

# **Santa Cruz County Grand Jury**



**Final Report  
2000 – 2001**

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Grand Jury



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## COUNTY OF SANTA CRUZ

Governmental Center

PO Box 542, 701 Ocean Street  
Santa Cruz, CA 95061  
(831) 454-2099

June 8, 2001

The Honorable Richard McAdams  
Judge of the Superior Court  
701 Ocean Street  
Santa Cruz, CA 95060

Dear Judge McAdams,

On behalf of the 2000-01 Santa Cruz County Grand Jury, it is my pleasure to submit to you our final report. This report is the culmination of countless hours of hard work and dedication of the citizens who had the privilege of serving as grand jurors this year.

When first empanelled, the new grand jurors faced the daunting task of educating ourselves on the vast and complex array of public functions. These include the County with its multiple activities, four incorporated cities and a significant number of school districts, special districts, commissions, and committees.

As there are so many local entities and important issues, it would be impossible for one grand jury to inquire into each one during its tenure. The Grand Jury is required to make difficult decisions on prioritizing issues and directing its efforts. We sincerely hope that the issues we chose to pursue will enable the citizens of Santa Cruz County to gain a greater awareness, knowledge, and insight into local government.

Our experience has greatly reinforced our belief in the grand jury system as a guardian of public trust. Through this report, the residents of Santa Cruz County will become more aware of the responsibilities of the grand jury and its role in assuring that local government effectively and efficiently serves its citizens and taxpayers.

This Grand Jury benefited from the generous support of a wide array of public employees. In particular, we would like to thank Rahn Garcia, Chief Assistant County Counsel for his unflagging efforts and guidance on several complex issues.

Speaking on behalf of the 2000-01 Santa Cruz County Grand Jury, it has been an education, a challenge and an honor to serve our community in this capacity.

Sincerely,

<<SIGNED>>

Linda G. Coleman  
Foreperson

# 2000-01 Santa Cruz County Grand Jury Final Report

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## Grand Jurors

Linda Coleman,  
Foreperson

Ralph Bushey

Joe Caesar

Lynne Cordova

Robert S. Gaddis, CPA

Ken L. Gilbert

Nita Gonzalez

Judi D. Lazenby

Don D. Little

Tessie Loomis

Noreen Mahoney

Paul O'Rourke, MD, MPH

Gary D. Owen

Margaret L. Smith

Norman Vaux

Michelle Verinsky

Cheryl Wong

## Citizen Complaint Status

<b>Complaint #</b>	<b>Subject</b>	<b>Status</b>
CC99-110	County Planning Department	Closed
CJ99-113	Citizen Police Review Board	Closed
CC99-118	County Planning Department	Open
CC99-119	County Planning Department	Closed
CC99-121	County Planning Department	Closed
SD99-122	Central Fire District	Closed
CJ99-123	Main County Jail	Closed
CC00-001	Family Support Division	Closed
CC00-002	Family Support Division	Closed
CC00-003	DeLaveaga Golf Course	Closed
HH00-004	Dominican Hospital	Closed
CJ00-005	District Attorney	Closed
SL00-006	CalTrans Aeronautics Division	Closed
HH00-007	HR Agency/Santa Cruz City Council	Closed
CJ00-008	Santa Cruz Police Department	Closed
CJ00-009	Watsonville Jail Farm	Closed
CJ00-010	Family Court	Closed
CJ00-011	Santa Cruz County Sheriff	Closed
HH00-012	Child Protective Services	Open
CC00-013	Ben Lomond Park Hall	Closed
CJ00-014	Santa Cruz Police Department	Closed
CC00-015	District Attorney	Closed
CC00-016	City of Santa Cruz	Open



# County of Santa Cruz

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Cities & Other County Agencies



## Review of the Santa Cruz County Planning Department

### ***Background***

The Santa Cruz County Planning Department is part of county government and reports to the five-member elected County Board of Supervisors through the County Administrative Officer. This department was established by and derives its authority from Government Code §65000 *et seq.*

The County Board of Supervisors has absolute discretion to enact county land use ordinances. The Planning Department has the power to enforce county land use ordinances as well as discretionary power to define and implement county land use policies.

The Planning Commission, whose members are appointed by the Board of Supervisors, is responsible for the approval of large commercial and residential projects. The Planning Department provides staff support to this commission.

The County of Santa Cruz General Plan is the primary set of policies for the county's land use that guarantees development is directed in an orderly manner. The Planning Department's responsibilities include drafting and administering this plan.

The four prominent and controlling issues outlined in the 1994 General Plan continue to be primary areas of concern today. These are

- Managing population growth through a comprehensive growth management system (implemented by Measure J, adopted in the 1970's) to assure adequate services, particularly water, to current and future residents
- Providing affordable housing
- Preserving the county's environmental quality
- Preventing conversions of agricultural lands through alternative methods such as "in fill" development

The Planning Director is responsible for the overall management and administration of the Planning Department. Assistant directors manage the two major divisions

- Planning division
  - Development review
  - Environmental planning
  - Advanced planning
  - Resource planning
- Building division
  - Building permits
  - Code compliance
  - Geographic Information System

## **Scope**

Fieldwork for the Grand Jury's report was concluded on April 4, 2001.

This Grand Jury review focused only on the three sections of the Planning Department that have the greatest contact with the general public:

- Development Review Section
- Building Permit Section
- Code Compliance Section

**Development Review Section:** This section is the key point of public contact for the planning and zoning functions of the county Planning Department. It is the primary information resource for property owners and land use professionals who need to know what can be done with their property. This section interfaces with the public primarily through the zoning counter, located on the fourth floor of the county building.

At the zoning counter, the development review staff provides information on the planning and zoning classifications for land use as established in the county's General Plan and ordinances. These dictate the allowable uses and development restrictions regarding the property, such as property line setbacks and height limitations. This section reviews and processes all proposals for developing land.

Development review requires the exercise of professional judgment on the part of both project review staff planners and decision-makers. Projects requiring a development review permit range from a coastal permit for a single-family dwelling to a subdivision. Project review planners review applications for conformance with county General Plan policies, code requirements, design guidelines, and compatibility with other land uses in the area.

**Building Permit Section:** This section is responsible for reviewing building plans for conformity with measurable code requirements, routing the plans to all outside reviewing agencies, monitoring that review process, issuing permits and inspecting all permitted work until final completion. The building counter is the main point of contact for obtaining building permits and is located on the fourth floor of the county building.

**Code Compliance Section:** This section is responsible for enforcement of county codes relating to land use, building code, zoning ordinance and resource protection ordinances. It administers an abatement program for dangerous conditions on properties as well as an abandoned vehicle program. These programs operate in response to citizen complaints about alleged code violations initiated by telephone or by visiting the Planning Department. This section investigates the complaints and, if appropriate, issues warning or violation notices. When a property owner refuses to comply, the county may correct the violation and charge the property owner for the work completed. Such actions may be followed by additional legal sanctions such as code violation recordations, fines or civil penalties. The overall objective of the code enforcement process is to protect the health and safety of the public and to put an end to illegal land use.

The Grand Jury reviewed the following areas to determine the adequacy of the Planning Department to administer the highly complicated processes for which it is responsible.

- Training programs
- Attitude and morale of department staff
- Number of employees in relation to the workloads
- Proficiency of the staff
- Policies, procedures and computer programs

To obtain the findings that serve as the basis of this report, the Grand Jury employed the following measures:

- Conducted interviews
  - Current Planning Director and one former director
  - Two current members of the Santa Cruz County Planning Commission
  - Two Assistant Planning Directors
  - Six employees, representative of the support services of the Santa Cruz Planning Department, with varied lengths of service
- Reviewed documents
  - The 1994 General Plan
  - The department's organizational chart
  - The department's current web pages
  - The employee's standard rating form
  - The department's current public brochures
  - The November 1993 Code Compliance Investigator's Manual
  - Department's current Code Compliance Investigator's Manual
  - 1997-98 Grand Jury Report reviewing the code compliance division of the Planning Department
  - The June 8, 1999 ordinance covering the adoption of the uniform codes and amendments
  - The August 16, 2000 Planning Department's Final Conversion Plan for eliminating old unresolved code compliance complaints. The plan included information regarding staff capacity for handling new complaints and reducing the backlog of outstanding complaints
  - The October 17, 2000 Planning Department's Operations Report to the County Board of Supervisors
  - The November 30, 2000 report from the Planning Department to the Board of Supervisors regarding the year 2001 annual population growth goal
  - Board of Supervisors resolution adopting Annual Population Growth Goals for 2001: Resolution No. 396-2000 passed and adopted December 5, 2000
  - The California Government Code pertaining to Planning Departments

The Grand Jury also:

- Requested from the Planning Department computer lists of applications and complaints received during the first quarter of 2000 and all outstanding applications and complaints at the end of 2000. The following lists were prepared:

<b>Computer Lists Reviewed</b>	<b>Received in Q1 2000</b>	<b>Outstanding at the end of 2000</b>
Applications for development approval of land use requests	246	456
Applications for building permits and the inspection process from issuance to completion	465	717
Code compliance violations from complaint to resolution	258	3,848

- Randomly selected and reviewed 27 files from the above computer lists and compared them to their respective physical files.

<b>Type</b>	<b>Sample</b>	<b>Population</b>
Development review section	8	243
Building permit section	10	465
Code compliance section	9	258

- Compared the 27 files selected to the Planning Department’s web site to determine their status as of April 4, 2001.

This investigation was conducted without participation by one juror of this 2000-01 Grand Jury who is related to a county employee.

### **Findings**

1. The California Planning and Zoning Law (Government Code §65300 *et seq.*) requires adoption of a comprehensive long-term General Plan that determines the development of the county.
2. The Board of Supervisors determines the annual allocation of the maximum number of building permits to be issued in accordance with Measure J’s growth management program. The 2001 building permits allocations are set at 0.5% over the number of housing units on December 31, 2000.
3. Land use codes and ordinances are broadly constructed and, therefore, susceptible to multiple interpretations.

## Personnel Findings

1. The Grand Jury found that the department employees were cooperative and professional at all times. The Planning Director offered help, even during this very busy time in their department.
2. There are approximately 110 positions in the department, including 12 new staff positions recently approved by the Board of Supervisors.
3. The Graphic Information Systems department is a sophisticated operation and was very helpful in providing the Grand Jury with maps and other data.
4. The planning staff's responsibility is to explain to applicants the limitations imposed on the applicant's use of their own property by (1) state laws, (2) county codes and (3) county ordinances. Often these rules conflict with the property owner's desires.
5. Political influence by the Board of Supervisors places added pressure on the planning staff. Supervisors act for the best interest of their constituency. When membership on the board changes, direction from the supervisors changes.
6. City governments in the county and many neighboring counties pay higher salaries than Santa Cruz County does. Salaries in Santa Cruz County government are based on a nine-county comparison using Contra Costa, Fresno, Marin, Monterey, Napa, San Mateo, Santa Clara, Solano, and Sonoma.
7. Employee morale is low and turnover is at an unprecedented high. This resulted from failure in negotiations to successively challenge the nine-county comparison. At the peak, there were 24 vacancies in the department. This necessitated taking staff from the advanced planning section to cover shortfalls in other sections.
8. The personnel department has been unable to attract the necessary people with requisite qualifications to fill vacancies in the Planning Department staff. Some vacant positions are difficult to fill because they are classified as temporary positions. The Planning Department requested hiring an outside consultant to assume the recruitment effort.
9. According to interviews with employees, workloads continue to be excessive. Also, employee performance evaluations have not been conducted on a consistent basis.
10. The department has budgeted 125 computer classes, approximately one day's training for each employee of the Planning Department. The managers of each section are responsible for budgeting additional training courses for staff as needed to enhance their skills.
11. The Planning Director has implemented a program to acquaint new hires with the operations of the department as well as familiarize current employees with functions of other areas within the department. Additional training for new hires is left to other employees in the area where the person works. The responsibility for ensuring that employees obtain continuing or additional training lies with each manager.
12. In the fall of 2000, the Planning Director has obtained approval from the Board of Supervisors for a new staff position devoted to training. This staff position will evaluate the training needs of the department and devise strategies and methods to satisfy those needs.

13. The Planning Director proposed that employees be assigned to planning teams to be responsible for virtually all the development activity in a particular geographical area. Each team leader will be responsible for acquiring a thorough understanding of the assigned geographic location.

## **Development Review Section Findings**

1. Review of the 8 selected files revealed
  - 7 of the 8 files selected were completed. The department is correctly handling the incomplete file. It is still incomplete because an outside agency, over which the Planning Department has no control, has yet to give its approval.
  - 6 of the 7 completed files were processed in an average of three months; 1 took almost a year to complete.
  - 3 of the 7 completed files were not shown as completed on the computer system.
  - 1 file approved on June 1, 2000 erroneously showed a future hearing of August 4, 2000.  
As of April 4, 2001, it still showed as scheduled for that hearing.
  - 1 file is shown as withdrawn however there is nothing in the file to support this.
2. Planners must possess a high degree of proficiency in diverse land use regulations in order to handle the increased development applications for “in fill” projects. These projects are located in heavily developed areas that require highly technical planning, engineering, geologic and/or hydrologic issues. According to the Planning Director, the current capacity of the department to administer such sophisticated processes is limited.
3. A single development permit application may have several separate files associated with it. This happens when more than one reviewing department is involved. However, no cross-indexing exists for files in circulation. Anyone attempting to review these files has no way of knowing how many files exist. Only when the process is complete are the files put together.

## **Building Permit Section Findings**

1. Review of the 10 selected files revealed the following:
  - 9 of the 10 files were complete by the date of the review
    - 6 Complete
    - 3 Withdrawn
    - 1 Not approved
    - 10 Total
  - 1 physical file could not be found
  - 4 of the 6 files were completed in less than 45 days and the other 2 were completed in 60 days

## Code Compliance Section Findings

1. According to the Planning Department's Final Conversion Plan, the department has a policy of resolving code compliance complaints within four months.
2. At the end of the year 2000, there were 3,848 unresolved code compliance complaints. This represents more than three years of unresolved complaints. The Planning Director attributes the high backlog to the fact that code compliance staff worked on easiest-to-resolve complaints first to reduce the volume of unresolved complaints. The director also asserted that approximately 3,000 of the 3,848, that currently show unresolved in the computer system, should show resolved. These 3,000 are a combination of (1) old resolved complaints that are not shown properly resolved in the computer or (2) old complaints which are considered too minor to work on.
3. The computer listing of code compliance complaints received during the first quarter of 2000 indicates a "Priority Code" for each complaint type, consisting of Codes A, B, C. Listed below is a breakdown and a description of the priority code for the 258 complaints received:

15	Code A – involving immediate threat to public health and safety
232	Code B – health or safety considerations but no immediate threat to the public
<u>11</u>	Code C – low priority for violations confined to a single property
<u>258</u>	Total
4. Review of the 9 selected files revealed
  - 6 of the 9 complaints selected were still unresolved more than a year after they were filed
  - 2 of the 9 complaints were assigned the highest priority status (Code A). Neither was resolved
  - 3 of the 9 complaints had recorded code violations (Red Tags) shown in the computer records, but only 1 contained a copy of the recorded code violation in the physical file
  - 1 file had all the work done but the file was still shown as active
  - 1 file had no work done on it at all
  - 1 file had an unsigned copy of a settlement agreement when it should have contained a signed copy in the file
5. When the Grand Jury questioned the meaning of the compliance Priority Codes A, B, C, the director stated that he was unaware of these priority codes because the system was installed before he started with the county. Senior code compliance management had earlier asserted these codes were useless and they did not mean anything. In contrast, two computer-input clerks stated that they always assign a Priority Code B when entering the initial code compliance complaint in the computer and then route the file to the senior code compliance management who may change it to Code A or C as appropriate.
6. As a result of this information, the Grand Jury increased the scope of its review to include all of the complaints bearing the highest priority code received during the first quarter of 2000. There were 15 Code A complaints. One year later, 9 of the 15 Code A complaints were still unresolved.

7. The contradictory information regarding the complaint coding system led the Grand Jury to review the history of the code compliance computer system Codes A, B, C. The findings in chronological order are
  1. In November 1990, the Board of Supervisors approved a set of criteria for assigning priority rankings to code violation complaints.
    - Code A – involving immediate threat to public health and safety
    - Code B – health or safety considerations but no immediate threat to the public
    - Code C – low priority for violations confined to a single property.
  2. In 1993 the, A, B, C coding was implemented and integrated into the computer system ALUS (defined later).
  3. The code compliance section has failed to properly use this system. There has always been a reminder computer report for code compliance violations (A, B, C) as a part of the ALUS system.
  4. In August 2000, a new set of codes for assigning priority rankings was devised using designations 1 through 5 rather than A, B, C. Code 1 is equivalent to Code A. Codes 2 through 5 are in descending order of importance.
  5. A substantial amount of time and effort was spent on the new system. In spite of the costly preparations, Codes 1 through 5 system has never been implemented.

## **Systems and Policies Findings**

1. The department runs its data processing system on a 1990's mainframe software system called ALUS. ALUS does all its processing and data storage on a single large piece of computer hardware. The department also has smaller data processing system modules on a user's desktop computer, like word processing, spreadsheets, etc. An e-mail system was recently installed in the department. ALUS is the backbone of the Planning Department and is a well-tested and reliable system, however it is difficult to upgrade and has no user documentation. This is a considerable detriment to its future use.
2. The Planning Department does not accept credit cards for payment of fees. The fiscal manager of the department has devised a plan by which applicants can submit a credit card and pay a convenience fee to defray the credit card cost charged to the department. This plan has not been implemented.
3. The reviewing agency does not always update the status of their review in the computer system. In such instances the Planning Department does not complete this section either.
4. Almost anyone in the Planning Department can change data in the computer.
5. Of the four primary functions of the department, the development approval process and the building permit process were recently made available on the internet. The General Plan and the code compliance status are not yet available on-line.
6. To provide a more convenient and less crowded location for the public, the department operates a satellite permit center in Felton. This center operates three days a week. Plans are underway to open another satellite office in the Aptos/Watsonville area.

7. The Planning Department has streamlined the process for small projects such as permits for water heaters, fences, decks and roofs by allowing applicants to apply by telephone, internet or fax.

## **Conclusions**

In the creation and administration of the General Plan, the Planning Department has broad discretionary powers to define and implement land use policy, which must be balanced with the rights of applicants, surrounding property owners and the community at-large.

When codes and ordinances are broadly constructed, they allow a proponent to argue either side of an issue and find justification for their position.

It is standard practice to update the General Plan every ten years. However, since such significant changes have occurred in the county over the last seven years, the General Plan should be updated sooner.

If the county grows in 2001 as it did in 2000, the county will run out of permits sometime late in the year.

## **Personnel Conclusions**

The Planning Department is experiencing an endless cycle of inter-dependent factors, which has resulted in the department's current personnel problems, including:

- Low pay
- Heavy workloads
- Low morale
- Inadequate training
- Loss of staff
- Political pressures from Board of Supervisors
- Stressful situations for employees who have to tell people what they cannot do with their property

Each part of this cycle interacts with another and produces an unstable workforce and a dysfunctional department.

Santa Cruz County employee salaries are low relative to housing costs and living expenses in the county. A major contributor to this problem is the nine-county average that is used to determine Santa Cruz County employee salaries. Using the salaries of comparable staff positions in the four cities in the county would be more relevant than counties like Fresno, Napa, Solano or Sonoma. A weighted-average is a better method for calculating benchmark salaries than a simple average.

The Planning Department has little control over salaries. Therefore, the problems that plague the Planning Department in regards to employees will continue indefinitely despite their good effort to retain and hire enough new people.

Silicon Valley has become a major source of income for a number of Santa Cruz County residents. This has its good and bad points. Since a Silicon Valley employee earns substantially more than a Santa Cruz County employee, Silicon Valley income-earners have driven up the cost of housing in the county. The present salaries of new county employees make it difficult to find affordable housing. This negatively affects recruitment.

Training programs for employees are critical to the building of their work skills. The high vacancy rate, which has prevailed within the department, has contributed heavily to the lack of essential training.

Political pressure is a way of life for any county's planning department. Training personnel to deal with this inevitable reality will have the effect of lowering stress and improving morale.

The Grand Jury commends the dedicated and loyal Planning Department employees who have persevered during these difficult times. Special thanks go to the employees who cooperated with this review.

### **Development Review Section Conclusions**

The files selected were completed in a timely manner. They contained sufficient information to understand the decisions that were made in each case. Any deficiencies are not of major significance and can be readily resolved.

### **Building Permit Section Conclusions**

The files selected were completed in a timely manner. They contained sufficient information to understand the decisions that were made in each case. Any deficiencies are not of major significance and can be readily resolved.

### **Code Compliance Section Conclusions**

Code A complaints (highest priority involving immediate threat to public health and safety) were not given the high priority indicated by the department's own policies. One year after the complaint filing date 60% were still unresolved.

The failure to promptly resolve serious code violations (Code A) creates circumstances of undue risk of serious injury or death.

Code compliance files that are incomplete result in inefficiency.

Proper use of the current ALUS code compliance system will accomplish the goal of screening out the old files with a few minor changes. This result can be attained by

- Adding a new status type
- Considering the new status type the same as a closed complaint
- Removing the closed files from all computer reports that show active complaints
- Keeping the history in the computer
- Changing all old complaints without health or safety problems to the new status type

Relying on a new code compliance computer system as an excuse for not reducing the number of code compliance complaints is unacceptable. Code A-C verses 1-5 should not be an excuse for inaction. Although the department has defined its problems and designed initiatives to help correct the code compliance issues, the department is unable to get beyond the planning stage and implement the policies.

It would be very beneficial to have the code compliance status on the internet for the following reasons:

- The department would receive fewer calls and visits, which will increase efficiency
- The department would have a greater incentive to reduce outstanding code compliance complaints

## **Systems and Policies Conclusions**

Inability to accept credit cards is a disservice to the public. This simple reform would do much to improve public relations and reduce the frustration of the employees. The cost savings of personnel time and the convenience to the citizens would justify the cost.

Since almost anyone can enter information into the computer, there is a potential for personal gain, collusion or errors. The department or the Auditor-Controller's Office should consider installing an internal audit system, randomly picking both closed and open files to review.

The web sites for both the development approval process and the building permit process are an excellent source of information to the public.

Obtaining a new computerized planning system, currently used by other planning departments in the state, has the potential to reduce personnel costs. Further benefits include:

- Easy and flexible report writing module
- Easy way to update internet screens using the data stored in the system
- Consecutive numbering of the code compliance complaints in order of receipt
- Prevent a file from advancing to the next stage without completion of previous steps

## **Recommendations**

1. The Planning Department should accept credit cards.
2. The Planning Department should immediately resolve all complaints classified as a threat to public health and safety.
3. The Planning Director should ensure there is strong management in the Code Compliance Section.
4. Physical files should include copies of the recorded code violations (Red Tags) and be consistent with the status shown on the computer screen.
5. The Planning Department should utilize the existing ALUS code compliance system for tracking the status of code priority classifications until a future system is operational.
6. The Planning Department should complete the status of the outside agency's review in the computer system.
7. The Planning Department should develop a system to cross-reference the multiple physical files that exist for a single development permit application.
8. The Auditor-Controller's Office should implement an internal audit system on Planning Department files.
9. The Board of Supervisors should update the 1994 General Plan as soon as is feasible.

10. The Board of Supervisors should conduct a formal study to determine the relationship of current salaries to employee retention.
11. The Board of Supervisors should consider changing the entities in the nine-county comparison used in salary surveys to include the four cities in the county.
12. Immediate priority must be given to training Planning Department personnel.
13. Planning Department managers should conduct employee reviews consistent with the stated personnel policy of the department.
14. The Planning Department should establish the Aptos/Watsonville Satellite Permit Center.
15. The Felton Satellite Permit Center should be available five days a week.
16. The General Plan and the code compliance complaint status should be available the internet.
17. The following should be added to the web site:
  - Development approval process
    - Description of the project
    - Cross reference to a related building permit
  - Building permit process
    - The alpha digit at the end of the permit number is confusing and should not be part of the record number
    - If a permit has been issued, the status on the web page should not show “READY TO ISSUE”
    - Withdrawn permits should be shown on the web page
    - Complete projects should show the date of completion on the web page
    - Cross reference the building permit to any related development approval

***Response Required***

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Board of Supervisors	1 – 17	90 Days
Planning Director	1 – 7, 12 – 17	60 Days

## **Investigation of the Reporting Structure between the Capitol City Council and City Manager**

### ***Background***

The City of Capitola is a general law city incorporated January 11, 1949 that operates under the council-manager form of government. Capitola is largely a suburban, business, recreation and tourist area of approximately two square miles. Capitola's population is estimated to be about 11,000 as of January 1, 2000.

Traditionally, the Santa Cruz County Grand Jury reviews one of the four cities in the county each year on a rotating basis. While gathering information in preparation for the review of the City of Capitola, the Grand Jury reviewed city council meeting minutes and several newspaper articles (see Newspaper Sources). These revealed friction between city council members and radical changes in the supervisory relationship between the city manager and the finance director.

As the Grand Jury delved into these issues, it became clear that it could not complete the traditional review of the city and fully investigate the city council's handling of the change in the reporting structure. Therefore, the Grand Jury decided to eliminate the traditional review and focus its attention solely on the reporting structure issue.

### ***Scope***

Under the Penal Code §925(a), the Grand Jury may investigate cities located in the county.

“The grand jury may at any time examine the books and records of any incorporated city or joint powers agency located in the county. In addition to any other investigatory powers granted by this chapter, the grand jury may investigate and report upon the operations, accounts, and records of the officers, departments, functions, and the method or system of performing the duties of any such city or joint powers agency and make such recommendations as it may deem proper and fit.”

The following sources for this investigation, which was completed on April 5, 2001:

- Interviewed a past city manager.
- Interviewed a past city mayor/council member.
- Interviewed the finance director.
- Interviewed the county auditor.
- Reviewed 1998, 1999 and 2000 city council meeting minutes.
- Reviewed selected 2000 and 2001 city council agenda packets.
- Reviewed the finance director employment agreements.
- Reviewed selected Capitola Municipal Codes as quoted in the attached Exhibit.
- Reviewed City of Capitola Management Employee's Compensation Plan, July 1 1998 – June 30, 2000 which detailed the process for grievance resolution.
- Reviewed related newspaper articles in the Santa Cruz Sentinel and Mid County Post.

## **Findings**

Findings are presented in chronological order.

1. A current comprehensive Policy & Procedures Manual for the City of Capitola was not available for review by the Grand Jury.
2. The current finance director started working for the city in 1994 as a part-time controller.
3. The city council created the position of finance director, reporting to the city manager, and approved the employment agreement and job description of the current finance director on November 26, 1996 effective January 1, 1997 (Resolution No. 2854).
4. The organizational charts of the city included in the FY 1998, 1999 and 2000 financial statements show the finance director reporting directly to the city manager.
5. Based on interviews, the Grand Jury found the working relationship between city manager and finance director negatively impacted city operations, contrary to Municipal Code §2.08.220.
6. On January 27, 2000, the city council revised the job description of the finance director to include direction over the Capitola Redevelopment Agency.
7. In January and February 2000, the finance director filed grievances against the city manager. Ordinarily, the city manager would review and act upon the grievance as stated in the Management Employee's Compensation Plan. However, since the grievances were against the city manager, the city council decided to review them.
8. The Capitola City Attorney authored a memo to the city council dated February 17, 2000 regarding potential conflicts with the city's ordinances and the job description and employment agreement of the finance director. In particular Municipal Code §2.08.210 and 2.08.220 were cited. This concern was reiterated in the March 3, 2000 memo from the city attorney citing Municipal Code §2.04.060.
9. On March 23, 2000, the city council voted to approve an amendment to the November 26, 1996 employment agreement with the finance director. This amendment was executed on March 30, 2000 and removed the finance director from the direct supervision of the city manager. "Employee" in the quote below refers to the finance director.

Item 1 states:

"...The parties therefore agree that when, in Employee's professional judgement it is necessary or desirable, Employee shall present such matters directly to the city council for consideration and copy the City Manager."

Item 3 states:

"The City Council shall have sole and exclusive authority to impose discipline upon Employee for any alleged misconduct, misfeasance, malfeasance, incompetence or negligence in the performance of his duties, and/or take any other adverse action toward Employee. Employee shall not be terminated from employment or placed on administrative leave with or without pay, except by the City Council."

10. Immediately following this vote, a council member resigned citing the acrimony within the city government, as recorded in the minutes

“...The extent of the acrimony at meetings of the Council, as well as the on going attacks by elected officials against individual council members and city staff are unprecedented in the 8 years she has served here. This behavior has already seriously impacted the services provided to residents and has eroded the morale of even the best of our employees. She went on to state she would not participate in the destruction of this city and neither should you. When previous councils have had differences, and faced difficult financial situations, the council and the staff pulled together to resolve them. In contrast, the renewed efforts of the city treasurer to embroil the city in controversy, and the support of the council majority to allow this to occur, are causing paralysis in a previously well-functioning city government. The damage that this course of actions causes is significant. While fingers point and voices shout, Capitola languishes. She regrets that it has become impossible for her to get the work of the Capitola community that she cherishes completed in this vicious atmosphere...”

11. In a letter dated March 30, 2000 to the mayor, the finance director withdrew his grievances citing that his new job description and supplemental employment agreement resolved most of the issues in his grievances.
12. On June 18, 2000, the Capitola City Manager submitted his resignation effective August 1, 2000.
13. On September 28, 2000, the city council rescinded the super-majority (four-fifths) vote requirement for removal of the city manager per Municipal Code §2.08.240.
14. On January 11, 2001, the City of Capitola and its finance director negotiated the Amended Supplemental Employment Agreement. This amendment superceded the March 23, 2000 amendment in its entirety. This action reinstated the direct supervisory relationship between the city manager and finance director.

Item 2 states the current finance director will retire June 30, 2001.

Item 6 states:

“...The parties expect that the directive of the City Manager will be consistent with the position’s ‘Essential Duties and Responsibilities.’ If the Finance Director believes that a directive of the City Manager cannot be reconciled with the above-quoted duty, he may pursue that as a grievance under the grievance procedures in the Management Employees Compensation Plan.”

- Included as an exhibit to the January 11, 2000 agreement, the City of Capitola and the current finance director entered into a Contract for Professional Services commencing September 1, 2001 terminating on June 30, 2003. In this contract, the contractor would give advice, recommendations and drafts on several policies and procedures and perform other non-routine tasks. Under the agreement, the contractor is expressly prohibited from performing day-to-day routine tasks. Item 3, under the Duties heading states:

“Contractor shall not be requested to, nor shall Contractor, perform any day-to-day, ongoing, routine accounting or fiscal duties, and Contractor shall not supervise, or be supervised by, any official, employee, or agent of the City.”

- In response to a question, the finance director stated in the interview the list of contemplated projects attached to the Contract for Professional Services included some tasks that he characterized as ordinarily the responsibility of a finance director.

15. Despite the impending retirement of the finance director, at the close of fieldwork the City of Capitola had not begun its search for a new finance director. Under the Professional Services Agreement signed by the current finance director, the contractor is prohibited from assisting the city in its day-to-day operations after his retirement. This raises the question: Who will act as finance director after June 30, 2001? The Grand Jury was unable to determine the plans of the city regarding this matter.

