate some benefits to the stakeholders such as an improved public image and/or a reduction of crime, perhaps an atmosphere of cooperation and collaboration can eventually be developed. Until this atmosphere becomes a reality, progress toward the accomplishment of the mission will be minimal and accomplished through a lot of infighting and lobbying at the local and state levels of government.

C H A P T E R 3

CRITICAL MASS (Addendum XII)

The Stakeholders comprising the critical mass are:

Chief of Police and Police Commission - Without the strong support of the Chief and Commission the plan will not succeed. Not only must the Chief transmit his approval of the plan to his subordinates, but both parties will be influential in gaining the proactive support of other stakeholders.

The Chief's current commitment to solving the problems created by public inebriacy is to let change happen. The slowing of the rise in street crimes in the Central City is a high priority for the Department. To involve personnel further with public inebriates removes officers from crime fighting activities. It will be necessary to move the Chief into the role of making change happen by convincing him of the benefits to the Department of this proposed plan. He could then be asked to move in two directions - outward to influence change at the governmental level, and downward to his subordinates to foster a more positive attitude toward an ongoing social problem.

The Police Commission has recently issued a report containing recommendations for assisting the skidrow homeless, mentally ill and public inebriates. While the recommendations are not in total agreement with the plan proposed in this project, they are an indication that the Commission is desirous of making change happen. The Commission will need to be shown the areas of commonality between the recommendations and this plan so that their active support may be achieved.

These two stakeholders must be approached separately but with the goal of enabling them to work together on this problem. Without agreement at this level, it may be difficult to move on to a broadbased stakeholder interest.

Los Angeles City Elected Officials, specifically the Mayor and City Council, are an important ingredient to the success of the proposed plan. They will provide access to wider stakeholder groups and the legislature. The position of these two groups lies between blocking to let change happen and their demand of, "we want someone to do something", often refers to police personnel.

With a proactive Chief of Police and Police Commission supporting a comprehensive plan, the elected officials could be moved into realizing the someone must include themselves. Those council members whose districts include the greatest concentrations of public inebriates and attendant problems will need to be approached first. This should be done from the standpoint of benefiting their constituents. They must be convinced that reasonable additional costs to the City should be supported.

When asking for cooperation from elected officials, political considerations will become actively involved. The Mayor and Council sometimes have an adversary relationship so the plan should be placed in as much of a socially beneficial perspective as possible. The City stands to reap the benefits of cleaning up skidrow with some initial additional demands made upon city services and departments. The Mayor and Council members who can be moved into the active support group will then be asked to assist by influencing targeted stakeholders among their local and state contacts. They must be moved from partial blockers to helping the change to happen.

Los Angeles County Elected Officials, primarily the Board of Supervisors, will need to be approached concurrently with those of the City. However, it is anticipated that the County officials will need more convincing for several reasons.

The Board as currently constituted has a politically and fiscally conservative majority. The proposed plan will require that the administration of state funds and monitoring of programs be done at the county level, which may cause an increase in the size and budget of the County Office of Alcohol Programs. The Board has also responded in recent months to public demands for tighter controls on welfare and general relief recipients, some of whom are public inebriates. The current commitment of the board majority to expand public inebriate programs must be viewed as partially blocking. There will be problems regarding the City and County's share in the costs which will create resistance to the plan. Skillful negotiations will be needed to convince the supervisors the positive aspects of the plan are worth the costs. The support of local officials will be necessary to ensure that the political entities approached at the state level perceive a common purpose at the local level. The supervisors' position must be moved from partially blocking to helping the change to happen.

The State Legislature is the key to the proposed plan. The legislature is currently in a partial blocking to let change happen category. The majority of state legislators are not viewed as active in the social welfare area, although the strong state economy has prevented large scale cuts in social programs. The prevalent attitude over the past decade, however, has been to turn down all

proposals for increased, earmarked funding for alcoholism programs. The active lobbying of the liquor industry against raising alcoholic beverage taxes or imposing anything perceived as a financial penalty for consuming alcohol, combined with a lack of support for such taxes by the general public, has limited legislators' desires to approve the needed funding. The public inebriate problem is not equally severe throughout the state and legislators from marginally affected areas have little incentive to push for alcoholism programs.

The encouraging signs, in the form of increasing penalties being administered for drunk driving offenses and more alcohol education programs, are seen as opening legislators to pressure by stakeholders to deal with all forms of alcohol abuse. The possibility of court-ordered decriminalization may be unlikely, but the ordering of changes in police handling of inebriates would cause all areas to be affected in the future. The likelihood of this happening and the need to be prepared for it should be used as an argument for increasing available funds through legislative action. It becomes necessary then to target key legislators, taking into consideration that election year politics may slow progress. The stakeholders involved in applying pressure to the legislators will need to be committed to moving the legislature from partial blocking to helping the change to happen.

The Governor's position is uncertain. He has not been vocal either in support or opposition of alcoholism program funding. He does, however, hold a position of power over any legislative action. He is another conservative stakeholder on social and fiscal matters. He is approaching an election and

the liquor industry is an unknown factor as far as support for his campaign. This may cause him to be unwilling to commit himself to tax increase proposals for several years. Certainly prior to an election, public officials are very cautious about supporting potentially expensive social programs having a financial impact on their supporters.

The only time in recent history that the legislature passed a bill to increase alcoholic beverage taxes it was vetoed by the governor in 1980. If the current governor cannot be persuaded to make change happen by actively supporting legislation, he will need to be influenced to help by not vetoing funding proposals.

If the stakeholder committee that is proposed in the plan can demonstrate a broad political base the governor may feel compelled to support fiscally sound taxing proposals. The approach should be to demonstrate the cost to the state of not doing anything. The fact that a state agency has published an extensive study on the costs of public inebriacy and the savings if sufficient treatment programs are instituted should be used as a strong selling point. The governor must be moved to letting the change happen.

Law Enforcement Personnel are an essential part of the proposed plan. While the plan envisions removing the inebriate from the legal system the officers on the street will continue to deal with problems created by inebriacy, especially in the larger metropolitan areas. In Los Angeles a degree of apathy has developed because of the inability to satisfy the public demand to clean up the streets. This attitude needs to become a willingness to help change happen by

continuing to actively utilize all currently available legal and social means to keep the visible problems at a manageable level.

Law enforcement managers will need to be persuaded that if they work to influence other stakeholders to join in the effort to gain sufficient funds to create more treatment facilities, police officers will be able to return to their primary function of reducing criminal activity. The street officer will need to see and hear supervisors commiting themselves to a more humane stance on the treatment of public inebriates as part of the overall function of serving the public. Their position must be of letting the change happen; however, managers will be expected to help the change happen.

The Liquor Industry has been the major blocker in past efforts to obtain funding for public inebriate programs. The attitude has been that the product they sell is not guilty of populating skidrow with drunks. An even stronger motive for their intransigence on increased taxes is the profit they realize on the sale of alcoholic beverages. California has the lowest tax on alcohol in the nation and consequently the greatest potential for profit on sales.

The industry lobby in the legislature has always been strong. The approach to moving them from blocking into helping the change happen will be to emphasize the growing public disapproval of offenses committed by drunken individuals. There has been a gradual decline over the last several years in alcohol consumption by an increasingly health conscious public and an increase in industry product advertising. If the industry can be convinced that continuing to ignore alcohol-related social problems will have an effect on sales in the

future they may choose to work with the legislators on funding proposals that will benefit alcoholism programs while not seriously affecting the liquor industry's profits.

Business Associations in every city will need to be moved from a "complain about the problem" stance of partial blocking to a position of helping change to take place. Businessmen carry a great deal of weight in any city through their financial support of elected officials. The pressure that can be exerted towards support of funding by associations should be channeled into active assistance. The benefits to businesses in and around skidrow areas of removing inebriates from the streets are easy to demonstrate. What needs to be demonstrated as well is the sincere commitment to the future of the proposed plan. Business associations need to know that the plan will not be ignored under one administration and reinstated under the next. This enables businesses to develop future plans knowing that inebriate problems will be kept to a minimum in their areas and should help to encourage their support.

TRANSITIONAL MANAGEMENT STRUCTURE

The appropriate internal Department management structure needed is for the Chief of Police to assign a project manager who will cause the change to occur with the Chief of Police's support.

However, the rest of the organization must continue to function; therefore, the Chief of Police will continue to manage the Department while the change is accomplished. Ultimately, as the change comes about, the project will simply become part of the ongoing operation of the Department.

The project leader must delegate many of his tasks and should involve appropriate representatives of his organization in a task force approach of brainstorming and then task assignments to accomplish the internal tasks.

The project leader should become a member of the external task force contacted by the Chief of Police and Police Commission consisting of members mutually agreed upon as necessary for completion of the various external tasks.

The Chief of Police and Police Commissioners must become highly visible, stating their support of the mission. They must articulate their understanding that any change causes discomfort (turmoil) and their intent would be to manage the turmoil without suppressing the change. The future could be better if this change comes about, thus their support should be directed toward creating the appropriate tension within the organization to cause the change to become highly desirable.

Internally, the project leader would assure accomplishment of the mission through training of appropriate Department personnel. He must be flexible, pay attention to feedback and change the plan as necessary. Externally he must be an active participant in the task force given the mission of obtaining support from the stakeholders and critical mass to achieve the mission.

Transitional Stage

NOTE: This transitional stage plan could be initially used for affected persons within the Department and later, the task force persons brought together to accomplish the mission from the community.

The recommended technology to cause the transition to come about would be that of confrontational meetings. The appropriate task force persons would be gathered together at a team building session where the Chief of Police would present introductory comments regarding the public inebriate problem, discuss his support of the mission and then turn the meeting over to the project leader.

The project leader would define the problem in a presentation of why the mission is important and why the participants should be involved. Their support and input would be solicited, thus creating a climate of openness.

The task force would be broken down into two or more smaller heterogeneous groups to brainstorm the issues, problems and solutions. A recorder and facilitator would be supplied to each group by the project leader. They would meet again as one group, discuss the results of their brainstorming and then break for the remainder of the day.

On the following day, the project leader would explain the results of the meeting held the day before. The members would then get into small groups regarding their function to accomplish the mission, and select three tasks they would commit themselves to completing within the next three weeks. The groups would reconvene, discuss the tasks they agreed to complete and set a date of completion.

The task force leader would also accept responsibilities the group identified as his which he must complete.

At the next meetings, several weeks later, each meeting taking approximately two hours, participants will report on their progress and additional tasks will be developed to continue towards the achievement of the mission. The task force leader also reports what his achievements have been and he accepts additional tasks that the group agrees are his responsibility.

The results of each meeting must be recorded and the minutes distributed to the participants. Then follow up by the project leader must be made to assure the participants understand their roles and are responding to their responsibilities.

Follow up procedures must be developed so that the Chief of Police is kept aware of progress of the internal Department committee and the external committee consisting of community members described earlier in this report.

THE FUTURES

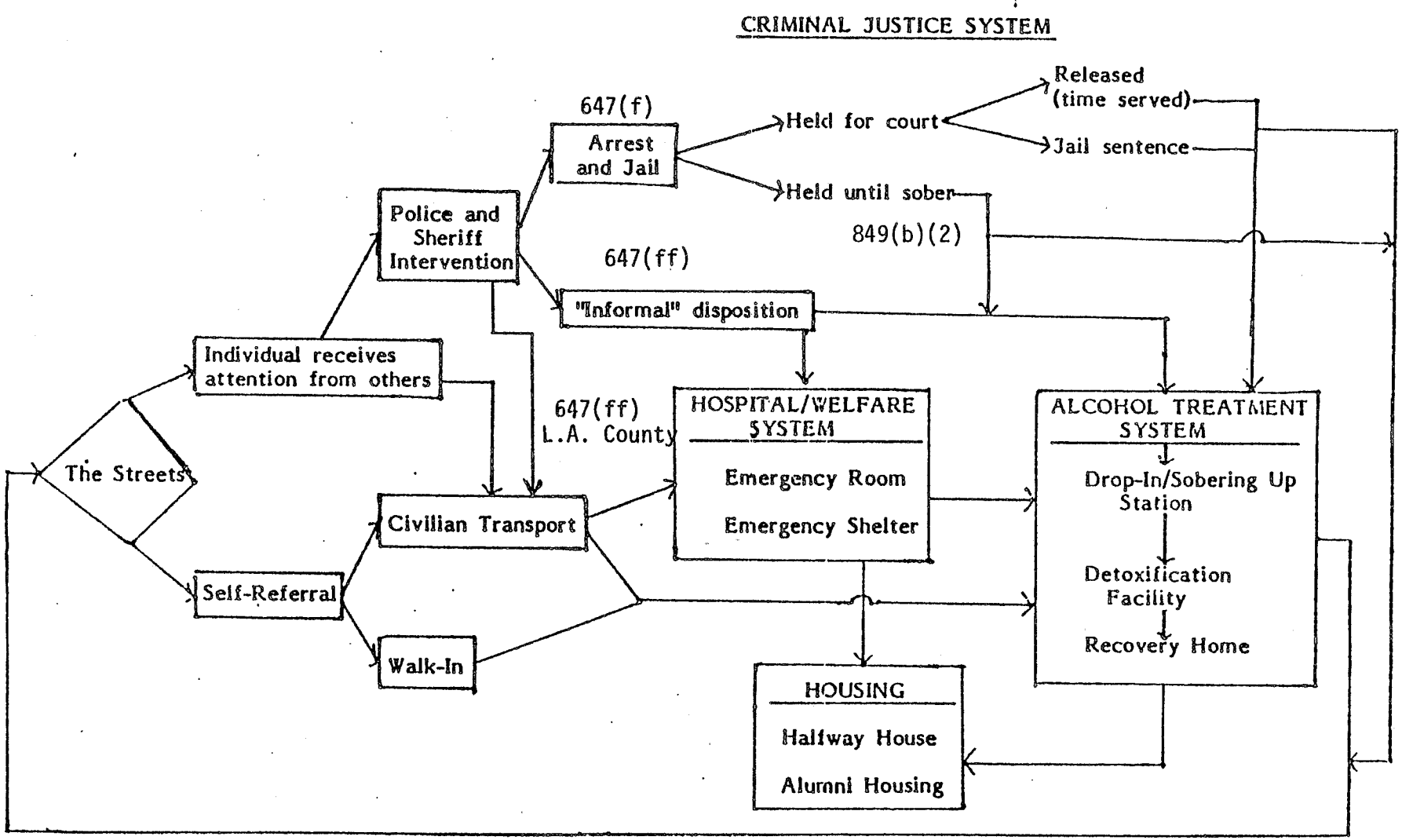
This was a difficult subject to write about due to so much of the problem being beyond the control of law enforcement. However, public opinion is slowly changing. With enthusiastic support from the law enforcement community, members of the Advisory Group that was so helpful in completing this assignment are of the opinion the mission to effectively reduce the public inebriate problem can be accomplished by 1996.

Let's hope their mission of the several futures becomes the reality of the present.

As a result of research into the public inebriate problem, a questionnaire was developed. (Addendum XIII) It was presented to the Advisory Group as a Delphi Questionnaire on three different occasions and to seven other individuals in San Diego and Sacramento. The results are shown on the questionnaire in the addenda. The most significant questions were developed into Futures Circles. At several brainstorming meetings the Advisory Group expanded the Futures Circles as reported in Addendum XIV.

ADDENDUM I

Provision of Services for Homeless, Indigent Chronic Drinkers



From: California's Services for Public Inebriates, 1985

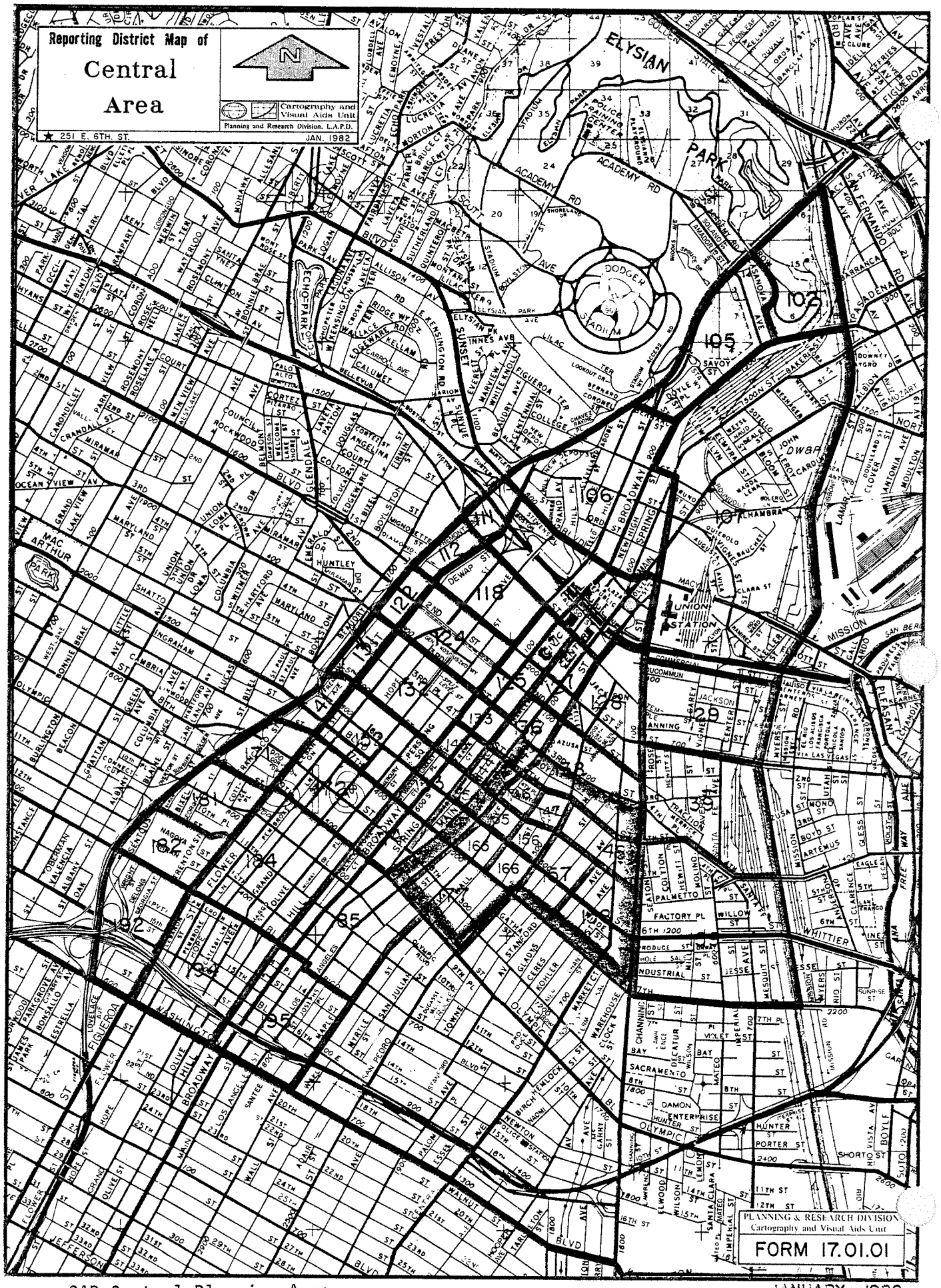
ADDENDUM II

Adult Misdemeanor and Public Drunkennes Arrests, City of Los Angeles 1973-84

Year	Total Misdemeanor Arrests	Public Drunkenness Arrests
1973	185,769	53,074
1974	166,027	47,684
Sundance filed 7/10/75		
1975	161,161	49,932
1976	170,340	54,044
Memorandum Opinion 12/5/77		
1977	164,804	54,669
Judgment, Sup. Court 3/20/78		
1978	131,705	28,866
1979	136,209	22,993
1980	126,422	19,031
1981	124,618	14,782
1982	106,141	1,503
Decision, Ct. of Appeals 3/30/83		
1983	118,331	1,237
1984	124,915	1,037

Source: California Bureau of Criminal Statistics, "Jurisdictional Trends -- Adult Misdemeanor Arrest and Police Disposition Data (Los Angeles)."