16. In preparing this report, the Grand Jury found it necessary to interview the finance director alone. For six weeks, the Grand Jury attempted to arrange for such a routine interview. This was refused and he was therefore subpoenaed to appear before the Grand Jury.

In preparing this report, the Grand Jury found it necessary to conduct a private interview with the finance director. For six weeks, the Grand Jury attempted to arrange for an interview, however, the finance director refused to appear alone. Based on review of the correspondence received from the City of Capitola on this matter, the finance director's refusal to voluntarily cooperate was supported by the city attorney, mayor and new city manager. A subpoena was subsequently issued and the finance director did appear alone. Penal Code §939 has been interpreted by the courts as operating to prohibit the presence of anyone at a grand jury session other than grand jurors and witnesses actually under examination. The only exceptions are a bailiff, court reporter, or interpreter.

## **Conclusions**

The city council spent an inordinate amount of time in 2000 discussing and restructuring the reporting relationship of the city manager and finance director that was ultimately returned to its previous state in conformity with Municipal Code. The city council allowed itself to be diverted from crucial city business by the antagonism between these two important city officials, which, in part, led to the resignation of a council member.

Instead of using standard government practices to resolve a formal personnel grievance, the city council entered into a contract with one of the parties that contravened its own Municipal Code. A change in the reporting relationship between the city manager and finance director as a quid pro quo agreement for the withdrawal of the grievances presents serious public policy questions.

**Recommendations**

1. The Capitola City Council should never enter into contracts that are inconsistent with its Municipal Code.
2. The city council should expedite its efforts to find a new finance director.
3. The city council should ensure its legal advisor is knowledgeable in grand jury law and case history.
4. The city council should direct all city employees to cooperate fully with any grand jury investigations including individual interviews.
5. The 2001-02 Grand Jury should conduct a comprehensive review of the City of Capitola including the anticipated Policies & Procedures Manual currently being prepared by the city.

**Response Required**

Entity	Recommendations	Respond Within
Capitola City Council	1 – 4	90 Days

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Newspaper Sources:

- Gumz, Jondi, “Political power struggle swirls around embattled city manager,” *Santa Cruz Sentinel*, February 12, 2000.
- Gumz, Jondi, “City manager’s spending scrutinized in Capitola,” *Santa Cruz Sentinel*, March 11, 2000.
- Gumz, Jondi, “Unauthorized expenses in Capitola totaling thousands prompts policy change,” *Santa Cruz Sentinel*, March 22, 2000.
- Bryant, Mary, “City’s Finance Director Gets Pay Raise and More Time Off,” *Mid County Post*, August 15, 2000.
- Olson, Jay, “Former Mayors Threaten to File Grand Jury Complaint Against Capitola Council,” *Mid County Post*, October 10-23, 2000.

## ***Exhibit***

### **Selected Capitola Municipal Code**

2.04.060 City personnel use. The various boards and commissions may utilize the services of the appropriate city departmental personnel in carrying out their respective functions subject to the administrative control of the city manager.

2.08.070 Powers and duties. The city manager shall be the administrative head of the government of the city under the direction and control of the city council except as otherwise provided in this chapter. He shall be responsible for the efficient administration of all the affairs of the city which are under his control. In addition to this general powers and administrative head, and not as a limitation thereon, it shall be his duty and he shall have the power set forth in Sections 2.08.080 through 2.08.200.

2.08.100 Power of appointment and removal. It shall be the duty of the city manager to, and he shall, appoint, remove, promote and demote any and all officers and employees of the city except the city clerk, city attorney, and city treasurer, subject to all applicable personnel ordinances, rules and regulations.

2.08.110 Administrative reorganization of officers. It shall be the duty and responsibility of the city manager to conduct studies and effect such administrative reorganization of offices, positions or units under his direction as may be indicated in the interest of efficient, effective and economical conduct of the city's business.

2.08.140 Financial reports. It shall be the duty of the city manager to keep the city council at all times fully advised as to the financial condition and needs of the city.

2.08.210 Internal relationships with council. The city council and its members shall deal with the administrative services of the city only through the city manager, except for the purpose of inquiry, and neither the city council nor any member thereof shall give orders to any subordinates of the city manager. The city manager shall take his orders and instructions from the city council only when sitting in a duly convened.

2.08.220 Departmental cooperation. It shall be the duty of all subordinate officers and the city clerk, city treasurer and city attorney to assist the city manager in administering the city efficiently, economically and harmoniously.

2.08.240 At-will employment. The city manager shall be an at-will employee, who may be removed from office, or his/her authority temporarily suspended, at the sole discretion of the city council, subject to any such restrictions as are specifically set forth in the city manager's contract of employment. (Ordinance 818, September 2000)

Text of 2.08.240 prior to its amendment:

The removal of the city manager shall be effected only by four-fifths vote of the council in a regular council meeting, subject, however, in the provisions of Sections 2.08.250 through 2.08.280. In case of his intended removal by the city council, the city manager shall be furnished with a written notice stating the council's intention to remove him and the reason therefore, at least thirty days before the effective date of this removal.



# County of Santa Cruz

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Special Districts



## Investigation of Complaint Concerning the Board of Directors of Central Fire Protection District

### **Background**

The Central Fire Protection District of Santa Cruz County is one of ten such districts in the county. In October 1977, the district was created by the merger of the Capitola, Live Oak and Soquel Fire Protection Districts. A seven-member elected board of directors governs the district.

The district encompasses 20.89 square miles and protects a population of more than 50,000 residents and area business establishments. The district covers an area from the east at Borregas Gulch and to the west at the City of Santa Cruz City limit, with Monterey Bay to the south and about 5½ miles north up Old San Jose-Soquel Road from Soquel Drive.

The district has 67 full-time and 26 part-time employees, with an operating budget of \$7,642,913 (FY 00-01). The district has 4 fire stations with 12 pieces of fire fighting equipment and 11 utility vehicles.

### **Scope**

The 2000-01 Santa Cruz County Grand Jury received a complaint from a citizen dated March 26, 2000 concerning the operations of the district. This led to an investigation of the Board of Directors of the Central Fire Protection District seated during 1998, 1999 and 2000.

The complainant expressed concerns in the following areas:

- Misappropriation of funds
- Violations of the Brown Act\*
- Lack of respect for citizens attending board meetings
- Conflicts of interest within the district

In the scope of this investigation, the members of the 2000-01 Grand Jury

- Reviewed the complaint
- Interviewed seven members of the boards of directors seated in 1998, 1999 and 2000
- Attended meetings of the board of directors
- Reviewed budgets of the district, minutes of meetings, as well as board resolutions covering the past two years
- Reviewed the contract with former fire chief
- Reviewed attorney's bills from December 1, 1998 to December 31, 2000
- Reviewed Statements of Economic Interest for the board members

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\* The Ralph M. Brown Act, Government Code §54950 *et seq.*, governs meetings conducted by local legislative bodies, such as boards of supervisors, city councils, special districts and school boards. The purpose of the Act is to ensure that the deliberations and actions of all local public bodies are performed at meetings open to the public and to which the public has been given adequate notice. It is to prevent government from being conducted in secret.

Members of the Grand Jury also

- Requested but did not receive by-laws, policies and procedures, contracts with outside consultants and professionals, official meeting notices, tapes of specified board meetings, and ballots from secret balloting

This investigation was conducted without any participation by the former foreperson of this 2000-01 Grand Jury who had a prior employment relationship with a fire protection district. This juror voluntarily removed himself from the investigation and deliberations concerning this report.

## ***Findings***

### **Complainant's Allegations of Misappropriations of Funds**

No evidence of misappropriation of funds was discovered.

The members of the Central Fire Protection District Board of Directors understood and acknowledged their duty to protect taxpayers' money.

### **Complainant's Allegations of Brown Act Violations**

The complainant sent a copy of the complaint to the district attorney. In the response dated August 8, 2000, the district attorney chose not to investigate the alleged violations stating “[a]s for investigating past acts, it is extremely rare to pursue a Brown Act issue in the criminal courts.”

During the interviews, board member responses demonstrated unfamiliarity with Brown Act requirements.

The Grand Jury investigation of this complaint found some evidence of a Brown Act violation by board members.

On two occasions, the board of directors voted to fill a board vacancy in open meetings by secret ballot. One such example is recorded in the October 12, 1999 board meeting minutes: a “...vote was taken by secret ballot...” without announcing board members' individual votes as required by the Brown Act.

Government Code §54953(c) states:

“No legislative body shall take action by secret ballot, whether preliminary or final.”

### **Complainant's Allegations of Lack of Respect for Citizens Attending Board Meetings**

Lack of respect for the public by board members was displayed on several occasions. One example is recorded in the December 14, 1999 minutes in which a board member “became offended by a comment made by a member of the public in attendance, and called them a bigot.” At the next meeting, the board member publicly apologized for the comment. This is further described in the January 20, 2000 letter from the board to the county district attorney.

During interviews with the Grand Jury, directors admitted having made concerted efforts to unnecessarily limit public participation and discourage public criticism of the board at open meetings.

Government Code §54954.3(c) states:

“The legislative body of a local agency shall not prohibit public criticism of the policies, procedures, programs, or services of the agency, or the acts or admissions of the legislative body...”

### **Complainant’s Allegations of Conflicts of Interest**

According to the Political Reform Act of 1974, in order for a party to have a conflict of interest, one party must have a personal economic interest in an action. No evidence supported the complainant’s allegation of conflicts of interest during 1998, 1999 and 2000. Nonetheless, interviews with the board members revealed several close personal relationships that demonstrated favoritism and partiality. Some board members referred to these relationships as “conflicts of interest.”

### **Consultants**

The Grand Jury found that there were no written contracts for consulting or professional services.

Central Fire Protection District purchasing procedures specifically exempt consulting and professional services from written contracts. The board of directors spent substantial sums of money on consultants and professionals without benefit of soliciting proposals, bids or obtaining written contracts. For example:

\$ 11,812.39	Personnel testing, 9-24-1999 to 12-9-1999
20,360.11	Personnel negotiations, 11-22-1999 to 1-3-2000
<u>93,589.29</u>	Attorney’s bills, 12-1-1998 to 12-31-2000
<u>\$125,761.79</u>	Total

The \$93,589.29 billed by the attorney included 199 separate charges totaling \$38,813.76 described only as “PERSONNEL ISSUE.” In addition, none of the other itemized bills were supported by detailed descriptions.

Members of the board approved expenditures without reviewing detailed bills from vendors, consultants and providers of professional services.

Statements made by Board members during interviews with the Grand Jury members revealed a lack of oversight of and direction to their consultants.

Consultants performed administrative as well as professional functions. A review of itemized bills revealed that all functions were billed at professional rates.

The Grand Jury found that, on occasion, professional consultants hired by the board of directors independently performed administrative functions without the knowledge of the board. Some of these functions included personally delivering documents and responding to correspondence from the Grand Jury intended for the board of directors.

In Grand Jury interviews with board members, some directors implied they relied almost exclusively and unquestioningly upon their attorney for legal and other information.

During interviews, some directors stated they thought if they sent out any request for proposal, they would be required to accept the lowest bid submitted.

## Other Findings

The Central Fire Protection District's methods for recording minutes of board meetings did not follow common practices that are intended to responsibly convey the actions of the board to the public.

- The December 14, 1999 minutes did not clearly identify the director making motions, the citizens quoted or the issues discussed.
- At the April 6, 1999 meeting, in the process of correcting the minutes of the prior meeting, the board deleted the record of a motion that had been made and seconded at the March 9, 1999 meeting. The minutes did not include the basis for the deletion.

The district's board operates without written by-laws or comprehensive policies or procedures that govern the administration of the district or its board. The district is governed by Health & Safety Code, Part 2.7, Fire Protection District, Law of 1987, Section 13800 *et seq.* Section 13801, states:

“...it is the intent of the Legislature in enacting this part [*Fire Protection District Laws*] to provide a broad statutory authority for local officials. The Legislature encourages local communities and their officials to adapt the powers and procedures in this part to meet their own circumstances and responsibilities.”

The complainant requested a copy of a tape recording made by the Fire Chief of the November 11, 1999 board meeting. The Fire Chief was a district employee, serving as secretary of the board, and seated at the board's table while operating the tape recorder. The complainant's request for a copy of the tape recording was denied in a November 19, 1999 letter from the board, which stated that if the tape was made for personal use then it was not district property.

At each meeting attended by grand jurors, the meeting was tape-recorded. Requests for tapes of other board meetings by other members of the public were granted.

Government Code §54953.5(b) states:

“Any tape or film record of an open and public meeting made for whatever purpose by or at the direction of the local agency shall be subject to inspection pursuant to the California Public Records Act. ...Any inspection of a video or tape recording shall be provided without charge...”

In an interview, one director stated that the district was not in compliance with the requirements of the Public Records Act in that they had been charging too much for records requested by the public. The director stated that the district is now in compliance with the Public Records Act because they are no longer charging for record requests.

In an interview, one director stated that the district was “stalling” when responding to public requests for records.

### **Conclusions**

Failure to apply customary purchasing procedures to consultants, professionals, services and supplies, creates a lack of adequate safeguards to prevent mismanagement of funds.

When hiring consultants, the board did not request proposals because of their belief that they had to accept the lowest bid received.

When there are no written contracts, board member review of all detailed bills is crucial.

Over the years, the board has relegated many of their responsibilities to consultants, which results in relinquishing board duties to nonelected persons.

The Grand Jury questions the amount of money expended on consultants’ fees for routine administrative and managerial tasks which could have been performed by employees, such as the chief, assistant chief, battalion chiefs, or administrative assistants.

Some board members were reluctant to consider knowledge of the Brown Act as their responsibility.

Based on letters and the facts available, the Grand Jury concluded tape recordings made by a recording secretary for the board, a district employee seated at the board’s table, was a public document and should have been made available to the public.

Lack of by-laws or other documented procedures for the governing board has fostered a dependency on opinions rather than established policy.

**Recommendations**

1. Board members should become educated on standard procurement practices and procedures.
2. The board should revise its purchasing policy to include competitive bidding and other standard safeguards for the following:
  - professional services
  - medical equipment or supplies
  - insurance
  - public utility services
3. Board members should not relinquish their responsibilities to nonelected individuals.
4. Board members should be aware of their responsibilities as a Special District’s Board member, including knowledge of the Brown Act. Literature or training on the Brown Act should be available to board members.
5. Minutes of board meetings should be thorough and accurate as to the identity of persons speaking, directors’ identities and issues discussed. Minutes and tape recordings of all meetings should be properly retained.
6. Tape recordings made at the direction of the district by directors, employees or consultants of public meetings should be considered public record.
7. The board should adopt by-laws or policies for governing the Central Fire Protection District.

**Response Required**

Entity	Recommendations	Respond Within
Central Fire Protection District Board of Directors	1 – 7	90 Days





## **Review of Santa Cruz County Fire Protection Services**

### ***Background***

Santa Cruz County is protected by fire protection services strategically located throughout the county. Their primary functions are providing fire protection, first responder emergency medical services, hazardous materials response and public fire safety education. In addition, they provide a supporting foundation for community services and local social activities. (See map and chart)

There are ten fire protection districts in Santa Cruz County, with independent governing bodies. They provide services to Capitola, Scotts Valley and the unincorporated areas. The City of Santa Cruz, the City of Watsonville and the University of California have their own fire departments. This report excludes the University of California since it is under the jurisdiction of the State of California.

The fire protection districts are:

1. Aptos-La Selva Beach
2. Aromas Tri-County
3. Ben Lomond
4. Boulder Creek
5. Branciforte
6. Central (includes the City of Capitola)
7. Felton
8. Pajaro Valley
9. Scotts Valley (the City of Scotts Valley and surrounding area)
10. Zayante

The County of Santa Cruz Fire Department and the Pajaro Dunes Fire Department (County Service Area #4) provide the balance of the fire protection for Santa Cruz County. These two fire departments contract with the California Department of Forestry and Fire Protection (CDFFP) to operate their fire stations.

All fire protection services are funded primarily by property taxes.

The CDFFP operates thirteen fire stations in Santa Cruz County. These stations are staffed by either career CDFFP firefighters, volunteer firefighters from the local area, or a combination of career and volunteer firefighters. Fifty-five seasonal CDFFP firefighters are added during the summer fire season. The CDFFP's main mission is wildland fire control. These stations respond to such fires around the state and assist with countywide emergency incidents.

The CDFFP, in conjunction with the California Youth Authority, operates a Conservation Camp on Empire Grade Road that supplies additional emergency personnel to assist the CDFFP, County Fire Department and other fire protection departments in the county.

**Santa Cruz County  
Fire Protection Services  
For the year ended June 30, 2000**

<b>Fire Protection Services Supplied by:</b>	<b>Revenue</b>	<b>Salaries &amp; Other Expenditures</b>	<b>Salaries as a % of Revenue</b>	<b>Paid Staff</b>	<b>Reserve Paid</b>	<b>Volunteers</b>	<b>Total Staff</b>	<b>Square Miles</b>
<i>City Fire Departments</i>								
Santa Cruz *	4,916,029	4,496,155	91%	53.0	0.0	0.0	53.0	11
Watsonville *	2,873,703	2,587,131	90%	32.0	30.0	0.0	62.0	12
<i>County Fire Districts</i>								
Aptos/La Selva	4,911,627	3,818,311	78%	39.0	0.0	0.0	39.0	15
Aromas/Tri-County	13,614	**	**	**	**	**	**	**
Ben Lomond	430,431	175,736	41%	2.5	0.0	26.0	28.5	7
Boulder Creek	519,931	193,267	37%	1.5	0.0	31.0	32.5	21
Branciforte	420,880	256,900	61%	4.0	0.0	20.0	24.0	7
Central Fire	7,006,792	5,347,777	77%	59.0	26.0	0.0	85.0	21
Felton	417,732	169,740	41%	2.0	0.0	28.0	30.0	7
Pajaro Valley/ Salsipuedes	1,192,465	916,013	77%	6.0	21.0	0.00	27.0	51
Scotts Valley	3,308,268	2,375,705	72%	28.0	25.0	0.0	53.0	22
Zayante	342,204	133,532	39%	4.0	0.0	31.0	35.0	15
<i>County Fire Departments</i>								
County Fire Dept.	2,103,381	1,270,767	60%	39.0	0.0	116.0	155.0	250
Pajaro Dunes Fire	533,419	410,330	77%	5.0	8.0	0.0	13.0	2
<b>Total County</b>	<b>28,990,476</b>	<b>22,151,364</b>	<b>76%</b>	<b>275.0</b>	<b>110.0</b>	<b>252.0</b>	<b>637.0</b>	<b>441</b>

\* For a city fire department, the revenues is assumed to be the same as the department's expenses.

\*\* This is a three county fire district. The majority of its revenues come from other counties.

**Scope**

The 2000-01 Grand Jury reviewed the fire protection districts, the County Fire Department and the Pajaro Dunes Fire Department (County Service Area #4).

In the scope of this review, the members of the 2000-01 Grand Jury toured and conducted interviews at

- Nine of the County's fire protection districts
- Two County Fire Department stations
- Pajaro Dunes Fire Department (County Service Area #4)
- California Youth Authority Conservation Camp on Empire Grade Road

The Grand Jury also reviewed

- Annual budgets of each fire protection district, city fire departments and the county fire departments
- Policies and procedures of nine fire protection districts, two county fire stations and the Pajaro Dunes Fire Department

### **Findings**

1. The Grand Jury found that the facilities and equipment at the fire stations were well maintained.
2. Most of the fire departments train together and respond to emergencies using mutual aid that employs the “closest to the incident” policy, which means the nearest firefighting resource will respond regardless of district boundaries. See Map.
3. Consistent with most fire departments around the nation, only about 10% of the emergency calls are fire related. The remaining 90% of the emergency calls are
  - Medical
  - Vehicle accidents with trapped or injured persons
  - Other rescue services
  - Hazardous material spills
  - Vehicle or residence lock outs involving infants or elderly persons.
4. Each fire service within the County of Santa Cruz has programs that teach children fire prevention and safety. The CDFFP has its “Smokey the Bear” program, which it shares with other departments. Some departments use “Sparky” the dog in their programs. All of these programs are designed to teach children the following:
  - Not to play with fire
  - How to report a fire if they see one in their neighborhood
  - How to escape their home should it catch on fire
  - How to “stop, drop and roll” should their or someone else’s clothes catch on fire
  - The importance of smoke detectors, and maintaining them
  - How to reduce fire hazards in their homes
5. The fire protection services also have available two “burn trailers”. These are designed to simulate fires in the home and children can actually practice preventing fires as well as escaping from a burning home. The Scotts Valley Fire Protection District owns one of these burn trailers and the Zayante Fire Protection District owns the other. One of these simulation trailers is usually on display at the Santa Cruz County Fair each year.
6. All but two of the fire protection services in the county use volunteer firefighters. Some fire protection departments are almost exclusively supported by volunteer firefighters, with the exception of the Chief and one or two other staff.
7. According to newly enacted Regulations of the California Code a minimum of four firefighters, “two-in, two-out”, are required at the scene of a structure fire before firefighters may enter a burning structure. This requirement does not apply where there is an imminent threat to persons inside the structure. Some of the fire protection departments in the County do not have the firefighter staff to satisfy the “two-in, two-out” requirement.

8. The following were found to be fire service obstacles common to all fire protection services, and therefore serve as the basis for many of the public education and public awareness campaigns waged by them. The education and awareness campaigns stress
  - Maintaining a safe zone of 30 feet to 100 feet around homes free from flammable vegetation
  - Private roads be
    - cleared of brush
    - clear of low hanging branches
    - wide enough to accommodate fire engines
  - Post bridges with the maximum allowable weight limit
  - Post addresses to ensure visibility from the street
  - Multiple homes sharing a common private road, where the addresses are clustered at the entrance, should post each address again at the entrance to each property
  - Roofs and rain gutters should be cleared of flammable debris
  - Spark arrestors should be installed on all chimneys
  - Water sources such as pools and water storage tanks must be close enough to the house to be useful
  - Lack of adequate turn-around space for a fire engine
9. Application of Compressed Air Foam uses minimal water, resulting in hoses being lighter and more easily managed, and reducing the amounts of water required to be trucked to remote areas. The use of foam on a structure fire reduces the amount of water damage to the structure and contents.
10. The Santa Cruz County Fire Chiefs Association is an active association that promotes cooperation among the various firefighting services. In addition to the fire chiefs, the membership includes associate members from the cooperating fire service agencies such as ambulance service providers, helicopter transport providers, the County's Emergency Medical Service Agency (EMS) and Cabrillo College. The Santa Cruz County Fire Chiefs Association
  - Conducts meetings at regular intervals to discuss matters pertinent to county-wide fire service issues
  - Promotes uniformity of the fire service throughout the county
  - Provides a medium of exchange of information and ideas among fire service personnel
  - Develops and coordinates solutions to fire service problems that are common throughout the county
  - Promotes the general welfare of the public and the fire service
11. The Fire Chiefs Association has an operations section that performs countywide training, which
  - Promotes uniformity of training and operations
  - Maintains, manages and improves mutual aid and automatic aid programs between agencies
  - Develops mutual training and drills
  - Develops solutions to common operational problems

12. In accordance with a revenue sharing policy adopted in 1978 by the Santa Cruz County Board of Supervisors, the unincorporated area fire protection services receive a distribution of Proposition 172 funds for projects or items of benefit which have been recommended by the Santa Cruz County Fire Chiefs Association. This annual distribution is equivalent to twelve percent of the growth in Proposition 172 revenue. For fiscal year 2001-02, the Fire Chiefs Association plans to use these funds as follows:
  - 70% for training and training facility needs
  - 15% for communication system upgrades
  - 10% for fire prevention activities
  - 5% for development of special teams (hazardous materials, confined space rescue, etc.)
13. Some fire protection districts with limited resources have devised creative ways to increase their ability to provide services and to augment their annual revenues. For example, one fire protection district contracted with an ambulance service to house its ambulance and the paramedic staff, in exchange for rental income, cross training, night security and extra office assistance. Others hold pancake breakfasts and other community based fundraisers.
14. Volunteer firefighting programs provide introductory training and other opportunities to people who want to make firefighting their career or assist their community. When a fire department has an opening for a paid firefighter, it is usually filled from the ranks of the volunteer firefighters.

**Conclusions**

The budgets in some fire protection districts are too small to provide for a paid firefighter staff. Without volunteer firefighters in these areas, there would be inadequate fire protection.

Volunteer firefighters as well as paid firefighters should be acknowledged for their valuable service to the community.

To comply with the new law requirements of “two-in, two-out” in fighting structure fires, firefighters must wait until additional firefighters arrive at the scene before entering a structure. This increases the possibility of losing a structure or human life if a person is unable to make their presence known to the firefighters.

**Recommendations**

1. The Board of Supervisors should fund a countywide firefighting training facility that provides fire departments with “live structure fire” drills and standardize procedures.
2. Each fire protection service should explore the feasibility of Compressed Air Foam Systems. Under certain circumstances, this system could be a valuable tool in fighting some fires.

**Response Required**

Entity	Recommendations	Respond Within
Board of Supervisors	1, 2	90 Days

## **Review of Boulder Creek Recreation and Park District**

### ***Background***

The Boulder Creek Recreation and Park District (BCR&PD) is a small, limited-purpose district created by citizens prior to 1958. The 2000-01 budget lists \$162,984.00 in total revenues and \$175,729.10 in total expenditures. The district currently employs a full-time General Manager, a part-time maintenance person, and three recreation/teen leaders who work a combined total of less than 20 hours per week.

The Recreation and Park District serves residents of 5,720 homes in and around the mountain town of Boulder Creek. It is governed by five elected directors. The current board of directors is comprised of three incumbents and one new member voted in at the November 2000 election. One vacancy exists as a result of the death of a newly elected director. A new member was to have been appointed at the May 2, 2001 meeting.

The 1997-98 and 1999-00 Grand Juries received complaints concerning the Boulder Creek Recreation and Park District.

### ***Scope***

Between September 2000 and May 2001, members of the Grand Jury attended six regular meetings and one special meeting of the BCR&PD Board of Directors. The fieldwork for this report was completed on June 1, 2001.

The Grand Jury reviewed the following:

- BCR&PD agendas and minutes of the board of director meetings, February 2, 2000 to February 7, 2001
- BCR&PD Policy and Procedures Manual
- BCR&PD job descriptions
- Letter of intent to resign from an incumbent director, November 3, 2000
- Letter of response regarding letter of intent to resign from BCR&PD legal counsel, December 15, 2000
- 1997-98 Santa Cruz County Civil Grand Jury Final Report
- 1999-00 Santa Cruz County Civil Grand Jury Final Report
- BCR&PD audited financial statements
- Santa Cruz County Statement of Vote, November 7, 2000

## ***Findings***

1. The Grand Jury found that complaints to previous grand juries regarding BCR&PD were specific to the manner in which the board conducts its business.
2. The current Grand Jury has observed behavior on the part of some board members and former board members that was typically rancorous, divisive and many times insulting. This follows similar findings by the 1997-98 and the 1999-00 Grand Juries.
3. At many board meetings, members of the audience were frequently out of order, making loud comments that were inappropriate, disruptive and, occasionally, insulting.
4. Three special meetings were held to fill the vacant board seat: May 2, May 16 and May 31, 2001. Although there were four to five nominees at each meeting, the board deadlocked on each nominee and failed to appoint a new board member. One of the nominees received the highest number of votes of the runners-up in the November 2000 general election.
5. According to differing legal opinions, the BCR&PD Board has either 30 days or 60 days after notification to replace the absent director. The BCR&PD Board may fill the vacancy by appointing a new director by a majority of sitting board members or calling for a special election at a cost of approximately \$15,000. Otherwise, the Santa Cruz County Board of Supervisors becomes the appointing body.
6. The Policies and Procedures Manual has been partially updated during regular meetings of the board of directors. Updated policies and procedures were not included with the Policies and Procedures Manual.
7. Between February 2, 2000 and February 7, 2001, the agendas for the board meetings carried up to 40 items listed as “unfinished business.” Meetings commenced at 7:30 and frequently ran to 10:30 p.m. or later. During this period of time, nine special meetings were held in an attempt to complete unfinished business.
8. According to the May 3, 2000 minutes, a motion was passed limiting public input to two minutes for initial input and one minute for rebuttal.
9. According to the minutes, the June 14, 2000 special meeting was adjourned after two of four directors walked out 35 minutes into the meeting. The minutes did not reflect the reason for their departure.
10. On November 3, 2000, four days before the election, one of the incumbent directors mailed a letter of resignation. Although this letter is listed in “Correspondence” in both the December agenda and minutes, no further information or discussion is noted regarding this matter. The January 3, 2001 minutes record unanimous passage by the four directors present to declare that there was no vacancy on the board at that time. The director who sent the letter of intent to resign continues to serve on the board as of June 1, 2001.

This letter addressed to the general manager stated, in part, “[o]ver the last month we have had several discussions about my thoughts concerning the possible resignation of my position as a Director of BCR&PD...Thank you for keeping this information confidential while I was coming to a final decision.” The letter goes on to state that the director would officially resign on December 6, 2000. The letter also states the general manager might provide copies of the letter to other directors after the November election results had been posted.

11. The incumbent director who wrote the letter of intent to resign did not vacate his seat in January 2001. At the direction of the board, the general manager requested clarification from the BCR&PD legal counsel regarding whether the letter constituted an actual resignation with a resulting vacant seat on the board. In response the legal counsel for the BCR&PD stated that although the resignation letter was on the agenda for the meeting of December 6, 2000, the meeting was adjourned before the item was called, and therefore the letter of intent to resign was never officially delivered by the director.
12. After December 6, 2000, the six committees of the district no longer reported to the board. However there was no discussion for this lack of committee input in the minutes. At the March 7, 2001 board meeting it was stated that there were no longer any functioning committees.
13. Official minutes of the board meetings are brief, sometimes incomplete and difficult to follow as they may vary in format from month to month. The February 17, 2000 special meeting, which was subsequently cancelled, listed 38 items to be acted upon in numerical order, yet in the minutes of the March 1, 2000 special meeting the actions taken on these items are listed using the alphabet, including the use of double letters. This makes cross-reference extremely difficult and time-consuming.
14. Minutes of the board meetings received by the Grand Jury did not contain attachments that were referred to in the minutes.
15. Job descriptions for the BCR&PD are not uniform in format. Some job descriptions are inadequate and lack basic information regarding the jobs. One job description contains inappropriate information such as committee findings. The job description for the general manager is adequate and in an accepted format, however has not been approved by the board.
16. According to the Policies and Procedures Manual, the BCR&PD general manager shall receive a performance evaluation annually. Her most recent evaluation was in December 1996. A special meeting in closed session was scheduled May 17, 2000 for review of the general manager's job performance and goal setting. This meeting was subsequently cancelled and not rescheduled.
17. Members of the 2000-01 Grand Jury attended board meetings where derogatory remarks were made by one director regarding the general manager's job performance.
18. The BCR&PD operated at a loss for fiscal year 2000-01. This shortfall was covered by district reserves.
19. Of 6,136 voters registered within Boulder Creek Recreation and Park District, 4,633 voted on November 7, 2000 in the BCR&PD board of director's election. This represents greater than 75% voter turnout.

## ***Conclusions***

Some incumbent directors demonstrate ill will towards each other that impedes their ability to cooperate. This has had a negative impact on the ability of the district to move ahead with a number of proposed projects, including such simple projects as painting a four square court or hopscotch on asphalt.

The lack of a current, comprehensive Policies and Procedures Manual, to which the directors and the general manager adhere, has fostered an atmosphere of extreme animosity at the board meetings. This contributes to endless discussions at board meetings.

Updating and editing policies and procedures at meetings of the board of directors is poor utilization of meeting time and is an impediment to handling the business of the district. This approach to updating the policies and procedures has created agendas with an unwieldy amount of unfinished business, most of which is related to changes in policies or procedures.

Compilation of updated policies and procedures has been haphazard and there is no way to know what changes have been made.

The general manager's ability to perform is impeded by the lack of an approved job description and the absence of annual performance evaluations. This has intensified the ill will between directors who feel the job is being performed adequately and those who feel it is not.

The letter of intent to resign by an incumbent director was made public immediately after election results were posted in November 2000. The Grand Jury questions the timing of this action. This letter states that the general manager withheld knowledge of the incumbent's intent to resign from the other directors. When this letter was made public, the fact that the general manager had known of the intent to resign was revealed, which gave the appearance of impropriety on the part of both the incumbent director and the general manager. This further undermined the relationship between the general manager and the other directors.

Limitation of the public at the podium on any one agenda item has improved the ability of the board to move ahead in meetings.

## ***Recommendations***

1. The BCR&PD should have a comprehensive, updated Policies and Procedures Manual.
2. Current job descriptions for all employment positions should be available in concise, organized formats and be approved by the board of directors.
3. The general manager should receive a performance evaluation on an annual basis.
4. Members of the board of directors should look beyond their differences and attend to the district business.
5. To fill the BCR&PD vacancy, the Board of Supervisors should immediately appoint a new director.

***Response Required***

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Board of Supervisors	5	90 Days
Boulder Creek Recreation & Park District Board of Directors	1 – 4	90 Days



# County of Santa Cruz

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Schools and Libraries



## **Review of the Organization and Structure of Site Councils in Santa Cruz County Public Schools**

### ***Background***

The *School Site Council Handbook* from the California Department of Education states “The basic principle underlying the establishment of the School Site Council (SSC) is that those individuals who are most affected by the operation of their school should have a major role in the decisions regarding how their school functions. This involvement occurs through the development of a school improvement plan.”

School site councils are campus-based groups composed of parents and community members, teachers, other school personnel, school administrators and students at the high school level.

According to the *School Site Council Handbook* the School Improvement Plan (SIP), the School-based Coordination Program (SBCP) and the Motivation and Maintenance Program (MMP) were established in 1977, 1981 and 1985, respectively. They were envisioned as ways to increase school-wide effectiveness, improve student achievements, and better prepare students to be productive workers and responsible citizens. These programs require a school site council as a condition for receiving and expending supplemental funds. Approximately 75% of all public schools in California have one or more of these programs.

### ***Scope***

The Grand Jury reviewed the organization and structure of school site councils in Santa Cruz County public schools.

The review included the following:

- All California Education Code sections pertaining to school site councils
- Interview with County Superintendent of Schools
- Interviews and a panel discussion with three principals
- Two Grand Jury surveys of school site councils. The Grand Jury designed and wrote two surveys for distribution to principals and chairpersons of school site councils at all Santa Cruz County public schools. One version was sent to 58 principals and the other was sent to 58 chairpersons. Questionnaires were returned by 35 principals and 28 chairpersons.
- Attendance at several school site council meetings
- Attendance at a site council training session

## ***Findings***

1. School site councils are authorized under State Education Codes.
2. Education Code §52012 states, “A school site council shall be established at each school that participates in the school improvement program authorized by this chapter. The council shall be composed of the principal and representatives of: teachers selected by teachers at the school; other school personnel selected by other school personnel at the school; parents of pupils attending the school selected by such parents; and, in secondary school, pupils selected by pupils attending the school.” It also states the council shall be constituted to ensure parity between school personnel and parents/students.
3. Education Code §52012 states that the term and method of selection and replacement shall be specified in the school improvement plan. It also states that the Superintendent of Public Instruction shall provide examples of selection and replacement procedures that may be considered by school site councils.
4. Education Code §52011 states that the district governing board shall provide each principal with information regarding SIP and site councils and ensure that the information is provided to teachers, other school personnel, parents and in secondary schools, pupils.
5. Education Code §52034(c) states that the school district governing boards should adopt policies regarding the responsibilities of school site councils and establish communication procedures to ensure reasonable opportunities for each council or its representatives to meet with the governing body.
6. Specifications for site council membership are inconsistent within the statutes. For example, according to Education Code §52012 and §52852, SSC “shall be composed of parents of pupils attending the school selected by such parents.” Later these same codes define this segment of the site council members as “parents or other community members selected by parents.”
7. Education Code §52870 states, “It is the intent of the State Legislature that, to the extent possible, the members of the school site council represent the composition of the school's pupil population.”
8. As set forth in the Education Code, the School Improvement Plan and the School Based Coordinated Program receive numerous reviews resulting in approval or disapproval at the levels of site council, district governing body, and the State Board of Education. In addition, by statute, the principal is responsible for ongoing administration of the plan, and the district superintendent must, upon request, assist with the design and implementation of the plan.
9. The Education Code did not reveal any requirements for oversight of the school site council as a body.

10. Process for nominating parents varied among schools responding. For example, responses from principals included:
  - “Membership seems to be for anyone who asks up until the number of parents is met.”
  - “We have a table at Open House in spring with educational materials and encourage people to nominate themselves.”
  - “Interested parents self-select to run for site council seats.”
11. The use of a nominating committee, a standard election practice, was not mentioned in any of the responses from site council chairpersons.
12. Twenty percent of the chairpersons’ responses stated they had received a personal invitation to serve on the site council.
13. Some principals stated that it was sometimes difficult to get enough parents to serve on site councils. Other principals enjoyed an ample number of volunteers for the required parent seats with additional volunteers to act as alternates.
14. Survey results indicated that the three most widely used methods in the election process were:
  - ballots returned by parents and students
  - hand vote at a meeting
  - ballots placed in a secure ballot box
15. Survey results indicated that 18 different methods were used to count ballots. The most common counting methods were:
  - by principal and secretary
  - by projects coordinator
  - by staff and site council
  - by a show of hands or a ballot vote at meeting
16. Of 63 respondents (35 Principals and 28 Chairpersons) only 21 reported using more than one method of encouraging individuals to join their school site council.

17. Respondents were given the opportunity to indicate which method of communication was used. Six options included:

- school newsletter
- local newspaper
- back to school night
- school bulletin
- student
- other

Some schools used more than one option. Methods were as follows:

<b>Communication Method</b>	<b>Frequency</b>
School Newsletter	42
Back to School Night	25
School Bulletin	16

18. Communication methods not widely used were:

- A marquee at the front of the school
- A flyer
- Word of mouth
- A notice to parents hand-carried during child’s pick-up
- A parent newsletter
- A faculty newsletter
- At PTA meetings

19. Use of a local newspaper to encourage SSC membership was not indicated on any surveys.

20. After the formation of the SSC, the chairperson’s communications with parents showed a wider variety of communication techniques.

<b>Communication Method</b>	<b>Frequency</b>
School Newsletter	16
Meetings	4
School Bulletin	6

21. According to the *School Site Council Handbook*, “After the SSC is first formed or new members are selected to ongoing councils, the school/district should provide training and ongoing in-service to the members to assist them in carrying out their responsibilities. The training provided to the SSC should be on a regular basis, and the training should be appropriate to the tasks at hand.” Training is not being provided to all site councils in Santa Cruz County.

22. In the committee’s interview with the County Superintendent of Schools, it was stated “We are now looking at doing training for participants.”

23. Upon request, training support is available through the County Office of Education.
24. Survey responses revealed that in many cases parity between school personnel and parent/student representatives was not achieved. Parity was reported by 18 of 31 principals and 5 of 16 chairpersons.
25. Respondents stated that Hispanics and other minorities in many communities are under represented on school site councils.
26. Some of the methods used to count votes have the appearance of impropriety. While appearance does not constitute wrongdoing, it can still undermine the integrity of the voting process.

## ***Conclusions***

Communication to parents and the local community regarding the school site council, and nominations in particular, needs to be improved.

Even though it is not required by education code, nominations to fill seats on site councils should be conducted in accordance with democratic principles.

Security of the voting process is non-existent in some schools.

- A secured ballot box is not utilized at each school.
- Some parents are eliminated from the voting process by missing an election meeting.
- Votes returned by students may get lost in transit or misplaced.
- Voting process should be established in accordance with democratic procedures.

Training should be provided annually to the school site councils.

School site councils are not adequately publicized.

Too much dependence is placed on the school newsletter for communication.

Most schools indicated that they had difficulty obtaining new SSC members.

Participation greatly contributes to the success of a school site council; therefore, in order to stimulate interest, more creative efforts should be used.

While the Education Code provides for specific oversight of school plans, it is ambiguous regarding the structure and organization of school site councils.

## ***Recommendations***

1. The educational community needs to communicate to the public the importance of site councils in the improvement of schools. A greater variety of communication methods should be used including “person-to-person,” press releases, local newspapers, radio stations, cable access and local television stations.
2. School site councils should use mass media communication techniques to publicize its nomination and election process.
3. The County Office of Education should provide, at school district’s request, press releases and distribution methods for publicizing school site councils.

4. Special emphasis in the nomination process should be communicated to Hispanic and other minority parents in the school's community to ensure fair demographic representation of student population on site councils.
5. School site councils should create nominating committees charged with seeking out new members and ensuring all parents gain knowledge about the school site council functions.
6. School site councils by-laws should clearly define and implement the nomination and election process for membership on the site council including a formal vote counting process.
7. School site councils should consider expanding voting opportunity via mail, phone, fax or e-mail.
8. A centralized training and follow-up program should be provided on a regular basis.
9. School administrators should become fully acquainted with all sections of the Education Code pertaining to school site councils.
10. Parents and community residents should be made aware of the great value provided by school site councils.
11. Schools need to ensure parity among school personnel and parent/student representatives in the composition of its school site council membership.
12. Schools need to improve representation in the school site council to reflect the demographic characteristics of the school population.

**Responses Required**

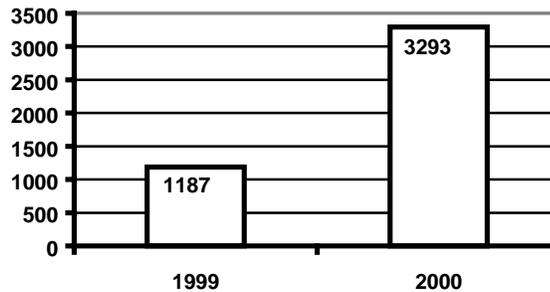
<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Santa Cruz County Office of Education	3	60 Days
Bonny Doon Union Elementary	1, 2, 4, 7, 8, 11, 12	60 Days
Happy Valley Elementary	1, 2, 4, 7, 8, 11, 12	60 Days
Live Oak School District	1, 2, 4, 7, 8, 11, 12	60 Days
Mountain Elementary	1, 2, 4, 7, 8, 11, 12	60 Days
Pacific Elementary	1, 2, 4, 7, 8, 11, 12	60 Days
Pajaro Valley Unified School District	1, 2, 4, 7, 8, 11, 12	60 Days
San Lorenzo Valley Unified School District	1, 2, 4, 7, 8, 11, 12	60 Days
Santa Cruz City School District	1, 2, 4, 7, 8, 11, 12	60 Days
Scotts Valley Unified School District	1, 2, 4, 7, 8, 11, 12	60 Days
Soquel Union Elementary School District	1, 2, 4, 7, 8, 11, 12	60 Days

## Review of Educational Services Available to Homeless Children in Santa Cruz County Schools

### **Background**

Problems concerning homeless individuals and families continue to have the attention of public schools, city governments, county government, health service agencies, religious groups, social agencies and others in Santa Cruz County. As the number of homeless increases so do the intensity and extensiveness of their problems.

According to the United Way survey, *Santa Cruz County Homeless 2000*, published in July 2000 it was estimated that over 8,558 persons experience homelessness in Santa Cruz in a given year. In 1990, the average number of homeless at any given time was 1,187; in 2000, the number had increased to 3,293. This figure is an increase of almost 200% in Santa Cruz County over the last decade. More than one half of the homeless adults interviewed in the United Way survey have children. Of those who have children, nearly two-thirds (63%) have more than one child, and nearly one-third (31%) have more than two children. It is also believed that due to privacy issues and the elusiveness of homeless individuals, the number of homeless youth in the County is undercounted.<sup>1</sup>



### **Average Number of Homeless in Santa Cruz County**

In a survey conducted by the Santa Cruz County Office of Education it was found that 1,907 children, 4.75% of the number of students enrolled in Santa Cruz County public schools, are homeless. Homeless children are living in shelters, doubled up with other families, in motels, on the beach, in transitional housing, in cars, tents or campers or are on their own.<sup>2</sup>

By law, they are entitled to have access to the same free appropriate public education provided to other children and youths. They are to be mainstreamed in the school environment and are to have an opportunity to meet the same performance standards as other students.

## Scope

It was the task of the Grand Jury to review the public schools in Santa Cruz County to see if they were following laws pertaining to educating homeless children.

The investigation included the following:

- The publication entitled *Santa Cruz County Homeless 2000, Census and Needs Assessment Comprehensive Report* provided by the United Way of Santa Cruz was reviewed with a special emphasis on the needs of homeless children.
- Also reviewed was the publication entitled *Enrolling Students Living in Homeless Situations* published by the California Department of Education in 1999. It provided an overview of what can be done to help the children of homeless achieve the academic standards all children in California are expected to meet.
- The publication entitled *Homeless Education Program* which focused on homeless children in school and what teachers can do to help alleviate the problems they experience was reviewed.
- Interviews with the Coordinator of Student Support Services for the Santa Cruz County Office of Education, and the School Community Liaison and Secondary School Social Worker for Santa Cruz City School District.
- The City of Santa Cruz Homeless Issues Task Force Final Report was reviewed.
- The Santa Cruz County Office of Education's *School Survey About Homeless Children* was reviewed.

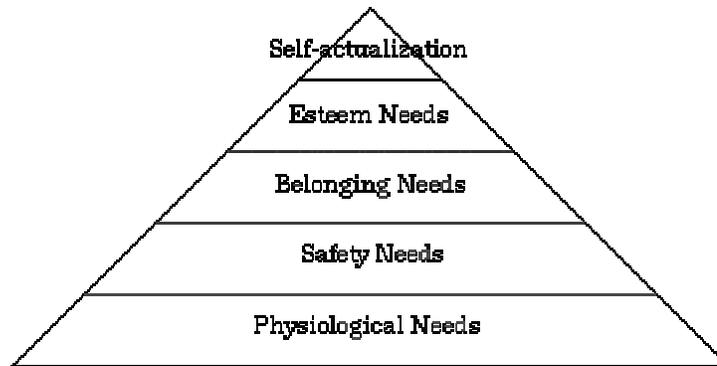
## Findings

1. Federal and State laws pertain directly to educating homeless children.

The California Education Code Section 48200 requires persons six to eighteen years of age to attend school. The Stewart B. McKinney Homeless Assistance Act (Public Law 100-77, subtitle VIIB, Education for Homeless Children and Youth, Section 721) sets forth the following policy:

- Each state educational agency shall ensure that homeless children have access to the same free, appropriate public education provided to other children and youths.
  - States shall review and revise laws, practices, regulations, and policies such as compulsory residency requirements, which act as barriers to the enrollment, attendance, and success of homeless children and youths in schools.
  - Homelessness alone should not be a sufficient reason to separate students from the mainstream school environment.
  - Homeless children and youths should have access to education and other services that are needed to ensure they have an opportunity to meet the same challenging performance standards as other students.<sup>3</sup>
2. There is no distinction made in the county schools between students from residences and those who are homeless. All students are “mainstreamed” in schools in Santa Cruz County. They are not identified as “homeless” to their peer group.<sup>4</sup>

3. Two schools in the County serve homeless youth. One is privately funded and the other is a community school operated by the County Office of Education, serving primarily homeless youth.
4. Homeless children have access to public schools in Santa Cruz County.
5. Homeless children receive a free public education in Santa Cruz County.
6. Homeless children have the opportunity and are expected to meet the same performance standards as other students.
7. When possible, the County Office of Education makes an in-take assessment of homeless children. They get background information on the family and the children. They find out what school they are attending and make contact with the teachers. Using Maslow's *Hierarchy of Needs* they determine which needs are being met and which are unfulfilled. This assessment is shared with the family while confidentiality is protected.<sup>4</sup>



**Maslow's Hierarchy of Needs**

8. Contact between the County Office of Education, Santa Cruz City School District and homeless children is made from direct referrals from various County agencies, counselors, teachers, and other school personnel. The liaison will go to where the homeless child is staying to make the initial contact.<sup>4</sup>
9. "Bridge to Success" is the name of the County Office of Education Homeless Program. Its policy is not to identify, stigmatize, segregate or otherwise alienate these children. The County Office of Education wants the children to remain anonymous; therefore, confidentiality is protected. Every effort is made not to single out homeless children.<sup>4</sup>

10. The following services are offered to homeless children in Santa Cruz County<sup>4,5</sup>:
- **One-on-one tutoring:** 16 UCSC students, recruited and trained by the County Office of Education, work as tutors.
  - **In-class academic support:** Tutors assist teachers as classroom aids up to three days a week at elementary schools. They assist the homeless children as well as other students in the class.
  - **Outreach and coordination of services:** They work with an extended network of child protective services, shelters, churches and other outreach agencies. There are over 150 agencies working with the homeless.
  - **Case management:** They keep rather extensive reports of the young people receiving direct services. They include outcomes, how they are doing in school, anecdotal notes, report cards and reports from tutors.
  - **Outreach to homeless runaway youth:** The County Office of Education coordinates a multi-disciplinary team to support youths living on the street. The team consists of a number of County agencies that provide services such as shelters, meals, substance abuse, counseling, and mental and medical care services.
  - **Counseling services:** They provide one-on-one, family, drug and alcohol and life skills counseling.
  - **Transportation:** The County Office of Education provides bus passes and linkages to other transportation services.
  - **Parent support:** The liaison person meets with parents initially and then in follow-up sessions.
  - **Staff development and heightening awareness presentations:** Seminars and workshops are presented to teachers, administrators and others outlining special needs of homeless children.
  - **Skills training:** Adolescent life skills coaching and peer support groups for homeless teens.
  - **Supplies:** The County Office of Education provides backpacks, shoes, school supplies and other materials necessary for success in school.
  - **Enrollment assistance:** Schools assist children with “Declarations of Residency” forms and permanent record retrieval.
  - **Medical and dental referral:** Children with health problems are referred by a school nurse for available medical services.
  - **Job placement:** Schools refer teenagers who are seeking work experience.
  - **Transferring schools:** Students transferring to different schools receive assistance.
11. Both the County Office of Education and the Santa Cruz City School District have solicited additional funds and materials from the community to augment the McKinney Grant.
12. The Santa Cruz County Office of Education was commended for running a “model” program by the National Coalition for Education for Homeless Children and Youth. They have also received commendation from the Federal Document of Promising Practices for Educating Homeless Youth.

13. The greatest challenge is “finding the children,” was stated by Jo Ann Allen. If the parents do not enroll the children in school or if they are not referred by local homeless agencies, the children may never attend school. Children who need counseling often find it difficult to attend sessions. Further training is required for educators, administrators and staff to identify homeless children.
14. Funding for this homeless program has come in the form of a yearly grant from the Stewart B. McKinney Homeless Assistance Act. It is a federal program that provides “seed” money for lead agencies around the country to set up homeless education programs. As with other “seed” money grants, it is designed to get successful programs started that will eventually develop other sources of funding. Although the County Office of Education has received this grant for 12 years, it was uncertain the grant would continue. To ensure the flow of funds to Santa Cruz County, the County Office of Education recommended that the Santa Cruz City School District apply for the grant as the lead agency.
15. The McKinney Grant of \$150,000 per year was awarded in late October to the Santa Cruz City School District for a period of three years.  

The Santa Cruz County Office of Education will continue to be involved in the program as a contractor. The expertise they have developed will still be available to all the public school districts in the County. The grant provides funds to employ an Educational Resource Coordinator.
16. The goal is to have all school districts in the County set up their own programs. The increasing numbers of homeless children have been a factor in this decentralization of leadership.
17. The Santa Cruz City School District is now the lead agency with the County Office of Education serving as a contractor. Santa Cruz City School District has hired a new program administrator who works closely with the homeless liaison from the County Office of Education.
18. The County Office of Education is still working with all schools districts in the county in improving enrollment procedures, providing bus passes, maintaining a donation account, conducting their yearly homeless children survey and providing tutors.
19. Other School Districts are encouraged to set up their homeless education program to meet special needs of their own students.

### **Conclusions**

The Santa Cruz County Office of Education has demonstrated leadership for developing a model Homeless K-12 Education Program in California. They have done an outstanding job of assisting homeless children in Santa Cruz County.

The Grand Jury applauds Jo Anne Allen for her work in developing this model program. After 12 years in the program, Ms. Allen has become the leading authority and local and national spokesperson on educating homeless children. Her enthusiasm, knowledge, and leadership have played a paramount role in the success of this program.

Community agencies helping homeless families in Santa Cruz County deserve credit for their financial and human services support for the County Office of Education and homeless children these last 12 years.

### **Recommendations**

1. It is recommended that each school district within the county maintain the same level and quality of support for homeless children as has been provided by the County Office of Education. It is further recommended that the spirit by which that office helped homeless children be carried over in the decentralization process.
2. Each school district should develop programs that will meet the challenges of identifying homeless children within their designated boundaries.
3. Each school district should develop a plan to meet the special counseling needs of homeless children.
4. Each school district should develop a training program that trains its component groups to identify homeless children and understand the special needs of these children.
5. Each school district should continue to protect the confidentiality of homeless children.
6. The County Office of Education should support the school districts within the county by training staff members and administrators in establishing their district homeless programs and making them successful.

**Response Required**

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Bonny Doon Union Elementary	2 - 5	60 Days
Happy Valley Elementary	2 - 5	60 Days
Live Oak School District	2 - 5	60 Days
Mountain Elementary	2 - 5	60 Days
Pacific Elementary	2 - 5	60 Days
Pajaro Valley Unified School District	2 - 5	60 Days
San Lorenzo Valley Unified School District	2 - 5	60 Days
Santa Cruz City School District	2 - 5	60 Days
Scotts Valley Unified School District	2 - 5	60 Days
Soquel Union Elementary School District	2 - 5	60 Days
County Office of Education	6	60 Days

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Sources:

- <sup>1</sup> *Santa Cruz County Homeless 2000*, Census and Needs Assessment Comprehensive Report, United Way sponsor, Survey conducted by Applied Survey Research, July 2000.
- <sup>2</sup> *School Survey about Homeless Children* prepared by the Santa Cruz County Office of Education and distributed to schools within Santa Cruz County, March 2000.
- <sup>3</sup> *Enrolling Students Living in Homeless Situations*, California Department of Education, Sacramento, CA, 1999.
- <sup>4</sup> Interview with Jo Ann Allen, Coordinator of Student Support Services, Santa Cruz County Office of Education, October 18, 2000.
- <sup>5</sup> Interview with Vicki Downing, School Community Liaison for the Santa Cruz City School District and Patricia Schroeder, Secondary School Social Worker, April 3, 2001.

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# County of Santa Cruz

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Health and Human Services

## **Review of Health Care Services for Low-Income Families in Santa Cruz County**

### ***Background***

Under state law, county government is responsible for providing medical care for indigent residents. The extent of this responsibility has never been set forth in precise terms by the state legislature.

In recent years, the cost of medical care has soared far above the Consumer Price Index. In response, federal and state governments have enacted a profusion of categorical health programs that have an impact on county governments. Categorical health programs target defined classes of vulnerable people, specific health conditions and diseases. Among the groups affected are poor individuals and families, the disabled and the aged. These programs have had the effect of providing significant financial assistance to county governments, which lack a tax base of sufficient size to meet the rising cost of health care for indigent persons.

County matching funds for categorical programs range from fifteen to twenty percent of total costs. County government is mandated to operate these programs in conformity with state and federal regulations.

Medicaid accompanied the passage of Medicare in the mid-sixties. At state option, these programs provide significant federal assistance for the care of indigent families and individuals. The larger, more populous states, like California, jumped at the opportunity permitted in the law to provide extremely comprehensive benefits to eligible welfare families. This state also availed itself of the option to extend benefits to poor families not receiving public assistance, but still too poor to afford to pay for medical care or insurance coverage.

Over the ensuing years Medicaid has grown far beyond early projections to become a multi-billion dollar national subsidy to the states and counties for the provision of medical services to indigent persons. It is, by far, the largest of categorical health programs.

Experience with Medi-Cal, however, has made clear that the potential benefits of health insurance coverage evaporate without access to a reliable source of high quality health care. Places where poor people reside are usually devoid of the health care resources necessary for quality care. Most private providers are not willing to accord equal access in their practices to Medi-Cal patients nor make adaptations to the cultural and language diversity of ethnic minorities that are so crucial to beneficial treatment outcomes.

A categorical approach to people with a variety of health care needs has produced tangible health benefits but also an accumulation of regulations with two notable drawbacks

- Eligibility standards and processes are confusing both to experienced health professionals and the people these programs are intended to reach. Lengthy and intrusive application procedures act as a disincentive to seek help, especially for some Hispanic families who have learned to be wary of any official inquiry which might adversely affect their immigration status.
- Fragmentation of services at the local level has disrupted the building of a cohesive service delivery system responsive to the needs of the entire family. Individuals in the same family may each be eligible for several types of health service delivered at different times and locations. Families who rely on these programs have real difficulty understanding and coping with this fragmented and disorderly way of delivering health services.

When a need for medical attention arises in an uninsured family, they tend to rely on the emergency room of local hospitals or on public clinics for their care. The pattern of this care is episodic and lacking in both continuity and ongoing family health supervision. Poor living conditions make them much more vulnerable to sickness and injury. Delay in seeking medical attention due to lack of health insurance leads to increase in the number of high cost admissions to hospitals, longer hospital stays and more severe disability. These unpaid medical costs place a significant financial burden on both providers and taxpayers who underwrite the care of uninsured families ineligible for public programs.

### **Scope**

This review concentrates on major obstacles built into the system that impede access to essential health care for low-income working families in Santa Cruz County. The review covers the full range of health care services, the providers involved in the delivery of these services, the program elements of those provider organizations and categorical programs which are relevant to their health needs. Providers covered in this review are well aware of deficiencies in services that prevail for uninsured families but are powerless to resolve them without outside assistance. The focus on low-income families omitted many other functions of providers; the report should not be considered an in-depth evaluation of any of the organizations reviewed.

Several questions recurred in the course of the review:

- Is there any way to help vulnerable low-income working families obtain and keep health insurance coverage at a cost within their limited means?
- Can eligibility be simplified and extended for longer periods of time, for example, a full year?
- Can categorical programs be consolidated and placed under local administrative control in order to divert administrative expense to expand medical services?
- Can the service delivery system be redesigned to make the entire family the basic target in organizing services?

## Elements of the Review

- A. Range of services included health education and organized programs of prevention, primary ambulatory care, referrals to specialists, hospitalization, mental health and substance abuse services, dental care, and services to homeless families. Environmental Health, the Emergency Medical Services System, substance abuse programs for youth, and the Regional Center for Developmental Disabilities were not included in this review.
- B. Program reviews include the following:
- Interviews and printed materials provided
  - Eligibility requirements
  - Outreach
  - Range and description of services
  - Case loads and types
  - Utilization data
  - Annual budget, funding sources and financial analysis
  - Staffing patterns
  - Cultural adaptations
  - Case management and referrals
  - Quality assurance reports and statistics
- C. Health service providers to families include the following:
- Santa Cruz County Health Services Agency
  - Division of Public Health, County Clinics, Medi-Cruz,
  - Division of Mental Health and Alcohol and Drug Abuse
  - Central Coast Alliance for Health
  - Santa Cruz Coalition for Health Care Outreach,
  - Local hospitals
  - Clinics

D. Categorical Programs for Families include programs that deal exclusively with a defined class of beneficiaries (e.g. women and children), a specific health condition (e.g. pregnancy) or disease (e.g. diabetes)

- Medi-Cal
  - for pregnant women
  - for minor consent
  - transition program
  - for *seventy* other eligibility categories
- AIM – Access for Mothers and Infants
- CHIP – Children’s Health Insurance Program
- Healthy Families (Ineligible for Medi-Cal)
- MRMIB Major Risk Medical Insurance Board–Administration of Healthy Families CHIP
- California Kids – Ages 2-18, undocumented-ineligible for Medi-Cal or Healthy Families
- PACT – Family Planning Access to Care Treatment
- CCS – California Children’s Service – Potentially Crippling Diseases
- CHPD – Childhood Health and Prevention of Disability
- PAC Advantage – Health Plan for Small Employers
- Anti-Smoking Initiative (Proposition 10)
- Proposition 36 – Diversion of drug abuse offenders from incarceration to community treatment programs
- CARE/HIPP – Health Insurance Premium Payment Individual and Family Insurance HIV Positive Persons (Human Immunodeficiency Virus)
- CHIP – California Health Care for Indigent Persons
  - Medi-Cruz – County residents without health insurance coverage
- WIC – Women’s and Infant Care, Prenatal Care, Infant Care Food Program
- MCAH – Maternal Child & Adolescent Health
- AFLP – Adolescent Family Life Program
- CPSP – Comprehensive Peri-natal Services Program
- POE – Peri-natal Outreach and Education Program
- MVIP – Medical Vulnerable Infant Program
- HRIP – High Risk Infant Program
- EPSDT – Early Periodic Screening Diagnosis and Treatment (Medi-Cal )
- MFCI – Mother Friendly Childbirth Initiative
- HEAD START – Health Care Requirements
- Health Services for Migrant Farm Workers and Families
- BCEDP – Breast Cancer Early Detection Program
- HIV Screen and Health Service Programs

## **Findings**

The following organizations are responsible for health care services in the county.

1. Health Services Agency – Page 57
2. Division of Public Health – Page 61  
———County Clinics – Page 64
3. Division of Mental Health and Alcohol and Drug Abuse – Page 65
4. Central Coast Alliance for Health– Page 67  
———Community Clinics – Page 71
5. Coalition for Health Care Outreach – Page 70
6. Local Hospitals – Page 72

### **Health Services Agency**

The Santa Cruz County Health Services Agency (HSA) is the lead agency responsible for a number of services provided directly to low-income persons or by contract with private health care providers and non-profit organizations. Other providers represent collaborative efforts funded from a mixture of tax resources and philanthropic donations.