From: California's Services for Public Inebriates, 1985


Reporting District Map of
Central
Area
Cartography and Visual Aids Unit
Planning and Research Division, L.A.P.D.
251 E. 6TH. ST.
JAN. 1982
PLANNING & RESEARCH DIVISION
Cartography and Visual Aids Unit
FORM 17.01.01
OAP-Central Planning Area
LAPD-Central Area
OAP-Skid Row
JANUARY 1982

ADDENDUM IV

California Adult Misdemeanor Arrests and Public Drunkenness Arrests (in 1000s)

1967-1984

	1967	1968	1969	1970	1971	1972	1973	1974	1975
Misdemeanors	656.4	634.9	707.3	741.2	738.5	747.0	781.2	812.1	803.1
Public Drunkenness	273.1	236.8	258.2	245.3	233.6	211.3	203.0	206.7	209.3
(Percent)	(41.6)	(37.3)	(36.5)	(33.1)	(31.6)	(28.3)	(26.0)	(25.5)	(26.1)
Drunkenness per 1000*	14.2	12.1	13.1	12.2	11.5	10.3	10.1	9.8	9.7

	1976	1977	1978	1979	1980	1981	1982	1983	1984
Misdemeanors	869.5	914.5	911.4	938.5	1032.0	1130.9	1132.3	1168.8	1184.7
Public Drunkenness	212.7	228.3	214.3	222.8	230.5	234.6	222.1	219.8	210.5
(Percent)	(24.5)	(25.0)	(23.5)	(23.7)	(22.3)	(20.7)	(19.6)	(18.8)	(17.8)
Drunkenness per 1000*	9.7	10.2	9.4	9.6	9.7	9.7	9.0	8.8	8.3

*All figures, except for the years 1983 and 1984 are July 1 estimates of population. 1983 and 1984 population data are January 1 estimates.
Sources: California, Bureau of Criminal Statistics, 1980, 1983, 1984; Collins, 1980; Cameron, 1980.

From: California's Services for Public Inebriates, 1985

ADDENDUM V

Public Alcohol Treatment System Funding for Public Inebriate Programs: FY 1977/78 - 1983/84

Type of Service	1977-78 CAPA PI Budget[1]	1977-78 CAPA/PI Budget[2] 1983/4 dollars	1983-84 CAPA PI Budget[3]	Adjusted 1983-84 CAPA/PI Budget[4]	Percent Change 1977/8 - 1983/4	Change in Per Capita Expenditures
Indirect and Non-residential	$3,070,010[5]	$4,952,000	$2,010,277	$2,306,000	-53.4%	-58.3%
Detoxification	5,608,397	9,046,000	4,962,649	5,692,000	-37.1%	-43.7%
Residential and Recovery	6,107,676	9,852,000	9,434,240	10,821,000	+9.8%	+1.6%
TOTAL	$14,786,083	$23,850,000	$16,407,166	$18,819,000	-21.1%	-29.3%

[1]Source: DADP Public Inebriate Services, A Report to the Legislature, December 1980, p.6.
[2]Data on change in consumer price index for California wage earners and clerical workers indicate that costs increased by 61.3% between FY 1977-78 and 1983-84. Figures in this column represent 161.3% of 1977-78 CAPA PI Budget.
[3]Source: Public Inebriate Survey, CAPA version. County program administrators from forty-four counties, containing 85.3% of the California population, responded to the survey.
[4]Respondent CAPA data extrapolated to estimate total expenditures in the state by assuming that -- like responding counties -- the non-responding counties spent $ .741 per capita on public inebriate services in 1983-84. This estimate likely over-estimates expenditures by the non-responding counties which tend to be the smaller counties in the state, counties which, in general, devote fewer dollars per-capita to public inebriate programs.
[5]This figure can not easily be compared with public inebriate data in this table, as it includes in addition to budgets for drop-in services, money for recreational, vocational, out-patient day treatment, jail groups, and other services. Data were unavailable in 1977-78 for only the drop-in services.

From: California's Services for Public Inebriates, 1985

ADDENDUM VI

THE LAPD, THE LAFD AND THE SKID ROW HOMELESS
MARCH 6, 1986

Report by Los Angeles Police Commissioner Barbara Lindemann Schlei and Los Angeles Fire Commissioner Ann Reiss Lane.

Executive Summary

In August 1985, Police Commissioner Barbara Lindemann Schlei and Fire Commissioner Ann Reiss Lane convened a series of meetings with various government and community representatives to discuss the special problem of the Skid Row population -- the homeless, alcoholics and the mentally ill.

These meetings resulted in a series of recommendations and goals, grouped into seven broad categories, which are briefly summarized below. A more detailed discussion of these issues is found in the body of this report.

I. CRIME REDUCTION

RECOMMENDATION #1 - Coordinate police activity on Skid Row through the creation of a supervisory level position, Police Coordinator-Skid Row

GOAL A - Provide a more visible and coordinated police presence.

GOAL B - Increase arrests, specifically with respect to "jackrolling, assaults with a deadly weapon and drug sales.

GOAL C - Continue emphasis on the enforcement of drug laws, particularly with respect to narcotics sales in hotels and in parks.

GOAL D - Increase use of private security guards.

GOAL E - Reduce traffic accidents, particularly those caused by jaywalking without unnecessary arrests.

II. PUBLIC INEBRIATES

RECOMMENDATION #1 - Provide a County facility which meets the standards of Section 5170 of the Welfare and Institutions Code including the 72-hour treatment and evaluation of inebriates, medical service, food and beds.

RECOMMENDATION #2 - Provide Section 5170 facilities in other communities within the County.

RECOMMENDATION #3 - Improve primary care to public inebriates so that existing facilities offer at least a cursory medical evaluation.

RECOMMENDATION #4 - Reduce use of Skid Row public inebriate services by police from other Divisions, by the addition of facilities in other areas of the City.

RECOMMENDATION #5 - Expand shelter and support services within the Skid Row area to reduce crime.

RECOMMENDATION #6 - Increase hours of the Civilian Assistance Patrol ("Boozer Cruiser").

III. MENTALLY ILL

RECOMMENDATION #1 - Update strategies of mental health programs, as outlined in the County Department of Mental Health report of July 1985, "Planning and Recommendations for Homeless Mentally Ill", prepared for the County-wide Task Force on the Homeless.

RECOMMENDATION #2 - Coordinate efforts of the LAPD Mental Evaluation Unit to effectuate its application to the Skid Row Mentally Ill.

RECOMMENDATION #3 - Provide Mobile Response Unit for the mentally ill, funded by the County Department of Mental Health to reduce the demand on the Police and Fire Departments.

RECOMMENDATION #4 - Open a 24 hour non-traditional mental health service, through funding for expanded hours of service at the L.A. Men's Place.

IV. MEDICAL SERVICES

RECOMMENDATION #1 - Develop an emergency care and first aid facility at the County Health facility at the Weingart Center.

RECOMMENDATION #2 - Make available a drug abuse treatment program available on Skid Row.

RECOMMENDATION #3 - Examine the total continuum of health care available on Skid Row; the Shelter Partnership should convene a meeting of health care providers to review the issue.

V. HOUSING

RECOMMENDATION #1 - Provide more SRO housing off Skid Row.

RECOMMENDATION #2 - Encourage compliance with new codes to upgrade existing housing.

RECOMMENDATION #3 - Cite unsafe shanty towns.

RECOMMENDATION #4 - Improve appearance of the community through clean up campaigns and additional trash receptacles.

RECOMMENDATION #5 - Provide properly supervised toilet and shower facilities on Skid Row.

VI. FACILITIES FOR WOMEN

RECOMMENDATION #1 - Provide a 24 hour drop-in shelter for women.

VII. CONTINUING MEETINGS

RECOMMENDATION #1 - The group of providers and governmental agency representatives should be expanded to include representation from the missions and the Catholic Archdiocese, and should meet quarterly to review progress toward the implementation of these and other recommendations.

Purpose

Beginning in August of 1985, Commissioners Schlei and Lane convened a series of meetings to consider problems encountered by the Los Angeles Police and Fire Departments, in dealing with Skid Row homeless, alcoholics and the mentally ill.

The mission of the Police and Fire Departments is to protect and serve all citizens, particularly those least able to care for themselves. We care about the quality of life in the downtown area. We are concerned with the economic growth and development downtown. We recognize the City's limited dollar resources and the need for cost effective service delivery. Our goal, then, is to be certain that Police and Fire Department resources are being used effectively in serving the often divergent needs of these several populations.

This report is designed to recommend changes, and to request additional resources or reallocated resources from our City, County and from other responsible levels of government.

Process

The focus of the considerations was limited to the Central City East area known as Skid Row which was defined as 3rd Street to 7th Street, and Main to Central Avenue.

The Commissioners met with representatives of the Los Angeles Police and Fire Departments, and with numerous representatives of government and social service agencies who work with the downtown homeless population. A list of the participants is attached as Appendix A.

The meetings focused on the need for Police and Fire resources on Skid Row because of problems created by alcohol and drug abuse, mental illness, prostitution, the homeless as a victim of crime, of traffic accidents, of rape and of robbery. The Commissioners also reviewed the fire problems and the overuse of ambulance personnel for non-life threatening calls.

Seven areas of concern were identified:

Crime and prostitution
Public inebriates
Sellers and users of drugs
Medical services
Services for the mentally ill
Loss of life and property from fire
Unavailability of low rent housing

The Commissioners also considered the appropriate location for social services, and how location effects the problems. And finally, the Commissioners questioned whether downtown Skid Row could or should be relocated.

In the process, Commissioners Schlei and Lane also reviewed models in other communities, specifically the alcohol intervention model and SRO Housing model in Portland, Oregon and in New York City.

The Commissioners reviewed existing recommendations and reports about the homeless, including recommendations of the Los Angeles County Department of Mental Health, the Community Redevelopment Agency report on Shelter Development as well as their January 1986 paper entitled, "Public Policy in Central City East, 1974-1985." The Commissioners examined relevant codes of the City and County of Los Angeles and the State of California, and relevant case law including the Sundance Decision.

Their recommendations follow:

I. CRIME REDUCTION

RECOMMENDATION #1 - Coordinate Police Activity on Skid Row

The City should establish a supervisory level position of "Police Coordinator - Skid Row," who would be responsible for the following functions:

Coordinate all police activity in the Skid Row area; foot beat officers, patrol officers, plainclothes officers, narcotic and vice officers.

Conduct training for Social Service Agency Directors, staff and Private Security personnel to increase their level of awareness of crime prevention, observation and reporting, with emphasis on the responsibility of victims and witnesses to appear at court hearings.

Develop the communications level between staffs of agencies, private security, the business and general population and police officers assigned to the area.

Develop a comprehensive policing plan utilizing all resources available to impact on crime in the Skid Row area.

GOAL A - Provide a More Visible and Coordinated Police Presence

It is important to protect the homeless population, especially the elderly and mentally ill, from the increasing violence of drug addicts and street robbers, and to make the street safer for those engaged in business in the Central City. Toward this end, the Coordinator should search for ways to increase the presence of the Police Department, mounted or foot street patrol.

FINDINGS

An increased police presence in the Skid Row area would have a positive impact on the problem. However, the Department cannot solve the area's problem using its resources alone. It must be a joint effort of all involved agencies. Without a change in the court system and the funding of social programs in Skid Row, the problem cannot be contained.

Ideally, officers should be on foot patrol everywhere in the City, but this is not cost effective. Providers on the Row believe that foot patrol officers learn about the community services, know the providers as well as their clients, and help to develop a "sense of community." A mounted unit might be safer for the officers and could cover a greater area. When additional resources can be committed to the Skid Row area it should be a combination of foot patrol, mounted units, plainclothes and uniform radio cars to be effective and efficient.

The Coordinator should ensure that all police resources and community resources are utilized to the maximum to reduce crime.

GOAL B - Increase Arrests

The Police Coordinator should develop a plan to more aggressively police "jack rolling," and assaults with a deadly weapon. The police should meet with business owners, social service providers and hotel management requesting them to encourage their employees who observe these crimes to appear as witnesses in court trials.

FINDINGS

Everyone who addressed the Commissioners described instances in which the Skid Row homeless were victims of assault and robbery known as "jackrolling." A police stakeout was proposed to arrest perpetrators, particularly around the single room occupancy (SRO) hotels. Police Department representatives stated that at one time they did put police officers on the street as "decoys," with two officers watching at a distance. This was not only manpower intensive, but put the police officers in extraordinary jeopardy.[1]

A major problem facing law enforcement in the Skid Row area is the transient nature of the population. Often victims and witnesses to crimes will not stay in touch with the Department prior to the case coming to trial. This has resulted in a reluctance on the part of the City Attorney/District Attorney to file cases, where the testimony of a transient witness is needed to convict the suspect, without some reasonable assurances by the Department that the transient will be available.

When the Police Department makes an arrest, witnesses are afraid to come forward, or are not given time off to appear in court. Further, when witnesses themselves are homeless, it is difficult to ensure that they will appear in court. This limits the number of such cases that the City Attorney's Office will file on, and in turn, the instances when the Police Department believes that it would be worthwhile to make an arrest.

GOAL C - Enforce Drug Laws

The Police Coordinator should give top priority to the strict enforcement of laws pertaining to narcotics sales, particularly in

[1] Frequently, the officer would be kicked in the head or seriously injured before the two observer officers could reach the decoy officer and arrest the suspects.

hotels and in the parks. The Coordinator should evaluate the feasibility of commencing abatement proceedings against hotel owners. The LAPD should be a continuous presence in the area, making regular sweeps of places known to be centers of drug sales.

FINDINGS

A major problem is the extent to which people from all areas of the City drive into the Skid Row area to purchase drugs. This creates a "market place" which causes a concentration of sellers in the community and brings a panoply of related criminal activity. Further, most of the hotels on the Row are used for drug dealing. It was the unanimous view of the social service providers that the police should continue to conduct intensive narcotics enforcement in the area. This is also the earnest desire of the downtown business community.

During the course of the Commissioner's meetings, the Department conducted a two week sweep of the Gladys Park area of Skid Row. Fifty-five narcotics arrests were made by the thirty-member team. The service providers working in the area agreed that these arrests made an enormous difference during the period directly following the arrests. However, experience has shown that the salutory effect is short-lived. The drug dealers return to the hotels and parks soon after the police reduce surveillance. The Police Coordinator should work with the hotels' private security to attempt to monitor the reduced level of drug dealing.

The abatement process seeks to close locations that are being maintained for the purposes of prostitution, lewdness, gambling, narcotics trafficking, and the illegal selling or serving of liquor. It is designed to eliminate the problem by targeting the owner of the property whether or not they are actively involved in the illegal activity. If an abatement process is successful the location can be closed by the court for up to one year. A successful abatement would reduce the availability of SRO beds, which is counter-productive to the homeless problem in Skid Row. On the other hand, setting an example might help to cause owners of Skid Row hotels to strive to reduce crime activity on their property. The Skid Row Police Coordinator should review this option.

GOAL D - Increase Use of Private Security Guards

The Skid Row Police Coordinator should work with management of shelters and hotels to provide increased numbers of private security guards to reduce crime activity within their facilities.

FINDINGS

Private security has particular benefit inside a facility for controlling drug activity. Private security which is properly trained could take a great burden from the Police and Fire Departments. The Weingart Center has been successful in employing qualified residents of their facility as private security. This program should be reviewed for possible replication in other facilities.

GOAL E - Reduce Traffic Accidents

A meeting of the Police Department, social service providers and public interest lawyers should be held to discuss ways to reduce traffic accidents particularly those caused by jaywalking, and to protect pedestrians without unnecessary arrest and incarceration.