The responsibilities of the HSA include the following:

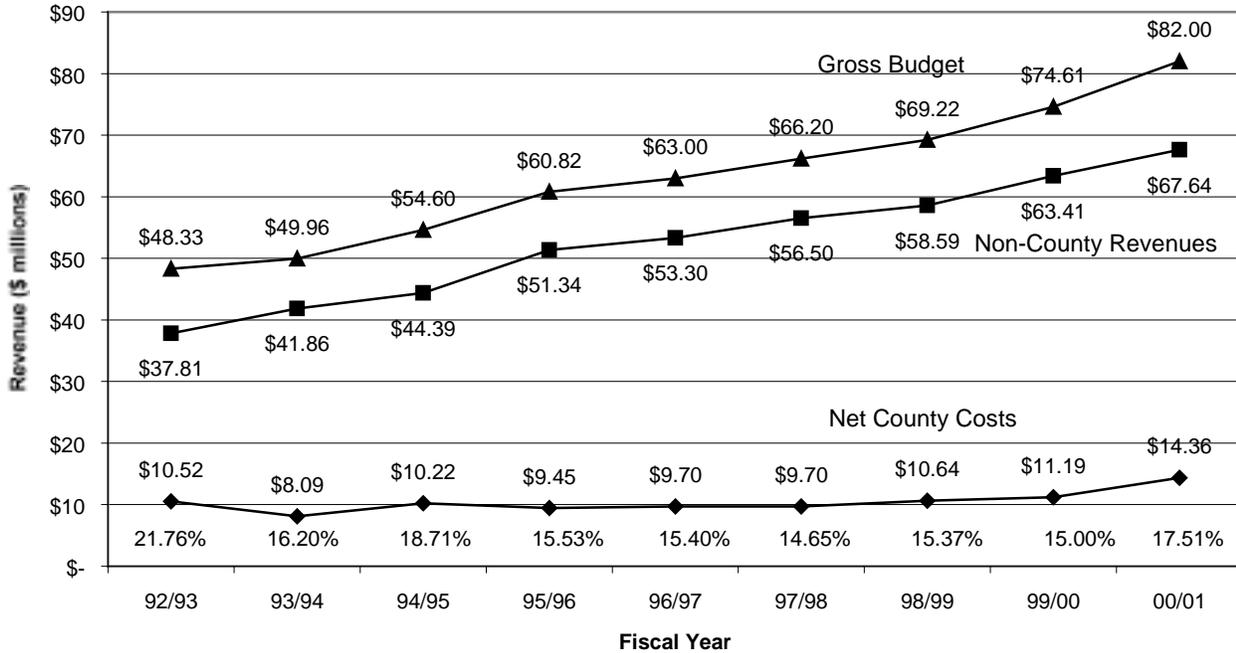
- Assessing the health status of county residents
- Managing the health planning process to meet the needs of the entire community
- Setting priorities to meet these needs and to serve as advocate for the poor, the disabled, the aged and the disenfranchised
- Assuring the active participation of health service providers, consumers of health services and advocates who display a special concern for one or another aspect of health care delivery
- Maximizing the impact of scarce public health resources, setting priorities, avoiding duplication and averting competition when it is counter-productive

Based on interviews with other providers, the HSA has the respect of community providers essential to carrying out its unique role. The HSA has been an effective advocate for fulfilling the needs of low-income families. It participates in every available categorical program targeted to the poor.

The HSA Comparison of Revenue Sources chart below depicts the ability of HSA to use limited county funds to leverage millions of dollars of outside funding for local programs. In addition, county professional staff has successfully competed for a number of demonstration projects awarded for the purpose of testing innovative approaches to people with special and difficult health problems.

The HSA employs an experienced, high caliber staff open to innovation, collaboration and committed to public service. Efforts are made to accommodate diversity in language and culture. Bilingual capability in English and Spanish exists in all clinic locations by staff members at every level. County facilities are located and professional staff are deployed to

**Health Services Agency  
Comparison of Revenue Sources (in millions \$)**



areas where low-income people reside.

HSA is engaged with other public agencies that serve individuals in need of health services support. Examples include public schools in low-income areas, probation, welfare, homeless shelters, child protective services and all county-operated detention facilities.

HSA is an active member of the Coalition for Health Care Outreach, a group of public and voluntary health and social service agencies. HSA staff assists the Coalition in the following ways:

- Identifying and enrolling families eligible for Medi-Cal and other tax-supported health programs
- Obtaining federal reimbursements for outreach activities which qualify for financial support
- Assessing unmet needs experienced by coalition members
- Participating in coordinated planning efforts to attract new health resources to fill gaps in services
- Preparing grant applications to both private and public agencies
- Providing technical assistance in case management techniques and in making and receiving referrals
- Assisting in the training non-professional outreach staff

The Director of HSA sits on the Medical Managed Care Commission that governs the county-operated prepaid plan in Santa Cruz County, the Central Coast Alliance for Health. This position helps her to design performance criteria for county contracts with private providers and to track legislative proposals affecting uninsured families.

HSA is currently upgrading its Medical Information Management System (MIMS), to comply with a recent federal initiative HIPPA (Health Insurance Privacy and Portability Act). This legislation is intended to protect information on the health status of insured persons and facilitate the portability of health insurance coverage. Compliance is required by April 2002 as a condition of qualification for federal program reimbursements to providers in all tax-supported health programs. The goals of the new MIMS are as follows:

- Improve fiscal management of county-operated programs and increase the rate of revenue recovery from third party sources
- Modify the determination of eligibility and integrate clinical services to make them more user-friendly and clinically effective
- Facilitate evaluation of professional performance and measure outcomes of treatment
- Assess specific health problems in the community by utilizing pertinent data from the recent census and special survey results to refine long term health planning

The HSA is making every effort to meet its obligations to low-income persons despite the complexities of health care financing. The HSA Director is acutely aware of unmet needs in Santa Cruz County that impact low-income families. These include the following:

- Lack of access to health care services for working families without health insurance
- Lack of dental treatment resources, especially for children, including many of those with Medi-Cal eligibility
- Lack of primary mental health care services for families and children
- Lack of sufficient resources to accommodate pregnant adolescents who need intensive peri-natal care
- Lack of evening hours at county clinics to accommodate working people

A recent report to the Board of Supervisors by the HSA, entitled *Report on the Uninsured and Access to Health Care*, is especially pertinent to those in a position to shape health care in the public arena. The report may be obtained on request from the Health Services Agency or at [http://www.santacruzhealth.org/pdf/Uninsured\\_Access\\_Rpt.pdf](http://www.santacruzhealth.org/pdf/Uninsured_Access_Rpt.pdf).

Physician recruitment efforts demonstrate serious competition from Bay Area Counties and Monterey County. Monterey County has placed physicians in county service into the Public Employment Retirement System (PERS), whose strong benefits have proven attractive. Skilled nurses are in short supply. Local hospitals and long term care facilities are offering higher salaries than the county.

## Division of Public Health

The Division of Public Health is organized and operated to assure the integration of public health and preventive measures into primary clinical care. The Health Officer and the Director of Public Health Nursing are responsible for all programs in this ~~division~~Division that deal with low-income families. These range over a broad spectrum and include

- Communicable disease control and immunizations
- Peri-natal care for adolescents and other high risk mothers and infants
- Health education and nutrition
- Case finding, referral and outreach, concentrated on low-income families
- Case management for difficult or chronic health problems
- Family planning
- Education and control of sexually transmitted diseases
- Care for high-risk infants and preschool children
- Health services for families who are homeless
- Intensive case finding and health care for AIDS and TB patients

The California Department of Health considers the programs in Santa Cruz dealing with AIDS to be an outstanding model for other counties.

Public health nurses are the mainstay of public health practice. Although assigned to categorical programs, these nurses engage in general practice and apply their skills wherever a need is encountered. Their motto is “take care of people instead of paper.”

The public health nurses provide critical support to the clinicians who operate county clinics. They make visits to homes for the purpose of assuring that treatment instructions are understood and carried out and that follow-up appointments are kept. They also provide case management services for clients with difficult and recurring problems.

When an outbreak of infectious disease threatens, the nursing staff is mobilized to control its spread.

A special unit of the department, Homeless Persons Health Project, deals entirely with homeless families and individuals. It operates a clinic at a Santa Cruz shelter, but the nursing staff is frequently on the streets at other locations serving the homeless. This unit is a successful example of attracting funds for demonstration purposes. A recent assessment of this program by federal evaluators drew praise and a conclusion that it should serve as a model for other county public health jurisdictions.

Other programs in the division reach beyond routine clinical care, including

- Vital statistics
- Accident prevention especially for children (bicycle helmets-seatbelts etc)
- Lead poisoning screening and control
- Optimizing immunization rates
- Dental disease control and targeted treatment
- Tobacco education and cessation of smoking
- Hepatitis C and tuberculosis control targeted to new immigrants and HIV patients
- Other preventive programs

The Health Status Profile, below, shows from 1996 to 1998 this county performed above average in nearly all categories as compared to other California counties and National Objective benchmarks. However, according to the Public Health Officer, there is a high and persistent incidence of alcohol and drug abuse in Santa Cruz County compared to other California counties of similar population.

**Santa Cruz County Health Status Profile 1996-1998 3-Year Average**

Indicator	Statewide Average		National Objective 2000	
	Better Than	Worse Than	Better Than	Worse Than
Motor Vehicle Deaths	✓		✓	
Unintentional Injury Deaths	✓		✓	
Firearm Injury Deaths	✓		✓	
Homicide Deaths	✓		✓	
Suicide Deaths		✓	✓	
Deaths, All Cancers	✓		✓	
Lung Cancer Deaths, (2 <sup>nd</sup> best in state)	✓		✓	
Breast Cancer Deaths, Women		✓	✓	
Coronary Heart Deaths	✓		✓	
Cerebrovascular Dis. (Stroke) Deaths	✓			✓
Drug-Related Deaths	✓			✓
AIDS Incidence	✓		✓	
Measles Incidence		✓		✓
Tuberculosis Incidence	✓			✓
Syphilis Incidence	✓		✓	
Infant Mortality Rate, All*	✓		✓	
Hispanic Infant Mortality*	✓		none established	
% Low Birth Weight Infants	✓		equal to national	
Teen Pregnancy Rates	✓		none established	
% Onset Prenatal Care, 1 <sup>st</sup> Trimester	✓			✓#
% Adequate Prenatal Care		✓		✓
% Breastfeeding/Early Postpartum (Best in state)	✓		✓	

\* 1994-1996 3-year average

# National Objective for Year 2010

Data/Report released April 3, 1000, California Department of Health Services

**County Clinics**

The county operates two primary care clinics, one at the Emeline Health Center of the Health Services Agency and another near downtown Watsonville.

These facilities are attractive and well maintained. They provide a dignified environment for the mostly low-income individuals and families who rely on them as their principal source for medical care. At present, clinic operations are confined to daytime schedules with no lunchtime or evening hours.

**Santa Cruz County Clinics Utilization Statistics**

	<b>Actual FY 97-98</b>	<b>Actual FY 98-99</b>	<b>Actual FY 99-00</b>	<b>Projected FY 00-01</b>
<b>Santa Cruz Clinic Visits</b>				
Primary Care Clinic*	13,417	13,373	14,402	15,000
Prenatal Clinic	568	254	294	100
Family Planning Clinic	995	1,116	1,217	1,200
Tuberculosis Clinic	351	320	343	325
CHDP Clinic	497	389	577	550
Immunization Services	3,487	3,747	4,000	4,200
Laboratory Procedures	26,968	28,226	28,840	30,000
X-ray Procedures	2,237	2,240	2,329	2,400
Prescriptions Filled	75,297	67,686	63,837	68,000
<b>Watsonville Clinic Visits</b>				
Primary Care Clinic	11,355	11,406	12,240	12,500
Prenatal Clinic	-	-	-	-
Family Planning Clinic	3,761	3,758	4,343	4,500
Tuberculosis Clinic	898	732	801	800
CHDP Clinic	1,298	1,290	1,173	1,300
Immunization Services	5,927	6,250	6,436	6,700
Laboratory Procedures	9,644	13,062	14,229	1,400
X-ray Procedures	1,067	1,050	1,202	1,200
Prescriptions Filled	-	11,785	23,591	30,000

\* Includes Orthopedic Clinic, Travel Clinic, Occupation Health

Physicians trained in primary care specialties staff the clinics with support from allied health specialists, such as nurse practitioners, physician assistants and technicians. Patients are not assigned a designated primary care provider whose primary purpose is to assure continuity of care.

Both clinics enjoy the status of federally qualified health clinics (FQHC), an official federal designation that raises reimbursement rates for services it provides.

Renovations are under way to enhance productivity and improve patient traffic within the Emeline County Clinic. A plan is also under consideration to add capacity in mental health services to support the family clinicians

### **Medi-Cruz**

The Board of Supervisors created this program to supply medical care for those who are without health insurance and without money needed to pay for essential medical care when it becomes a necessity.

A complete description of the strategy employed by Medi-Cruz to accomplish a great deal with limited resources is available in the recent report to the Board of Supervisors, *Report on the Uninsured and Access to Health Care*. Medi-Cruz operates on a tight budget due to repeated reductions of state funds for health care for indigent adults. This reduction in funding places a burden on single indigent adults who reside in the county and do not have access to health insurance.

### **Division of Mental Health Services and Alcohol and Drug Abuse Programs**

The Division of Mental Health Services and Alcohol and Drug Abuse Programs serves people who suffer severe mental health or substance abuse problems, both acute and chronic. Most of its clients are adults and seriously emotionally disturbed children.

The division organizes its interventions as a system of care to cope with major and persistent disabilities associated with mental dysfunction. The staff is organized into treatment teams to fulfill this primary charge in both North and South County.

An inpatient facility is operated under contract at Dominican Hospital's Behavioral Treatment Unit. Individuals in need of voluntary or involuntary commitment for acute mental health or drug detoxification problems are admitted to this unit. Psychiatrists under contract with the Mental Health Division tend county patients. Most of these admissions are short term, with discharge to residential care or follow-up in an outpatient facility. Components of the system include outpatient clinics, residential facilities, and day treatment programs, all of which are supported by a mobile crisis team. The division provides mental health services to each county detention facility.

Programs for children are presently confined to seriously emotionally disturbed children. This model program was awarded special demonstration funding. It uses a multidisciplinary approach to troubled children who face the prospect of foster home placement. The program includes personnel from schools, courts, probation department, child protective services, police agencies, drug and alcohol professionals and others.

This system of care, now in its tenth year, has demonstrated success in many ways

- Reduced costs for state hospital admissions
- Extended treatment and case management services provided in the least restrictive environment with mobile crisis support
- Lowered utilization of acute mental hospital beds
- Improved special education programs
- Reduced costs for foster and group home placement
- Improved family reunification for children returning home from protective custody

Both parents and young people served in this program are very satisfied with its results.

Primary mental health services to families and children are unavailable in both county and community clinics. This also holds true with Central Coast Alliance for Health programs because mental health benefits have been removed from coverage in the county prepaid plan. Funding for mental health services is allocated to County Mental Health instead. As a result, individuals with a less serious mental disorder have few options for primary mental health care.

There is a critical need for psychiatric evaluations and treatment resources in county and community clinics serving low-income families. In addition, there is a severe shortage of all types of mental health professionals in Santa Cruz County. Skills in short supply are child psychiatry, psychology and other therapeutic modalities dealing with behavioral dysfunctions in the family.

## **Alcohol and Drug Abuse Programs**

Proposition 36 was passed by voters in 2000. Its intent is to divert convicted drug abusers from detention facilities to supervised treatment programs in their communities.

Funds allocated to date under Proposition 36 are being used to plan for diversion of offenders eighteen years old and above. Alcohol and Drug Abuse Programs has been designated as the lead agency since the emphasis of the new law is on treatment. A task force is now at work that includes the courts, probation, district attorney, public defender, the Alcohol and Drug Abuse Programs and providers of local services.

In the judgment of the Director of Alcohol and Drug Abuse Programs, the long-range expansion of service capacity will benefit everyone. A significant portion of eligible persons is, in fact, already enrolled in various community treatment programs. He expects that the potential problem of dislocation of non-offenders, if it occurs, will be temporary and can be readily resolved. In addition, he expects the waiting lists that now exist for admission to some treatment programs will grow shorter with the increased treatment capacity expected when Proposition 36 is fully funded.

## **Central Coast Alliance for Health**

The Medi-Cal reform, adopted in the 1970s, was the driving force behind the enrollment of Medi-Cal beneficiaries into prepaid health plans. It took many years of trial and error and cancellation of contracts with providers before reliable prepaid Medi-Cal plans finally emerged and brought tangible benefits to Medi-Cal families. This result required the enactment of statutes to ensure that prepaid contractors under Medi-Cal meet a number of detailed fiscal and health care standards that protect the interests of enrollees.

The Central Coast Alliance for Health is a county operated prepaid plan that serves Medi-Cal recipients and families eligible for the Healthy Families Program. The Alliance came into existence in 1996 as a result of growing concern on the part of public health officials and leaders of the local Medical Society over the lack of participation by local physicians in the Medi-Cal program.

The Board of Supervisors established the Medical Managed Care Commission (MMCC) to govern the county operated prepaid plans. The commission seats elected officials, public health officers, private providers and beneficiaries enrolled in the plan. The MMCC holds regular public hearings open to all interested parties to present their positions on the Medi-Cal program and to resolve as many problems as possible at the local level.

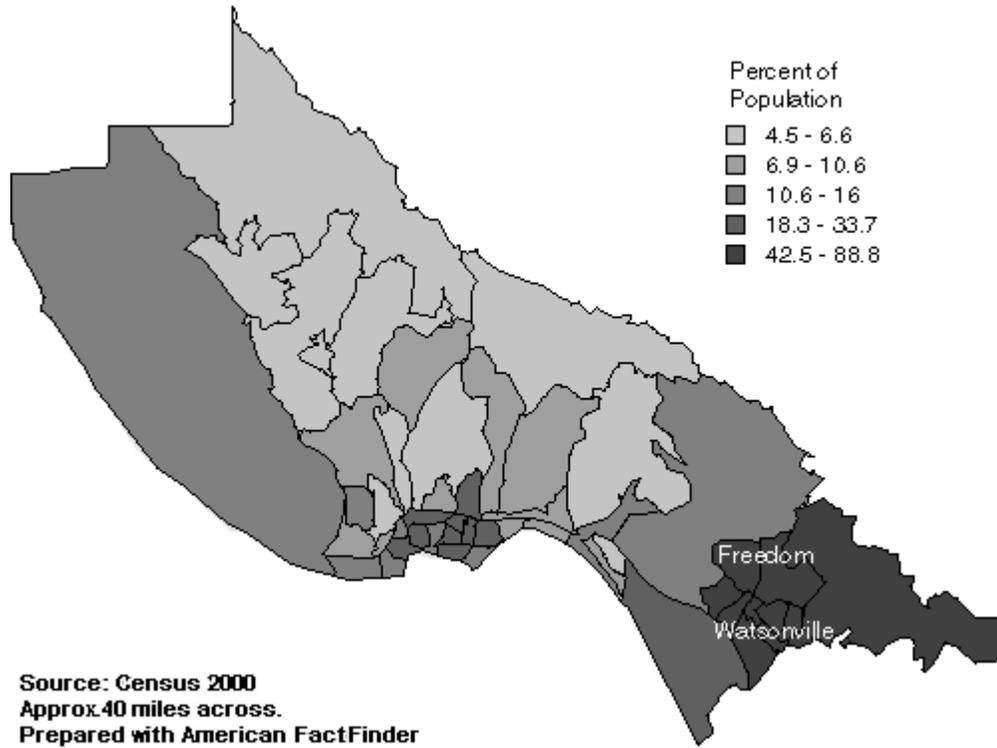
Prior to the creation of the Alliance, a myriad of problems affected local beneficiaries of the Medi-Cal program. Limited choice of private providers resulted in episodic, unsupervised care, over-reliance on hospital emergency rooms, higher rates of hospital admissions and longer hospital stays. This same pattern of utilization now prevails among uninsured low-income families not participating in the Alliance programs. Analyses of Medi-Cal paid claims data prior to the establishment of the Alliance confirm these patterns in the Medi-Cal population

Some of the accomplishments of the Alliance are highlighted below:

- Within the framework of state regulation, policy decisions on Medi-Cal have reverted to local public control.
- The state provides per capita prepayments for various classes of people eligible for Medi-Cal. These payments place the Alliance at financial risk for the provision of the extensive benefits covered by Medi-Cal. Cost over-runs cannot be reimbursed by the state.
- Plan physicians share this risk. When enrolled, families are assigned to a primary care physician of their choice who provides direct services and authorizes referrals to specialists when indicated. Per capita prepayments are made to the physician to cover all services.
- An intake assessment is made of the health status of each enrollee on entry to the plan and periodically thereafter. This enables treatment for any detected abnormality and contributes to the maintenance of good health.
- Quality assurance procedures are in continuous operation. These consist of several elements:
  - Special studies of patterns in the provision of services to measure conformity with statistical standards set for specific types of primary care
  - Collaboration with public health professionals in health education and organized programs of prevention targeted to special needs of enrollees
  - An internal quality improvement program to upgrade performance of plan physicians and allied health professionals including biannual site visits
  - Case management procedures are emphasized for difficult or chronic conditions to assure compliance with treatment regimens and to help prevent complications.
- Patient support services include:
  - Medical transportation
  - Adaptation to language and cultural diversity
  - Consultation by phone
  - Outreach by bilingual staff to assist in establishing eligibility
  - Review of complaints and prompt adjudication of grievances
- Fiscal management of the Alliance includes annual budget development, expenditure tracking and negotiation of contracts with various classes of providers. Audits indicate that fiscal affairs are in good order. The plan has accrued a surplus in each year of operation. Because there is no need for the Alliance to return profits to investors, one of the uses of the surplus has enabled the plan to make additional reimbursements to providers, which helps retain current physicians and encourage other physicians to participate.
- The presence of Alliance staff in the community has improved communication between both providers and enrolled members. Inquiries are handled efficiently and responses regarding procedures of the plan are made in a timely fashion.
- To foster administrative efficiency, the Alliance expanded coverage to Monterey County in 2000, which is now an integral part of the Alliance.

According to Census 2000 data for Santa Cruz County, 26.8% of the population is Hispanic. In their most recent analysis, the Human Resources Agency reported that 49% of Medi-Cal eligible families countywide are Hispanic.

**Percent of Persons Who Are Hispanic or Latino (any race)  
Santa Cruz County Census 2000 Map**



The heaviest concentration of Hispanics is in South County. Persons who are Hispanic or Latino comprise 69% of the population of Freedom and 75% of the population of Watsonville, up from 60% in 1990. The highest rates of growth took place in Watsonville and Scotts Valley.

**Population Change 1999 – 2000  
Santa Cruz County**

Jurisdiction	1990 Population	2000 Population	Increase / (Decrease)	% Change 1999-2000	% of 1990 Population	% of 2000 Population
Santa Cruz County	229,734	255,602	25,868	11.3%	100%	100%
Capitola	10,171	10,033	(138)	-1.4%	4.4%	3.9%
Santa Cruz	49,040	54,593	5,553	11.3%	21.3%	21.4%
Scotts Valley	8,615	11,385	2,770	32.2%	3.8%	4.5%
Watsonville	31,099	44,265	13,166	42.3%	13.5%	17.3%
Unincorporated	130,809	135,236	4,517	3.5%	56.9%	52.9%

Source: California Department of Finance, Demographic Research Unit, California State Census Data Center

In the course of this review, all providers reported a steady increase in demand for health services by low-income families who lack health insurance. Many are newcomers looking for work in farm-related and service occupations that are unlikely to offer health insurance either to the worker or dependents. South County health care providers and housing officials are concerned that newcomers are low-income Hispanic families without health insurance who live in overcrowded, unhealthy conditions. The extent and severity of these problems will be quantified when the Census 2000 data on family income, occupation, housing and health insurance coverage are released in the fall.

## Coalition for Health Care Outreach

This organization was created several years ago to enroll people who qualify for government subsidized health care programs and insurance plans. Its focus is on families and children. It received a grant from the Packard Foundation at a crucial juncture in the organization's history. The current membership of the coalition is as follows:

Above the Line	Watsonville
Adelante	Watsonville
All Kids by Two	Santa Cruz
Blue Cross of California	San Francisco
Central Coast Alliance for Health	Santa Cruz
Community Action Board	Santa Cruz
Community Foundation	Santa Cruz
County Office of Education	Capitola
Davenport Resource Center	Davenport
Dientes Community Dental Clinic	Santa Cruz
Dominican Hospital	Santa Cruz
Dominican Foundation	Santa Cruz
DRSC	Davenport
Families in Transition	Santa Cruz & Watsonville
Familia Center	Santa Cruz
Food & Nutrition Service	Aptos
Growth & Opportunity	Watsonville
Health Services Agency	Santa Cruz
Human Resources Agency	Santa Cruz & Watsonville
Westside Planned Parenthood	Santa Cruz
Planned Parenthood	Watsonville
Pajaro Valley Community Health Trust	Watsonville
Pajaro Valley Unified School District	Watsonville
Pajaro Valley Shelter Services	Watsonville
Primary Access Dental	Sacramento
Salud Para La Gente Clinic	Watsonville
Santa Cruz County Mental Health	Santa Cruz
Santa Cruz County Public Health	Santa Cruz
Santa Cruz City Schools	Santa Cruz
Santa Cruz Community Counseling Centers	Santa Cruz
Youth Services	Watsonville
Santa Cruz Women's Health Center	Santa Cruz
Second Harvest Food Bank	Watsonville
Sutter Maternity and Surgery Center	Santa Cruz
United Way	Capitola
Watsonville Hospital	Watsonville
WIC	Watsonville

Following is a list of problems being addressed by the Coalition:

- Uninsured children whose parents are either unaware of help they may receive or in need of personalized assistance in applying for health programs
- Homeless who are in need of help with medical care, mental health disorders or treatment and rehabilitation related to substance abuse
- Health screening in Headstart and elementary school health screening and referral
- Food and nutrition assistance
- Health care assistance to workfare programs
- Dental screening and treatment of children
- Counseling and case management for a variety of health problems
- Residential care programs
- Assistance for victims of domestic violence and child abuse

### **Community Clinics**

We visited three member clinics that provide health care for uninsured, low-income families.

- Salud Para La Gente Clinic in Watsonville
- Women's Clinic of Santa Cruz
- Dientes Community Dental Clinic in Santa Cruz

### **Salud Para La Gente Clinic**

This clinic was created during the War on Poverty in the sixties. It is now a primary resource for Spanish-speaking patients in both southern Santa Cruz and northern Monterey Counties. Its family physicians speak fluent Spanish and are sensitive to the cultural characteristics of the people they serve. The clinic is spacious and well maintained.

All patients are treated without prior determination of eligibility or inquiry into their legal status. This practice is well known in the community and has significantly reduced the use of the emergency room for primary care during clinic hours. It has also reduced serious complications resulting from delays in seeking attention. Advantages of the clinic include

- Continuity of care is an important feature of clinic policy has proven to be popular with patients and providers alike
- Clinic physicians attend their own patients during hospitalization at the Watsonville Community Hospital
- Organized prevention programs that focus on the problems most commonly encountered by the clinicians
- Patients are assisted in making application for public programs for which they are eligible in a caring manner; this has increased the number of participating families
- Newcomers to the community are likely to use the clinic especially if they are undocumented families
- Patient satisfaction is measured regularly
- Complaints are settled immediately and without formality

Respecting patients and treating them with warmth and dignity is a guiding principle of the clinic.

### **The Women's Health Clinic of Santa Cruz Findings**

This clinic specializes in responding to the general health needs of women in a sensitive and caring fashion. Its professional and support staff consists entirely of women, many of whom have worked in the clinic for years. The majority of patients are eligible for Medi-Cal or other tax-supported programs. Their children are also included. A significant percentage of its clients are Spanish-speaking, and most staff members are bilingual.

The clinic enjoys strong community support. It has a community board of directors who contribute to both management and fundraising campaigns. Every effort is made to qualify patients eligible for public programs in order to preserve funds expended from its own resources for uninsured people.

Clinic administrators meet reporting requirements of city and county government that help finance the clinic. In the words of its director, the administrator are especially adept at "patching together" ways to maximize income from public programs and tailoring them to individual needs. When necessary, clinical support is provided by public health nurses.

### **The Dientes Community Dental Clinic**

This small clinic provides general dentistry to low-income families in Santa Cruz and enjoys the support of the community. The population it serves is similar to other community clinics.

Its director has extensive training in public health. Preliminary discussions are underway between Salud and Dientes for instituting a dental clinic at the Salud facility.

## **Local Hospitals**

### **Dominican Hospital**

Dominican Hospital serves as a principal inpatient resource for Medi-Cal patients from Santa Cruz and north county communities enrolled in the county-operated prepaid plan, the Central Coast Health Alliance. Under contract with the county, it provides the following for uninsured indigents

- General hospital admissions
- Hospitalization for mental health disorders
- Detoxification for substance abuse

The emergency service provides patients from both county and community clinics with emergency, urgent and routine medical care at hours when those clinics are closed. Patients admitted through the emergency room are assigned to the on-call physician during their hospital stay.

The CEO of Dominican Hospital takes pride in the fact that the hospital has never refused care to anyone over the many years it has served the community.

In addition, the hospital operates outpatient clinics to serve low-income mothers and children who choose the hospital as a source of primary care. The prenatal and pediatric outpatient

clinics are combined to accommodate this caseload. The Rotary Club and Dominican jointly sponsor a free clinic, "Roto-care", in Santa Cruz once a week.

Dominican Hospital spent \$6.774 million dollars on unsponsored community benefits for the year ended June 30, 2000. This represents 5.2% of the hospital's total operating budget for this period. Approximately \$3 million dollars was absorbed by the hospital for unpaid cost of Medicare and other public programs.

Although Dominican Hospital is a private institution, its current functions fill the role of county hospital. It integrates low-income individuals and families into all the services it provides.

### **Watsonville Community Hospital**

This recently opened facility, formally a non profit organization, now owned and operated by a sizable hospital corporation, serves as a principal inpatient resource for Medi-Cal patients in South County. To date, the hospital has pursued an open door policy to accommodate all patients coming to the emergency room and other outpatient services, assigning those needing admission to a physician on call.

The hospital has experienced a recent influx of low-income families utilizing its services.

### **Sutter Hospital**

The hospital administrator was unable to keep a long-standing appointment with the Grand Jury regarding this facility. Time did not permit rescheduling.

## **Conclusions**

1. Regulations attached to each categorical program are unreasonably confining. They create fragmentation of services that contradict accepted principles in the organization of effective medical practice. This fragmentation creates arbitrary hurdles for a family's ability to follow treatment regimens and undermines continuity of care for all members of a family.
2. Eligibility requirements and processes for tax-supported health programs are confusing and complex. For providers, compliance diverts scarce resources from direct service. For beneficiaries, the complexity of enrollment is a major disincentive to seeking assistance.
3. The Grand Jury commends the accomplishments of the Central Coast Alliance for Health and its principles of practice for improved administration of Medi-Cal and Healthy Families Programs. Some of their successes are highlighted below:
  - Alliance membership in the Coalition for Health Care Outreach has contributed to the ongoing, community-wide effort to enroll those who are eligible for Medi-Cal and the Healthy Families Program. This strategy of decentralized outreach is especially important to the Spanish-speaking community whose families are not always aware of their eligibility for Medi-Cal or the Healthy Families Program.
  - Intensive and continuing efforts by community organizations to enroll eligible families in state and federally assisted health care programs channel scarce county funds into the medical care of those unable to qualify.

- The local administration of Medi-Cal and the Healthy Families Programs has proven to be more efficient than state administration. For example, total program costs are lower, a higher quality of care has been achieved and services are more accessible and convenient for beneficiaries.
  - Member's access to primary health care and on-going health supervision has significantly reduced the cost of medical care. Primary care physicians and on-going health supervision have successfully managed referrals for specialty care and reduced the use of emergency services and admissions to local hospitals.
  - Administrative costs are kept within reason and dollars devoted to medical care are maximized. Access to a single family physician who is able to assure continuity of care reduces program costs.
  - Proactive measures in health education and organized prevention contribute to the maintenance of good health.
  - Recent State surveys indicate high rates of enrollee satisfaction with plan physicians and medical services. Because Medi-Cal enrollees may serve on the MMCC, they advocate policies that are advantageous to the members they represent.
4. Tax-subsidized health insurance limited to poor children without coverage for parents is contrary to the effectiveness of providing primary and preventive care to the entire family.
  5. Low reimbursement rates to local hospitals for care to indigent patients tests the ability of hospital administrators to sustain these critical services.
  6. The Coalition for Health Care Outreach has become indispensable to the delivery of health services to low-income families and single adults. Its record has demonstrated the essential value of private and public collaboration in a joint effort to improve the health status of people who are vulnerable.
  7. There is a pressing need for primary mental health and dental services at county and community clinics and in the county operated prepaid plans. Credentialed mental health professionals can effectively manage common behavioral problems under the guidance of a psychiatrist. Group therapy can be employed to expand access to mental health care. The use of these strategies may eventually improve access to care in the entire community and contribute to an expansion of the pool of mental health professionals available to low-income families.
  8. The Health Services Agency is the logical entity to close critical gaps in the local community health care system.
  9. To be effective, the complex network of services to low-income persons requires a high level of mutual trust and cooperation between HSA, private providers and collaborating agencies. The Grand Jury commends the efforts of the HSA.
  10. The successful recruitment and retention of credentialed health professionals into county service is seriously impaired by the rising costs of housing, goods and services in Santa Cruz County.

11. The Medical Information Management System (MIMS), being developed by the County Health Services Agency, is essential to the improvement of its management of health care programs and the refinement of comprehensive health planning and evaluation.
12. The style, reputation and effectiveness of Salud Para La Gente Clinic demonstrates that open access to primary and preventive health services can be both cost effective and compassionate. The Grand Jury commends Salud Para La Gente Clinic for the manner in which they find and enroll eligible families.
13. With his experience in public health dentistry, the Dientes Community Dental Clinic director could be a valuable resource to the County in planning and implementing a full service dental program for Medi-Cal eligible individuals.
14. The ingenuity and commitment of public health nurses in both case finding and referral and their refusal to be intimidated by the rigidity of the rules and regulations attached to categorical health programs are commended by the Grand Jury.
15. Segregation of hospital care for the poor does not exist in Santa Cruz County due to the accommodation of county patients at community hospitals. All participating parties can take credit for this accomplishment which is recognized by this Grand Jury.
16. The growing population of uninsured families in South County is having a major impact on the ability of health care providers to continue to offer high quality health care service.

### ***Recommendations***

1. The Board of Supervisors should take the necessary course of action to have the county designated as a demonstration site for the integrated provision of local health services subsidized by state and federal government for counties of similar characteristics.
2. The Board of Supervisors should direct the HSA to develop a plan for incremental consolidation and eligibility simplification of categorical health programs as part of the demonstration.
  - This plan should be based on prepaid capitation payments and a local public commission should govern its operations.
  - Eligibility requirements should be simplified and extended to a term of at least one year.
  - Eligibility should be based on family income, rather than assets, and tied to federally designated poverty guidelines.
  - The entire family, not individual members, should be designated as the beneficiary for health service coverage.
  - The Central Coast Alliance for Health and its principles of practice should be used as a model for the administration of other categorical health programs.
  - The Board of Supervisors should urge the state to engage an independent non-governmental entity with credentials in the healthcare field to monitor the demonstration and track its impacts on both program costs and clinical outcomes. The Medical Information Management System should facilitate this tracking.

3. The Healthy Families Program should include parents in its coverage. Premiums should be set at more affordable levels in order to accelerate enrollment of families without insurance. Coverage should be maintained during short periods of seasonal unemployment. The Central Coast Alliance for Health should approach local employers to continue premium payments for families during short periods of seasonal unemployment to keep insurance coverage from lapsing. It should continue to expand the participation of specialists in its programs.
4. In order to assure that appropriate care is provided at the least costly level, the outpatient services of local hospitals need to be reimbursed at a higher percent of reasonable costs. The same is true for on-call private physicians who provide care to indigent patients in need of admission to the hospital. The level of reimbursements to private health service providers must be set at a reasonable percent of costs to assure retention of physicians and hospitals participating in Medi-Cal and Healthy Families Program. Rates should be subject to annual negotiation.
5. The Coalition for Health Care Outreach should be supported in the budget of the Health Services Agency upon expiration of the Packard Foundation grant.
6. Additional sessions in the evening and through the lunch hour would be a great advantage for family members who now must lose time at work to attend the clinics.
7. Full-service dental health programs should be launched in county and community clinics.
8. The county should continue to collaborate with community health organizations, local employers and organized labor to expand the numbers of individuals and working families covered by health insurance which includes mental health and dental benefits.
9. The total lack of primary mental health services needs to be addressed both in county and community clinics. An intensive program should be mounted to attract mental health professionals to the county with an emphasis on the recruitment of family-oriented therapists to provide primary mental health services in clinics that serve low-income clients.
10. County clinics should be reconfigured to family-oriented primary and preventive care, backed by clinical specialties and case-managed group therapy for persons at high risk or suffering chronic and recurring illness. These measures will require the recruitment of full-time county physicians and allied practitioners.
11. In the recruitment of health care professionals, salary surveys conducted in nearby agricultural counties are no longer pertinent to this county. In the next round of county salary negotiations, surveys should be conducted that use counties more comparable to the emerging characteristics of Santa Cruz County.

**Response Required**

For this report, responses to the Findings are not required.

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Board of Supervisors	1 – 11	90 Days
Health Services Agency	1 – 11	60 Days
Medical Managed Care Commission	1 – 11	60 Days





# County of Santa Cruz

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Criminal Justice

## **Review of the Citizens' Police Review Board of the City of Santa Cruz**

### ***Background***

The Citizens' Police Review Board (CPRB) was established by the Santa Cruz City Council on April 26, 1994 as a means for local citizens to provide oversight for the Santa Cruz City Police. According to the *Citizens' Police Review Board 1999 Annual Report*, the board was established after "incidents of alleged police misconduct" took place.

According to Santa Cruz City Charter §1001, the CPRB was established for the following reasons:

- To enhance citizen understanding of the process of submitting, processing and responding to citizen complaints regarding police officers
- To add a citizen perspective to the evaluation of these complaints
- To contribute to timely, fair and objective review of citizen complaints
- To recognize that all people in the city of Santa Cruz deserve protection of their human and civil rights and respect for their fundamental dignity as human beings
- To review investigations of all police-involved shootings regardless of whether a complaint has been filed
- To provide fair treatment to and protect the rights of police officers

The CPRB office is located at 915 Cedar Street in Santa Cruz. Hours of operation are Monday-Thursday 8AM-1PM and Friday 8AM-12PM. The CPRB reviews the completed Internal Affairs investigations of citizen complaints against the Santa Cruz City Police Department. In addition, it makes recommendations to the police chief, city manager, and city council.

The operating budget for the CPRB for fiscal year 2000-01 is approximately \$86,000.

## **Scope**

A Grand Jury review of the CPRB was driven by a citizen complaint. The complainant stated that the CPRB board members were trying to meet the needs of the Santa Cruz City Police Department rather than the public because of “direct or implied intimidation” by members of the police department. The complainant also expressed that the CPRB needs to become a confident, democratic body.

The Grand Jury decided to look beyond this complaint and conduct a more thorough review of the CPRB. The Grand Jury reviewed the CPRB and its functions by completing the following:

- Attended 5 CPRB public meetings in 2000 and 2001
- Interviewed former CPRB board member
- Interviewed CPRB chairperson and coordinator
- Interviewed chief of police
- Interviewed assistant city Manager
- Reviewed *City Of Santa Cruz Citizens’ Police Review Board 1999 Annual Report*
- Reviewed 2000-01 city budget
- Reviewed CPRB web site
- Read Santa Cruz Police Department’s Citizen Comment Brochure, *The Citizens’ Police Review Board of the City of Santa Cruz* brochure and the *Mediation* brochure given by CPRB of Santa Cruz
- Read CPRB meeting minutes October 2000-March 2001
- Read *Police Complaints/Inquiries for Year-end Report 1998 & 1999*

## **Findings**

1. The CPRB is a seven-member voluntary board. Each city council member appoints one candidate for a seated position on the CPRB. The term of each member of the CPRB coincides with the term of the nominating city council member. Each member may serve a maximum of 8 consecutive years on the CPRB.
2. The board meets on the second Monday of every month for a public, open meeting from 5:30PM to 8:00PM in the city council chambers. In addition, the board meets in closed sessions to discuss confidential police personnel issues. The board met 14 times in 1999 for closed-session reviews.
3. Pursuant to CPRB by-laws, to be a member of the CPRB, one must
  - Be a qualified voter of the City of Santa Cruz
  - Not be employed by the City of Santa Cruz
  - Possess a reputation for fairness, integrity and responsibility
  - Have demonstrated an active interest in public affairs and service

4. According to California Penal Code §832.5(a)  
“Each department or agency in this state which employs peace officers shall establish a procedure to investigate citizens’ complaints against the personnel of such departments or agencies, and shall make a written description of the procedure available to the public.”
5. A police review board is not mandated by the state. It is a discretionary review process and most cities do not have such a board. Santa Cruz City Police Department is the only law enforcement agency in Santa Cruz County to have a review board.
6. The CPRB provides an additional level of police oversight. The Board provides citizens an alternative place to express concerns outside of the police department.
7. *The Santa Cruz Police Department Citizen Comment Brochure* contains the comment form for the use of citizens. The form states that according to California Penal Code §148.6(b), the person making the comment is provided the following instruction:  
“You have the right to make a complaint against a police officer for any improper police conduct. California law requires this agency to have a procedure to investigate citizens’ complaints. You have a right to a written description of this procedure. This agency may find after investigation that there is not enough evidence to warrant action on your complaint; even if that is the case, you have the right to make the complaint and have it investigated if you believe an officer behaved improperly. Citizen complaints and any reports or finding relating to complaints must be retained by this agency for at least five years. It is against the law to make a complaint that you know to be false. If you make a complaint against an officer knowing that it is false, you can be prosecuted on a misdemeanor charge.”
8. Citizen comment forms on the Santa Cruz City Police Department are available at the following locations in the City of Santa Cruz:
  - Santa Cruz Police Department
  - Citizens’ Police Review Board
  - City Clerk’s Office
9. Citizens may classify their comment in the following manner:
  - Commendation
  - Comment
  - Request for Mediation Information
  - Citizen Inquiry
  - Citizen Complaint
10. A commendation is one of the available options that the Santa Cruz City Police Department utilizes in its comment brochure in order to encourage positive feedback.

11. If the citizen chooses to make any comments, each comment is categorized as follows:
- A policy with which you agree/disagree
  - A procedure which was/was not properly followed
  - A procedure which you agree/disagree
  - A positive or negative comment regarding attitude, behavior or conduct by a city employee
  - A possible violation of the law
12. Should a citizen request mediation, the CPRB has contracted with the Conflict Resolution Center of Santa Cruz County to provide mediation services. The process can include the following:
- Mediation helps the parties communicate and come to agreements that are mutually acceptable.
  - Either party may request mediation at any time during the review process.
  - Mediation is voluntary and must be agreed to by all parties involved before it can be implemented.
  - All requests for mediation must be in writing.
  - Mediation is conducted at no cost to the parties involved and every reasonable effort will be made to schedule mediation sessions at the convenience of those involved.
  - Mediation sessions are closed to the public.

The Police Chief and the CPRB report that very few complainants request or accept mediation as a recourse to their complaint.

13. If a citizen indicates on the comment form that an inquiry is desired, the process is handled immediately by the supervisor of the involved officer. The supervisor is provided with the details of the inquiry. The supervisor is then instructed to immediately review the matter with the officer and provide the appropriate training or counseling or corrective action to prevent any further recurrence. The CPRB does not handle inquiries.

14. According to the 1999 Annual Report, the CPRB reviewed 27 citizen complaints, some of which contained multiple allegations. The range of allegations included the following:

**Range of Allegations**

<b>Conduct</b>	<b>Procedural</b>
Officer misconduct	Unlawful arrest
Excessive force	Unlawful search
Missing/damaged property	Improper procedure
Discrimination	Failure to take action

**Conduct Allegations**

<b>Year</b>	<b>Officer Conduct</b>	<b>Excessive Force</b>	<b>Missing/Damaged Property</b>	<b>Discrimination</b>	<b>Total</b>
1999	22	4	1	0	27
1998	18	7	2	0	27
1997	20	7	1	0	28

**Procedural Allegations**

<b>Year</b>	<b>Unlawful Arrest</b>	<b>Unlawful Search</b>	<b>Improper Procedure</b>	<b>Failure To Take Action</b>	<b>Policy</b>	<b>Total</b>
1999	2	1	31	5	0	39
1998	6	5	12	0	0	23
1997	8	3	22	2	1	36

15. If the comment form indicates that a complaint is being filed, the process necessitates a formal investigation into the incident by Internal Affairs or the officer's chain of command. The following will occur:

- The case is assigned to the Internal Affairs Investigator.
- The Internal Affairs Investigator collects evidence and conduct interviews of the officers and any witnesses.
- The Internal Affairs Investigator makes his/her investigation available to CPRB in the form of a report and submits findings to the chief of police.
- The CPRB must review the completed investigation.
- The CPRB may:
  - Ask for further information from the chief of police
  - Call for an independent investigation
  - Hold hearings
  - Subpoena witnesses and take testimony
  - Make a ruling on the case as presented by the Internal Affairs report.
- The CPRB report is sent to the chief of police stating its findings and recommendations.
- The chief of police considers the CPRB report but makes final disposition of the complaint. While the report is being reviewed by the CPRB, the chief of police may not make a final determination.
- The chief notifies the complainant, the CPRB and the involved officers of the chief's findings and conclusions.
- The CPRB sends a copy of its report to the complainant.
- The CPRB may make recommendations to the city council and city manager regarding police policies.

16. Prior to the establishment of the CPRB, the process of a complaint involved the following:

- The case was assigned to an Internal Affairs Investigator.
- The Internal Affairs Investigator collected evidence and conduct interviews of the officers and any witnesses.
- An investigator submitted findings to the chief of police.
- The chief of police considered the Internal Affairs report prior to his final determination of the outcome of the complaint.
- The chief of police notified the complainant and the involved officers of the Chief's findings and conclusions.

17. In 1999, the CPRB determined that 94% of allegations were not sustained and the chief of police determined that 97% of the same allegations were not sustained. The CPRB Annual Report defines the term *not sustained* as “the review fails to disclose sufficient facts to prove the allegation made in the complaint.”

**CPRB Findings on Allegations Reviewed**

<b>Year</b>	<b>%Sustained</b>	<b>% Not Sustained</b>
1999	6	94
1998	11	89
1997	9	91

**Chief of Police Findings on Allegations Reviewed**

<b>Year</b>	<b>% Sustained</b>	<b>% Not Sustained</b>
1999	3	97
1998	10	90
1997	10	90

18. In 1999, 11 out of 28 complaints (one of which was not reviewed in 1999) came from the downtown Santa Cruz area. Out of the 27 complaints reviewed, the Board was unanimous in its findings on 20 of the complaints reviewed, split on findings in 4 complaints, made no findings in 2 complaints, and finding was pending on 1 complaint.
19. According to the *City of Santa Cruz Information Report for Year-end 1999*. The 27 complaints received comprised 0.05% of the total 60,763 calls handled by the police department.
20. According to the *City of Santa Cruz Citizens’ Police Review Board 1999 Annual Report*, “there were only a relatively small number of complaints...the small number supports the overall good effort of the City’s Police Department.”
21. In September 1999, the CPRB conducted its first independent investigation. This investigation was in response to community concerns and complaints of excessive force stemming from arrests at an anti-war demonstration. The added expense of an investigator caused the CPRB to spend beyond their 1999 budget.
22. Last year, the CPRB held a public hearing on the topic of racial profiling. This hearing was broadcast on *Community TV*.
23. In recent years, fewer complaints at the Santa Cruz City Police Department is attributed by the chief of police as a result of increased departmental training efforts, including mental health, homeless resource and social issues training.

24. The CPRB members are citizens who may not be experienced in police practice and procedures. The CPRB training involves a mandated CPRB orientation and ride-alongs with police personnel.
25. Originally, the board had to complete their portion of the investigation review within 30 days. Since the board only meets once a month, they want to increase their review of a complaint from 30 days to 60 days. After the Grand Jury interview, it was discovered that the timeline may now be extended when the CPRB coordinator contacts the city manager.
26. The CPRB Chairperson corresponded to the city council. In this document, the CPRB stated that they would like to see the following changes:
  - Improve officer cooperation in reviewing complaints
  - Improve ability to gain complainant cooperation
  - Allow public release of reasons for exoneration of the police officer
27. Since the establishment of the CPRB, the Internal Affairs investigation reports have increased from a typical 5-page report to a possible 25-page report. These reports must now be written in laymen's terms for the CPRB members, rather than police terminology.

### ***Conclusions***

The number of complaints made to the Santa Cruz City Police Department is extremely low.

The existing training provided to CPRB members does not involve adequate training in the Police Department's practices and procedures.

An established procedure is in place at the Santa Cruz Police Department to investigate citizen complaints and an additional level of review increases the complaint resolution time.

The chief of police is not bound by the recommendations of the CPRB but agrees with their findings in most cases.

A review board has the potential to provide a new perspective and serve as a checks and balances on the police department's complaint review process.

**Recommendations**

1. The CPRB and the Police Department should examine the complaint review procedures and streamline the process. The CPRB should prioritize the complaints by their gravity and be allowed discretion over those complaints it investigates. Currently, each and every complaint is reviewed.
2. The Santa Cruz City Council should research police review boards in other jurisdictions to study beneficial working relationships between the police department and the citizen police review boards.
3. The Santa Cruz City Council should evaluate the benefit to the community of maintaining a review board.
4. Training for the CPRB members should be improved and address the findings of inadequacy in the knowledge of the police policies and procedures.
5. *The Citizen Comment Brochure* should be made available on the CPRB and the Santa Cruz City Police Department’s respective web sites.

**Responses Required**

Entity	Recommendations	Respond Within
Santa Cruz City Council	1 – 4	90 Days
Santa Cruz City Manager	1 – 4	60 Days
Santa Cruz City Police Chief	1 – 3, 5	60 Days
Citizens’ Police Review Board	1 – 3, 5	60 Days

## **Review of Santa Cruz County Sheriff's Service Centers**

### ***Background***

The Sheriff's Service Centers are located throughout Santa Cruz County, specifically in San Lorenzo Valley, Live Oak, Aptos, Freedom and a recent addition of the Summit Substation. The Sheriff's Service Centers were reviewed for the first time last year by the Grand Jury and were found to be an excellent enhancement to community policing. In order to heighten public awareness, this Grand Jury has included updated information on the Sheriff's Service Centers.

### ***Scope***

For this report, the Grand Jury carried out the following activities:

- Visited Service Centers and conducted follow-up calls
- Reviewed 1999-2000 Grand Jury report and responses
- Reviewed Santa Cruz County Sheriff's Office 1999 Annual Report
- Reviewed 2000-2001 County Budget
- Reviewed 2000-2001 Sheriff-Coroner's Recommended Budget

### ***Findings***

These centers offer the local community an opportunity to speak directly with local law enforcement officers who provide a variety of policing services. A continual focus is placed on creating a positive relationship with local residents, businesses and community organizations.

Community policing is a strategy for involving the citizens of the community in combating crime and improving the quality of life in their neighborhoods. The Sheriff's Office has a strong commitment to further community oriented policing consistent with the Federal Crime Bill.

The Sheriff's Service Centers are part of Community Service Division, managed by a lieutenant. Each service centers is staffed with a sergeant assisted by community volunteers. Each sergeant supervises:

- Community volunteers
- Drug Abuse Resistance Education (DARE) Deputies
- Problem Oriented Policing (POP) Team
- School Resource Officers (SRO) at Soquel, San Lorenzo Valley and Aptos high schools

The following services are available at the centers:

- Filing a police report
- Fingerprinting services
- Signing off equipment violation citations
- Citizen inquiries
- Neighborhood Watch Programs
- Crime Prevention Education

Deputies assist with neighborhood disputes, graffiti abatement and youth issues including gang membership and drug and alcohol control. The County Sheriff’s Office received a \$300,000 three-year grant to reduce juvenile drug use through education, treatment and apprehension of junior high and high school offenders.

<b>1999 Service Center Statistics</b>	<b>Frequency</b>
Incoming Phone Calls Requesting Service	19,308
Citizen/Customer Visits or Inquiries at the Centers	8,098
Written Police Reports	1,388
Fingerprinting Service	584
Missing Persons Cases	476
Community Meetings Attended	262
Equipment Violation Citations Signed Off	250
Abandoned Vehicles Abated	181
Citations Issued	61
Megan’s Law Reviews (registered sex offender files)	22
<b>Total</b>	<b>30,630</b>

A patrol vehicle is available to the volunteers at each Service Center for official use, such as parking enforcement, vacation watch and vehicle abatement.

In the year 2000, the Sheriff’s Office expended a total of \$42,000 in direct costs for all five Service Centers.

Each center is unique in the manner in which it addresses the specific needs of its community.

### **Aptos Sheriff's Center**

Aptos Sheriff's Center is located at 19 Rancho Del Mar, Suite D in the Rancho Del Mar Shopping Center in Aptos. Due to the high volume of foot traffic, this center encounters numerous requests for information.

The sergeant in charge interacts with the community and provides practical solutions to community issues. The sergeant meets monthly with representatives from schools within the Pajaro Valley Unified School District to discuss gang-related trends and youth issues.

### **Freedom Sheriff's Center**

Freedom Sheriff's Center is located at 2020 Freedom Boulevard in the Freedom Shopping Center.

This center houses the Sheriff's Activities League (SAL) which has approximately 12 deputies and 20 citizen volunteers who coach and mentor youths after school hours and weekends. The SAL program is designed to involve young people in athletics at times when they would be otherwise unsupervised and at risk of criminal conduct. With over \$83,000 in grant funds, these kids are transported, twice a week, from the farm-labor camps to Pinto Lake in Watsonville. They participate in activities that include baseball, basketball, skateboarding, hiking, surfing and field trips.

### **Live Oak Service Center**

The Sheriff's Live Oak Service Center is located at 870 17<sup>th</sup> Avenue, Suite B in Live Oak. There is no charge to the Sheriff for the use of this building.

This center offers missing persons follow-up and bicycle registration. The Live Oak Service Center collaborates with the Pleasure Point Night Fighters that help organize Santa Cruz beach clean up. In addition, the Service Center supports the Triton Action Sport Group that resolves disputes over surfing privileges.

In the event of an emergency, this center can be used as a command center.

### **San Lorenzo Valley Sheriff's Center**

The San Lorenzo Valley Sheriff's Center is located at 6060 Graham Hill Road, Suite D in Felton, next to the Planning Department's Felton Business Permit Center. Since its relocation from Highway 9, foot traffic has increased due to the improved visibility and accessibility. This center distributes business card style magnets with all contact information for the center that are less likely to be misplaced than standard business cards. As a result, the number of incoming phone inquiries has increased.

In the event of an emergency, this center can be used as a command center for the San Lorenzo Valley.

## **Summit Substation**

The Summit Substation is located on the joint campuses of the Loma Prieta Elementary School and C.T. English Middle School. The campus has donated an office for the Sheriff's Center.

This substation was recently established in a response to the desire of the local community to have a law enforcement presence in an area that was not patrolled on a regular basis. The center helps community members recognize and report suspicious activities. Because the Summit area shares a border with Santa Clara County, the sergeant often works closely with deputies from that county. At the time of the visit, there were 13 local volunteers. Available volunteers rotate their schedules to ensure that one is always present to take calls and answer inquiries.

The sergeant is well known in this community and interacts with the neighbors and the school. He writes a monthly column in the local magazine, *Mountain Network News*. Additional community deputies, such as the one at the Summit, are assigned to Corralitos, Davenport and San Lorenzo Valley.

## **Conclusions**

The many benefits provided by the Sheriff's Service Centers to our local communities far outweigh their modest operating costs.

The Santa Cruz County Grand Jury commends the following:

- The volunteers for their dedication and time spent on behalf of their communities. Without the volunteers, these centers could not function successfully.
- The Sheriff's Service Centers Deputies and volunteers for providing community outreach and proactive crime reduction at the neighborhood level.
- The Sheriff's Service Centers Deputies for their efforts in reducing drug and alcohol abuse in teens through the above mentioned programs.
- Deputy Amy Christey and the Freedom Service Center for establishing the non-profit organization SAL.

## **Recommendations**

None

## **Response Required**

None

## **Review of Ben Lomond Youth Conservation Camp**

### ***Background***

The California Youth Authority (CYA) and the California Department of Forestry and Fire Protection (CDFFP) jointly operate the Ben Lomond Youth Conservation Camp. This minimum-security facility is located at 13575 Empire Grade Road. Only male wards are assigned to this juvenile facility.

### ***Scope***

Pursuant to Penal Code §919(b), the Grand Jury shall inquire into the condition and management of the public prisons within the county. The Grand Jury fulfilled this requirement as follows:

- Toured the facility
- Conducted interviews during the tour
- Read two leaflets published by the state of California: California Youth Authority & Youthful Offender Parole Board/Restitution Guide for Offenders and He Got CYA/California Youth Authority Information for Victims of Crime
- Reviewed California Youth Authority web site

### ***Findings***

This CYA facility houses offenders between the ages of 18-25 years. The CYA has a maximum jurisdiction time which, depending on the seriousness of their crime, expires on either the inmate's 21<sup>st</sup> or 25<sup>th</sup> birthday.

Offenders are sent to CYA under any of the following conditions:

- They are committed by a juvenile court.
- They are tried as an adult and committed by a criminal court.
- They are tried as an adult and committed to the California Department of Corrections but ordered housed in a CYA facility.

At the time of the tour, there were 73 offenders living at the facility, which has an inmate capacity of 83. Most of the offenders are there for drug related offenses. Although this facility is within Santa Cruz County, offenders are from other counties. Santa Cruz County offenders, who are sentenced to a CYA facility, serve their sentence in another CYA facility outside the county. According to interviews conducted while at the facility, the escape rates are lowered when wards serve at a distance from their family and friends.

Offenders are assigned to a program based on their age, maturity level, educational needs, program availability and the seriousness of their crime.

The primary function of the Ben Lomond Youth Conservation Camp is to assist in the fire protection of the community. CYA camps perform approximately 350,000 hours of fire suppression services throughout California per year. When the wards are firefighting, they are under the authority of the fire captain from CDFFP. Crews typically work in state and county parks and perform wildland fire suppression and flood control activities throughout the state.

A major emphasis at the camp is on developing skills and good work habits. Offenders who have not completed high school are required to attend school full time while at this facility. The facility has a full time teacher, a teacher's aide, a library and computers. Some offenders attend remedial studies, while others work toward their GED. A partial list of required courses includes:

- Anger Management
- Emotional Management
- Victim Awareness
- Work Awareness
- Parenting Classes
- Sex Offender Treatment
- Substance Abuse Treatment
- Firefighting Skills

A staff of seven youth counselors provides both individual and group counseling. Offenders are required to participate in the Impact of Crime on Victims Program that addresses the impact their crime has had on their victims, their families and the community. To help the wards with their return to society, tattoo removal services are available.

Wards receive a small stipend for firefighting, food preparation, janitorial duties and other work performed while at the facility. A portion of the stipend can be garnished to pay for court-ordered restitution. When the youth commits a crime, they must pay their victim for the damage, injury or loss caused by their criminal activity. The amount of restitution ordered by a judge will be equal to what the victim lost due to the offender's actions. Some examples of loss include medical costs, funeral costs, costs to repair property or the victim's insurance deductibles.

Judges order the offender to pay a restitution fine. For example, a juvenile who has a misdemeanor conviction could pay up to \$100. A juvenile with a felony conviction could be ordered to pay between \$100 and \$1,000. Money collected for restitution fines is transferred to the State Restitution Fund to support the California Victims of Crime Program. Some offenders also send money home to support their own families.

## ***Conclusions***

Residents of California benefit from the firefighting work of the Ben Lomond Conservation Camp and the Grand Jury recognizes the value of their hard work.

Wards are given a great opportunity to change and improve their lives through the educational and vocational classes offered at the facility.

## ***Recommendations***

None

## ***Response Required***

None

## Review of the Blaine Street Women's Facility

### **Background**

The Blaine Street Facility is located at 141 Blaine Street and is a minimum-security facility for women. These women have been sentenced for nonviolent crimes unrelated to a mental disability. The facility was established in 1984 and has 21 rooms that accommodate two inmates each. In 2000, the average range of the facility was 25-30 inmates and has a rated capacity of 32. In 1999, the facility averaged 31 inmates.

### **Scope**

Pursuant to Penal Code §919(b), the Grand Jury shall inquire into the condition and management of the public prisons within the county. The Grand Jury fulfilled this requirement as follows:

- Toured the Blaine Street Facility
- Interviewed the staff during the tour
- Read the *Santa Cruz County Sheriff's Office 1999 Annual Report*
- Reviewed the Santa Cruz County Budget, various pamphlets and literature on operating procedures for this facility
- Read the two previous year's Grand Jury reports and responses and compared past recommendations and changes implemented at the facility
- Reviewed 1999 and 2000 Health Inspection Reports

### **Findings**

The Blaine Street Facility is a home-like environment complete with a backyard, benches, children's sandbox, and vegetable garden.

The average stay is 3 to 4 months. Many of the women return to this facility, as they are frequent offenders. The most common offenses are drug and alcohol related.

The Supervising Correctional Officer from Blaine Street interviews inmates at the Main Jail. During the interview behavioral expectations, work assignments and class attendance at Blaine Street are presented to the inmate. According to the supervisor, inmates must "display a cooperative attitude and peaceful behavior if they are to remain at this facility." Most of the women prefer to serve their time here because of the special privileges available at Blaine Street. Inmates understand the consequence for violating the rules is a return to the Main Jail.