FINDINGS

It is the view of the staff of some social service providers that giving jaywalking tickets to alcoholics and the mentally ill is not a productive deterrent; that these individuals frequently do not pay their tickets; and that the tickets go to warrant resulting in incarceration; and that their incarceration will be useless in reducing traffic accidents.

On the other hand, the Department feels that jaywalking tickets help change behavior and thus reduce the large number of traffic accidents involving Skid Row residents as victims.

II. PUBLIC INEBRIATES

RECOMMENDATION #1 - Provide Treatment and Evaluation as Required by Law

The County of Los Angeles should provide a facility which meets the standards required by Section 5170 of the Welfare and Institutions Code including the 72-hour treatment and evaluation of inebriates, medical service, food and beds.

FINDINGS

No facility meeting the standards of Section 5170[2] currently exists in Los Angeles County.

The Police Department currently delivers public inebriates to a reception center operated by the Volunteers of America under contract with the County Department of Health Services located at the Weingart Center (VOA Sobering Station.)[3] The inebriate must voluntarily choose to stay. No evaluation, medical services, treatment beds, food or showers are provided, as required by the Code for a Section 5170 facility.

Sections 647(f) and (ff) of the California Penal Code, separate and apart from the Sundance decision, provide only limited grounds upon

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[2]A copy of Section 5170 of the Welfare and Institutions Code is attached as Appendix B.

[3]Volunteers of America - 511-515 East 6th Street Los Angeles, 90021

which the LAPD can arrest people and take them into custody for intoxication.[4] Even for persons who meet these tight standards, only 39 beds are available in Central Area jail which meet the standards of the Sundance decision.

No facility is currently available for public inebriates who cannot make sound choices about whether to remain voluntarily in the VOA Sobering Station or do not meet Section 647(f) and (ff) standards for incarceration.

RECOMMENDATION #2 - Provide Section 5170 Facilities in Other Communities

The Section 5170 facility should be evaluated and, if deemed effective, comparable facilities should be provided in other sections of the County.

FINDINGS

Providers complain that public inebriates are sent or delivered by public officials to Skid Row facilities because of the absence of any kind of facilities in most other areas of the County. This pattern overburdens the limited resources on Skid Row. Further, when released, the people enter an environment likely to encourage rather than discourage a return to alcohol, and may cause them to become permanent residents of the Skid Row area.

RECOMMENDATION #3 - Improve Primary Care to Public Inebriates

The VOA Sobering Station should offer at least a cursory medical evaluation: vital signs, review of open wounds needing first aid, and a preliminary determination as to the nature of the problem of the entering person.

FINDINGS

At least until the County complies with Section 5170 of the Health and Welfare Code, minimal medical screening should be provided at sobering stations. Incidents were observed and reported in which persons were not sent for treatment because open wounds were not observed and elementary first aid was therefore not provided. Vital signs are never taken. The cost of such medical screening would be minimal.

RECOMMENDATION #4 - Reduce Use of Skid Row Services by Police from Other Divisions

Additional sobering stations with overnight facilities are needed in other areas of the City, so that the VOA Sobering Station is not the repository for public inebriates from Wilshire, Rampart and Hollywood Police Divisions.

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[4]A copy of Sections 647(f) and (ff) of the California Penal Code is attached as Appendix C.

FINDINGS

Although the Police Department reports that it does not deliver large numbers of public inebriates to the VOA Sobering Station, there are few other such facilities throughout the City. Transporting public inebriates to the VOA Sobering Station both creates overcrowding at that facility and may cause persons so transported to become permanent residents of the Skid Row area.

RECOMMENDATION #5 - Expand Shelter and Support Services to Reduce Crime

Additional sobering stations should be made available in the Skid Row area where the public inebriate could lie down, spend the night, shower, change clothes and have something to eat.

FINDINGS

It appears that the number of spaces currently available at the VOA Sobering Station is not adequate for the existing public inebriate population. When all of their chairs and mats are in use, the center closes to walk-ins. While there are shelters for the homeless, few of these will accept inebriated persons.

Two other facilities do, to a limited extent, accept "slightly" inebriated persons. The Emanuel Baptist Mission[5] accepts men, "if they do not cause trouble." The Fred Jordon Mission[6] will take slightly intoxicated individuals for no more than two hours. The L.A. Mission[7] will accept drop-in inebriates between 3:30 and 4:00 p.m.

The Union Rescue Mission[8] has an Alcoholics Anonymous-like program called, "Overcomers."

When these centers are full, people have no option except to sleep on the streets, where they often become victims of crime.

RECOMMENDATION #6 - Increase Hours of the Cruiser

The Civilian Assistance Patrol should be funded for a second shift. This would reduce the need to use the police as a delivery service to the VOA Sobering Station, freeing them to respond to area criminal activities and returning rescue ambulances to service when faster response to conscious inebriates is available.

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[5]Emanuel Baptist Mission - 530 East 5th Street, Los Angeles 90053

[6]Fred Jordon Mission - 445 Town Avenue, Los Angeles 90013

[7]L.A. Mission - 443 South Los Angeles Street, Los Angeles 90013

[8]Union Rescue Mission - 226 South Main Street, Los Angeles

FINDINGS

When a person found inebriated on the public streets is unconscious and cannot be roused, a call is made to the Fire Department to request a paramedic response. If the person remains unconscious and/or appears in need of emergency medical care, that person is transported to the nearest hospital emergency room.

When the public inebriates are conscious, or are revived to consciousness by police or paramedics, they are delivered to the VOA Sobering Station or to jail. During recent years, the police have been largely relieved of transporting people to the VOA Sobering Station by the Civilian Assistance Patrol. The Civilian Assistance Patrol, known as "Boozer Cruiser," (the Cruiser) is operated by a private organization, People in Progress,[9] and is funded by the City of Los Angeles.

The Cruiser has only one wagon available, and staff to operate it from 7:30 a.m. to 3:30 p.m., Monday through Saturday. They cruise the area and are contacted by police and paramedics on the radio when needed.

After 3:30 p.m., the only transportation is by police, an expensive use of highly skilled and trained officers. A more cost-effective service could be offered if the Cruiser by adding personnel and a back-up vehicle to operate a second shift and a Sunday shift. Careful records should be kept of the use of such added staffing.

Paramedics called to a person who is inebriated but conscious, must wait for a Police Department response to take the person to the VOA Sobering Station, tying up paramedics for long periods when the Police Department is busy.

LAPD Officers have expressed the view that this would not only be more cost effective, but would allow the police to secure the streets more efficiently.

The VOA reports that for the 14 days of September 24 to October 7, 1985, the LAPD delivered 396 inebriates to the VOA Sobering Station between the hours of 4:30 p.m. and midnight. The cost of two police officers in a black and white has been estimated at $73 per drunk transport. Using this figure the cost to the Police Department for the 14-day period would be $28,908.

The cost of adding a second shift for the Civilian Assistance Patrol would be approximately $43,589 per year and the availability of a second vehicle. The use of a second vehicle has been generously offered free of cost if funding for the second shift is obtained.

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[9]People in Progress - 634 S. Spring St., Ste. 400, Los Angeles 90014

III. MENTALLY ILL

RECOMMENDATION #1 - Update Strategies for Mental Health Programs

Accelerate implementation of the recommendations made by the County Department of Mental Health in their report of July 1985, "Planning and Recommendations for Homeless Mentally Ill", prepared for the County-wide Task Force on the Homeless.

FINDINGS

The report states that the concept of community-based mental health care can work if proper and adequate resources are committed at the local level. Since many services for the homeless are concentrated in the Skid Row area, the homeless mentally ill migrate (or are referred to) this area, however inappropriate to their particular needs.

Their recommendations for immediate intervention include "street level" outreach, early intervention and identification of homeless mentally ill; provide outreach to other agencies serving the homeless to help them identify and better serve the mentally ill among their clientele; and create a County-wide system of emergency multi-service drop-in centers providing safe havens in the major homeless gathering places.

Their strategies range from developing non-traditional mental health outreach efforts, to developing voucher hotels with resident counselors and Community Care Mental Health facilities, to proposals for longer term care.

It is unclear whether these proposals will be implemented in whole, in part, or at all with 1986 State money for mental health programs.

In April of 1985, the County Departments of Mental Health, and Health Services, the District Attorney, the Executive Officer of the Superior Court, the Public Defender, and the City Attorney and Police and Fire Chiefs of the City of Los Angeles, signed a memorandum of understanding to provide mutual support in situations concerning mentally ill persons. A major objective of the agreement is the diversion of mentally ill persons involved in minor criminal behavior (low grade misdemeanors) from the criminal justice system. This program should be continually reviewed.

In October of 1985, the County Department of Mental Health opened the Skid Row Mental Health Service and Drop-In Center in the Weingart Center.[10] It is open from 8:00 a.m. to 6:00 p.m., seven days per week. It offers mental health services (medical model) and community outreach.

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[10] Weingart Center - 515 East 6th Street, Los Angeles 90021

RECOMMENDATION #2 - Coordinate Mental Evaluation Unit

The Skid Row Police Coordinator should work closely with the LAPD Mental Evaluation Unit and effectuate its application to the Skid Row Mentally Ill.

FINDINGS

The Police Department now has a Mental Evaluation Unit staffed by five Detective II's, two Detective I's and three Police Officer III's. These 10 officers provide continuous coverage of the unit 24 hours a day, seven days a week. At least one provider on the Row has enthusiastically attested to the effectiveness of this unit. The unit is a part of Detective Headquarters Division and is responsible for the following:

a) Conducting preliminary investigations of persons becoming police problems who are suspected of being metally ill, amnesia victims, senile, post-alcoholics or delirium tremens victims, and persons who require psychopathic examinations;

b) Investigating persons suspected of being wanted escapees from mental institutions;

c) Coordinating the assignment of the State Department of Mental Hygiene apprehension and transportation orders; and

d) Arranging, upon request, for uniform officers to assist County Psychiatric Emergency Teams in the apprehension of violent mental patients.

RECOMMENDATION #3 - Provide Mobile Response Unit for Mentally Ill

The County Department of Mental Health should fund a mobile unit, similar to the Civilian Assistance patrol cruiser, dispatched by radio, which would respond to disturbances caused by the mentally ill and thus reduce the demand on the Police and Fire Departments.

FINDINGS

The Police Department and Fire Department paramedics are frequently called to disturbances involving or created by the mentally ill. The mentally ill frequently respond with increased agitation when seeing uniformed authority figures. There have been incidents which ended with firearms being used and people killed.

For persons who are merely causing a disturbance, a mobile pickup unit staffed by persons trained in dealing with the mentally ill, compassionate to their problems and knowledgeable about the facilities in the Skid Row area could reduce the number of police and paramedic transports.

RECOMMENDATION #4 - Open a 24 Hour Drop-In Mental Health Service

Twenty-four hour services should be available for the mentally ill. L.A. Men's Place should be funded to offer such 24-hour service.

FINDINGS

The only facility currently available for the mentally ill male who is not in a treatment program is at the L.A. Men's Place.[11] The L.A. Men's Place is currently open from 9:00 a.m. to 5:00 p.m., seven days a week. No facility is available 24 hours. The Downtown Women's Center[12] offers daytime drop-in facilities for elderly and psychologically disabled women, seven days a week. The County Mental Health Clinic in the Weingart sees men and women between 8:00 a.m. and 6:00 p.m., seven days a week.

The cost of funding the Los Angeles Men's Place on a 24 hour basis would be $172,000 per year.

IV. MEDICAL SERVICES

RECOMMENDATION #1 - Emergency Care and First Aid Facility

The County Health facility at the Weingart Center should become an emergency care and first aid facility, leaving Fire Department paramedics free to answer life-threatening calls.

FINDINGS

Paramedic ambulances from stations surrounding the Skid Row area are responding to an excessive number of calls, many of which require nothing more than first aid. The Fire Department is considering ways to relieve the workload of the paramedic and fire personnel who respond per ambulance to as many as 32 calls in a 24 hour period. Before an additional ambulance is funded, a medical facility to serve this need should be opened.

The clinic at Weingart Center was originally intended (and promised) to be open 24 hours a day. It is currently open from 7:30 a.m, to 4:30 p.m., five days a week, specifically to service the priority medical needs of the Skid Row community alcohol rehabilitation provider agencies. Medical evaluations by appointment are scheduled for 25 patients per day. The clinic has 9 full time employees, but does not serve walk-in patients or those with urgent or emergency medical problems.

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[11] L. A. Men's Place - 627 San Julian Street, Los Angeles 90014

[12] Downtown Womens Center - 325 S. Los Angeles St., Los Angeles 90013

Individuals can now be treated at County/USC Hospital emergency room. Free transportation is provided by the RTD bus on Main Street. The basic cost of a visit to the emergency room is $30.00. Those who have life-threatening emergency problems are transported by Fire Department paramedics to the nearest emergency facility. There is a fee for this transport service.

RECOMMENDATION #2 - Drug Abuse Treatment Program

A facility for the treatment of drug abuse should be available to those on Skid Row.

FINDINGS

No government program for the treatment of drug abuse is known to exist on Skid Row. The Union Rescue Mission includes drug users in its "Overcomers" program.

RECOMMENDATION #3 - Examine Total Continuum of Health Care

The Shelter Partnership[13] should convene a meeting of healthcare providers, both public and private, to review the continuum of health care available on Skid Row.

FINDINGS

The hours that most of the clinics providing health services are open is from 8:00-5:00, Monday through Friday. The Robert Wood Johnson funded program at the Union Rescue Mission is already overwhelmed with patients. The incidence of TB is rising. Clinics with equipment are not sharing under-utilized X-ray machines. Many program personnel do not know about other available services. The private medical sector might be encouraged to offer voluntary services. The way to determine if any of these problems can be remedied, and resources better utilized, is to create better communications among all parties. The Shelter Partnership could provide that arena.

The Shelter Partnership is a County-wide non-profit organization developing housing and resources for the homeless -- it does not provide services.

V. HOUSING

RECOMMENDATION #1 - More Single Room Occupancy Housing Off Skid Row

More SRO housing for single males and females should be developed outside the Skid Row area so that homeless from outlying areas who seek such housing are not referred to the Skid Row area.

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[13]Shelter Partnership -1010 S. Flower, Ste. 600, Los Angeles 90015

FINDINGS

Very little SRO housing exists except in areas near downtown. Social service agencies as far away as Santa Monica refer their clients to Central City Los Angeles for housing.

Safe, clean, affordable housing is in very short supply even on the Row, although SRO Housing Corporation is rennovating 7 hotels, and the Downtown Women's Center is adding a residential facility for single women. Efforts are underway to attract private churches to purchase hotels. However, there is far from adequate housing for even the current population, without referrals from other areas.

RECOMMENDATION #2 - Encourage Compliance with New Codes

Rennovation of existing housing stock to meet earthquake and fire safety ordinances, as well as to meet health standards, should be encouraged by using both public and private funds.

FINDINGS

Abandoned buildings attract homeless squatters who build illegal fires, and are a temptation to arsonists. All hotels on the Row are needed, but need to be made safe and liveable.

RECOMMENDATION #3 - Cite Unsafe Shanty Towns

The Fire Department should continue to inspect hotels for safety, work with the Building and Safety Department to ensure that unsafe shanty town conditions are inspected and cited, and notify property owners of their liability.

FINDINGS

A fine line must be drawn between excessive enforcement which creates new homeless and allowing grossly unsafe conditions to exist. Recent fires at a shanty town encampment, which endangered an adjacent building, illustrate the need for better inspection and citing procedures.

RECOMMENDATION #4 - Improve Appearance of Community

Clean up campaigns in the area should be encouraged, more trash cans set out, more businesses asked to request employees to use trash receptacles. Dumpsters should be emptied frequently to reduce fire risk.

FINDINGS

The accumulation of trash can create a fire hazard; and many studies suggest that the appearance of the community effects the behavior of its residents. Clean up campaigns build community pride and may improve the self image of the participants. Employees of businesses in the area can be the worst trash contributors. Employer assistance should be sought in providing proper trash receptacles and having dumpsters emptied regularly.

RECOMMENDATION #5 - Provide Toilets and Showers

Properly supervised toilet and shower facilities should be available on Skid Row.

FINDINGS

Many of the homeless use the street as a toilet, creating a problem for the homeless themselves and for the appearance of downtown, as well as creating a potential health problem.

On the other hand, the Police Department views public toilets as gathering places for illicit narcotic activities and other criminal activity. Service providers agree.

On January 17, 1986, the Los Angeles City Council voted to direct the Board of Public Works and the Community Redevelopment Agency to report back within three months on the feasibility and cost of a portable toilets program.

In 1985, portable toilets were installed on a vacant lot for a short experimental period. They were used, and then abused, so that they had to be removed.

It was, however, the general consensus that toilet facilities were desperately needed and should be provided along with sinks, showers and delousing facilities, but only under highly regulated and supervised conditions.

VI. FACILITIES FOR WOMEN

RECOMMENDATION #1 - Provide 24 Hour Drop-In Shelter for Women

A drop-in women's facility should be open to women with alcohol, drug or mental problems, offering showers, delousing, food and 24 hour shelter.

FINDINGS

The increasing numbers of women on Skid Row is a relatively new phenomenon. Services have been available to the traditional male resident, but few services are available to women, especially those who are mentally ill, or substance abusers.

Because traditional missions, shelters or hotels, do not have provisions for women, women are forced to sleep on the streets where they become victims of crime, adding to the paramedic and police workload. The incidence of rape is very high, much of it unreported to the police.

Transition House,[14] operated by the Skid Row Development Corporation, provides somewhat longer term but still temporary housing, food, counseling and rehabilitative services for women as well as men. The average stay is about 5 weeks.

The privately funded Downtown Women's Center is open from 9:00 a.m. to 5:00 p.m., 7 days a week. It is a drop-in center, serving primarily mentally ill and elderly women. Support services are provided by volunteers.

VII. CONTINUING MEETINGS

RECOMMENDATION #1 - Expanded Group Should Meet Quarterly

The group of providers and governmental agency representatives, expanded to include representation from the missions and the Catholic Archdiocese, should meet quarterly to review progress toward the implementation of these and other recommendations.

FINDINGS

The participants felt the meetings opened up new lines of communication, focused attention on problems that might have been unintentionally created by the Police and Fire Departments, and suggested new and more cost effective ways in which many services might be provided. New problems will surface, and there is an ongoing need to monitor implementation.

Absent from the original meetings were representatives of the missions and of the Archdiocese of the Catholic Church although a large system of "mission" type organizations provide services on Skid Row. This was due in part to the fact that these organizations do not appear to be linked together, or to the services provided by City and county government agencies, or to private non-religious agencies. We consider this an oversight, particularly because the new Archbishop of the Catholic Church has publicly proclaimed his concern for the homeless and has plans for expanded services in the area, as do many missions. An effort will be made to include representatives from a broader spectrum of groups in follow-up meetings.

Such meetings would continue to focus on relevant police and fire department related activities.

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[14]Transition House - 543 South Crocker, Los Angeles 90013

APPENDIX A

Task Force on Homeless/Mental Health/Inebriate Issues

Community Redevelopment Agency 354 South Spring Street Suite 800 Los Angeles, CA 90013	Barbara Sturgeon Carol Goldstein James Blood
Dept. of Health Services Office of Alcohol Program 849 South Broadway Suite 900 Los Angeles, CA 90014	Julie Frederick Al Wright
L. A. County Dept. of Mental Health 2415 West 6th Street Los Angeles, CA 90057	Allan Rawland Toni Delaquandrie Elaine Lomas
L. A. Men's Place 627 San Julian Street Los Angeles, CA 90014	Mollie Lowery
Los Angeles Fire Department	Alan Cowen (Asst. Bur. Commander) Kevin Nida (Bureau Adjutant) Allen Norman (Dist. Commander) Jon Fasana (Bureau Commander)
Los Angeles Police Department	Jim Chambers (Commander) Clyde Cronkhite (Deputy Chief Ret.) Matthew V. Hunt (Commander) Bob Martin (Captain) Billy Wedgeworth (Captain)
Los Familias Del Pueblo 846 East 6th Street Los Angeles, CA 90021	Alice Callaghan
NAACP 4929 Wilshire Boulevard Los Angeles, CA 90010	Melanie Lomax (Esquire)
People in Progress, Inc. 634 South Spring Street Suite 400 Los Angeles, CA 90014	Bette Ripp Carol Nottley
S.R.O. Housing Corp 311 South Spring Street Suite 400 Los Angeles, CA 90012	Andy Raubeson Sylvia Ruiz

Volunteers of America 511-515 East 6th Street Los Angeles, CA 90021	Joe Huertas Ed Eisenstadt
Weingart Center 515 East 6th Street Los Angeles, CA 90021	Maxene Johnston

APPENDIX B

Welfare and Institutions Code Section 5170

Section 5170. Dangerous or gravely disabled person; taking into civil protective custody

When any person is a danger to others, or to himself, or gravely disabled as a result of inebriation, a peace officer, member of the attending staff, as defined by regulation, of an evaluation facility designated by the county, or other person designated by the county may, upon reasonable cause, take or cause to be taken, the person into civil protective custody and place him in a facility designated by the county and approved by the State Department of Alcohol and Drug Abuse as a facility for 72-hour treatment and evaluation of inebriates.

Section 5170.1. Treatment and evaluation facilities; inclusions

A 72-hour treatment and evaluation facility shall include one or more of the following:

(1) A screening, evaluation, and referral facility which may be accomplished by a mobile crisis unit, first aid station or ambulatory detoxification unit;

(2) A detoxification facility for alcoholic and acutely intoxicated persons.

(3) An alcohol recovery house.

APPENDIX C

California Penal Code Sections 647(f) and (ff)

Section 647. Disorderly Conduct

Every person who commits any of the following acts is guilty of disorderly conduct, a misdemeanor.

(f) Who is found in any public place under the influence of intoxicating liquor, any drug, toluene, any substance defined as a poison in Schedule D of Section 4160 of the Business and Professions Code, or any combination of any intoxicating liquor, drug, toluene, or any such poison, in such a condition that he is unable to exercise care for his own safety or the safety of others, or by reason of his being under the influence of intoxicating liquor, any drug, toluene, any substance defined as a poison in Schedule D of Section 4160 of the Business and Professions Code, or any combination of any intoxicating liquor, drug, toluene, or any such poison, interferes with or obstructs or prevents the free use of any street, sidewalk, or other public way.

(ff) When a person has violated subdivision (f) of this section, a peace officer, if he is reasonably able to do so, shall place the person, or cause him to be placed, in civil protective custody. Such person shall be taken to a facility, designated pursuant to Section 5170 of the Welfare and Institutions Code, for the 72-hour treatment and evaluation of inebriates. A peace officer may place a person in civil protective custody with that kind and degree of force which would be lawful were he effecting an arrest for a misdemeanor without a warrant. No person who has been placed in civil protective custody shall thereafter be subject to any criminal prosecution or juvenile court proceeding based on the facts giving rise to such placement. This subdivision shall not apply to the following persons:

(1) Any person who is under the influence of any drug, or under the combined influence of intoxicating liquor and any drug.

(2) Any person who a peace officer has probable cause to believe has committed any felony, or who has committed any misdemeanor in addition to subdivision (f) of this section.

(3) Any person who a peace officer in good faith believes will attempt escape or will be unreasonably difficult for medical personnel to control.

It was concluded by the Commissioners that this last set of recommendations are outside their purview. We call attention to these problems because of the direct impact on the Police and Fire Department resources when people are continually being recycled back on the streets.

RECOMMENDATION #1

More detoxification beds need to be made available outside Skid Row, as well as programs for longer term alcohol recovery. An inquiry should be made into the program used by Portland, Oregon, of contracting with private alcohol recovery facilities at a reduced fee for empty beds in their facilities. Longer term housing for recovered alcoholics in an alcohol-free environment is needed.

FINDINGS

The only detoxification program currently available to law enforcement on Skid Row is the Weingart Center. It's operated by the Volunteers of America under a contract from the County of L.A. Department of Health Services, Office of Alcohol Abuse and Alcoholism. There are 14 beds in primary detoxification. Primary detoxification action is considered the first 8-12 hours. In addition, there are 57 beds in the secondary detoxification program. Secondary detoxification is considered the next 3-5 days. Of these 37 beds, only 4 are available to women.

After a person completes the 5-day program of secondary detoxification, they move into a residential alcohol program. There are 95 beds available for long term alcoholic recovery.

Portland, Oregon, has been working with private providers of residential treatment for alcoholics. The providers of these services who have empty beds can and will fill them at a minimum cost both as a social service and to defray their fixed overhead. Further, it might be possible to arrange some charitable contribution or other tax benefit by filling those beds with public inebriates.

Days of Shelter Services for Public Inebriates and Associated Costs, FY 1983-84 (in Thousands of Days and Thousands of Dollars)

System	Short-term Public days	Short-term Public cost	Short-term Private days	Short-term Private cost	Long-term Public days	Long-term Public cost	Long-term Private days	Long-term Private cost	TOTALS days	TOTALS cost
Criminal Justice	238[1]	$7,700	x	x	85[2]	$2,500	x	x	323	$10,200
Alcohol Treatment	635[3]	$6,674	24[4]	$956	391[5]	$8,323	921[5]	$19,578	1,971	$35,531
Social Welfare Emergency Shelter	275[6]	$1,445	67[7]	x	5,585[8]	$38,036	x	x	5,927	$39,481
Hospital Emerg. Room	11	x	x	x	x	x	x	x	11	x
TOTALS	1,159	$15,819	91	$956	6,061	$48,859	921	$19,578	8,232	$85,212

x=No data available.

1 Pre-trial jail days.

2 Post-conviction jail days.

3 Drop-in and sobering-up contacts and detoxification days.

4 Detoxification days.

5 Recovery and residential days.

6 Emergency shelter days and emergency lodging voucher days.

7 Missions, about which we have no comprehensive data, account for at least 50,000 bed-days; women's shelters, 17,000. We have cost data on neither category.

8 Days supported by general assistance and estimate of number of drug addiction and alcoholism SSI/SSP recipients at 1983 aid level. Although data on SSI/SSP includes drug addicts in addition to alcoholics, this figure may under-count the alcohol-disabled public inebriate receiving SSI/SSP for another disability category. No estimate is made of number alcohol disabled or number of public inebriates receiving Social Security insurance, or other retirement benefits, although these programs may support a relatively large number of public inebriates in certain areas or the state.

...n: California's Services for Public Inebriates, ...5

ADDENDUM VIII

TREATMENT ALTERNATIVES FOR CORRECTIONAL ACTIVITIES

Jail Activity	Alcohol Treatment Service
Release when sober	Sobering-up station
Hold for court	Detoxification Facility
Held for sentence	Short- or Long-term Recovery Home

The following projections and costs are based on arrest and jail statistics, 1983-84.

NEW OPERATING COSTS FOR HYPOTHESIZED EXPANSION OF THE ALCOHOL TREATMENT SYSTEM

Alcohol Treatment Service	Number Service Units	Unit Cost	Total Operating Cost
Sobering-up	120,000	$ 6.01	$ 721,000
Detoxification	118,000	39.59	4,672,000
Short- or Long-term Recovery	85,200	21.25	1,811,000
TOTAL COST			$7,204,000
25% increase-Los Angeles			1,801,000
ADJUSTED TOTAL			$9,005,000

From: California's Services for Public Inebriates, 1985, pg. 76-77

Past Legislation for the Increase of Taxes on Alcohol Beverage

1975 - SB204 (Gregorio) - This bill proposed an excise tax on the sale of alcoholic beverages to be used for alcoholism prevention, treatment and rehabilitation.

Vetoed by Governor Brown, September, 1975.

1980 - SB1745 (Sieroty) - This bill would have increased the excise tax on alcoholic beverages with revenues to be used for alcoholism prevention, treatment and rehabilitation.

Defeated in the Senate Revenue and Taxation Committee.

1981 - SB1243 (Gregorio) - This bill was similar to legislation we attempted in 1975.

Defeated in the Senate Revenue and Taxation Committee.

AB957 (Waters) - This bill proposed increase of taxes on alcoholic beverages to be put in the General Fund in Alcohol Service and Research account, the funds to be used for alcohol programs and services for the general population and public inebriate.

Defeated - no information on what committee.

AB1091 (Costa, Baker and Goggins) - This bill proposed legislation for those convicted for two or more times of 647F in the previous 12 months to be sentenced to County Jail for 90 days or voluntarily commit themselves to a 60 day alcohol treatment and recovery program. No taxes were proposed to support this law.

Defeated - no information on where and how.

AB1594 (Moorhead - MADD) - This bill proposed increased taxes on the sales of liquor in bars and restaurants (tippler tax) for a variety of drunk driving programs.

Died in the Assembly Revenue and Taxation Committee.

AB1671 (Torres) - This bill would have doubled the excise tax on alcoholic beverages for use in detoxification programs.

Died in the Assembly Revenue and Taxation Committee. 12-11-81

1982 - AB750 (Moorhead) - This bill would increase 5% across the board tax on alconol, 50% of revenues to be earmarked for alcohol programs.

Died in Committee.

1983 - AB272 ( ) - This bill would require a committee to be formed with drug, alcohol and mental health people to disseminate block grant funds.

Defeated - no information where.

ADDENDUM X

California Alcoholic Beverage Taxes

Alcoholic beverages taxes in California are the lowest in the nation:

- California's current tax on wine was established in 1937.
  Since 1937, the Consumer Price Index has risen 602%.
- California's current tax on beer was established in 1959.
  Since 1959, the Consumer Price Index has risen 246%.
- California's current tax on spirits was set in 1967.
  Since 1967, the Consumer Price Index has risen 202%.

State Excise Tax Rates on Wine (per gallon):

Florida	$ 2.25	Idaho	.45
Alabama	1.70	Maine	.45
Georgia	1.51	Mississippi	.43
Virginia	1.51	Arizona	.42
Tennessee	1.10	Delaware	.40
South Carolina	1.08	Maryland	.40
West Virginia	1.00	Nevada	.40
New Mexico	.95	Rhode Island	.40
South Dakota	.90	Connecticut	.30
Alaska	.85	Missouri	.30
Washington	.82	Kansas	.30
North Carolina	.79	New Hampshire	.30
Montana	.76	New Jersey	.30
Arkansas	.75	Colorado	.28
Oregon	.65	Wyoming	.28
Nebraska	.65	Minnesota	.27
★ NATIONAL AVERAGE	.60	Wisconsin	.25
Massachusetts	.55	Ohio	.24
Vermont	.55	Illinois	.23
Michigan	.51	Texas	.17
Kentucky	.50	District of Columbia	.15
North Dakota	.50	New York	.12
Oklahoma	.50	Louisiana	.11
Indiana	.47	★ California	.01

The following states tax wine as a percentage of the price: Hawaii - 20%; Pennsylvania - 18%; Iowa - 15%; Utah - 13%.

Eight states have a surtax in addition to the taxes listed above: Kentucky - 9% surtax; So. Carolina - 9%; Kansas - 8%; New Jersey - 6½%; Mississippi - 4%; Arkansas - 3%; West Virginia - 3%; South Dakota - 2%.

State Excise Tax Rates on Distilled Spirits (per gallon):

License States:

Florida	$ 6.50	South Carolina	2.72
Alaska	5.60	Indiana	2.68
Minnesota	4.39	Arizona	2.50
New York	4.09	Kansas	2.50
Massachusetts	4.05	Louisiana	2.50
Oklahoma	4.00	North Dakota	2.50
Tennessee	4.00	Rhode Island	2.50
New Mexico	3.94	Delaware	2.25
South Dakota	3.80	Colorado	2.28
Georgia	3.79	Nevada	2.05
Wisconsin	3.25	Illinois	2.00
★ NATIONAL AVERAGE	3.10	Missouri	2.00
Connecticut	3.00	Texas	2.00
Arkansas	2.88	★ CALIFORNIA	2.00
New Jersey	2.80	Kentucky	1.92
Nebraska	2.75	Maryland & D.C.	1.50

Hawaii's excise tax on distilled spirits is 20% of the wholesale price.
Six states have a surtax in addition to the taxes listed above: Kentucky - 9%; So. Carolina - 9%; Kansas - 8%; New Jersey - 6½%; Arkansas - 3%; So. Dakota - 2%.

Control (Monopoly) States:

There are 18 control states, where distilled spirits are marketed through state-owned stores. Generally, the state receives both a markup (profit) plus an excise tax, and in some cases, an additional surtax and sales tax.

State:	Markup and Taxes:
Oregon	94% (of wholesale cost)
Maine	80% + 62½¢ per gallon surtax
Alabama	77%
Iowa	69% + 15% on-sale tax
Utah	68%
Montana	66%
Michigan	65%
Washington	61% + 4¢/oz. on alcohol content
West Virginia	61%
Idaho	60%
Virginia	56%
North Carolina	56%
Pennsylvania	50%
New Hampshire	42% + 30¢ per gallon surtax
Vermont	Markup + 25%
Mississippi	$2.50 per gallon + 20%
Ohio	$2.25 per gallon + 10%
Wyoming	95¢ per gallon + 21%

State Excise Tax Rates on Beer (per gallon):

Alabama	$ 1.05	Iowa	.14
Georgia	1.01	Nebraska	.14
South Carolina	.77	Montana	.13
North Carolina	.53	Minnesota	.13
Florida	.48	Tennessee	.13
Mississippi	.43	Indiana	.12
Alaska	.35	Massachusetts	.11
Utah	.35	Connecticut	.10
Louisiana	.32	Maryland	.09
Oklahoma	.32	Nevada	.09
Maine	.30	Washington	.09
New Hampshire	.30	Arizona	.08
Arkansas	.28	Colorado	.08
Virginia	.28	Kentucky	.08
South Dakota	.27	Oregon	.08
Vermont	.27	Pennsylvania	.08
★ NATIONAL AVERAGE	.22	District of Columbia	.07
Michigan	.20	Illinois	.07
New Mexico	.19	Delaware	.06
Kansas	.18	New York	.06
West Virginia	.18	Missouri	.06
Texas	.16	Rhode Island	.06
North Dakota	.16	Wisconsin	.06
Ohio	.16	★ CALIFORNIA	.04
Idaho	.15	New Jersey	.03
		Wyoming	.02

Hawaii's excise tax on beer is 20% of the wholesale price.
Seven states have a surtax in addition to the taxes listed above:
Tennessee - 17% surtax; Idaho - 15%; South Carolina - 9%; Kentucky - 9%;
Kansas - 8%; New Jersey - 6½%; Mississippi - 4%.