Several optional classes are offered at the facility, such as:

- Computer Classes (Windows, Keyboarding)
- Narcotics and Alcoholics Anonymous
- Career and Job Development
- GED Testing
- Art Classes
- Parenting Classes
- Knitting Classes
- Crocheting Classes

Blaine Street inmates have smoking privileges that are not available at the Main Jail. The backyard is the designated smoking area. The residents of an adjacent home have complained because they are negatively impacted by their view of the activities in the backyard of the facility.

Inmates can purchase candy, soda, cigarettes, playing cards, shampoo, and deodorant. The inmates also have access to television, treadmill, stair-stepper, stationery bike, exercise videos, library, board games and movies on video.

The inmates prepare meals in a small kitchen with menus developed by the Food Service Manager from the Main Jail. The facility replaced the refrigerator in 1999 and the stove in 2000. The carpet is scheduled for replacement in 2001.

Inmates are allowed one two-hour visit each weekend. An inmate’s day begins with a 6:30 AM wakeup call and ends with lights out at 10:00 PM.

Each inmate is assigned duties that may include kitchen chores, cleaning the bathrooms, or other household tasks. Some women work in the kitchen at the Main Jail. They walk to and from the Main Jail unescorted. Some women participate in the Work Release Program, which permits participants to work during the day and return to the facility in the evening.

The County’s Health Service Agency provides medical, pharmacy and diagnostic services. The doctors from the Main Jail attend sick call each weekday morning. Additionally, the chaplain, Crisis Intervention Team, and other service providers come to the facility.

The staff consists of one Supervising Detention Officer and two detention officers on a rotating work schedule. The accepted officer-to-inmate ratio is 1 to 50-60 inmates. Therefore, only one officer is required to be on duty at all times.

**Conclusions**

We commend the staff on the number of classes and activities available to the inmates. However, these activities are optional and are, therefore, dependent on the motivation of each inmate.

**Recommendations**

1. The Board of Supervisors should approve financing to expand classroom capacity at the facility and add smoking cessation classes to the education program.
2. The Board of Supervisors should approve financing to build a taller fence or other measures to reduce the negative impact of the facility on neighbors.
3. A Work Crew Program should be established at the Blaine Street Facility akin to that of the Rountree Facility.

**Response Required**

Entity	Recommendations	Respond Within
Sheriff-Coroner’s Office	1 – 3	60 Days
Board of Supervisors	1 – 3	90 Days

## Review of the Juvenile Hall Facility

### **Background**

The Santa Cruz County Juvenile Hall is located at 3650 Graham Hill Road in Santa Cruz. This facility, built in 1968, consists of 42 rooms. Each room contains a single bed, a sink and a drinking fountain.

### **Scope**

Pursuant to Penal Code §919(b), the Grand Jury shall inquire into the condition and management of the public prisons within the county. The Grand Jury fulfilled this requirement as follows:

- Toured the Juvenile Hall Facility
- Interviewed the staff during the tour
- Read the *Santa Cruz County Sheriff's Office 1999 Annual Report*
- Reviewed the Santa Cruz County Budget and various pamphlets and literature on operating procedures for this facility
- Read the two previous year's Grand Jury reports and responses to compare past recommendations and changes implemented at the facility.

### **Findings**

Minors range in age from 12 to 18 years old. The average population in 1999-2000 was approximately 39 juveniles.

The Facility is divided into two sections, Unit A and Unit B. The unit assignment is based on age, gender and type of crime. On the day of the visit, there were 16 minors residing in Unit A. This unit houses older males that have committed more sophisticated crimes. There were 18 minors residing in Unit B. This co-ed unit houses the younger juveniles that have committed less sophisticated crimes.

Prior to admission to the Facility, many of the minors actively participated in gangs. The Juvenile Hall Facility is a "No Gang Zone." Upon arrival, the youth is assigned to a unit. Information is provided on the point system used at the Facility where kids on good behavior can earn privileges such as staying up later or eating in the dining room. On the first day, the minor is asked to read a copy of the "Juvenile Hall Rules." Examples of the rules include:

- "Talk or gestures of profanity, racial or sexual slurs are forbidden."
- "Talking, writing about or planning an escape is forbidden."
- "Changing your hairstyle, tattoos or body carving is not allowed."

The Juvenile Facility is well maintained. The Juvenile Facility contains classrooms, computers, a library, an outdoor recreation area and an indoor recreation area. In addition, the facility has a courtroom built in 1995. Last year’s Santa Cruz County Grand Jury recommended that an indoor gymnasium be built to allow for additional indoor activities. The County responded that this recommendation “has not been implemented due to lack of available funding.” The County felt funds may be “available in the upcoming year, at which time the opportunity will be submitted for the Board of Supervisors’ consideration.”

Special occasions at the Facility may include a barbecue, a visit from Barrios Unidos, career night, guest speakers, and musical groups. Each unit meets one night a week where the minors talk about their experiences at the Facility.

Hartman School, an accredited institution, is on site. The minors go to school 5 days a week. The morning begins at 6:00 AM when they must shower and clean their rooms. Clean clothes are provided. The youths are able to continue working toward their high school diploma while at the Facility. Classes begin at 8:30 AM and end at 2:45 PM.

Medical personnel are available 12 hours per day. In addition, a full time counselor is on staff. Last year’s Santa Cruz County Grand Jury recommended that a full time nursing position be created. The County responded that the recommendation “will be considered as part of the 2000-01 County budget process” and will be completing a “feasibility study during the next six months to determine whether additional medical staff is warranted.”

**Conclusions**

The staff deserves credit for their beneficial influence on the lives of youth through education, discipline, and friendship in an environment free of gang pressures. With the assurance of three meals a day and the opportunities provided by the Juvenile Hall Facility, these young people are given a chance to change and improve their lives.

**Recommendations**

1. The Board of Supervisors should not further delay the development of an indoor gymnasium at the Juvenile Hall Facility.
2. The Board of Supervisors should not further delay the creation of a full-time nurse position at the Juvenile Hall Facility.

**Response Required**

Entity	Recommendations	Respond Within
Board of Supervisors	1, 2	90 Days

## Review of the Main Jail

### **Background**

The Santa Cruz County Main Jail is located on Water Street in the City of Santa Cruz. This jail is a maximum-security detention facility operated by the Santa Cruz County Sheriff-Coroner's Detention Bureau. The facility has an inmate capacity of 249. This facility was built in 1981 and expanded in 1985.

### **Scope**

Pursuant to Penal Code §919(b), the Grand Jury shall inquire into the condition and management of the public prisons within the county. The Grand Jury fulfilled this requirement as follows:

- Toured the Water Street Main Jail Facility
- Interviewed the staff during the tour
- Read the *Santa Cruz County Sheriff's Office 1999 Annual Report*
- Reviewed the Santa Cruz County Budget and various pamphlets and literature on operating procedures for this facility
- Read the two previous year's Grand Jury reports and responses and compared past recommendations and changes implemented at the facility.

### **Findings**

The Main Jail houses both male and female inmates who are awaiting trial and individuals sentenced to a term of 1 year or less for serious and violent crimes. In protracted cases, stays in the Main Jail may extend up to 3 ½ years. This includes time served in the county jail before, during and after trial.

Although the facility is rated for 249 inmates, in 1999 the average daily population was 322 inmates. There are bunks three high in the day room due to the large population.

There are 87 budgeted positions for Detention Officers. On the day we visited the facility, there were 18 vacancies for Detention Officers because staff turnover has been high, causing mandatory overtime for the last 6 months.

Recent improvements at the Main Jail include:

- A new security monitoring system with color cameras,
- Replacement of single showers with double showers in five housing units and
- The "Livescan" Project (1999) that is used for sending fingerprints electronically to the State Department of Justice, which could aid in finding individuals using false identities and discovering other prior arrests.

Most of these projects were made possible through grant funds. The Sheriff's Office received over a million dollars for security modifications. In addition, the Sheriff's Office received \$1.7 million dollars from the Board of Corrections for a Mentally Ill Offender Crime Reduction Grant. This grant is intended to reduce jail overcrowding.

Women at the facility are a growing population. At the time of our visit, the policy at the Main Jail was to house disruptive women in Unit H and all others in Unit G. Female inmates are at the Main Jail predominantly for being drug and alcohol abusers and/or involved with fraudulent check writing.

The facility contains a medical unit that is staffed 7 days a week from 8:00 AM to 5:00 PM. The medical doctor is on duty Monday, Tuesday, Wednesday, and Friday from 8:00 AM to 12:00 PM. A nurse practitioner is on duty Thursdays. A psychologist is at the facility every morning from 8:00 AM to 12:00 PM. A dentist is available every other Wednesday from 1:00 PM to 4:00 PM. The Crisis Intervention Team is available weekdays from 8:00 AM to 5:30 PM. An Episcopalian chaplain is in the units every day. This chaplain contacts ministers of other denominations for the inmates when requested. The medical facility was well maintained clean and several brochures on crisis counseling and health related matters were available for inmates.

A full-time Food Service Manager is responsible for overseeing the preparation and distribution of all meals to the inmates in all four County facilities. Based on average inmate population, Food Services prepared and served a total of over 700,000 meals in 1999.

The Main Jail kitchen was originally designed to only feed 92 inmates compared to the 1999 average inmate population of 322.

The Main Jail kitchen has two cooks who are County employees and five inmates from Blaine Street Women's Facility to help with meal preparation. The inmates are screened for communicable diseases at Blaine Street by Health Services prior to coming to the Main Jail kitchen. The County maintains an annual contract with a dietician from Santa Clara County for menu development. Currently, the inmates are given a 2400-calorie diet. Special diets are available upon physician approval. The kitchen has insufficient space for meal preparation and food storage.

## **Conclusions**

Much needed structural and security improvements have been initiated with grant funds.

Since women at the facility are a growing population, a plan needs to be developed and implemented to curb overcrowding.

The turnover rate of detention officers needs to be reduced.

Kitchen space and storage are inadequate based on the number of meals prepared daily.

**Recommendations**

1. Continue to expand the capacity of the Main Jail Facility to accommodate a growing jail population. Emphasis should be placed on the female inmate population.
2. Expand and renovate the kitchen facility to increase them square footage devoted to meal preparation and food storage.
3. Establish a salary schedule for the Sheriff-Coroner’s Office competitive with Bay Area rather than Central Coast counties.

**Response Required**

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Board of Supervisors	1 – 3	90 Days
Sheriff-Coroner’s Office	1, 2	60 Days

## **Review of the Rountree Facility**

### ***Background***

The Rountree Facility is located on 100 Rountree Lane on the outskirts of the City of Watsonville. It is known as “The Farm” because the inmates grow their own vegetables. Rountree is operated by the Detention Bureau of the Sheriff’s Department and consists of both minimum and medium-security facilities.

The minimum-security unit was built in 1970. The medium-security unit’s construction was completed in 1993 and opened in 1996 to alleviate over-crowding at the Water Street Main Jail.

### ***Scope***

Pursuant to Penal Code §919(b), the Grand Jury shall inquire into the condition and management of the public prisons within the county. The Grand Jury fulfilled this requirement as follows:

- Toured the Rountree Facility
- Interviewed the staff during the tour
- Read the *Santa Cruz County Sheriff’s Office 1999 Annual Report*
- Reviewed the Santa Cruz County Budget, various pamphlets and literature on operating procedures for this facility
- Read the two previous year’s Grand Jury reports and responses and compared past recommendations and changes implemented at the facility
- Reviewed 1999 and 2000 Health Inspection Reports

### ***Findings***

The minimum and maximum-security units at the Rountree Facility provide much needed relief from overcrowding in the Main Jail. On a weekly basis detention officers share coverage, and rotate between both facilities and the command post. Cross training is provided in all functions, permitting flexibility in posting personnel, covering absences, and reducing overtime expenditures.

Both units have a psychiatrist available, a chaplain, a law library, classes, self-help programs, and nursing coverage eight hours a day, seven days a week. Three nurses rotate working a split shift from 6:00 AM to 10:00 AM and from 3:00 PM to 7:00 PM.

### ***Minimum-Security Facility***

The minimum-security facility is called the “Rehabilitation Unit.” The maximum stay in the Rehabilitation Unit is 90 days. In 1999, the average daily population was 159 inmates and had a rated capacity of 162 inmates. At the time of our visit, there were 80 minimum-security inmates whose average age was 27 years. During the day there are three detention officers at the minimum-security prison.

Inmates have an opportunity to earn their GED while at Rountree. In 1999, a total of 52 inmates received their GED certificates. In 1992, the inmates built a computer classroom that was completed in 1994. The facility has 14 computers available for introductory computer classes and 18 computers available for advanced computer classes.

In addition, inmates receive the following job training:

- Food services – skills are offered in culinary and customer service.
- Landscaping – a common area was made into a koi pond for meditation and enjoyment by all.
- Building maintenance – carpentry, painting and other trades improve vocational options.
- Auto-body repair – Inmates run an auto body shop including painting and other repairs related to the auto-body trade.
- Agriculture – Inmates maintain a vegetable farm where all crops are used in the jail kitchen or donated to non-profit organizations.

Inmates can participate in a Monday-Friday off-site work program to assist various county departments and public agencies. The current program allows only 40 inmate participants.

<b>Government Agency / Dept.</b>	<b>Hours Worked</b>
County Road & Yard Crews	1,768
County Landfill	1,034
City of Watsonville	954
County Warehouse	425
County General Services	216
State Beaches and Parks	102
County Parks	22
Man Jail	5
<b>Total</b>	<b>4,526</b>

**Medium-Security Facility**

The medium-security unit has a maximum stay of 110 days. This facility has two direct supervision housing units with a rated capacity of 96 beds for sentenced male prisoners. During the day there are four detention officers on duty. The average daily population was 72 inmates in 1999.

Assignment of male inmates to the medium-security unit is determined at the Main Jail. Detention/Classification officers are responsible for inmates’ placement within the three facilities: Main Jail, Rountree minimum-security facility and Rountree medium-security facility. Inmates who pose a security risk and have no violent criminal history may be placed in the medium security facility.

Inmates housed at this facility can participate in a number of educational classes and programs that are not available at the Main Jail.

**Conclusions**

The Grand Jury commends the staff for the extensive vocational and educational programs offered to inmates.

The work crews of the minimum-security facility are to be applauded for their efforts that enhance and contribute to the maintenance of county landfills, recreational parks and local beaches.

The number of inmates who completed their GED while at the facility is impressive.

**Recommendations**

1. The Sheriff-Coroner’s Office should expand the beneficial off-site work program to increase the number of participating inmates.

**Response Required**

Entity	Recommendations	Respond Within
Sheriff-Coroner’s Office	1	60 Days
Board of Supervisors	1	90 Days

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# County of Santa Cruz

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Audit & Finance

## Financial Compliance Review of County Entities

### Background

One of the responsibilities of the Grand Jury is to oversee the financial compliance by the Santa Cruz County governmental entities. These entities include the County of Santa Cruz, the county's 4 cities (Capitola, Santa Cruz, Scotts Valley and Watsonville), 5 redevelopment agencies, various commissions, 15 school districts and approximately 100 special districts (including county service areas). The special districts include fire departments, water districts, recreation and park districts, an open space district, an air pollution district, water conservation and reclamation districts, sanitation and septic maintenance districts, a transit district, a cemetery district and a port district.

Most entities have their own 1) governing board, 2) revenue and expenses and 3) cash, other assets, liabilities and fund balance.

The Grand Jury only provides oversight, in that it does no investigation of its own, but rather assures itself that the entities are properly executing their own financial responsibilities. The Grand Jury makes no assurances as to the financial stability of the entities, only that they completed the financial tasks that the Grand Jury reviewed.

### Scope

To fulfill its responsibilities the Grand Jury selected 12 entities for review. These included the county, all four cities, five special districts, a school district and a redevelopment agency. Statistics for these entities are shown in the table below.

**Chart 1. June 30, 1999 Financial Statements**

	Description	Revenues	General Fund Reserve Balance
1	County of Santa Cruz	204,171,066	15,972,865
2	City of Santa Cruz	42,622,809	16,951,650
3	City of Watsonville	20,212,669	8,321,191
4	City of Capitola	8,316,870	1,566,796
5	City of Scotts Valley	5,467,395	5,411,451
6	Soquel Creek Water District	6,107,380	25,349,789
7	Loma Prieta Joint Union School District	4,354,633	* 739,021
8	Pajaro Valley Water Management District	3,328,820	9,976,202
9	Boulder Creek Fire Protection District	478,788	2,300,481
10	Salsipuedes Sanitary District	161,797	1,468,862
11	Boulder Creek Recreation and Park	123,682	1,153,791
12	Capitola Redevelopment Agency	Included in City of Capitola	

\* Understated, see comments later in report.

The Grand Jury requested and reviewed a substantial amount of financial information from these entities. To demonstrate this, we have attached our requests for information made to cities and the county (Exhibit A) and special districts to this report (Exhibit B).

Fieldwork for the Grand Jury's report was concluded on February 9, 2001, with the exception of one interview that occurred after this date.

The entities of Santa Cruz County show a high degree of professionalism in carrying out their responsibilities. The recommendations shown below, while important, do not diminish the excellent performance of the entities reviewed.

## County of Santa Cruz

### ***Findings***

1. The County of Santa Cruz is a general law county<sup>1</sup> founded in 1850. It serves a population of approximately 255,000 persons and covers an area of 441 square miles.
2. Besides the county’s direct departments, the county oversees approximately 50 county service areas in the county. These county service areas cover a wide variety of services: private road maintenance associations, fire departments, lighting, parks & recreation, mosquito abatement, water services, sanitation services, septic maintenance and some police functions. These county service areas are audited as part of the independent Certified Public Accounts annual audit.
3. The county’s general fund reserves rose from approximately \$16 million dollars in the year ending June 30, 1999 to over \$41 million dollars in the year ending June 30, 2000.
4. The County of Santa Cruz Audit Committee requires that two Grand Jurors participate as members of the committee. This committee oversees the audit process including the selection of auditor and the review of the auditor’s reports. No member of the current Grand Jury was asked to participate in this committee. For the first ten months of the current fiscal year, this committee held no meetings.
5. At the close of fieldwork, the county’s annual financial statements were on the county’s web page but the current budget was not.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear, complete and well presented.

Because the members of the Grand Jury change every year, there is no continuity of membership on the county’s audit committee nor a guarantee that a qualified juror is available to sit. If the two grand jurors are removed from the committee, the board of supervisors should consider appointing members of the community that can participate with more continuity.

### ***Recommendations***

1. The County Audit Committee should hold regular meetings.
2. The county should either invite two members of the Grand Jury to sit on the County’s Audit Committee or revise the county’s requirement regarding grand jurors on the committee.
3. The county should make available all the pertinent financial information on the county’s internet site, including financial statements and department budgets.

### ***Response Required***

Entity	Recommendations	Respond Within
Board of Supervisors	1 – 3	90 Days

## City of Santa Cruz

### ***Findings***

1. The City of Santa Cruz was incorporated in 1866 and is a charter city<sup>2</sup> with its present charter adopted in 1948. It serves a population of approximately 55,000 persons and covers an area of 12 square miles.
2. The city's budget is on their internet site but not the annual financial statements.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear, complete and well presented.

### ***Recommendations***

1. The city should make available all the pertinent financial information on the city's internet site, including financial statements and budgets.

### ***Responses Required***

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Santa Cruz City Council	1	90 Days

## **City of Watsonville**

### ***Findings***

1. The City of Watsonville was incorporated in 1868 and became a charter city<sup>2</sup> in 1903. It serves a population of approximately 37,500 persons and covers an area of approximately six square miles.
2. The omission of fixed assets from the financial statements gave rise to a qualified opinion on the city’s financial statements from its auditors. As a result, the assets and fund balance for the city are understated.
3. At the close of fieldwork, no financial statements or budgets were found on the city’s internet site.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear and well presented.

The city must resolve the fixed assets inventory issue raised by the auditors or it will always receive a qualified option on its financial statements.

### ***Recommendations***

1. The city should update its fixed assets inventory to include all fixed assets. A possible solution to the fixed asset inventory issue is to survey all the property the city owns and make a detailed list with an estimated date of acquisition and estimated cost for each item. The result is a complete fixed assets inventory. The city should clear this approach with its own auditor before proceeding.
2. The city should make available all the pertinent financial information on the city’s internet site, including financial statements and department budgets.

### ***Response Required***

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Watsonville City Council	1, 2	90 Days

## **City of Capitola including the Capitola Redevelopment Agency**

### ***Findings***

1. The City of Capitola is a general law city<sup>3</sup> serving a population of approximately 11,000 persons and covering an area of approximately two square miles.
2. The 1998-99 financial statements include a budget-to-actual comparison report. Several items on this report showed budget-to-actual variance in excess of \$1 million dollars.
3. The city's general fund reserve is approximately 19 percent of its annual revenues. All the other cities in the county have reserves in excess of 40 percent of their annual revenues.
4. The city has had numerous reported shortfalls in monthly cash flows. This led to the postponement and rescheduling of several capital projects.
5. The city contributes more than \$225,000 to various civic and charitable organizations. The city has no plan in place to review any of these organizations.
6. The city's fixed assets report has dozens of entries with an acquisition date of "00/00/00." The city has never performed a physical fixed assets inventory. According to a city employee, this has not been a priority for the city and adequate staff has not been allocated to complete a fixed assets inventory.
7. Monterey Bay Area Insurance Fund (MBAIF) is a joint powers agency comprised of several Monterey Bay governmental entities to self-insure their workers' compensation disability claims, including the City of Capitola. MBAIF has said that they are not responsible for workers' compensation disability claims of temporary employees. The city disagrees with this decision and is considering legal action against them. This dispute creates a potential liability for workers' compensation claims filed by temporary employees.
8. The relationship between the Capitola Redevelopment Agency and the City of Capitola is such that the city is financially accountable for the Agency.
9. Although the city backs up its computerized financial data three times a day, the city has no offsite storage of its financial data.
10. At the close of fieldwork, no financial statements or budgets were found on the city's internet site.
11. A city employee refused to meet privately with the Grand Jury to answer questions. This employee was subpoenaed and did appear.

**Conclusions**

The financial compliance, including the work of their independent Certified Public Accountant, was clear, complete and well presented.

Repeatedly starting and stopping projects due to poor cash flow management is very inefficient.

MBAIF actions should be reviewed to see if their rejection of disability claims filed by temporary employees might create financial problems for the participating governmental agencies. In addition, MBAIF’s reserves should be reviewed to determine that they have sufficient reserves to cover all workers’ compensation disability claims. Inadequate reserves could create an unrecorded liability for the City of Capitola.

**Recommendations**

1. The city should institute a program to review on a rotating basis the operations of the local charitable and civic organizations to which it contribute funds.
2. The city council should more accurately estimate the budget’s components to reduce the budget-to-actual variances.
3. The city should more reliably manage monthly cash flows to have a more orderly process of implementing projects.
4. The city should make available all pertinent financial information on the city’s internet site, including financial statements and department budgets.
5. The city should establish a program of offsite storage for all financial data. One option would be for the cities and county to develop a cooperative storage arrangement.
6. The city should instruct all employees to make themselves available to meet alone with the Grand Jury without the need for approval by any city employee, elected city official or member of the city council.
7. The city should review the adequacy of its general fund reserve.
8. Next year’s Grand Jury should review the operations of the MBAIF. See the City of Capitola’s fiscal year 2000-01 financial statements, pages 38-39, footnote IV.

**Response Required**

Entity	Recommendations	Respond Within
Capitola City Council	1 – 7	90 Days

## City of Scotts Valley

### Findings

1. The City of Scotts Valley was formed in 1966 and is a general law city<sup>3</sup>. It serves a population of approximately 10,700 persons and covers an area of approximately five square miles.
2. The city is not responding to recommendations by the independent Certified Public Accounts. Several suggestions have been made for years without a response from the city.
3. At the close of fieldwork, summary financial statements and budget were on line. However, complete financial statements and budgets were not available on the city's internet site.

### Conclusions

The financial compliance, including the work of their independent Certified Public Accountant, was clear, complete and well presented.

### Recommendations

1. The city should make available all the pertinent financial information on the city's internet site, including financial statements and department budgets.
2. There should be a written response from the city finance manager to the City Council regarding the actions being taken to implement the independent Certified Public Accountants' recommendations.

### Response Required

Entity	Recommendations	Respond Within
Scotts Valley City Council	1, 2	90 Days

## **Soquel Creek Water District**

### ***Findings***

1. The Soquel Creek Water District was founded in 1961 and provides some 1.8 billion gallons of water annually to Aptos, Capitola, La Selva Beach, Rio Del Mar, Seascape and Soquel. The district's revenues come solely from user fees.
2. The district has used the same independent Certified Public Accountant for the last 12 years.
3. The district has omitted some expense accruals at the end of each year. The district's auditor has raised this issue in its recommendations to management for the last three years.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear, complete and well presented.

A good accounting practice is to change auditors at least every six years. There are many qualified independent Certified Public Accountants in the state from which to select. Changing auditors on a regular basis reduces the risk of a close relationship between the auditor and management that could lead to improprieties.

### ***Recommendations***

1. The district must properly accrue expenses at the end of each year.
2. The district should respond to and resolve the auditor's management suggestions.
3. The district should change independent auditors every six years.

### ***Responses Required***

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Soquel Creek Water District Board of Directors	1 – 3	90 Days

## Loma Prieta Joint Union School District

### ***Findings***

1. The Loma Prieta Joint Union School District is comprised of an area of approximately 50 square miles spanning Santa Cruz and Santa Clara counties. The school district operates one elementary school and one middle school on Summit Road. The district serves some 717 students on average. Students from both Santa Cruz and Santa Clara counties attend these schools.
2. The school district has been using the same independent Certified Public Accountant for the last four years.
3. The omission of fixed assets from the financial statements gave rise to a qualified opinion on the district's financial statements from its auditors. As a result, the assets and fund balance for the district are understated.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear and well presented.

The school district must resolve the fixed assets inventory issue raised by the auditors or it will always receive a qualified opinion on its financial statements.

### ***Recommendations***

1. The district should change independent auditors every six years.
2. The district should update its fixed assets inventory to include all fixed assets. A possible solution to the fixed asset inventory issue is to survey all the property the district owns and make a detailed list with an estimated date of acquisition and estimated cost for each item. The result is a complete fixed assets inventory. The district should clear this approach with its own auditor before proceeding.

### ***Responses Required***

Entity	Recommendations	Respond Within
Loma Prieta Joint Union School Board of Trustees	1, 2	90 Days

## **Pajaro Valley Water Management Agency**

### ***Findings***

1. Pajaro Valley Water Management Agency is a state-chartered local agency formed to manage water resources in Pajaro Valley. It receives its revenues from user fees. Its service area encompasses the City of Watsonville, along with the communities of Pajaro, Freedom, Corralitos and Aromas and surrounding lands. It also covers 79,000 acres of irrigated agricultural land.
2. The board of directors does not always approve the selection of its independent Certified Public Accountant.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear and complete.

### ***Recommendations***

1. The board of directors should always approve the selection of the independent Certified Public Accountant.

### ***Responses required***

<b>Entity</b>	<b>Recommendations</b>	<b>Respond Within</b>
Pajaro Valley Water Management Agency Board of Directors	1	90 Days

## Boulder Creek Fire Protection District

### ***Findings***

1. Boulder Creek Fire Protection District provides fire protection, first-responder emergency medical services, hazardous materials response and public fire safety education for an area of approximately 21 square miles. It employs two full time firefighters, which are supported by 31 volunteer firefighters. It receives its revenues from property taxes and fees.
2. The district did not respond to our request for access to the auditors' selection file.
3. The district has not responded to repeated recommendations from its independent auditors.
4. The omission of fixed assets from the financial statements gave rise to a qualified opinion on the district's financial statements from its auditors. As a result, the assets and fund balance for the district are understated.
5. The district has been using the same independent Certified Public Accountant for six years.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear and well presented.

The district must resolve the fixed assets inventory issue raised by the auditors or it will always receive a qualified opinion on its financial statements.

### ***Recommendations***

1. The district should change independent auditors every six years.
2. The district should respond to and resolve the auditor's management suggestions.
3. The district should update its fixed assets inventory to include all fixed assets. A possible solution to the fixed asset inventory issue is to survey all the property the district owns and make a detailed list with an estimated date of acquisition and estimated cost for each item. The result is a complete fixed assets inventory. The district should clear this approach with its own auditor before proceeding.

### ***Responses Required***

Entity	Recommendations	Respond Within
Boulder Creek Fire Protection District Board of Directors	1 – 3	90 Days

## **Salsipuedes Sanitary District**

### ***Findings***

1. This district was formed in 1965 and operates under the Sanitary District Act of 1923. It serves 486 residential customers and 10 commercial customers. It covers about 800 acres, with about half of that being residential/commercial and the other half being agricultural or open space. The primary source of revenue for the district is from user fees.
2. This is a very small district and therefore does not have adequate resources to have a clear separation of duties for the proper controls over financial functions.

### ***Conclusions***

The financial compliance, including the work of their independent Certified Public Accountant, was clear, complete and well presented.

### ***Recommendations***

None

## Boulder Creek Recreation & Park District

### **Findings**

1. The district owns and operates parks and recreation areas for approximately 6,000 homes in and around the mountain town of Boulder Creek. Its revenue comes primarily from property taxes and to a lesser extent from user fees.
2. This is a very small district and therefore does not have adequate resources to have clear separation of duties for the proper controls over financial functions.
3. The June 30, 1999 and 1998 financial statements were not completed by the independent Certified Public Accounts until October 10, 2000. The board received this report over 15 months after the fiscal year ended June 30, 1999.
4. The district compiles its financial statements every two years rather than annually. Two-year audits are acceptable for small districts, see Govt. Code §26909. However, two-year audits made the first year's audit arrive over 27 months after its year-end.
5. The omission of fixed assets from the financial statements gave rise to a qualified opinion on the district's financial statements from its auditors. As a result, the assets and fund balance for the district are understated.
6. The auditor's management recommendations have not been implemented. The same recommendations were made repeatedly in previous audit reports, without action from the district. One request for the district to update its fixed asset inventory has been made each year since before 1995.

### **Conclusions**

The financial compliance, including the work of their independent Certified Public Accountant, was clear and well presented.

The district must resolve the fixed assets inventory issue raised by the auditors or it will always receive a qualified option on its financial statements.

### **Recommendations**

1. Financial statements must be completed on time. This should be no later than 6 months after the year-end in the report.
2. The district should update its fixed assets inventory to include all fixed assets. A possible solution to the fixed asset inventory issue is to survey all the property the district owns and make a detailed list with an estimated date of acquisition and estimated cost for each item. The result is a complete fixed assets inventory. The district should clear this approach with its own auditor before proceeding.