Thirteen states increased their taxes on alcoholic beverages in 1983:

Alabama	Florida	New York
Alaska	Kansas	New Mexico
Arkansas	Missouri	Oregon
Connecticut	Nevada	Utah
	New Hampshire	

Da. of this study: *January, 1984*
Source of tax data: *State Tax Guide, October, 1983*
Source of Consumer Price Index data: *U.S. Bureau of Labor Statistics, 1983*

		Effective:
Alabama	- increased tax on wine to $1.70 per gallon formerly 35% tax	Oct. 1, 1983
Alaska	- increased tax on wine from 60¢ to 85¢ per gallon increased tax on beer from 25¢ to 35¢ per gallon	Aug. 1, 1983
Arkansas	- increased tax on beer from 25¢ to 28¢ per gallon increased tax on spirits from $2.50 to $2.88 per gallon	May 1, 1983
Connecticut	- increased tax on wine from 25¢ to 30¢ per gallon increased tax on beer from 8¢ to 10¢ per gallon increased tax on spirits from $2.50 to $3.00 per gallon	Aug. 1, 1983
Florida	- increased tax on beer from 40¢ to 46¢ per gallon increased tax on wine from $1.75 to $2.25 per gallon increased tax on spirits from $4.75 to $6.50 per gallon	Sept. 1, 1983
Kansas	- increased surtax on all alcohol from 4% to 8%.	July 1, 1983
Missouri	- increased tax on wine from 30¢ to 34¢	Jan. 1, 1984
Nevada	- increased tax on beer from 6¢ to 9¢ per gallon increased tax on wine from 30¢ to 40¢ per gallon	June 1, 1984
New Hampshire	- increased tax on beer from 18¢ to 30¢ per gallon	Sept. 1, 1983
New York	- increased tax on wine from 10¢ to 12¢ per gallon increased tax on beer from 4.4¢ to 5.5¢ per gallon increased tax on spirits from $3.25 to $4.09 per gallon	May 1, 1983
New Mexico	- increased tax on beer from 9¢ to 19¢ per gallon increased tax on wine from 40¢ to 95¢ per gallon increased tax on spirits from $2.65 to $3.95	July 1, 1983
Oregon	- Imposed a 2% surtax	Oct. 15, 1983
Utah	- increased tax on beer from 13¢ to 35¢ per gallon	July 1, 1983

Recent California Consumption Figures:

Here are statistics you never read about in the daily papers nor see on commercials: Consumption of both alcohol and tobacco are down in California! The 1983 Annual Report of the California Board of Equalization gives the following consumption figures:

	Per capita beer consumption	Per capita distilled spirits consumption	Per capita wine consumption	Per capita cigarette consumption
1982-83:	23.99 gallons	2.13 Gallons	4.54 gallons	114.7 packs
1981-82:	24.96 "	2.29 "	4.47 "	119.4 "
Change:	down 3.9%	down 4.8%	up 1.6%	down 3.9%

Observations: Per capita consumption of beer is the lowest it has been in 4 years. Per capita use of distilled spirits has dropped for 4 consecutive years, and is the lowest it has been in 14 years. Consumption of hard liquor has dropped 13% in the past 4 years. The per capita consumption of wine is on a virtual plateau. In spite of massive advertising, th increase in the per capita use of wine since 1975 has been less than 2% annually. The per capita usage of cigarettes has dropped for 3 straight years, and is 22% lower than it was in the peak year of 1981. Yes, progress is possible, despite the power of the liquor lobby and the constant barrage of advertising that is thrown at us daily.

ADDENDUM XI

Warsh's files

ASSEMBLYMAN ART TORRES'
PRESENTATION OF AB 1671
BEFORE THE
ASSEMBLY COMMITTEE ON REV. & TAX.
JUNE 10, 1981

MR. CHAIRMAN AND MEMBERS:

AB 1671, IF PASSED, WOULD INCREASE THE EXCISE TAX RATES ON ALCOHOLIC BEVERAGES, THEREBY, GENERATING APPROXIMATELY $18-19 MILLION IN ADDITIONAL STATE REVENUES.

- HERE IS A PICTURE OF CALIFORNIA'S CURRENT ALCOHOL TAX:

BEVERAGE	CURRENT LAW	PROPOSED	LAST CHANGE
*BEER	$0.04/GAL	$0.05/GAL	1959
WINE (14% OR LESS)	0.01/GAL	0.05/GAL	1937
WINE (OVER 14%)	0.02/GAL	0.06/GAL	1937
CHAMPAGNE	0.30/GAL	0.36/GAL	1955
SPARKLING HARD CIDER	0.02/GAL	0.02/GAL	1955
DISTILLED SPIRITS (100 PROOF OR LESS)	2.00/GAL	2.12/GAL	1967
DISTILLED SPIRITS (MORE THAN 100 PROOF)	4.00/GAL	4.24/GAL	1967

*THERE IS ALSO A $0.01/GAL FLOOR TAX ON BEER ($0.31/BARREL FLOOR TAX) ON HAND ON JANUARY 1, 1981.

FISCAL EFFECT: (FISCAL COMMITTEE: YES)

STATE:

(a) ALCOHOLIC BEVERAGE TAX INCREASE AS FOLLOWS:

	1981-82	1982-83
	(IN MILLIONS)	
BEER	$ 3.2	$ 6.5
WINE - 14% OR LESS	2.	4.
WINE - OVER 14%	.17	.34
CHAMPAGNE, CIDER	.15	.30
DISTILLED SPIRITS	3.3	7.2
TOTAL	$ 9.12	$18.34

(b) RESULTING SALES TAX INCREASE .[illegible] .87

LOCAL:	1981-82 (IN MILLIONS)	1982-83
RESULTING SALES TAX INCREASE	.1	.23

SOURCE: ASSEMBLY REVENUE & TAXATION COMMITTEE

THE BILL WOULD EARMARK THESE FUNDS FOR THE ESTABLISHMENT AND MAINTENANCE OF ALCOHOLISM DETOXIFICATION TREATMENT PROGRAMS FOR PUBLIC INEBRIATES.

THE PROBLEM OF PUBLIC INEBRIACY IN CALIFORNIA HAS BEEN GROWING STEADILY IN RECENT YEARS. LAW ENFORCEMENT AND RELATED AGENCIES REPORTED THAT IN 1980 THEY PROCESSED OVER 240,000 INEBRIATE ARRESTS THROUGHOUT THE STATE.

HOWEVER, FACED WITH MOUNTING BUDGET CONSTRAINTS AND THE 1978 SUNDANCE DECISION WHICH REQUIRED THE POLICE IN LOS ANGELES TO PROVIDE MEDICAL SERVICES TO THOSE ARRESTED FOR PUBLIC DRUNKENNESS, LAW ENFORCEMENT DEPARTMENTS HAVE HAD TO CUT BACK DRAMATICALLY IN THE ARREST AND DETAINMENT OF INDIGENT ALCOHOLICS. AS A RESULT, LOCAL BUSINESSES, THE PUBLIC IN GENERAL, AND THE INEBRIATE HIMSELF HAVE BECOME THE VICTIMS OF THIS DETERIORATION IN SERVICE. FOR EXAMPLE:

- IN A STUDY CONDUCTED IN LOS ANGELES AFTER THE SUNDANCE DECISION, IT WAS REVEALED THAT 19 BUSINESSES HAD MOVED AWAY FROM THE DOWNTOWN DISTRICT; ALSO
- THERE HAS BEEN AN INCREASED TENDENCY FOR CUSTOMERS AND INDIVIDUALS TO AVOID [illegible] AFFLICTED AREAS FOR FEAR OF [illegible]; IN ADDITION

- A SIGNIFICANT CRIMINAL ELEMENT HAS ESTABLISHED ITSELF IN THE SKID ROW AREA WHERE IT PREYS UPON THE GROWING NUMBER OF HELPLESS DRUNKS AS WELL AS THE OTHER INHABITANTS OF THE AREA.

UNLESS NEW SOURCES OF FUNDS ARE LOCATED, DIVERSION AND DETOXIFICATION SERVICES FOR PUBLIC INEBRIATES WILL BE SIGNIFICANTLY CURTAILED. IN LOS ANGELES COUNTY, FOR EXAMPLE, THE LOS ANGELES POLICE DEPARTMENT REPORTED THAT ARRESTS OF DRUNKS HAVE DECREASED BY OVER 50% (FROM OVER 50,000/YEAR TO LESS THAN 25,000/YEAR) BECAUSE OF REDUCED JAIL CAPACITY AND THE FACT THAT THE POLICE ARE NOW REQUIRED TO PROVIDE THEM WITH MEDICAL ATTENTION AS A RESULT OF THE SUNDANCE DECISION. THE COUNTY IS ANTICIPATING A $1.4 MILLION CUT IN ALCOHOLISM FUNDS OVER THE NEXT FISCAL YEAR. THAT MEANS MORE DRUNKS WILL BE OUT ON THE STREETS.

BY SOME FORM OR ANOTHER, LOCAL GOVERNMENTS MUST ABSORB THESE COSTS OF ALCOHOL ABUSE. THEY HAVE NO CHOICE BUT TO UTILIZE A SHARE OF THEIR TAX-COLLECTED REVENUES TO OFFSET THE EXPENSES RESULTING FROM THE PUBLIC ACTIVITY OF ALCOHOLICS. DRUNK DRIVING, VAGRANCY, PUBLIC HARRASSMENT, VANDALISM, ROBBERY, AND A LIST OF OTHER MALADIES ALL CONTRIBUTE TO A COMMUNITY'S SOCIAL COSTS. IN EFFECT, THE TAXPAYER MUST PICK UP THE CHECK FOR A GREAT MANY ALCOHOLICS WHO, EITHER VOLUNTARILY OR BY LAW, MAKE USE OF ALCOHOLISM TREATMENT PROGRAMS AND SERVICES.

IF CALIFORNIA TAX DOLLARS MUST BE USED TO PAY FOR THE SOCIAL COSTS CREATED BY ALCOHOL ABUSE, THEN I BELIEVE THAT AN INCREASE IN THE EXCISE TAX ON ALCOHOLIC BEVERAGES PRESENTS THE MOST EQUITABLE AND VIABLE METHOD OF RAISING THE NEEDED REVENUES FOR DETOXIFICATION SERVICES. CONSIDERING THE FACT THAT THE TAX ON BEER HAS NOT BEEN INCREASED SINCE 1939, ON WINE SINCE 1937, ON CHAMPAGNE SINCE 1955, AND ON DISTILLED SPIRITS SINCE 1967, THE MINIMAL TAX INCREASES PROPOSED BY AB 1671 OFFER THE STATE A PRACTICAL AND MANAGEABLE SOURCE OF FUNDS WHICH CAN BE DIRECTED TOWARD PUBLIC INEBRIATE PROGRAMS.

AB 1671 IS NOT AN ALL-ENCOMPASSING TAX BILL WHICH WILL PROVIDE THE STATE WITH LARGE GENERAL FUND REVENUES FOR MULTI-PURPOSE USE. THIS BILL, INSTEAD, FOCUSES ON THE GROWING PUBLIC INEBRIACY PROBLEM IN OUR STATE AND PROVIDES SUPPORT FOR THE MAINTENANCE OF DETOXIFICATION SERVICES AND PROGRAMS. AB 1671 RECOGNIZES THE NEED TO FIND A RELIABLE SOURCE OF FUNDS FOR THESE PROGRAMS, AND PROVIDES AN ANSWER. . .

M O R E . . . .

THIS LEGISLATION IS SUPPORTED BY:

L. A. CITY ATTORNEY (AILEEN ADAMS)	(213) 485-5407
L.A.P.D. (RON FRANKLE)	(213) 485-3101
L.A. CITY COUNCIL (NORM BOYER)	(213) 485-3327
SAN JOAQUIN COUNTY ALCOHOLSIM SERVICES (DAN BAVA)	(209) 982-1800
CENTER FOR LAW IN PUBLIC INTEREST (TIM FLYNN)	(213) 879-5588
HAVEN HOUSE, INC. (CINDY FRIEDMAN)	(213) 681-2626
EL REY PROJECT STEERING COMMITTEE, L.A. (JUDGE SAETA)	
VOLUNTEERS OF AMERICA, L.A. (ED EISENSTADT)	(213) 628-0212
CALIFORNIA COMMISSION ON ALCOHOLISM FOR THE SPANISH SPEAKING, INC. (GUADALUPE SERRANO)	(213) 722-4529
OFFICE OF ALCOHOL ABUSE AND ALCOHOLISM, L.A. COUNTY (GRETA STEVENS)	(213) 974-7232
BUILDING INDUSTRY ASSOCIATION OF SOUTHERN CALIFORNIA (DICK WIRTH)	(213) 520-8747
CALIFORNIA RESCUE AND PARAMEDIC ASSOCIATION (ED MEHLER)	(213) 326-3343
CALIFORNIA PEACE OFFICERS' ASSOCIATION (AL LEBAS)	(916) 446-7854
CENTRAL CITY ASSOCIATION OF LOS ANGELES (CHRISTOPHER L. STEWART)	(213) 624-1213

**QUALIFIED SUPPORT FROM: CONTRA COSTA COUNTY BOARD OF SUPERVISORS
CALIFORNIA TAX REFORM ASSOCIATION
(IF NO EARMARKING)

OPPOSED BY:

THE LIQUOR, BEER, AND WINE INDUSTRIES WILL PROBABLY BE OPPOSED TO AB 1671.

CALIFORNIA [illegible] (JAMES P. [illegible])	(916) [illegible]
CALIFORNIA STATE DEPARTMENT OF FINANCE (JOHN P. CAFFREY)	(916) 445-8610

COMMITMENT PLANNING

■ — WHERE CRITICAL MASS IS NOW
X — WHAT PLAN NEEDS FROM CRITICAL MASS TO SUCCEED

BLOCKER

TYPE OF COMMITMENT

	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
ACTORS IN CRITICAL MASS			
COP/POL.COM.	■		X
L.A. CITY ELECTED OFFICALS	■	X	
COUNTY SUPERVISORS	■	X	
STATE LEGISLATURE	■	X	
GOVERNOR	■	X	
LAW ENFORCEMENT	■	X	
THE LIQUOR INDUSTRY	■	X	
BUSINESS ASSOCIATIONS	■	X	

ADDENDUM XIII

QUESTIONNAIRE

By the year 1995:

1. The public inebriate problem will continue to increase from its current level.

Very Unlikely	
Unlikely	
Possible	
Likely	63%
Very Likely	38%

2. The California Supreme Court will declare the crime of Public Drunkness (647(f) PC) unconstitutional (see attached).

Very Unlikely	13%
Unlikely	38%
Possible	38%
Likely	
Very Likely	13%

3. Major crimes such as murders, rapes, aggravated assaults, robberies and thefts involving public inebriates, as both victims and suspects, will increase.

Very Unlikely	
Unlikely	
Possible	13%
Likely	63%
Very Likely	26%

4. Funding from the private sector for public inebriate care will increase from the current approximately 50%, to 85% of total funds expended for this problem.

Very Unlikely	26%
Unlikely	26%
Possible	38%
Likely	13%
Very Likely	

5. Funding from the public sector for public inebriate care will increase from the current approximately 50%, to 85% of total funds expended for this problem.

Very Unlikely	
Unlikely	50%
Possible	26%
Likely	26%
Very Likely	

6. There will be a serious economic downturn resulting in a recession or depression.

Very Unlikely	
Unlikely	13%
Possible	76%
Likely	13%
Very Likely	

7. Advances in high technology will cause increased unemployment.

Very Unlikely	
Unlikely	13%
Possible	13%
Likely	50%
Very Likely	26%

8. Budget cuts at the Federal, State and local level will result in reduced financial support from the current level for the public inebriate problem.

Very Unlikely	
Unlikely	
Possible	63%
Likely	38%
Very Likely	

9. Revitalization of skid row areas will force the public inebriate problem into nearby business and residential areas.

Very Unlikely	
Unlikely	
Possible	
Likely	76%
Very Likely	26%

10. State alcohol-related taxes will be increased from the current average of $1.06 per gallon to $1.20 per gallon to defray costs of public inebriate care.

Very Unlikely	26%
Unlikely	50%
Possible	13%
Likely	13%
Very Likely	

11. The number of California law enforcement officers will increase by 20%.

Very Unlikely	13%
Unlikely	88%
Possible	
Likely	
Very Likely	

12. The medical community will develop high technology treatment for alcoholics.

Very Unlikely	
Unlikely	50%
Possible	38%
Likely	13%
Very Likely	

13. The courts will be so crowded that low-grade misdemeanors such as 647 (f) PC (Drunk) will no longer be prosecuted in metropolitan areas such as Los Angeles.

Very Likely	
Unlikely	
Possible	26%
Likely	63%
Very Likely	13%

14. The public becomes incensed and demands that the public inebriate problem be resolved by state and local government officials.

Very Unlikely	13%
Unlikely	38%
Possible	50%
Likely	
Very Likely	

15. State and local governments will have developed a comprehensive program to deal with the public inebriate problem.

Very Unlikely	13%
Unlikely	76%
Possible	13%
Likely	
Very Likely	

16. Inflation will continue at the current rate of increase.

Very Unlikely	13%
Unlikely	
Possible	76%
Likely	13%
Very Likely	

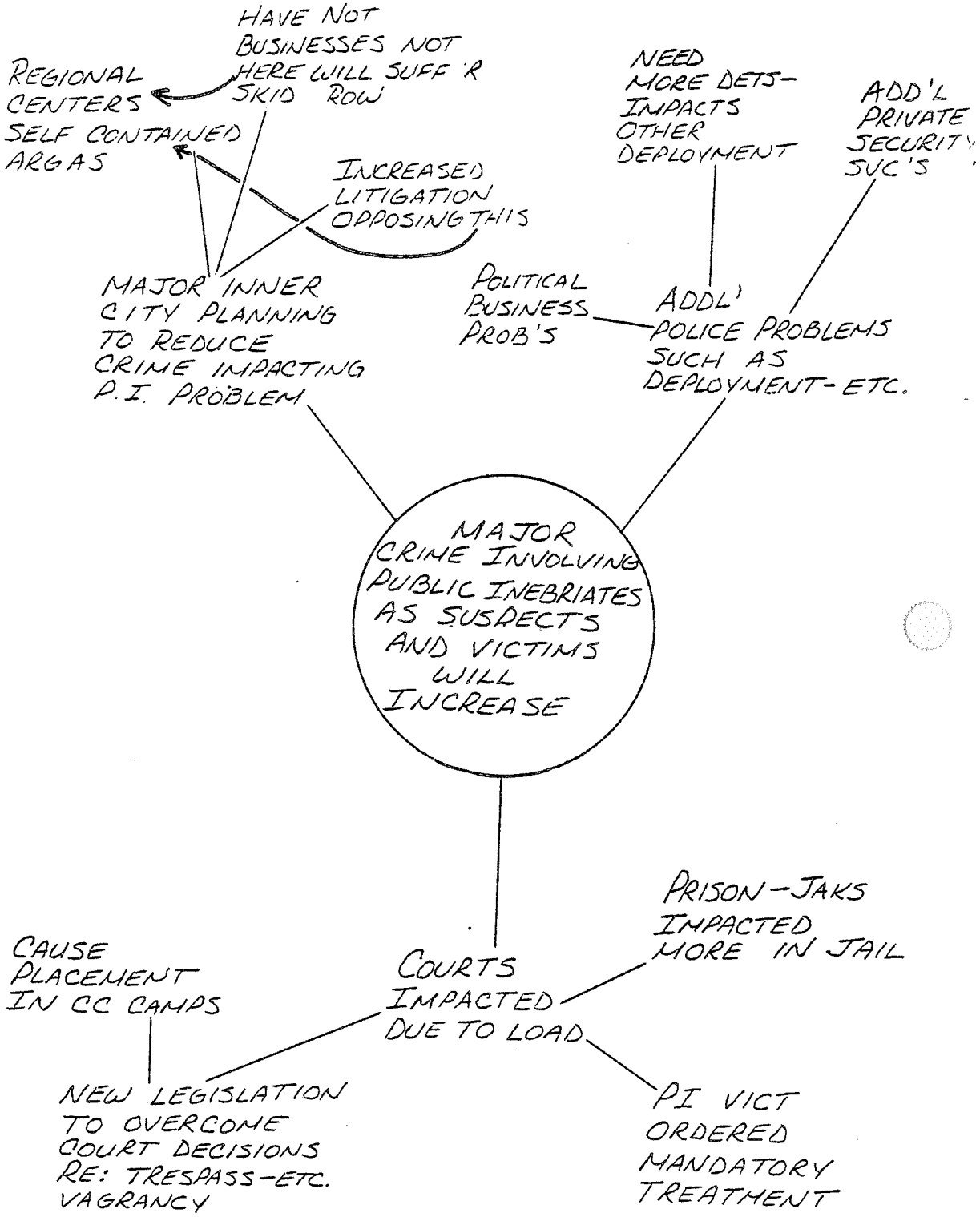
17. A growth in the economy produces increased state revenues.

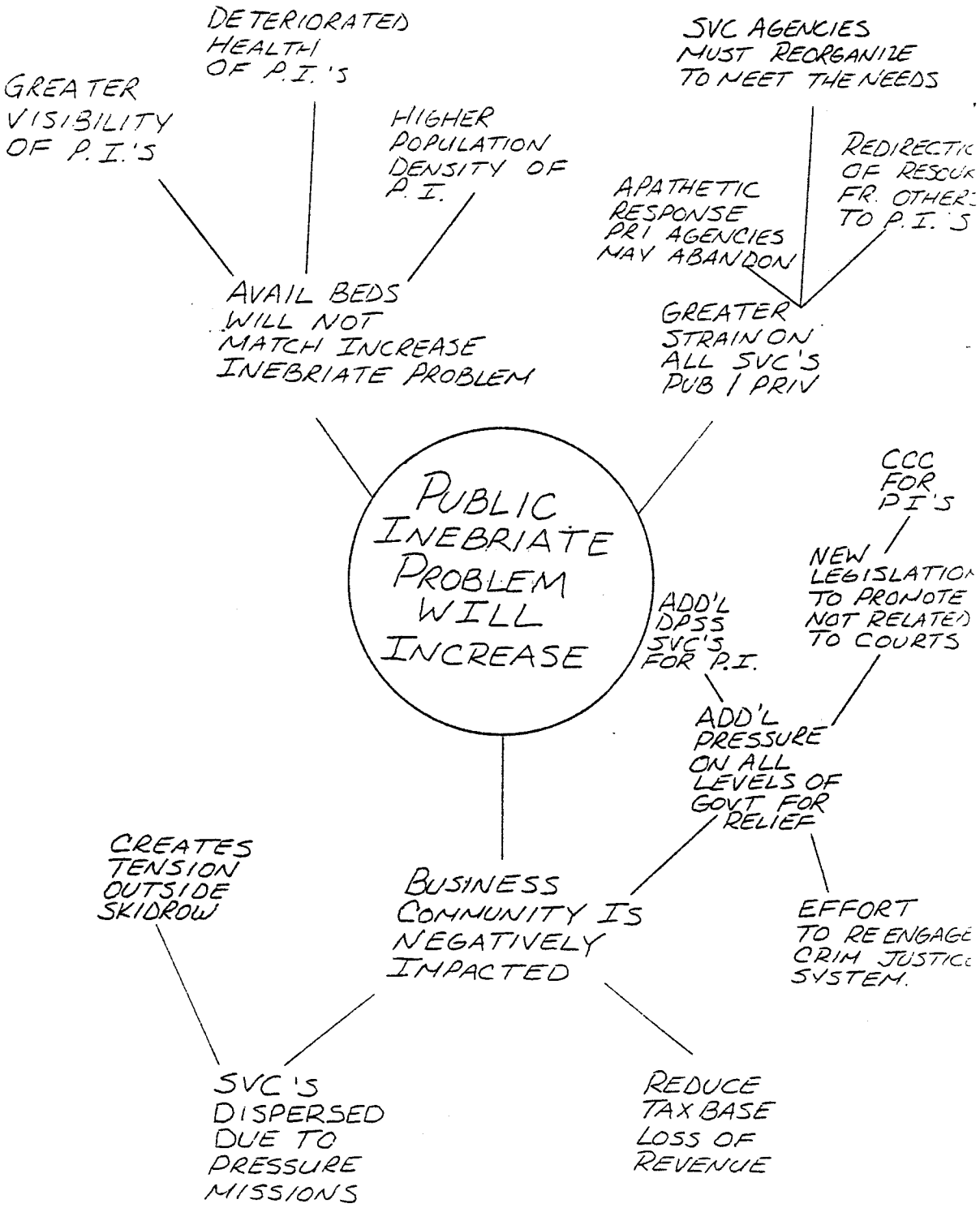
Very Unlikely	
Unlikely	
Possible	38%
Likely	38%
Very Likely	26%

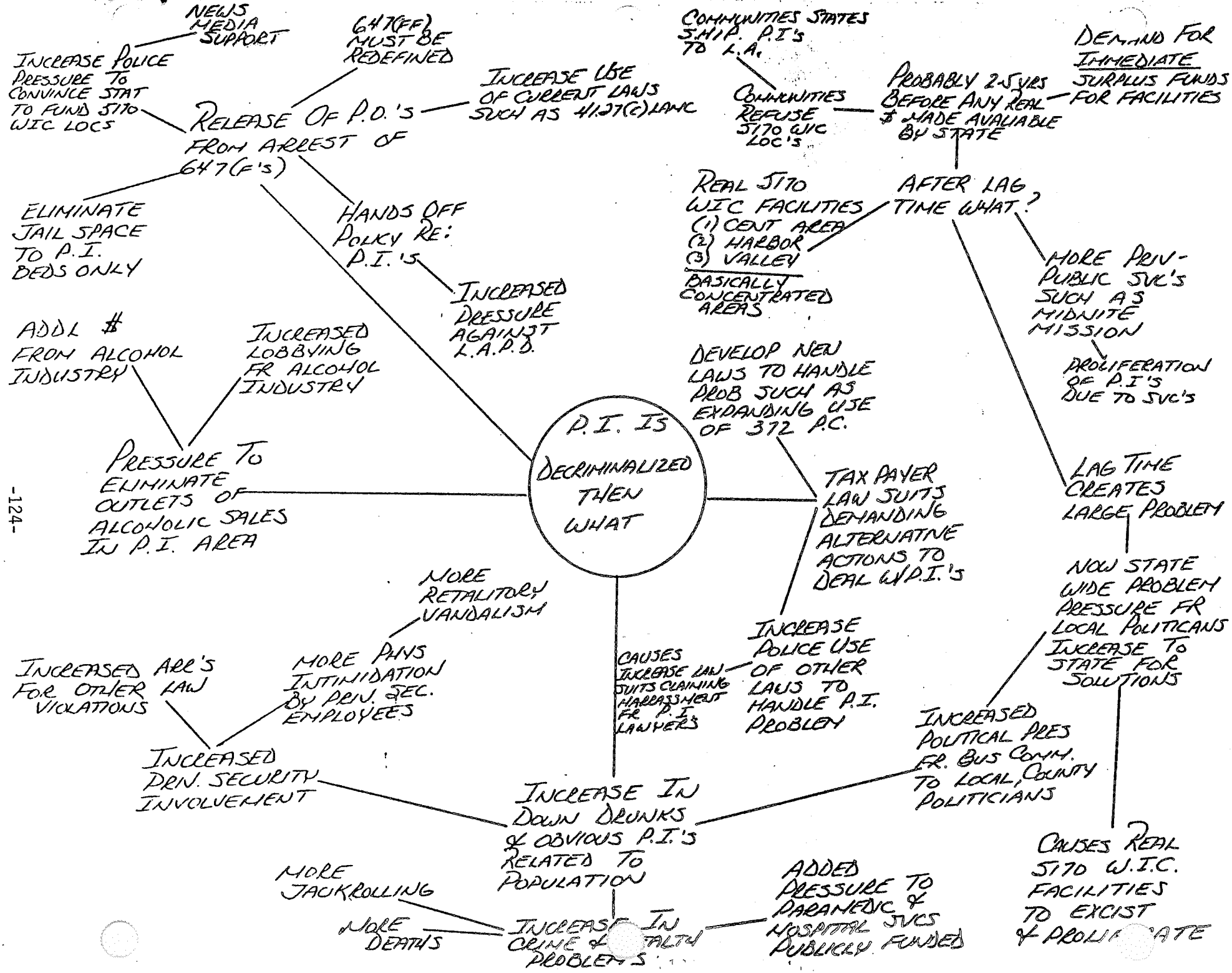
18. The State of California will have sufficient 5170 W&I Code facilities to handle the public inebriate problem.*

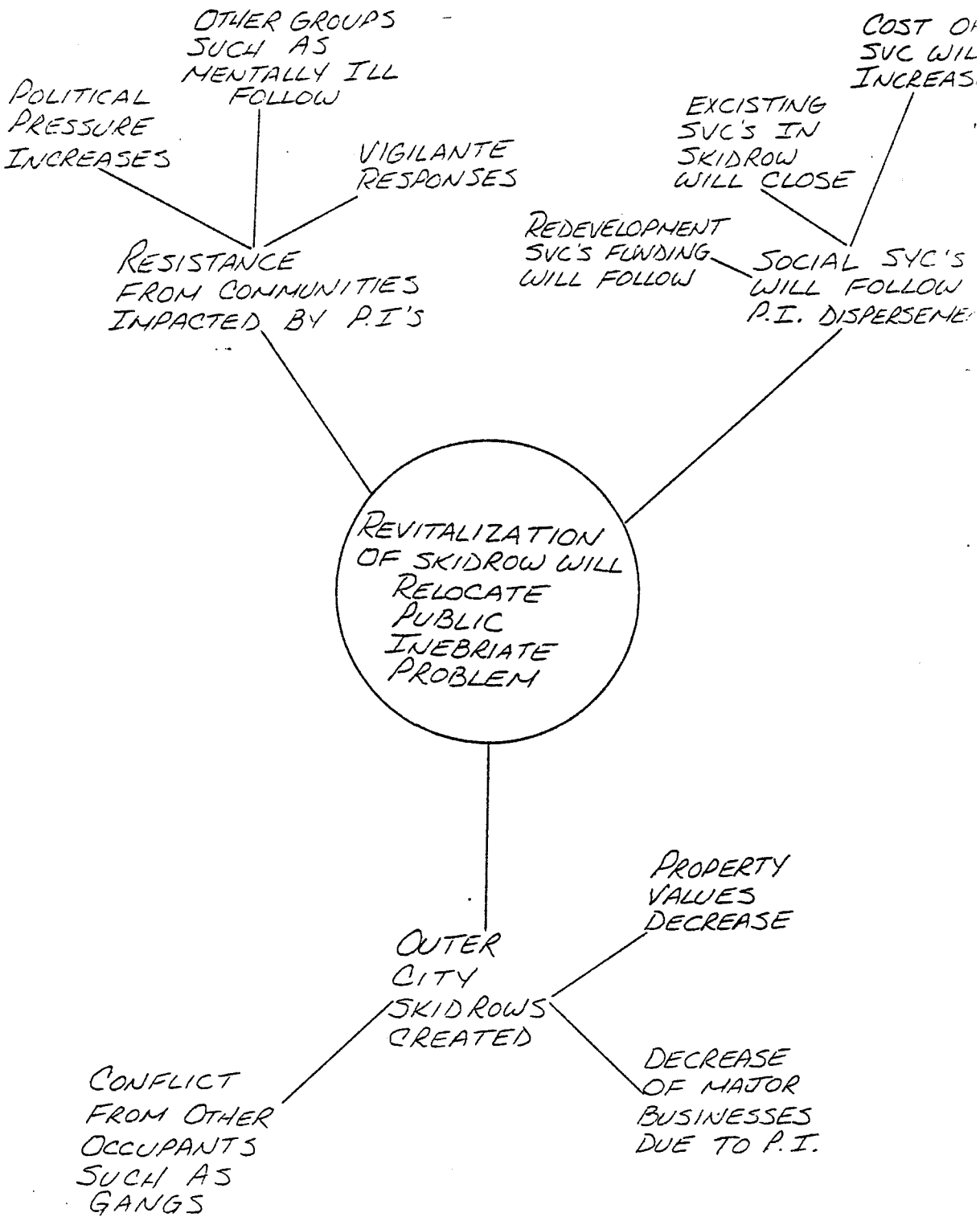
Very Unlikely	50%
Unlikely	38%
Possible	13%
Likely	
Very Likely	

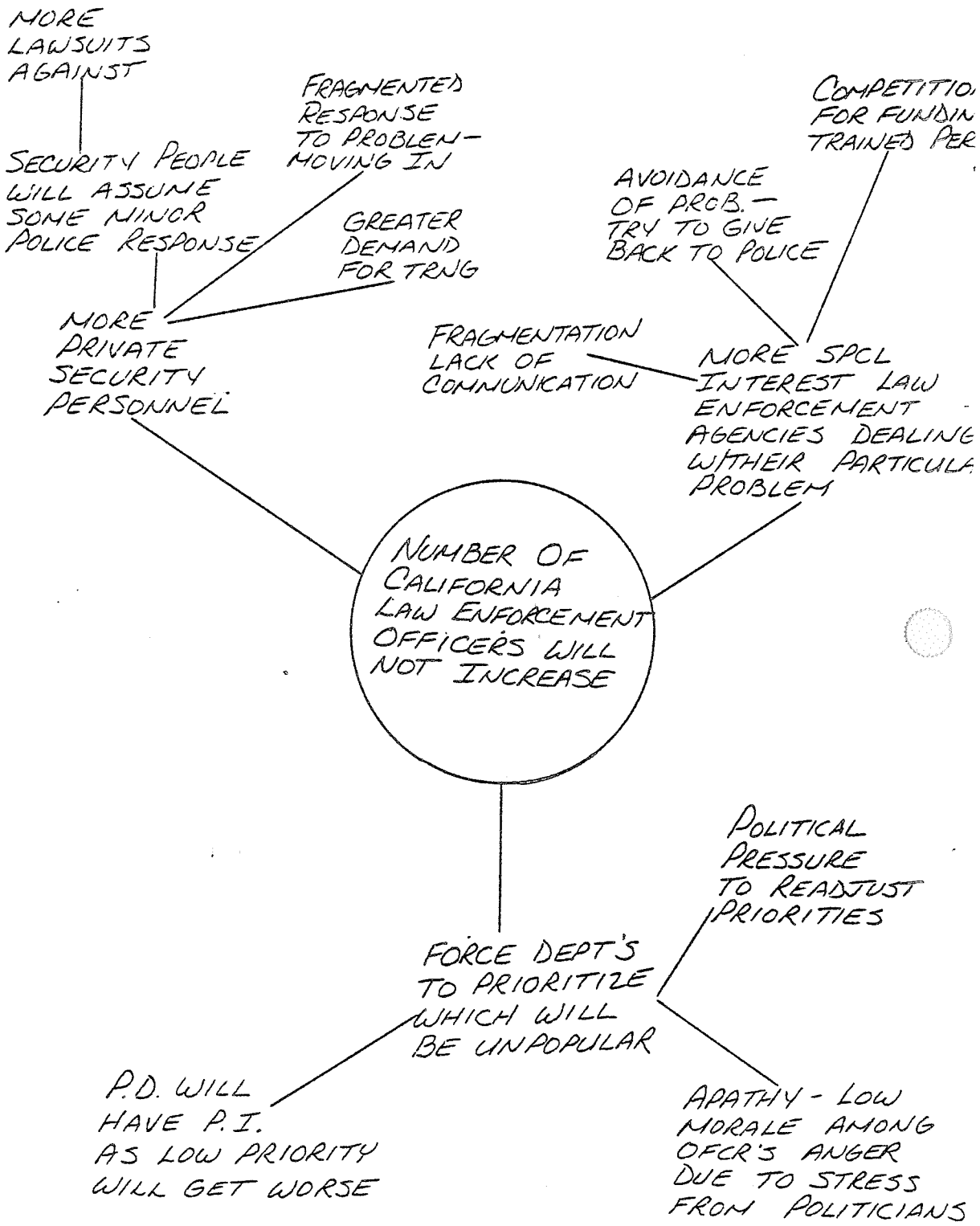
NOTE: No facility now exists which is in total compliance with this section. See attached.