### **Response Required**

Entity	Recommendations	Respond Within
Boulder Creek Recreation and Park District Board of Directors	1, 2	90 Days

## **Capitola Redevelopment Agency**

### ***Findings***

The City of Capitola formed the Capitola Redevelopment Agency (RDA) in 1980. Its purpose is to eliminate blight by improving the infrastructure within a RDA's boundaries. This is accomplished through construction of improvements such as streets, curbs, gutters, sidewalks and lighting. This promotes development, reconstruction and rehabilitation of residential, commercial and industrial properties. The Capitola Redevelopment Agency receives its revenues from the increase in property taxes above base period property taxes. Base period property taxes are the taxes on the assessed value of the property in the RDA's boundaries at the date of formation of the RDA. This earlier assessed value is multiplied by the current property tax rate to arrive at the base period property taxes.

Two percent of the RDA revenues received are reserved for low income housing anywhere in the city.

The relationship between the City of Capitola and the Capitola RDA is such that the city is financially accountable for it. This is in accordance with acceptable accounting practices. The operations of the redevelopment agency are included in the City of Capitola annual audit. See the comments above for the City of Capitola.

### ***Conclusions***

None

### ***Recommendations***

None

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<sup>1</sup> A general law county uses the California State Statues, as amended by its own ordinances, to govern itself.

<sup>2</sup> A charter city has its own set of laws to govern itself as allowed under the California State Constitution.

<sup>3</sup> A general law city uses the California State Statues, amended by its own ordinances, to govern itself.

***Exhibit A: Information Requested from Cities and the County:***

1. Supply the organization chart for your City/County.
2. Who decides the selection of the independent Certified Public Accountant for this City/County? Who is the current independent Certified Public Accountant
3. How many years has it been since there has been a change in the accounting firm?
4. Are there any committees overseeing your work, if so what are the names of these committees and scheduled meeting dates.
5. Who does the interviewing and makes the recommendation of the independent Certified Public Accountant to the answer in #2 above?
6. Please make available the file used to store the Auditors' Proposals used to make the auditor selection.
7. Please prepare a letter to the independent Certified Public Accountant authorizing the Santa Cruz Grand Jury to discuss the audit with the independent auditor and to review the independent auditors Working Papers for any fiscal years.
8. Supply Comprehensive Annual Financial Statements for 6-30-98 and 6-30-99. Please include the independent auditor's management recommendation letters for 6-30-97, 6-30-98 and 6-30-99.
9. Supply the trial balance for 6-30-99 and 6-30-98.
10. Supply a complete chart-of-accounts for your financial system.
11. Supply the Budget for the current fiscal year. A separate line-item budget should be submitted if the Budget is not that detailed.
12. Supply the Budget for the prior fiscal year.
13. Supply a list of departments, entities and trust funds that are under your control or supervision.
14. Supply a list of the audits (both internal/external and financial/operational) performed by or for you for the last three years sorted by department/entity. The list should state: The department/entity/trust the audit was done for, the type of audit performed, the date the audit started and the date of the audit was completed.
15. Supply a list of the departments/entities/trusts not audited in the last three years and the reason that no audit was performed.

***Exhibit B: Information Requested from Special Districts:***

1. Supply the organization chart for the Entity.
2. Who decides the selection of the Auditor for this Entity? Who is the current Auditor?
3. How many years has it been since there has been a change in the Auditor?
4. Are there any committees overseeing your work, if so what are the names of these committees and scheduled meeting dates.
5. Who does the interviewing and makes the recommendation of Auditor to the answer in #2 above?
6. Please make available the file used to store the Auditors' Proposals used to make the auditor selection, if any.
7. Please prepare a letter to the Auditor authorizing the Santa Cruz Grand Jury to discuss the audit with the Auditor and to review the independent Auditors Working Papers for any fiscal years.
8. Supply Annual Financial Statements for 6-30-98 and 6-30-99. Please include the auditor's management recommendation letters for 6-30-97, 6-30-98 and 6-30-99.
9. Supply the trial balance for 6-30-99 and 6-30-98.
10. Supply a complete chart-of-accounts for your financial system.
11. Supply the Budget for the current fiscal year. A separate line-item budget should be submitted if the Budget is not that detailed.
12. Supply the Budget for the prior fiscal year.
13. Supply a list of departments, entities and trust funds that are under your control or supervision.
14. Supply a list of the audits (both internal/external and financial/operational) performed by or for you for the last three years sorted by department/entity. The list should state: The department/entity/trust the audit was done for, the type of audit performed, the date the audit started and the date of the audit was completed.
15. Supply a list of the departments/entities/trusts not audited in the last three years and the reason that no audit was performed.

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# County of Santa Cruz

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Responses to the 1999-2000 Grand Jury Final Report

## Responses to the 1999-2000 Grand Jury Final Report

### ***Introduction***

Effective January 1, 1997, California Penal Code §933.05 was enacted to ensure that subject agencies truly consider and respond to specific grand jury recommendations. This section presents all responses to the 1999-2000 Santa Cruz County Grand Jury Final Report received by the Grand Jury to inform the public of the reaction to last year's Final Report.

Key provisions of PC §933.05 require that the responding officials or agencies must specifically comment upon each finding and each recommendation of the Grand Jury Report, rather than preparing a generalized response. The subject agency must respond to each published finding indicating that they agree, partially agree or disagree. Explanations for disagreements must be provided. The response to each recommendation must include the plans of the agency for implementing the recommendation. These must state if the agency has already implemented the recommendation, if it plans to implement the recommendation giving a time frame for completion, if further analyses on the recommendation are required or if they do not plan to implement the recommendation including an explanation.

The responses that follow do not always follow these guidelines. Both the original Findings and Recommendations presented in the 1999-2000 Grand Jury Final Report are included to give context for the responses. Reports that did not require a response have been omitted. The responding entities and the dates the responses were received are included following the title of each report. The responses to each finding or recommendation are embedded within the body of the text. The identity of the entity responding is followed by the text of its responses in *italics*. If an entity only responded in general to the report, its response follows the text of the entire report.

Some entities did not respond at all or their responses did not followed the guidelines in PC §933.05. This may be due to the fact that some entities may be responding to a Grand Jury report for the first time. In an attempt to assist both the respondents and the evaluation and publication of responses to this year's report, detailed instructions on how to respond were included in a cover letter to responding entities as well as in the appendix of this report.

The Grand Jury recognizes the Santa Cruz County Board of Supervisors for responding completely to all Findings and Recommendations, presenting its responses in an easy to read format and for making these responses publicly available on the County's web site.

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## **Cities and Other County Agencies Committee Reports**

### **City of Scotts Valley – Page 4**

**Respondent:** City of Scotts Valley

**Response Received:** July 8, 2000

#### **Findings**

The Scotts Valley Drive Reconstruction project was completed in 1999. Though completed slightly over budget due to some unforeseen problems, the project has made Scotts Valley Drive a safer corridor and has helped beautify the city. Total project cost was \$11.5 million.

Glenwood Drive improvements were completed within the time required for opening the new Scotts Valley High School. The City received \$400,000 for road and sidewalk improvements.

The Emerald Hill affordable housing project was opened in December 1999. The affordable housing agreement required that 22 of the 46 affordable apartments be held at very low rates and the others at rents affordable to very low-income families. The agreement also included a loan of \$1,289,000 from the City Redevelopment Agency to purchase the property.

Park improvements, including Hocus Pocus Park Phase II have been completed. Siltanen Park, at the north end of the city, is used for adult and youth softball leagues. Skypark at the former airport site has two fields for soccer and two play areas for young children.

The City has purchased two acres adjacent to Skypark for the purpose of building a community center. Additionally, a proposed 5000 square foot building would serve as a teen drop-in center. Amenities will include a juice bar, fitness center, gymnasium, kitchen and a stage for community activities and stage productions.

Water supply is a concern for the City. A tertiary plant was completed this year, and, pending permits, will be able to deliver reclaimed water.

The City applied for and received a Transportation Enhancement Activities (TEA) grant to landscape the medians on Scotts Valley Drive and Mt. Hermon Road.

**Response: City of Scotts Valley – no response to Findings.**

#### **Recommendations**

1. Maximize efforts to establish a center for teens in the City.

**Response: City of Scotts Valley**

*The City recognizes the need for a teen center in the City of Scotts Valley. The Recreation Division has taken immediate short-term action regarding this issue and is simultaneously working on developing long-term solutions. For the fall of 1999, the Recreation Division established a middle school (young teen) program at Siltanen Park, located at the northern end of the City. This creative and innovative program provides an alternative for parents to the latch-key syndrome for young and at risk teens. Through the use of an existing building and community donations, a facility was created for middle school-age children to utilize after school and participate in supervised activities, work on homework, or just “hang out”. The students are met by staff at the end of the school day and transported to the park facility that includes a kitchen area, computer space,*

*couches, pool table, fozzball table, and ping pong table. This program was so successful in its first year that it was expanded and offered for the summer of 2000.*

*As a long-term solution, the Parks and Recreation Commission has established a community center subcommittee that is in the process of designing a community center that will include a teen center to be located at Skypark. The Commission and City Council have approved a conceptual plan for the park area at Skypark that sets the top priorities for the park design as a community center/teen center, skate park, and soccer fields.*

2. Implement the economic development plan for the downtown area.

**Response: City of Scotts Valley**

*The Scotts Valley Economic Development Plan, adopted in Fiscal Year 1996/97, is enclosed for your review. It has six major goals, followed by actions to implement the goals. The six goals are:*

- A. *Stimulate a positive business environment in the City of Scotts Valley.*
- B. *Promote the City as the positive business environment it is.*
- C. *Encourage business expansion and retention.*
- D. *Attract employers who provide livable wage jobs.*
- E. *Foster a healthy commercial sector, which can provide goods and services necessary to meet the needs of the shopping community.*
- F. *Assure that the environment and public infrastructure will support and encourage a viable business climate.*

*The City of Scotts Valley has been very active and aggressive in implementing its Economic Development Plan in order to encourage business opportunities and improvements in the redevelopment area, which encompasses Scotty Valley Drive and Mt. Hermon Road corridors.*

*At this time, the following actions have been taken to implement the following goals:*

- A. ***Stimulate a positive business environment in the City of Scotts Valley.***
  1. *We continually monitor taxes with neighboring communities that are discretionary. For example, TOT tax in the City of Scotts Valley at 10% is comparable to that with others in the County. In addition, our utility tax is much less than other local jurisdictions.*
  2. *We have improved our processing time for all City permits and do provide accelerated processing for tenant improvements for those employers bringing in new employees.*
  3. *Redevelopment funds were used heavily to complete the improvements of Scotts Valley Drive and during that process, redevelopment funds were also used to place ads in the local newspapers promoting the businesses on Scotts Valley Drive and Mt. Hermon Road.*
  4. *Various City Department Heads and the City Manager meet with local business owners to resolve issues on an as needed basis. For example, a local shopping center was experiencing a parking problem and our Police Chief met with the businesses to work to resolve the problem.*

**B. Promote the City as the positive business environment it is.**

1. Every new business is sent a welcome letter from the City Manager and enclosed in it is a brochure explaining the planning processes.
2. A business round table was formed early on with the beginning of the construction of Scotts Valley Drive and was quite active during the construction. This was to advise businesses of the status of Scotts Valley Drive as well as other topics.
3. Scotts Valley continues to have the lowest crime rate in Santa Cruz County.

**C. Encourage business expansion and retention.**

1. We continue to work and improve and maintain Scotts Valley Drive. Since its completion, it has been landscaped and the street sweeping efforts have been increased.
2. A business expansion and retention team was set up with Joint Venture Silicon Valley to help us assist businesses with various issues.
3. The City recently participated in the Business Visitation Survey, sponsored by the County of Santa Cruz and CareerWorks to survey local business concerns, training needs and local business issues. This survey was recently completed and results are pending. This information will help to address needs for existing businesses so they can stay here and prosper.
4. The City of Scotts Valley prepared a Commercial Development Strategy report with emphasis on retail sales leakage. This report summarizes opportunities for local business expansion. It also helps to direct local recruitment efforts at businesses which will compliment our current market.
5. The City received a Community Development Block Grant to conduct a feasibility study for creating a Business Revolving Loan Fund and a general fund resource book. The work is currently underway.

**D. Attract employers who provide livable wage jobs.**

1. We continue to market Scotts Valley to attract and identify businesses, especially in the Skypark commercial area. A major staff effort has been focused upon bringing a high-end town center to capture more jobs and provide a broader range of services to the City.
2. The City Council is currently reviewing a report of economic incentive programs used in other locations. It may provide a useful policy framework for programs of this kind if we decide to implement financial incentive programs.
3. The City has a variety of existing buildings and facilities conducive to Research and Development activities. For example, the City has been instrumental in streamlining the permitting process to allow for the Borland Campus to be retrofitted for multi tenant use. This will bring in another 1,000 high paying jobs. The City will also help to facilitate the streamlining of permits for the Phase 11 Borland Building to bring in another 1,500 high tech jobs.

**E. Foster a healthy commercial sector, which can provide goods and services necessary to meet the needs of the shopping community.**

1. As noted previously, the Commercial Development Strategy report was completed in 1998. This report assists the staff and the City Council in reviewing projects for compatibility with current uses. The study is being used to focus efforts for the new Town Center project at Skypark.
2. As previously mentioned, a review of economic incentives is going on which can either attract leakage stoppers through either expansion or new business.
3. The City continues to support the shop local program and emphasizes that sales tax is a major contributor to the City's General fund budget.

**F. Assure that the environment and public infrastructure will support and encourage a viable business climate.**

1. The improvement to Scotts Valley Drive, which has been completed, was done through a multitude of funding sources. An EDA grant of \$2.5 million, plus a local bond issue, and several other state and local grants totaling \$5 million.
2. We continue to support the enhancement of Scotts Valley's historic resources on an annual basis. The Redevelopment Agency has contributed \$60,000 to the Scott House restoration, and most recently received \$25,000 from the State legislature, specifically for further improvements of the Scott House, a historical building in the City of Scotts Valley.
3. Continue to provide education throughout the community, employers, and schools for trip reduction and alternative transportation. Scotts Valley Employees For Less Traffic (SVELT) program has been continued through local grant funds to provide part-time staff on an ongoing basis to assist employers with commuting solutions, promotion of Bike to Work Week and other congestion management programs.
4. The cooperation between the City of Scotts Valley and the School District is excellent as we share the same vision and goals. Currently, we cooperate with each other daily on the joint uses of School and City facilities to develop high quality education. City and School officials have been on school site district committees and bond oversight committees. The City, in record time, constructed an improved road with curb, gutter, and sidewalk prior to the opening of the Scotts Valley High School in 1999.
5. Improvements in traffic circulation continue with the improvement to Scotts Valley Drive and several years ago with the initial improvements to the Scotts Valley Drive/Mt. Hermon Road intersection, with the Redevelopment Agency funds. Grants have been obtained to improve the intersection at Scotts Valley Drive/Granite Creek Road, providing better circulation to southbound Santa Cruz as well as northbound to Glenwood Drive.
6. Policies are currently in place for staff and Council ensuring best development practices to maintain the mission statement which does call for an attractive natural environment. As a "hot spot" for endangered species and a locale with riparian and unique natural habitats, a key emphasis of the development review process focuses on environmental review and compliance with the California Environmental Quality Act.

*As you can see, much effort has been made toward the implementation of the Economic Development Plan. The most important project before us at this time is the development of Skypark commercial property off of Mt. Hermon Road, which is the old abandoned airport. At this time, we do have a pre-development agreement with a developer to improve it to its highest potential.*

3. Complete the Skypark long-range master plan including the community center.

**Response: City of Scotts Valley**

*The Parks and Recreation Commission is currently in the process of developing the Master Plan for the park area at Skypark. The City Council established a conceptual plan for the park area that includes as its priorities a community center/teen center, skate park, and soccer fields. An additional two acres was purchased by the City to add to the park land to help assure that the priorities established by the Council could be developed at the site. A community center subcommittee is currently developing the design for the community center/teen center. When the community center/teen center design is completed, the final design of the entire park area can be addressed.*

*At this time, many of the elements of the Skypark Park have been completed. There are six acres of playing fields though a cooperative agreement between SLV/SV Youth Soccer and the City. The park has tennis courts, basketball courts, a barbecue area, playground equipment, par course, and restrooms.*

## **LAFCO – Page 6**

**Respondent:** LAFCO

**Response Received:** September 8, 2000

### **Findings**

Review of documentation generated by the Manabe-Burgstrom annexation application revealed a complex and costly process. An inordinate amount of time and effort was required of all parties to respond to conditions, standards and policies, even though they are narrowly defined. LAFCO commissioner statements made during the August 3, 1999 public hearing include a variety of perspectives that make minimal reference to LAFCO standards and policies required for application evaluation.

### **Recommendations**

1. Consistently apply LAFCO policies and standards when considering annexation applications.
2. Implement LAFCO policy through the consistent and objective review of relevant studies and reports.
3. Streamline the LAFCO annexation process in order to alleviate unnecessary costs to the municipalities affected.

**Response: LAFCO**

*LAFCO appreciates the interest the community and the Grand Jury has in the important functions of the Commission. LAFCOs are required by state law to be set up as independent commissions to approve, conditionally approve, or disapprove all proposals*

*to change the boundaries of cities and special districts. The state law specifies the annexation review process, sets a few general state policies on annexations, and allows each LAFCO to adopt local policies and standards that are consistent with the state policies. One important state policy is articulated in Government Code Section 56377:*

*“In reviewing and approving or disapproving proposals which could reasonably be expected to induce, facilitate, or lead to the conversion of existing open-space lands to uses other than open-space uses, the commission shall consider all of the following policies and priorities:*

- (a) Development or use of land for other than open-space uses shall be guided away from existing prime agricultural lands in open-space use toward areas containing nonprime agricultural lands, unless that action would not promote the planned, orderly, efficient development of an area.*
- (b) Development of existing vacant or nonprime agricultural lands for urban uses within the existing jurisdiction of a local agency or within the sphere of influence of a local agency should be encouraged before any proposal is approved which would allow for or lead to the development of existing open-space lands for non-open-space uses which are outside of the existing jurisdiction of the local agency or outside of the existing sphere of influence of the local agency.”*

*As typical for proposals involving the urbanization of prime agricultural land, the Manabe-Burgstrom annexation was a complex proposal involving a very high level of public review and participation. LAFCO did ask the City to negotiate a better mechanism to discuss conflicts between land use plans of the City, the County, and the Coastal Commission, and to respond to an urban infill study prepared as part of the Pajaro Valley Futures Study. In performing these tasks, the City was able to directly address two issues of direct concern to the State and local LAFCO policies:*

- 1. The level of infill potential of lands that are already located in urbanized areas.*
- 2. The disagreement among adopted plans for urbanization of agricultural lands in the Pajaro Valley.*

*We believe the City’s efforts were helpful for the public and for the LAFCO Commissioners to fully debate and evaluate the annexation proposal. The City’s efforts on behalf of the annexation proposal also assured that their best case was made in the record of the hearing.*

*The Grand Jury found that the LAFCO Commissioners didn’t adequately lay out the nexus between the LAFCO standards and policies and their subsequent votes. At the conclusion of a complex public hearing, Commissioners both try to clarify any critical questions they have: and, at the time of voting, explain the rationale for their votes. Each Commissioner focuses on the most critical reasons, and does not go into detail about each policy. Following a long public hearing on the Manabe-Burcrstrom proposal on August 3, 1999, the Commissioners did in fact state their individual reasons for their votes. As required by law, LAFCO adopted a resolution at its next meeting explaining in greater detail the reasons for its actions. This resolution is an attachment to this letter. It*

*contains specific references to the LAFCO standards and policies that were key to the majority of commissioners who voted for the disapproval. For the reasons discussed above in this letter, we partially disagree with two findings of the Grand Jury.*

*Given the irreversible nature of the proposal to convert prime land from agricultural to nonagricultural uses, we believe that the time and effort required to review and decide this proposal was proper. The extensive written and oral testimony representing a variety of opinions by the public and the real parties reinforces the high-profile nature of the annexation and the proportional effort the Commission made in coming to a decision. Secondly, while we agree that individual commissioners did not address each LAFCO standard and policy when explaining their rationale for voting, each commissioner does carefully consider the facts in the record of the hearing relating to each standard and policy; and we hope that the attached resolution which was adopted by LAFCO helps to explain the nexus between the policies and the final action.*

*Grand Jury Recommendations 1 and 2 urge LAFCO to strive for greater consistency when applying policies and reviewing studies. We believe that each LAFCO commissioner is being diligent in reviewing each proposal. We will endeavor to demonstrate that to the public when we explain our votes on future controversial proposals. Important public policy decisions cannot be reduced to a simple scorecard; so, at this time, we are not scheduling any changes to the format in which proposals are reviewed. We would be happy to continue to discuss with the Grand Jury any specific ideas to improve the format of our decision-making process.*

*Concerning Recommendation 3 to streamline the annexation process. State law sets up the basic process. LAFCO has supported streamlining provisions in the past, such as AB 1335 of the 1993 legislative session. Subsequently, the Commission on Local Governance for the 21st Century conducted a two-year study of the boundary change process. The bill to implement some of that study's recommendations, AB 2838, is active in the final month of the Legislative session. If it becomes law, Santa Cruz LAFCO in the next twelve months will attempt to implement any provisions that will allow greater streamlining.*

*Recommendation 3 may also apply to local policies and practices followed by Santa Cruz LAFCO. As noted in our response to the findings, we believe that complex public issues deserve a thorough public debate. At this time we are not scheduling any tasks to streamline the local process. If the Grand Jury has any specific suggestions, we would be happy to discuss the feasibility and advisability of streamlining the local process.*

*Again, the Grand Jury is to be commended for its detailed review of how the annexation process was conducted for the Manabe-Burgstrom annexation.*

## **Criminal Justice Committee Reports**

### **Blain Street Women's Facility - Page 8**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Sheriff's Office

**Response Received:** September 26, 2000

#### **Findings**

The facility has four housing units that contain a total of 22 double-bunked rooms. Each room has a desk, bulletin board and small lockers for personal items. There are three sinks, a toilet and shower in each housing unit. Recreation, exercise, crafts and library/classroom areas are also in the facility. Using a small modern kitchen, the women prepare meals with food components supplied by the Main Jail facility. The Health Services Agency (HSA) of Santa Cruz County generates all menus.

The facility has several areas of high security risk. Fencing is minimal and the facility is open to the street. The parking lot creates the risk of trespassing, smuggling and loitering. Since 1997, three video surveillance cameras and split-screen monitors have been installed. A lack of funding has delayed installation of the remaining video equipment already purchased. Installation of a generator was accomplished in August as approved by the Santa Cruz County Board of Supervisors in compliance with California Government Code.

#### **Response: Board of Supervisors DISAGREES.**

*The County does not agree with the finding that the Blaine Street facility has areas of high security risk. The Blaine Street Women's Facility is classified as a Minimum Security facility. The County has implemented various security improvements requested by the Sheriff, including the installation of surveillance cameras, additional exterior security cameras, an intercom and an electronic lock on the rear gate. The County believes that the current security level of the facility is satisfactory.*

#### **Response: Sheriff PARTIALLY AGREES.**

*The Sheriff partially agrees with the findings. The Blaine Street Women's Facility is classified with the Board of Corrections as a Minimum Security facility, similar to the Jail Farm in Watsonville. Some of the female inmates are on work furlough programs where they go to work during the day and return to custody at night. Due to the low security status of these inmates, the facility was built similar to a college dormitory in a residential area. There are concerns about security of the facility as with all the other jail facilities. Installation of the surveillance cameras have been completed and additional upgrades have been approved by the Board of Supervisors for this fiscal year, including additional exterior security cameras an intercom and electronic lock on a rear gate.*

Inmates have structured work assignments or jobs within the facility. They are responsible for all maintenance and cleaning. The facility is well maintained and very clean. There are several work-furlough inmates housed at the facility. During the day, the Probation Department is responsible for the supervision of these inmates at their work sites within the community. The inmates report back to Blaine Street at the end of their work shift.

Inmate population primarily consists of drug and alcohol offenders. Four years ago, substance abuse counseling was made available. Random drug testing is conducted on about 20 inmates a month. An inmate must be drug and alcohol free while in this facility. Detoxification is only available at the Main Jail.

**Response: Sheriff AGREES.**

Since 1996, the Board of Supervisors has closely monitored the number of educational and vocational programs offered to inmates at the facility. Due to signs of unbalanced numbers of courses offered to female inmates when compared to courses offered at the male Rountree facility, the Detention Bureau was charged with determining the needs of Blaine Street inmates and to implement programs accordingly. The Blaine Street facility presently offers classes that effectively assist female inmates. Current and former inmates attribute their determination to succeed and success when released from custody to the many programs offered at the facility. Courses include: Pajaro Valley Prevention and Substance Abuse; Parenting and Education; Job and Career Development; General Education Degree (GED) and computer lab; Getting Out and Staying Out; and art.

**Response: Sheriff AGREES.**

Visitation is once a week for two hours per inmate, either on Saturday or Sunday. Visits take place in the dining and patio areas. A Visiting Request Log must be submitted to the duty officer two days prior to visiting day for up to two adult visitors and any number of children. The Detention Officer on duty screens visitors prior to visitation.

There is minimal access to medical services at the facility. A nurse conducts daily morning visits to the facility. The Detention Officer on duty distributes non-narcotic and non-psychiatric medications, and under supervision, inmates administer their own medications. Other medical needs are met by an individual medical response or by the inmate being escorted to the Main Jail where more extensive medical services are available.

**Response: Board of Supervisors DISAGREES.**

*The County does not agree with the finding that there is minimal access to medical services at the facility. In addition to the daily nurse visits, medical services are readily available at the Main Jail adjacent to the facility. Blaine Street inmates can be escorted to the Main Jail Clinic in just a few minutes, and nurses at the Main Jail can respond to Blaine Street very quickly if needed.*

**Response: Sheriff PARTIALLY AGREES.**

*Sheriff partially agrees with the findings. Access to medical services at the Main Jail are convenient and cost-efficient since an inmate can be escorted to the Main Clinic in just a few minutes. Nurses at the Main Jail clinic can also respond to Blaine Street rapidly as it is adjacent to the Main Jail.*

Staff consists of one assigned Supervising Detention Officer and two Detention Officer positions assigned on a rotating basis from the Main Jail staff. Scheduling does not allow for more than one officer on duty at any given time, unless the Supervising Detention Officer is on site. During evenings and on weekends, only one officer is on duty for the entire facility. A single staff member may not effectively monitor inmate safety and conduct and still provide services necessary to efficiently operate the facility.

**Response: Board of Supervisors DISAGREES.**

*The County does not agree with the findings related to the sufficiency of staffing levels at Blaine Street. The accepted ratio of officers to inmates at this type of facility is one officer for fifty/sixty inmates. This ratio is used for the direct supervision units at the Medium and Minimum Security Rountree facilities as well as the Blaine Street facility. The County believes that the existing staffing level is sufficient to effectively and safely manage the facility.*

**Response: Sheriff AGREES.**

*Sheriff agrees with the findings. However, most correctional facilities run direct-supervision units (i.e., where the officer is in the housing unit with the inmates) with an accepted ratio of one officer-per-fifty/sixty inmates. This same ratio applies to the direct supervision units at the Medium and Minimum Security Rountree facilities.*

Staff turnover remains high. Sixty staff persons have left in the last three years with a high percentage of the Detention Officers becoming Santa Cruz County Sheriff's Deputies. The starting salary for a Detention Officer is \$15.22 per hour plus benefits. It costs Santa Cruz County approximately \$17,000 to train a new Detention Officer. Instruction involves 12 weeks of in-house training, which includes job shadowing, followed by four weeks at a Correctional Academy.

**Response: Board of Supervisors DISAGREES.**

*The County does not agree with the findings related to the sufficiency of staffing levels at Blaine Street. The accepted ratio of officers to inmates at this type of facility is one officer for fifty/sixty inmates. This ratio is used for the direct supervision units at the Medium and Minimum Security Rountree facilities as well as the Blaine Street facility. The County believes that the existing staffing level is sufficient to effectively and safely manage the facility.*

**Response: Sheriff AGREES.**

**Recommendations**

4. Staff positions to full complement to provide relief for vacations, training and illness.

**Response: Board of Supervisors**

*This recommendation is being implemented. The County Personnel Department is working with the Sheriff's Office and has developed expedited and enhanced recruiting and testing strategies to address this issue which includes on the spot testing each work day from 8 am until 5 pm.*

**Response: Sheriff**

*The recommendation has not yet been implemented but will hopefully be implemented within the next year. For several years, there has not been full staffing in the Detention Bureau and enhanced recruiting and testing efforts are being made.*

5. Fund additional bilingual Detention Officers.

**Response: Board of Supervisors**

*This recommendation is being implemented. Of the ten Detention Officers hired during the past year, 50% were Spanish speakers. The County and the Sheriff's Office are committed to recruiting bi-lingual and bi-cultural officers.*

**Response: Sheriff**

*The recommendation has been already implemented and the Detention Bureau continues to make strong efforts to recruit bilingual and bicultural officers. In the last year, the Sheriff's Office hired ten Detention Officers and 50% are Spanish-speakers.*

6. Provide a bonus program to enhance pay and benefits to ease the attrition rate.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues.*

**Response: Sheriff**

*The recommendation has not yet been implemented. The Correctional Officers are currently in labor negotiations for a new Memorandum of Understanding. The Correctional Officers current pay schedule is not comparable with most surrounding counties in the Central Coast and South Bay Area. The attrition rate continues to remain high as many of the younger officers seek assignments to patrol officer duties.*

7. Establish a competitive salary schedule for the Sheriff-Coroner's Office, in line with other Central Coast counties.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues. The County does conduct total compensation reviews based on nine comparable counties which include Monterey, Santa Clara, San Mateo, Contra Costa, Fresno, Solano, Napa, Marin, and Sonoma.*

**Response: Sheriff**

*The recommendation has not yet been implemented. All uniformed bargaining units of the Sheriff's Office are currently in labor negotiations with the County of Santa Cruz.*

## **Juvenile Hall – Page 11**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Sheriff's Office

**Response Received:** None Received

### **Findings**

Youths in the Santa Cruz County Juvenile Justice System suffer from a high rate of gang involvement and heroin use as compared to other communities in California. In recognition of these problems, Santa Cruz County participates as one of 12 state-funded gang violence suppression projects. With the ward population growing and gang tension increasing, the need to solve the crowding and gang problems became a major concern for those working within the Juvenile Hall system. For several years the community and county government

addressed the issue of overcrowding. A classification system for the youths was developed in 1995 and it is working well given the facility's space limitations.

Santa Cruz County Juvenile Hall has become a "neutral zone" for juvenile gangs. The wards of the Court recognize Juvenile Hall as a place where they are safe from gang attacks and recruitment. Graffiti is controlled, fights are at a minimum and staff normally feels safe. The Juvenile Hall facility provides youths the opportunities to learn valuable life skills, earn a high school diploma, begin the journey of self-development, and discover an awareness of the harm they have done to their families, communities and victims.