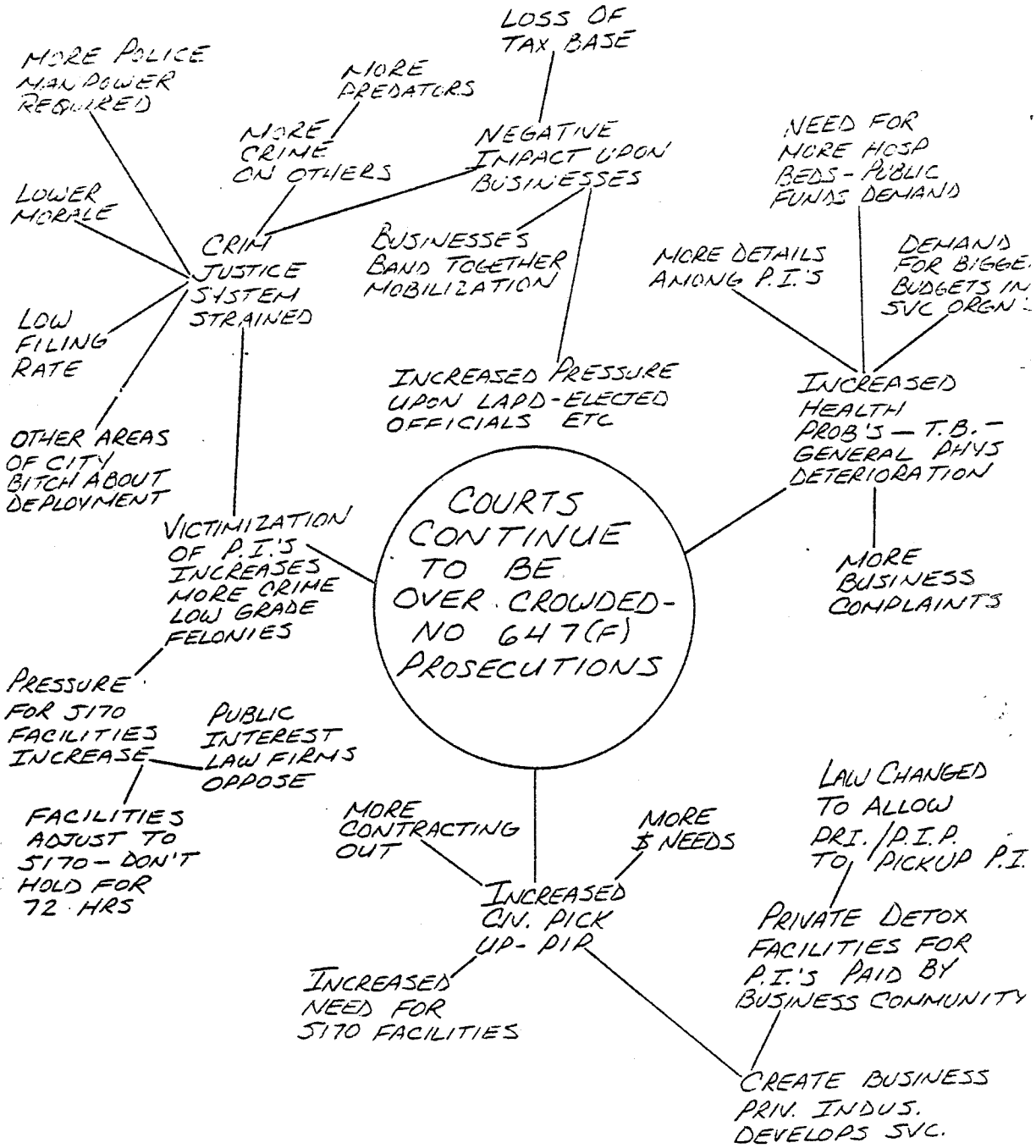

HAVE NOT BUSINESSES NOT HERE WILL SUFF 'R SKID ROW
REGIONAL CENTERS SELF CONTAINED ARGAS
INCREASED LITIGATION OPPOSING THIS
NEED MORE DETS- IMPACTS OTHER DEPLOYMENT
ADD'L PRIVATE SECURITY SVC'S
MAJOR INNER CITY PLANNING TO REDUCE CRIME IMPACTING P.I. PROBLEM
POLITICAL BUSINESS PROB'S
ADDL' POLICE PROBLEMS SUCH AS DEPLOYMENT- ETC.
MAJOR CRIME INVOLVING PUBLIC INEBRIATES AS SUSPECTS AND VICTIMS WILL INCREASE
PRISON-JAKS IMPACTED MORE IN JAIL
CAUSE PLACEMENT IN CC CAMPS
COURTS IMPACTED DUE TO LOAD
NEW LEGISLATION TO OVERCOME COURT DECISIONS RE: TRESPASS- ETC. VAGRANCY
PI VICT ORDERED MANDATORY TREATMENT

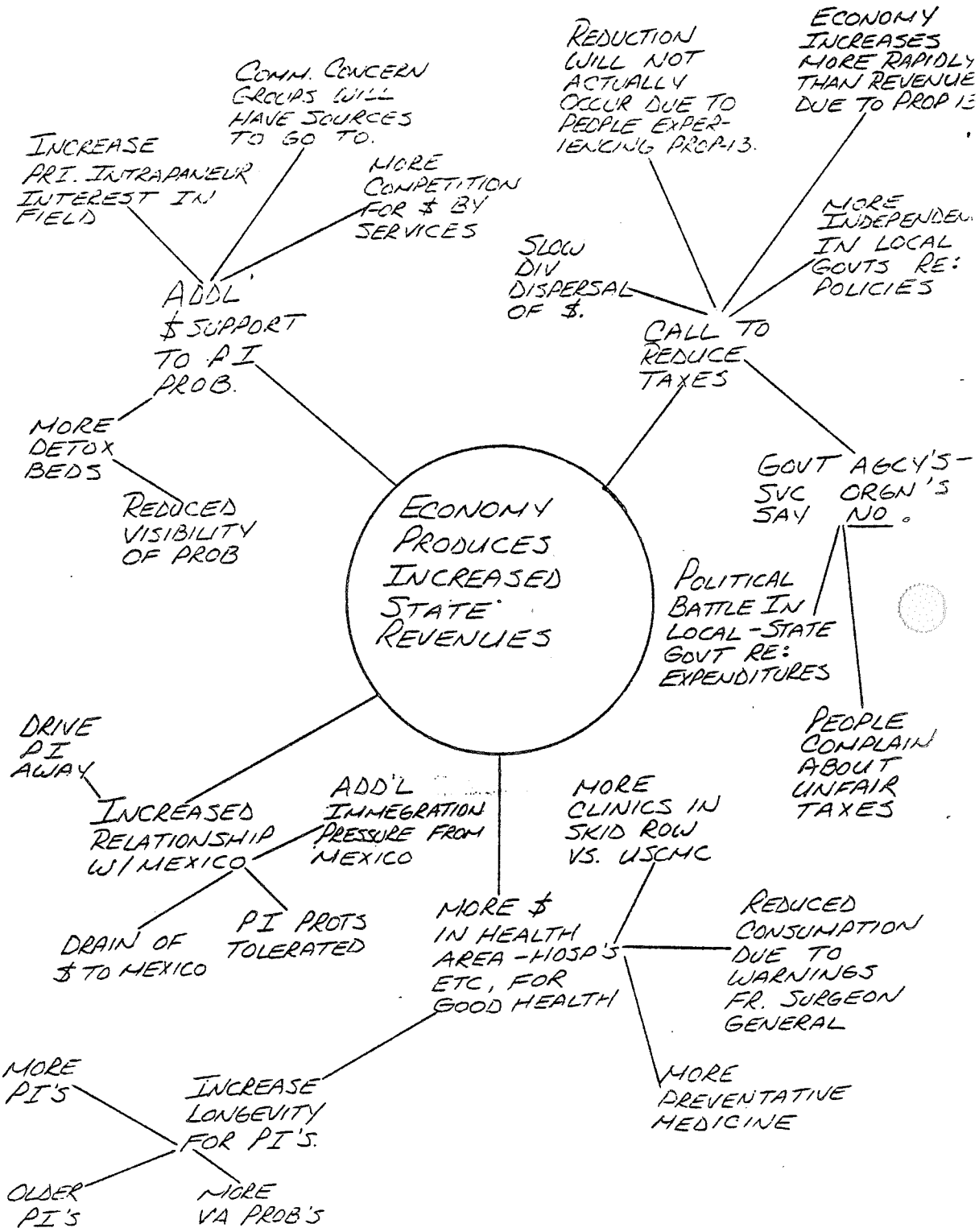

PUBLIC INEBRIATE PROBLEM WILL INCREASE
GREATER VISIBILITY OF P.I.'S
DETERIORATED HEALTH OF P.I.'S
HIGHER POPULATION DENSITY OF P.I.
AVAIL BEDS WILL NOT MATCH INCREASE INEBRIATE PROBLEM
SVC AGENCIES MUST REORGANIZE TO MEET THE NEEDS
APATHETIC RESPONSE PRI AGENCIES MAY ABANDON
REDIRECTIC OF RESOUR FR. OTHER TO P.I.'S
GREATER STRAIN ON ALL SVC'S PUB / PRIV
CCC FOR P.I.'S
NEW LEGISLATION TO PROMOTE NOT RELATED TO COURTS
ADD'L DPSS SVC'S FOR P.I.
ADD'L PRESSURE ON ALL LEVELS OF GOVT FOR RELIEF
EFFORT TO RE ENGAGE CRIM JUSTICE SYSTEM.
CREATES TENSION OUTSIDE SKIDROW
BUSINESS COMMUNITY IS NEGATIVELY IMPACTED
SVC'S DISPERSED DUE TO PRESSURE MISSIONS
REDUCE TAX BASE LOSS OF REVENUE

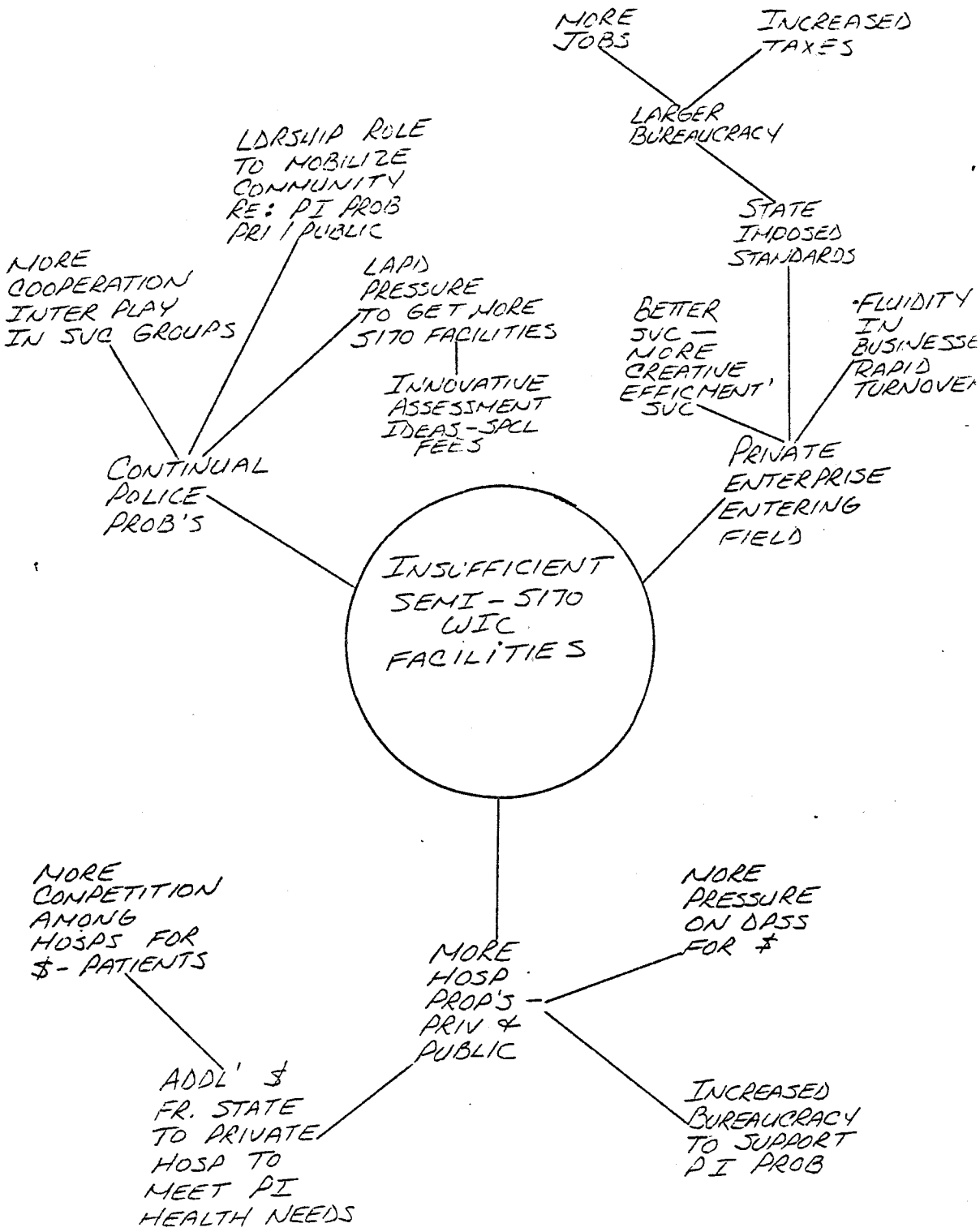

NEWS MEDIA SUPPORT
INCREASE POLICE PRESSURE TO CONVINCE STAT TO FUND 5170 WIC LOCS
647(F) MUST BE REDEFINED
INCREASE USE OF CURRENT LAWS SUCH AS 41.27(c) LAMC
RELEASE OF P.O.'S FROM ARREST OF 647(F's)
COMMUNITIES STATES SHIP P.I's TO L.A.
COMMUNITIES REFUSE 5170 WIC LOC's
PROBABLY 2-5 YRS BEFORE ANY REAL $ MADE AVALIABLE BY STATE
DEMAND FOR IMMEDIATE SURPLUS FUNDS FOR FACILITIES
ELIMINATE JAIL SPACE TO P.I. BEDS ONLY
HANDS OFF POLICY RE: P.I.'S
INCREASED PRESSURE AGAINST L.A.P.D.
REAL 5170 WIC FACILITIES (1) CENT AREA (2) HARBOR (3) VALLEY
BASICALLY CONCENTRATED AREAS
AFTER LAG TIME WHAT?
MORE PRIV-PUBLIC SVC's SUCH AS MIDNITE MISSION
PROLIFERATION OF P.I's DUE TO SVC's
ADDL $ FROM ALCOHOL INDUSTRY
INCREASED LOBBYING FR ALCOHOL INDUSTRY
DEVELOP NEW LAWS TO HANDLE PROB SUCH AS EXPANDING USE OF 372 P.C.
P.I. IS DECRIMINALIZED THEN WHAT
PRESSURE TO ELIMINATE OUTLETS OF ALCOHOLIC SALES IN P.I. AREA
TAX PAYER LAW SUITS DEMANDING ALTERNATIVE ACTIONS TO DEAL W/P.I.'s
LAG TIME CREATES LARGE PROBLEM
NOW STATE WIDE PROBLEM PRESSURE FR LOCAL POLITICANS INCREASE TO STATE FOR SOLUTIONS
MORE RETALITORY VANDALISM
MORE PHYS INTINIDATION BY PRIV. SEC. EMPLOYEES
INCREASED ARR's FOR OTHER LAW VIOLATIONS
CAUSES INCREASE LAW SUITS CLAIMING HARRASSMENT FR P.I. LAWYERS
INCREASE POLICE USE OF OTHER LAWS TO HANDLE P.I. PROBLEM
INCREASED PRIV. SECURITY INVOLVEMENT
INCREASE IN DOWN DRUNKS & OBVIOUS P.I.'S RELATED TO POPULATION
INCREASED POLITICAL PRES FR BUS COMM. TO LOCAL, COUNTY POLITICIANS
CAUSES REAL 5170 W.I.C. FACILITIES TO EXCIST & PROLIFERATE
MORE JACKROLLING
MORE DEATHS
INCREASE IN CRIME & HEALTH PROBLEMS
ADDED PRESSURE TO PARAMEDIC & HOSPITAL SVCS PUBLICLY FUNDED

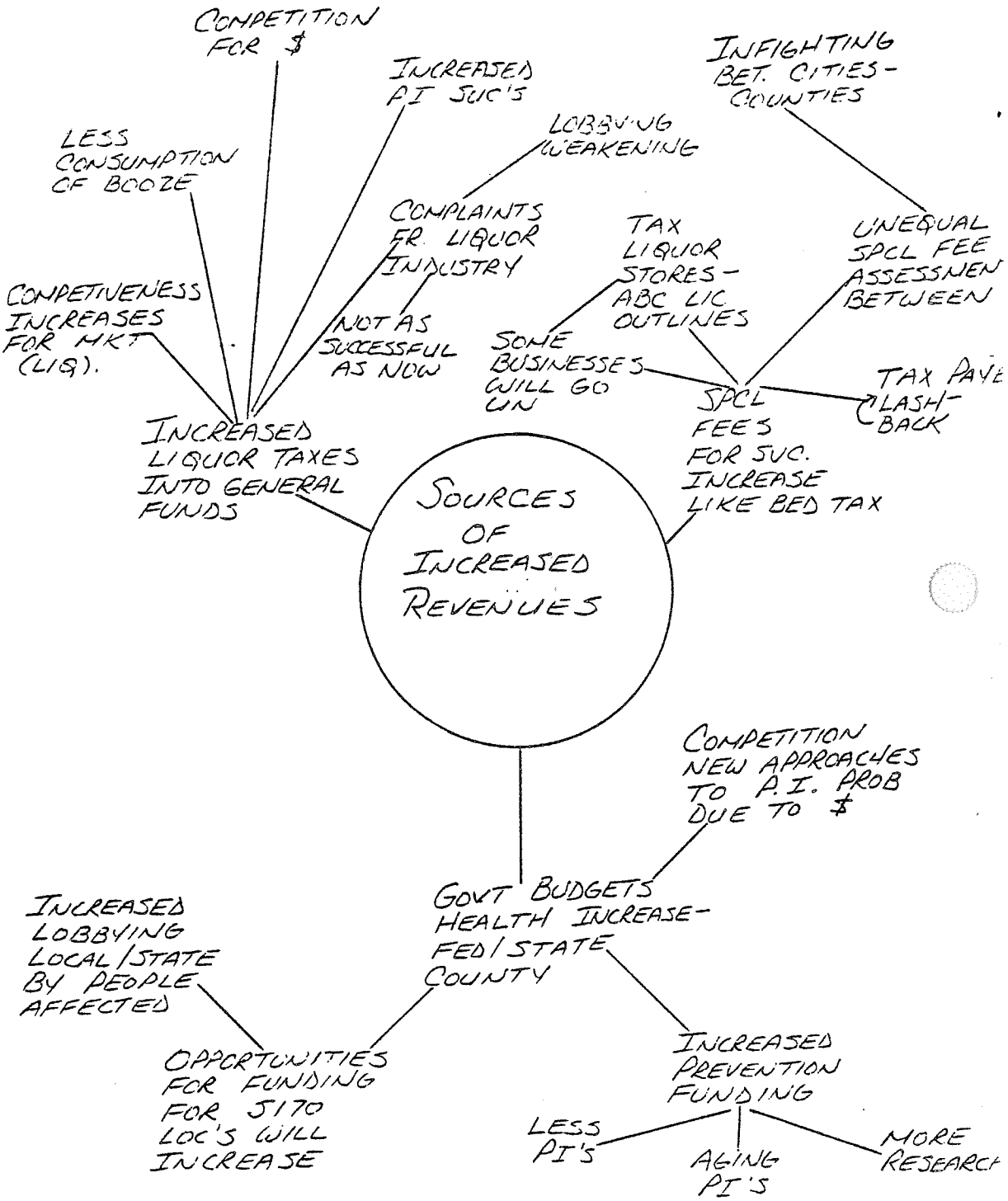

OTHER GROUPS SUCH AS MENTALLY ILL FOLLOW
POLITICAL PRESSURE INCREASES
VIGILANTE RESPONSES
RESISTANCE FROM COMMUNITIES IMPACTED BY P.I'S
COST OF SVC WIL INCREAS
EXCISTING SVC'S IN SKIDROW WILL CLOSE
REDEVELOPMENT SVC'S FUNDING WILL FOLLOW
SOCIAL SYC'S WILL FOLLOW P.I. DISPERSEME
REVITALIZATION OF SKIDROW WILL RELOCATE PUBLIC INEBRIATE PROBLEM
PROPERTY VALUES DECREASE
OUTER CITY SKIDROWS CREATED
CONFLICT FROM OTHER OCCUPANTS SUCH AS GANGS
DECREASE OF MAJOR BUSINESSES DUE TO P.I.


MORE LAWSUITS AGAINST
SECURITY PEOPLE WILL ASSUME SOME MINOR POLICE RESPONSE
FRAGMENTED RESPONSE TO PROBLEM - MOVING IN
GREATER DEMAND FOR TRNG
MORE PRIVATE SECURITY PERSONNEL
COMPETITIO FOR FUNDIN TRAINED PER
AVOIDANCE OF PROB. - TRY TO GIVE BACK TO POLICE
FRAGMENTATION LACK OF COMMUNICATION
MORE SPCL INTEREST LAW ENFORCEMENT AGENCIES DEALING W/THEIR PARTICULA PROBLEM
NUMBER OF CALIFORNIA LAW ENFORCEMENT OFFICERS WILL NOT INCREASE
POLITICAL PRESSURE TO READJUST PRIORITIES
FORCE DEPT'S TO PRIORITIZE WHICH WILL BE UNPOPULAR
P.D. WILL HAVE P.I. AS LOW PRIORITY WILL GET WORSE
APATHY - LOW MORALE AMONG OFCR'S ANGER DUE TO STRESS FROM POLITICIANS


COURTS CONTINUE TO BE OVER CROWDED - NO 647(F) PROSECUTIONS
LOSS OF TAX BASE
MORE POLICE MAN POWER REQUIRED
MORE PREDATORS
MORE CRIME ON OTHERS
NEGATIVE IMPACT UPON BUSINESSES
NEED FOR MORE HOSP BEDS - PUBLIC FUNDS DEMAND
LOWER MORALE
CRIM JUSTICE SYSTEM STRAINED
BUSINESSES BAND TOGETHER MOBILIZATION
MORE DETAILS AMONG P.I.'S
DEMAND FOR BIGGER BUDGETS IN SVC ORG'S
LOW FILING RATE
INCREASED PRESSURE UPON LAPD-ELECTED OFFICIALS ETC
INCREASED HEALTH PROB'S — T.B. — GENERAL PHYS DETERIORATION
OTHER AREAS OF CITY BITCH ABOUT DEPLOYMENT
VICTIMIZATION OF P.I.'S INCREASES MORE CRIME LOW GRADE FELONIES
MORE BUSINESS COMPLAINTS
PRESSURE FOR 5170 FACILITIES INCREASE
PUBLIC INTEREST LAW FIRMS OPPOSE
FACILITIES ADJUST TO 5170 — DON'T HOLD FOR 72 HRS
MORE CONTRACTING OUT
MORE $ NEEDS
LAW CHANGED TO ALLOW DRI./P.I.P. TO PICKUP P.I.
INCREASED CIV. PICK UP - PIR
PRIVATE DETOX FACILITIES FOR P.I.'S PAID BY BUSINESS COMMUNITY
INCREASED NEED FOR 5170 FACILITIES
CREATE BUSINESS PRIV. INDUS. DEVELOPS SVC.


ECONOMY PRODUCES INCREASED STATE REVENUES
ADD'L $ SUPPORT TO AI PROB.
INCREASE AR I. INTRAPANEUR INTEREST IN FIELD
COMM. CONCERN GROUPS WILL HAVE SOURCES TO GO TO.
MORE COMPETITION FOR $ BY SERVICES
MORE DETOX BEDS
REDUCED VISIBILITY OF PROB
CALL TO REDUCE TAXES
REDUCTION WILL NOT ACTUALLY OCCUR DUE TO PEOPLE EXPERIENCING PROP 13.
ECONOMY INCREASES MORE RAPIDLY THAN REVENUE DUE TO PROP 13
SLOW DIV DISPERSAL OF $.
MORE INDEPENDENCE IN LOCAL GOVTS RE: POLICIES
GOVT AGCY'S - SVC ORGN'S SAY NO.
POLITICAL BATTLE IN LOCAL-STATE GOVT RE: EXPENDITURES
PEOPLE COMPLAIN ABOUT UNFAIR TAXES
DRIVE AI AWAY
INCREASED RELATIONSHIP W/ MEXICO
ADD'L IMMIGRATION PRESSURE FROM MEXICO
DRAIN OF $ TO MEXICO
PI PROTS TOLERATED
MORE $ IN HEALTH AREA - HOSP'S ETC, FOR GOOD HEALTH
MORE CLINICS IN SKID ROW VS. USCMC
REDUCED CONSUMPTION DUE TO WARNINGS FR. SURGEON GENERAL
MORE PREVENTATIVE MEDICINE
INCREASE LONGEVITY FOR PI'S.
MORE PI'S
OLDER PI'S
MORE VA PROB'S


MORE JOBS
INCREASED TAXES
LARGER BUREAUCRACY
STATE IMPOSED STANDARDS
LDRSHIP ROLE TO MOBILIZE COMMUNITY RE: PI PROB PRI / PUBLIC
MORE COOPERATION INTER PLAY IN SVC GROUPS
LAPID PRESSURE TO GET MORE 5170 FACILITIES
INNOVATIVE ASSESSMENT IDEAS - SPCL FEES
BETTER SVC — MORE CREATIVE EFFICIMENT' SVC
FLUIDITY IN BUSINESSE RAPID TURNOVE
CONTINUAL POLICE PROB'S
PRIVATE ENTERPRISE ENTERING FIELD
INSUFFICIENT SEMI - 5170 WIC FACILITIES
MORE COMPETITION AMONG HOSPS FOR $ - PATIENTS
MORE HOSP PROP'S - PRIV & PUBLIC
MORE PRESSURE ON DPSS FOR $
ADDL' $ FR. STATE TO PRIVATE HOSP TO MEET PI HEALTH NEEDS
INCREASED BUREAUCRACY TO SUPPORT PI PROB


SOURCES OF INCREASED REVENUES
INCREASED LIQUOR TAXES INTO GENERAL FUNDS
COMPETITION FOR $
INCREASED AI SUC'S
LESS CONSUMPTION OF BOOZE
COMPETIVENESS INCREASES FOR MKT (LIQ).
COMPLAINTS FR LIQUOR INDUSTRY
NOT AS SUCCESSFUL AS NOW
LOBBYING WEAKENING
INFIGHTING BET. CITIES-COUNTIES
TAX LIQUOR STORES-ABC LIC OUTLINES
UNEQUAL SPCL FEE ASSESSMEN BETWEEN
SOME BUSINESSES WILL GO UN
SPCL FEES FOR SUC. INCREASE LIKE BED TAX
TAX PAYE
LASH-BACK
COMPETITION NEW APPROACHES TO A.I. PROB DUE TO $
GOVT BUDGETS HEALTH INCREASE-FED/STATE COUNTY
INCREASED LOBBYING LOCAL/STATE BY PEOPLE AFFECTED
OPPORTUNITIES FOR FUNDING FOR 5170 LOC'S WILL INCREASE
INCREASED PREVENTION FUNDING
LESS PI'S
AGING PI'S
MORE RESEARCH

ADDENDUM XV

OFFICE OF THE CHIEF OF POLICE

FILE

SPECIAL ORDER NO. 23

JULY 8, 1977

SUBJECT: RELEASE OF 647(f) P.C. ARRESTEES UNDER 849(b)(2) P.C.

PURPOSE: For a number of years, this Department has cooperated in the efforts to establish local detoxification centers as a practical alternative to criminal prosecution of 647(f) P.C. arrestees. Until adequate facilities are available, this Department will necessarily continue to arrest and book public inebriates but will not seek prosecution, absent exigent circumstances.

PROCEDURE:

RELEASE PROCEDURES–REVISED. An adult who is booked *only* for 647(f) P.C. (Drunk) shall normally be released under 849(b)(2) P.C. after a period of detoxification (minimum of 4 hours) unless one or more of the following reasons exist for non-release:

* The arrestee has a want or warrant.
* The arrestee requests that he be taken before a magistrate.
* The safety of the arrestee or others may be jeopardized by the release.
* There are other specific articulated facts justifying continued detention and/or prosecution.

EXCEPTION: Prior to complete detoxification, arrestees may be released to a medical facility or to a friend or relative capable of assuming responsibility for the care of the arrestee.

The supervisor advising the booking of an arrestee *ineligible* for release under 849(b)(2) P.C. shall make a notation in the narrative portion of the Booking Recommendation, Form 12.31, indicating the reason(s) for ineligibility. Additionally, the supervisor shall ensure that the arresting officer(s) include all facts substantiating the reason(s) for non-release in a long form arrest report (5/5.2).

EXCEPTION: A long form arrest report is not required for an arrestee who is ineligible solely because of a misdemeanor warrant unless completion is required under 4/725.48.

Circumstances arising *after* booking which necessitate continued detention of an arrestee shall be noted on the reverse side of the jailer's copy of the Form 12.31. The notation shall be initialed by a supervisor.

If, with the passage of time, the reason for non-release is eliminated, the arrestee shall then be released under 849(b)(2) P.C.

EXAMPLES:

* The arrestee posts bail for any warrants.
* The arrestee withdraws a request to be taken before a magistrate.

When circumstances indicate that the continued detention of an arrestee is no longer necessary but prosecution *is* desired, the arrestee shall be considered for a release on a written promise to appear (O.R.).

AMENDMENT:

This order amends Section 4/682.10 of The Department Manual.

EDWARD M. DAVIS
CHIEF OF POLICE

DISTRIBUTION "A"

SPECIAL ORDER NO. 23 JULY 8, 1977

SUPPLEMENTAL FACT SHEET

Historically, public drunkenness has been treated as a crime. However, increasing social awareness has resulted in legislation which provides for alternatives to criminal prosecution.

One of these alternatives is the use of detoxification centers pursuant to Section 647(ff) P.C. Because the detoxification concept is relatively new, the availability of detoxification center space is very limited.

Another alternative, Section 849(b)(2) P.C., allows the release without prosecution of a person booked for 647(f) P.C. (Drunk). In the past, it has been the policy of this Department to exercise this prerogative primarily to relieve jail overcrowding. This order expands the use of the release procedure so that prosecution for violations of 647(f) P.C. (Drunk) will be sought only in exceptional circumstances.

Although postbooking procedures are significantly altered, officers still have the discretion to initiate the process for prosecuting the public inebriate who is a continuing police problem. The *policy and criteria* for making arrests for violations of 647(f) P.C. (Drunk) are *unchanged* and officers shall continue to use this valuable law for serving the public and maintaining the peace and order of this community.

FOOT NOTES

[1]City of Los Angeles Archives-Police Report: 1887

[2]California Penal Code Section 1647

[3]Report of the Reference Committee on Medical Education and Hospitals; Proceedings of the House of Delegates; Seattle, Washington; 163 JAMA (1957)

[4]Alaska, Arizona, Colordo, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Iowa, Kansas, Maine, Maryland, Massachusetts, Michigan, Minnesota, New York, New Jersey, Nevada, Oklahoma, Rhode Island, South Dakota, Washington, Wisconsin and the District of Columbia; Operations-Central Bureau Report; "Public Inebriates, Homeless and Mentally Ill; 1984

[5]In re Newbern 53 Cal 2d 786, 796 (1960)

[6]California Penal Code Section 647(f)

Every person who commits any of the following acts is guilty of disorderly conduct, a misdemeanor: (f) who is found in any public place under the influence of intoxicating liquor...in such a condition that he is unable to exercise care for his own safety or the safety of others, or by reason of his being under the influence of intoxicating liquor...interferes or obstructs or prevents the free use of any street, sidewalk or other public way.

[7]California Penal Code Section 849(b)

Any peace officer may release from custody, instead of taking such person before a magistrate, any person arrested without a warrant whenever:

(2) The person was arrested for intoxication only, and no further proceedings are desirable.

[8]Welfare and Institutions Code Section 5170

When a person is a danger to others, or to himself, or gravely disabled as a result of inebriation, a police officer, member of the attending staff, as defined by regulation, of an evaluation facility designated by the county may, upon reasonable cause, take or cause to be taken, the person into civil protective custody and place him in a facility designated by the county and approved by the State Department of Alcohol and Drug Abuse as a facility for 72-hour treatment and evaluation of inebriates.

[9]California Penal Code Section 647(ff)

When a person has violated subdivision (f) of this Section, a peace officer, if he is reasonably able to do so, shall place the person, or cause him to be placed, in civil protective custody. Such person shall be taken to a facility, designated persuant to Section 5170 of the Welfare and Institutions Code, for the 72-hour treatment and evaluation of inebriates. A peace officer may place a person in civil protective custody with that kind and degree of

force which would be lawful were he effecting an arrest for a mismeanor without a warrant. No person who has been placed in civil protective custody shall thereafter be subject to any criminal prosecution or juvenile court proceeding based on the facts giving rise to such placement. This subdivision shall not apply to any of the following persons:

1. Any person who is under the influence of any drug, or under the combined influence of any intoxicating liquor and any drug.

2. Any person who a peace officer has probable cause to believe has committed any felony, or has committed any misdemeanor in addition to subdivision (f) of this section.

3. Any person who a peace officer in good faith believes will attempt escape or will be unreasonably difficult for medical personnel to control.

[10]Eisenstadt, E.; "Civil Diversion of the Public Inebriate"; Alcoholism; July/August 1981; pg. 26

[11]Statistical Digest; 1975; Management Services Division; Los Angeles Police Department

[12]Decision by Court of Appeal, State of California, Second District; at page 15 and 23; March 1983

[13]Addendum XV

[14]Reference to Special Order No. 23, Chief Edward M. Davis, 1977

[15]Flynn, Timothy B.; letter to L. A. County Supervisor E. Edelman and L.A. County District Attorney John VandeKamp; November 1978

[16]Jail Division Statistics, 1984

[17]Konstanturos, John and Kramer, Marsha; "LAPD Under Pressure"; Alcoholism, July/August 1981; pg. 21

[18]"The Public Inebriate; A Community Problem"; study by LAPD-Central Bureau; 1979

[19]County of Los Angeles, Department of Health Services, Office of Alcohol Programs; 1985-86 Los Angeles County Plan for Alcohol Related Services; pg. 3

[20]Formula based on percent of general population (1980 census), poverty population (1980 Census), alcohol related deaths (5-year average, 78-82) and the number of liquor outlets (1984).

[21]OAP Report, pg. 47

[22]"L.A. County's Population is Soaring Again"; L.A. Times; Herbert, Ray; Sec. I, pg. 1, Col. 5

[23]OAP Report - pgs. 158-159

[24]All Statistics on CPA from OAP Report, pgs. 157-169

[25]OAP Report - pg. 140

[26]OAP Report - pgs. 160-164

[27]Volunteers of America (VOA) Statistics 1984 Orientation Package

[28]VOA, Second Quarter Statistical Report, October-December, 1984

[29]San Diego Police Department Memorandum; November 26, 1985

[30]San Diego Police Department Memorandum; August 6, 1984

[31]Speiglman, Richard and Smith, Marianne; California's Services for Public Inebriates: An Inventory and Report to the Department of Alcohol and Drug Programs; Alcohol Research Group; Berkeley; 1985

[32]ibid., pg. ii - findings

[33]ibid., pg. i - findings

[34]ibid., pg. i - findings

[35]ibid., pg. 19

[36]ibid., pg. 82

[37]ibid., pg. 37

[38]ibid., pg. 60

39ibid., pg. 38

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