The average population in 1999-2000 was 38.8 youths. The population ages range from 12 to 18 and are divided into the two units. In "A" unit are the older, more sophisticated boys who have committed more serious crimes, and "B" unit houses girls and younger boys. All rooms are single, though at times of overcrowding, residents double up with one sleeping on a mat on the floor. The rooms are small with a sink and drinking fountain. Each room is illuminated all night with a four-watt bulb. In 1995, a courtroom was added to the facility. Youths follow a daily schedule that begins with wake-up at 6 a.m., breakfast and start of classes at 8:30 a.m., lunch at noon, and classes ending around 2:45 p.m. Scheduled activities in "A" and "B" unit are from 3 to 4:30 p.m., dinner is 5 p.m. with evening hours dedicated to sports, board games and church groups. Youths return to their rooms with lights out by 9:30 p.m. It costs \$1.65 per day to feed the youths breakfast, lunch and dinner. Meals are supervised by the County Health Services Agency. Visiting days are Tuesdays and Saturdays for one unit, and Wednesdays and Sundays for the other unit.

Even though the facility is nearly 30 years old, it has a fresh, clean appearance. The biggest problem staff faces is finding the space and time to implement all of the programs they would like to offer. Educational and recreational programming is interesting and relevant and not just a means by which to keep the youths busy. Implementation of the classification system has allowed the facility to be much more flexible and creative in the types of activities presented to the youths. Because of the system, the youths are able to leave the facility to use an adjacent County park baseball diamond for recreation and to use the large recreation areas outside the secure courtyard to play volleyball. These areas were completely unused for several years prior to classification.

The "gang free zone" philosophy has allowed Juvenile Hall, with the cooperation of the Santa Cruz County Office of Education, to depart from a "one room schoolhouse" approach to a station-teaching approach. This resembles a regular high school where students move from one classroom to another for different subjects, greatly enhancing the education program. The Western Association of Schools and Colleges accredits the program. The education program has helped improve the use of the facility and strengthen the staff. The General Education Diploma (GED) program began three years ago and youths are allowed to graduate from "Hartman School". It is a very special event when a youth graduates from the Juvenile Hall school.

The staff includes ten men and seven women; nine are bilingual, while eight have worked at the facility less than one year. The starting pay is \$12 per hour and there is constant turnover. Two Senior Group Supervisors are responsible for the daily programming for each of the units. Their duties include developing a weekly calendar of programs for each unit. The supervisors are responsible for inviting and arranging guest speakers, musical groups, and

play productions. Programs have been expanded to include meditation, yoga, instruction by a chess instructor, writing classes, victim awareness, anger management, job readiness, Planned Parenthood discussions, Alcoholics Anonymous and Narcotics Anonymous.

The facility has nine infrastructure improvements planned at a cost of \$818,000. Santa Cruz County is allocating \$700,000. The remaining \$118,000, will be allocated from County resources. Future projects include a 1,050-square foot medical unit near the "A" unit with a separate examination room, restroom and mental health area; shower room renovation; changes in the direction of the swing of room doors to allow for Port-A-Bunks; improved security fencing near the Redwoods mental health facility; replacement of all lighting; removal and replacement of floor tiles containing asbestos; and, replacement of hot and cold water pipes.

Medical staff is available 11 hours per day, 77 hours per week for nursing and 64 hours per week of mental health staffing. The facility will not accept youths with serious medical conditions. A substance abuse specialist will join the staff in 2000.

**Response: Board of Supervisors AGREES.**

*The Board of Supervisors has allocated \$700,000 for facility improvements and would need to consider any additional allocation upon presentation of a recommendation by the Probation Department.*

**Recommendations**

1. Staff positions to full complement to provide relief for vacations, training and illness.

**Response: Board of Supervisors**

*This recommendation has been implemented. The current staffing by 17 Group Supervisors and extra-help positions provides five Group Supervisors on each of the day and swing shifts, and one Group Supervisor on each unit during the graveyard shift. This staffing pattern complies with State Standards. The County will continue to monitor population levels to ensure that State Standards are being maintained.*

2. Provide a bonus program to enhance pay and benefits to ease the attrition rate.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues. The department continues to work with the Personnel Department to ensure that sufficient staffing is available to maintain necessary staffing levels.*

3. Establish a competitive salary schedule for the County Probation Department Juvenile Hall staff, in line with other Central Coast counties.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. Recent contract negotiations resulted in an equity adjustment for Probation Department staff. The County conducts total compensation reviews based on nine comparable counties which include Monterey, Santa Clara, San Mateo, Contra Costa, Fresno, Solano, Napa, Marin, and Sonoma.*

4. Fund construction of an indoor gymnasium.

**Response: Board of Supervisors**

*This recommendation has not been implemented due to lack of available funding. However, funds from the State for renovation and construction of Juvenile Detention facilities may be available in the upcoming year, at which time the opportunity will be submitted for the Board of Supervisors' consideration.*

5. Fund 24-hour nursing staff.

**Response: Board of Supervisors**

*This recommendation has not been implemented, but will be considered as part of the 2000-01 County budget process. Medical staff are currently available twelve hours per day, seven days per week. The Probation Department and the Health Services Agency will complete a feasibility study during the next six months to determine whether additional medical staff is warranted. Laura Garnette, Assistant Superintendent, will act as lead person on this study. The results of the study will be used in preparing the Proposed Budget for submittal to the Board of Supervisors.*

## **Main Jail Facility – Page 14**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Sheriff's Office

**Response Received:** September 26, 2000

### **Findings**

The Santa Cruz County detention system includes the Main Jail, the Blaine Street Facility for Women in the City of Santa Cruz, and the Rountree Medium and Minimum Detention Facilities in the South County near Watsonville. The California State Board of Corrections conducts inspections of the facilities biannually.

The Main Jail operates on a \$13 million budget. The County is reimbursed \$8 million from internally generated revenues, federal and state funding and from grants. It costs \$55 a day to house and feed an inmate.

Improvements were made to the facility using a \$990,000 grant from the State Board of Corrections to upgrade the electronic security system. The new programmable logic control system allows remote shutdown of the facilities. Utilizing a \$170,000 grant, improvements to enhance the housing area showers and visiting areas will be completed in spring 2000.

**Response: Board of Supervisors AGREES.**

*The County agrees with this finding, with the clarification that the actual amount of the first grant from the Board of Corrections for the security electronics project at the Main Jail was \$995,550. The County provided a \$110,617 in matching funds for a total cost of \$1,106,167. The second Board of Corrections grant of \$173,556 will be used to make various improvements and add showers in various housing units, visiting rooms, and to expand the dayroom area for selected units.*

**Response: Sheriff AGREES.**

*The Sheriff agrees with the findings. The actual amount of the first grant from the Board of Corrections for the security electronics project at the Main Jail was \$995,550. In addition, the County was required to provide a \$110,617 matching contribution for a total cost of \$1,106,167. The second Board of Corrections grant award is \$173,556. These funds will be used to make improvements and add showers in various housing units, visiting rooms, and expand dayroom area for selected units. As a result of these improvements, the Board of Corrections will increase the rated capacity of the Main Jail from 249 inmates to 322 inmates (an increase of 62 rated beds). It is anticipated the second grant project will be completed in late spring of 2001.*

There is a fully-equipped courtroom on the premises that is underutilized. A law library is also available to inmates.

**Response: Board of Supervisors PARTIALLY AGREES.**

*The County partially agrees with this finding. The Court has jurisdiction regarding the deployment of judicial resources, and the County believes that the Court plans to initiate full-time criminal proceedings at the Main Jail in 2001. It is also noted that there is no computer room at the Main Jail.*

**Response: Sheriff AGREES.**

*The Sheriff agrees with the findings. However, the Court Administrator has informed the Sheriff's Office that full-time criminal court proceedings will be initiated in Department 11 at the Main Jail around January 2001.*

The facility's computer room is not being utilized because of lack of staffing to supervise its use. In the past, there has been misuse of computers by inmates.

**Response: Sheriff DISAGREES.**

*The Sheriff disagrees with this finding. There is no computer room at the Main Jail and Main Jail inmates do not have access to computers. The Grand Jury may be referring to the computer room at the Rountree Medium Security Facility. There is a classroom that is not utilized at the Main Jail for inmate programs. The Board of Supervisors has approved the addition of a Sheriff's Inmate Programs Director for fiscal year 2000-01. One of the new Director's goals will be to start up regular program offerings at the Main Jail.*

Drug and alcohol abuse remain the leading crimes involving incarcerated inmates. Officers continue to use breath analyzers to obtain more accurate readings on Driving Under Influence offenders during booking. A growing proportion of arrestees are younger and more violent. There is a presence of prison-based gangs, and suspected gang members are segregated into different housing areas.

**Response: Sheriff AGREES.**

*The Sheriff agrees with the findings. Average daily population for the Main Jail in 1999 was 322 inmates. Total average daily populations for all detention facilities in 1999 was 582.*

The Main Jail houses inmates incarcerated for serious and violent crimes. It is also a holding facility for inmates awaiting trial. Inmates considered a "suicide risk" are also confined here.

Male and female inmates are confined in separate housing areas with an average incarceration stay of 20 days. The Sheriff's Deputies and Detention Officers do not carry firearms. The facility has 400 bunks and the average daily population in 1999 in the Main Jail facility was 300. The average daily population at all detention facilities was 600. The Sheriff's Office instituted a wrist and photo identification system for all inmates in 1998.

**Response: Board of Supervisors AGREES.**

*The average daily population for the Main Jail in 1999 was 323 inmates. The total average daily population for all detention facilities was 582.*

Kitchen facilities are adequate and inmates are fed in their housing areas rather than in a central area. It costs \$1 million a year to feed the inmate population, averaging \$1.00 per meal. The Health Services Agency (HSA) oversees and supervises the daily menu for inmates.

**Response: Sheriff PARTIALLY AGREES.**

*The Sheriff partially disagrees with the findings. The kitchen facilities at the Main Jail are inadequate for the current average daily population and were designed to feed 92 inmates, not 322. The Board of Supervisors has approved funds to be used for a design study for kitchen replacement in this fiscal year. Sheriff agrees with the cost of feeding inmates and average cost per meal.*

The Main Jail has not experienced a successful escape in a number of years. The Main Jail population increases during the summer months and decreases during the winter months. Inmates can remain in the jail for up to one year. Female inmates housed at Main Jail comprise about 8 percent of the total inmate population at all facilities.

**Response: Sheriff AGREES.**

HSA is contracted to operate a 24-hour clinic on site. It is not an infirmary. The local hospital will not accept mentally ill persons who have been charged with a crime.

**Response: Sheriff AGREES.**

*The Sheriff agrees with the findings. It should also be noted that Mental Health services and staff are located in the clinic as well. There is no other facility in Santa Cruz County to house mentally ill inmates and there is a designated housing unit for them at the Main Jail. The Sheriff's Office was recently awarded a Board of Corrections grant for Mentally Ill Offenders to provide enhanced mental health services to address this population's unique needs and provide intensive follow-up by Mental Health (HSA) and Probation staff upon release.*

Staffing currently averages 117 correctional officers at the four county detention facilities. The staff at the Main Jail includes a Lieutenant, Sheriff's Deputies, Detention Officers, Mental Health Officers, and a medical team consisting of a physician, dentist and nurse. Detention Officers face a range of issues on a daily basis: contagious disease control (hepatitis, tuberculosis and HIV); suicide attempts, especially by drug users and third-strike inmates; contraband drugs, tobacco, and handcuff keys; and, attempted escapes, primarily when inmates are transferred from the jail to the Government Center and vice-versa.

**Response: Sheriff AGREES.**

Staff turnover remains high. Sixty staff persons have left in the last three years with a high percentage of the Detention Officers becoming Santa Cruz County Sheriff's Deputies. The starting salary for a Detention Officer is \$15.22 per hour plus benefits. It costs Santa Cruz County approximately \$17,000 to train a new Detention Officer. Officer preparation includes 12 weeks of in-house training, which includes job shadowing, followed by four weeks spent at a Correctional Academy.

## Recommendations

1. Staff positions to full complement to provide relief for vacations, training and illness.

**Response: Board of Supervisors**

*This recommendation is being implemented. The County Personnel Department is working with the Sheriff's Office and has developed enhanced recruiting and testing strategies to address this issue.*

**Response: Sheriff**

*The recommendation has not yet been implemented but will hopefully be implemented within the next year. For several years, there has not been full staffing in the Detention Bureau and enhanced recruiting and testing efforts are being made.*

2. Fund additional bilingual Detention Officers.

**Response: Board of Supervisors**

*This recommendation has been implemented. Of the ten Detention Officers hired during the past year, 50% were Spanish speakers. The County and the Sheriff's Office are committed to recruiting bi-lingual and bi-cultural officers.*

**Response: Sheriff**

*The recommendation has been already implemented and the Detention Bureau continues to make strong efforts to recruit bilingual and bicultural officers. In the last year, the Sheriff's Office hired ten Detention Officers and 50% are Spanish-speakers.*

3. Provide a bonus program to enhance pay and benefits to ease the attrition rate.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues.*

**Response: Sheriff**

*The recommendation has not yet been implemented. The Correctional Officers are currently in labor negotiations for a new Memorandum of Understanding. The Correctional Officers current pay schedule is not comparable with most surrounding counties in the Central Coast and South Bay Area. The attrition rate continues to remain high as many of the younger officers seek assignments to patrol officer duties.*

4. Establish a competitive salary schedule for the Sheriff-Coroner's Office, in line with other Central Coast counties.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues. The County does conduct total compensation reviews based on nine comparable counties which include Monterey, Santa Clara, San Mateo, Contra Costa, Fresno, Solano, Napa, Marin, and Sonoma.*

**Response: Sheriff**

*The recommendation has not yet been implemented. All uniformed bargaining units of the Sheriff's Office are currently in labor negotiations with the County of Santa Cruz.*

## **Rountree Medium Security Detention Facility – Page 17**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Sheriff's Office

**Response Received:** September 26, 2000

### **Findings**

Placement of male inmates at the medium security facility is determined at the Main Jail.

Detention/Classification officers are responsible for handling the disciplinary actions, and have the ability to reclassify inmates as warranted. Classification at this complex is ongoing and helps facilitate inmate movement between the three detention facilities (Main Jail, Medium Security and Minimum Security).

**Response: Sheriff AGREES.**

*Sheriff agrees with the findings. The classification and disciplinary system is a dynamic process that addresses ongoing security and safety needs of the inmates and staff. The Detention staff does an excellent job in balancing these concerns.*

This facility provides needed overcrowding relief for the Main Jail. The average length of stay is 90 to 120 days and the maximum length of stay is up to 365 days. To be eligible for this facility, inmates must qualify based on a point system at the Main Jail. Inmates who receive fewer than five points are housed at the minimum facility while those who have received five or more points are housed at the medium facility. After serving their sentences, illegal aliens are held for a maximum of 48 hours and then released if not taken into custody by the Immigration and Naturalization Service (INS).

**Response: Sheriff AGREES.**

The Rountree facility is rated by the State Board of Corrections to house 96 inmates. There are two separate dormitory-style housing units. Funding and staffing to open the second housing unit was approved by the Board of Supervisors in 1998, and the unit opened in February 1999. Each unit consists of six sleeping bays and one bay is used as a television area. Each unit has a common-use toilet/shower area and a small meeting room. Visitor rooms are available, but only by appointment. The Medium Security Detention Facility is self-contained with its own generator and is supplied by well water. The facility has a septic tank for sewage.

**Response: Sheriff AGREES.**

A Detention Officer's station is located in each housing unit with a central monitoring system, enabling direct supervision 24 hours a day. The nurse's station is staffed by a Registered Nurse and provides medical services for inmates four hours in the morning and four hours in the afternoon for a total of 40 hours a week. The Board of Supervisors funded the nurse's position in 1998 and the position was filled in 1999. There are three examination rooms available for use.

Classrooms are available for inmates to study and participate in programs such as Alcoholics Anonymous, Narcotics Anonymous, HIV Class, English as a Second Language, Substance Abuse, Job Skills, and Bible Study. A law library is also available to inmates. Instruction is provided by a number of agencies, including the Pajaro Valley Unified School District's Adult Education program and Santa Cruz County Office of Education's Regional Occupational Program. Inmates are required to attend classes and can earn certificates for completing these programs. Some programs offer graduation ceremonies at the facility.

**Response: Sheriff AGREES.**

*Sheriff agrees with these findings. Inmate graduation ceremonies are well-attended and former inmates will sometimes come to the graduations to get their certificates.*

All meals for the medium and minimum facilities are prepared in the state-of-the-art stainless steel kitchen at the medium facility. Inmates in the minimum facility taking classes in food preparation assist in preparing meals. The meals appear to be well balanced. The food services staff has a barbecue pit for cooking use if the power is lost. The kitchen floor is worn and needs replacement. The Board of Supervisors has approved funding to replace the floor, which has yet to be completed. Inmates have structured chores and are responsible for all janitorial and landscaping services. The facility is exceptionally clean and well maintained.

**Response: Sheriff AGREES.**

*Sheriff agrees with these findings. At the time of this response, the kitchen floor at the Medium facility is being replaced.*

Staffing currently averages 117 correctional officers at the four county detention facilities. The staff at the Main Jail includes a Lieutenant, Sheriff's Deputies, Detention Officers, Mental Health Officers, and a medical team consisting of a physician, dentist and nurse. Detention Officers face a range of issues on a daily basis: contagious disease control (hepatitis, tuberculosis and HIV); suicide attempts, especially by drug users and third-strike inmates; contraband drugs, tobacco, and handcuff keys; and, attempted escapes, primarily when inmates are transferred from the jail to the Government Center and vice-versa.

**Response: Sheriff AGREES.**

Staff turnover remains high. Sixty staff persons have left in the last three years with a high percentage of the Detention Officers becoming Santa Cruz County Sheriff's Deputies. The starting salary for a Detention Officer is \$15.22 per hour plus benefits. It costs Santa Cruz County approximately \$17,000 to train a new Detention Officer. Officer preparation includes 12 weeks of in-house training, which includes job shadowing, followed by four weeks spent at a Correctional Academy.

**Response: Sheriff AGREES.**

**Response: Board of Supervisors AGREES with all findings.**

## **Recommendations**

1. Replace worn flooring in kitchen. Funding has been approved.

**Response: Board of Supervisors**

*This recommendation has been implemented and will be completed by the end of the calendar year.*

**Response: Sheriff**

*The recommendation has been implemented and should be completed within the next thirty days.*

2. Staff positions to full complement to provide relief for vacations, training and illness.

**Response: Board of Supervisors**

*This recommendation is being implemented. The County Personnel Department is working with the Sheriff's Office and has developed enhanced recruiting and testing strategies to address this issue.*

**Response: Sheriff**

*The recommendation has not yet been implemented but will hopefully be implemented within the coming year. Enhanced recruiting and testing efforts are being made.*

3. Fund additional bilingual Correctional Officers.

**Response: Board of Supervisors**

*This recommendation is being implemented. Of the ten Correctional Officers hired during the past year, 50% were Spanish speakers. The County and the*

*Sheriff's Office are committed to recruiting bi-lingual and bi-cultural officers.*

**Response: Sheriff**

*The recommendation has been implemented and the Detention Bureau continues to emphasize MP recruitment of qualified bilingual (and bicultural) officers. In the last year, the Detention Bureau hired ten Correctional Officers; 50% were Spanish-speakers.*

4. Provide a bonus program to enhance pay and benefits to ease the attrition rate.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues.*

**Response: Sheriff**

*The recommendation has not yet been implemented. The Correctional Officers are currently in labor negotiations with the County of Santa Cruz. Attrition rate continues to remain high.*

5. Establish a competitive salary schedule for the Sheriff-Coroner's Office, in line with other Central Coast counties.

**Response: Board of Supervisors**

*Pay and benefit issues are mandatory subjects of bargaining. The County and the various unions are currently in negotiation on these issues. The County does conduct total compensation reviews based on nine comparable counties which include Monterey, Santa Clara, San Mateo, Contra Costa, Fresno, Solano, Napa, Marin, and Sonoma.*

**Response: Sheriff**

*This recommendation has not been implemented. All uniformed bargaining units of the Sheriff's Office are currently in labor negotiations with the County.*

## **Health and Human Services Committee Reports**

### **Adult, Family and Children's Services – Page 25**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Office of Education

**Response Received:** August 31, 2000

#### **Findings**

**Response: Board of Supervisors PARTIALLY AGREES.**

*The County agrees with the Grand Jury findings with the exceptions and clarifications noted below. It is also noted that, in the Grand Jury's background section, some of the persons who met with the Grand Jury are incorrectly identified. The Grand Jury interviewed the County Administrative Officer, the Human Resources Agency Administrator, the Adult, Family and Children's Services Division Director and members of the staff including two Program Managers for Child Welfare Services.*

Child welfare services in California are administered under Federal and State mandates and County procedural requirements. In combination, these layers of governmental oversight set standards and impose compliance and reporting requirements. Children come into the care of CWS following the investigation of a report of parental neglect or abuse. The child is placed in a foster home while the parents receive services to help them reunify with the child. If the parents are unable to attain the goals set for reunification within the time specified, parental rights are terminated and the court designates a special advocate who will monitor the child's care. The child becomes the administrative responsibility of the Permanency-Planning Unit of CWS. The child will be placed in a relative's home, an adoptive home or a long-term foster care home.

**Response: Board of Supervisors**

*The County would like to provide clarification to the Grand Jury's finding that "Children come into the care of CWS following the investigation of a report of parental neglect or abuse. The child is placed in a foster home while the parents receive services to help them reunify with the child." It is important to note that investigations of neglect or abuse do not always lead to out-of-home placement. In FY 99-00, 3,300 children received an in-person investigation, but only 175 of these children were placed in out-of-home care. The department determined that the remainder of these children could remain safely in their parents' homes with crisis intervention and brief services, or with longer term in-home supervision services.*

*The County would also like to provide clarification to the Grand Jury's finding that "If the parents are unable to attain the goals set for reunification within the time specified, parental rights are terminated and the court designates a special advocate who will monitor the child's care." First, if parents do not attain the goals set for reunification, parental rights are terminated only if the agency is able to place the child for adoption. If there are significant obstacles to adoption which make this impossible, the child is placed in the most permanent situation available, which may be guardianship or long-term foster care. Placement is made with a relative if an appropriate relative can be found. If*

*the permanent plan is guardianship or long-term foster care rather than adoption, parental rights are not terminated as this would make the child a legal orphan. In addition, the report implies that a Court Appointed Special Advocate (CASA) is appointed only after parental rights are terminated. In fact, the court may appoint a CASA at any time after the filing of a petition. The role of a CASA is not to monitor the child's care, but to provide support and advocacy for the child throughout his or her involvement in the Child Welfare system.*

Up to 80% of CWS cases have drug or alcohol problems at the root. In the current fiscal year, 300 children are in foster homes. Of these 300 children, 40% may be reunified with their families. Sixty percent will receive Permanency Planning Services. Permanent arrangements include adoption for about 30%, foster homes with guardianship status for 25%, and long-term foster care for the remaining 45%.

For any given child, these arrangements are not always stable. Sixteen percent of the children reunified with parents are returned to foster care. Twenty percent of the children in foster homes require yet another placement. Nine percent of the children placed in the home of a relative are returned to be cared for in a foster home. Subsequent placement into foster homes is necessary when family situations deteriorate, when foster parents become unable or unwilling to continue to care for a child, when relatives find they are unable to continue to keep the child, or when adoptive placements cannot be sustained.

All children "age out" of child welfare services at age 18. They are no longer eligible for health, mental health or other County services. Many of them find themselves homeless. Studies have shown that within two to five years of "aging out", fewer than 50% have completed high school, 25% have suffered homelessness, fewer than 50% are employed, 60% of the young women have given birth, and less than 20% are completely self-supporting.

**Response: Board of Supervisors**

*The County would like to provide additional clarification to the Grand Jury's finding that when children "age out" of foster care at age 18, "they are no longer eligible for health, mental health, or other County services." This is not necessarily the case. If a youth has not yet graduated from high school, his or her dependency and the associated services, continue until age 19. Furthermore, new legislation (effective October 1, 2000) enables former foster youth to remain eligible for Medi-Cal funded health and mental health services until age 21. After the 21<sup>st</sup> birthday, the young adult may continue to qualify for health, mental health, and other County services by meeting the income eligibility requirements for these services.*

Improved services are being developed and funded at the State and Federal level. At the State level, Proposition 10 (tobacco money) will fund community-based nonprofit organizations, some of which are already collaborating with the County Adult, Family and Children's Services program. These new services include New Families, Inc., which will place infants and toddlers in stable foster homes while parents are completing court-ordered treatment programs. The agency, Options for Recovery provides respite care and other services for caregivers of infants and toddlers who were prenatally exposed to alcohol or drugs or who test HIV-positive.

Federal legislation, the Foster Care Independence Act of 1999 (HR3443), will provide additional funding to states and require services for foster youth be continued until at least age 21. Further support is possible to help with living expenses for teenagers to complete education plans and for job-skills training. Transitional living programs will be increased to fund local, community-based programs for residential care, life-skills training, and other support services to homeless adolescents. Medicaid eligibility can also be continued at the individual state's option. Financial assistance to support adoptions, including tax credits for adopting families, is also covered in the legislation.

**Response: County Office of Education AGREES with the findings.**

## **Recommendations**

1. Continue efforts to reduce a child's exposure to the ill effects of multiple foster home placements.

**Response: Board of Supervisors**

*This recommendation has been implemented. The Human Resources Agency makes every effort to locate stable foster placements and to minimize the number of foster placements for any given child.*

2. Increase wherever possible the placement of children within the family's kinship.

**Response: Board of Supervisors**

*This recommendation has been implemented. The Human Resources Agency makes every effort to locate suitable placements with relatives for dependent children.*

3. Maintain the child's ties to kin as may be appropriate, when non-related placements are necessary.

**Response: Board of Supervisors**

*This recommendation has been implemented. The Human Resources Agency makes every effort to maintain the child's ties to relatives through regular visitation when non-relative placements are necessary.*

4. Continue to work with Court-Appointed Special Advocates (CASA) to provide each child with a person who can maintain a continuous relationship with the child through the changes in agency personnel and changes in living arrangements.

**Response: Board of Supervisors**

*This recommendation has been implemented. The Human Resources Agency continues to work with CASA to provide support and advocacy for children in the Juvenile Court system.*

5. Pursue the options available through HR3443 to continue health care eligibility for "aging out" foster youths.

**Response: Board of Supervisors**

*This recommendation will be implemented. HR3443 is federal legislation that will be administered by the State. Prior to implementation, it will be necessary for the State to pass enabling legislation and regulations. When the State has taken these actions, the*

*Human Resources Agency will pursue the options available through HR3443 to continue health care eligibility for “aging out” foster youths.*

6. Implement appropriate provisions in HR3443 to strengthen Child Welfare Services.

**Response: Board of Supervisors**

*This recommendation will be implemented pending the State’s adoption of enabling legislation and regulations.*

7. Include appropriate school personnel in each child’s treatment team.

**Response: Board of Supervisors**

*This recommendation has been implemented. The Human Resources Agency makes every effort to include school personnel in the team of professionals who assist dependent children. For example, school personnel are interviewed during the investigations for abuse or neglect, Child Welfare social workers attend regular meetings of school personnel for children with Individual Educational Plans (IEP’S), and school personnel are invited to attend our Interagency Placement Committee, which monitors placements and treatment plans for dependent children.*

**Response: County Office of Education**

*The Santa Cruz County Office of Education continues to seek innovative and creative ways, either through existing programs or new ones, to support neglected and abused adolescents. Through our Alternative Education Department, we have developed partnerships and written grants that have specifically targeted this population. Our existing partnerships with Group Home Society, Mental Health, the Santa Cruz Community Counseling Clinic, Human Resources Agency and the Above the Line School depict our commitment to this population. In each of the aforementioned collaboratives, the Santa Cruz County Office of Education provides intensive educational services, counseling, vocational education assistance and transitional support. Many neglected and abused students are afforded subsidized work opportunities through various County Office initiated grants; receive scholarships to college upon graduation; and work with trained vocational counselors for career assessments. County Office of Education personnel are active participants at treatment team meetings.*

*Our newly funded Workforce Investment Act Grant will allow us to strengthen and improve upon existing services to low income dropouts who are involved with child welfare services. The Alternative Education Program has received a \$700,000 two-year grant from the Human Resources Agency's Career Works to implement the educational component of the Workforce Investment Act. Educational services and additional support services will be provided to youth ages 14 to 21 who are income eligible and fall with one or more targeted categories including, homeless, runaway or foster children.*

*The Santa Cruz County Office of Education, through the Alternative Education Department, is also the successful recipient of a Foster Youth Service Grant. This grant has allowed us to monitor, track, support and develop "educational passports" for children who reside 'in group and foster homes. This new and unique program has been extremely meaningful in the creation of wrap-around and follow-up services.*

*The Program Coordinator of the County Office of Education's Migrant Head Start Program is our representative member on the Children and Families First Commission. The Commission has made a specific point to reach out to the foster care community with a vision to attempt to address the specific needs of that community.*

## **Alcohol and Drug Abuse Commission – Page 28**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

### **Findings**

**Response: Board of Supervisors PARTIALLY AGREES, exceptions are noted below.**

The Commission by-laws were amended to reduce the number of commissioners representing a supervisorial district from three to two. In order for matters requiring a vote to be acted on, a quorum of six commissioners must be present at a meeting.

The commissioners, in addition to representing a district, have responsibility for reviewing the various programs that are funded, at least in part, with County monies. The programs encompass a variety of services from prevention and drug education to residential and outpatient programs that are designed to respond to the needs of the county.

Each commissioner has liaison responsibility for assigned groups of providers. Providers are invited to describe their services at a meeting of the Commission. This practice enables all commissioners to become knowledgeable about the services in the County. Commissioners also serve as members of committees that relate to alcohol, budget, cultural competence, drugs, drinking driver programs, information and education programs and provider relations. The Commission has set goals for the year 2000 as listed in its annual report:

- Maintain consistent contact and improve working relationships with local officials, including the Board of Supervisors.
- Discuss the Commission's role in light of consolidation of alcohol/drug and mental health administrative services, review reports on the process of the consolidation, and advise the Board of Supervisors accordingly.
- Review the Commissioner's job description, role, and work in the community.
- Review how to work more effectively with service providers and advocate for more and better chemical dependency services.
- Monitor contract service providers for culturally appropriate services and implement the goals of the Cultural Competence Framework related to diversity.
- Review specific issues in the alcohol and drug field, including:
  - Alcohol and drug-related deaths, violence and traffic crashes
  - Dual diagnosis
  - Challenging the drug war paradigm
  - Decriminalization of drug possession
  - Truth in research and education

The Civil Grand Jury endorses the following recommendations in the Commission's Annual Report for 1999:

- The Commission recommends that the Board of Supervisors make timely appointments to fill vacant Commission seats.

**Response: Board of Supervisors DISAGREES.**

*The County disagrees with this finding. Appointments to Commissions by the Board of Supervisors are made on a timely basis as applications are received.*

- The Commission recommends an increase in communication with the Board of Supervisors and increase in the Board's responsiveness to Commission requests.

**Response: Board of Supervisors DISAGREES.**

*The County disagrees with this finding. It is the responsibility of Commission members to communicate with individual Board members and with the Board of Supervisors as a whole. The County believes that the Board of Supervisors has always responded quickly and appropriately to Commission requests.*

- The Health Services Agency and the Board of Supervisors should continue to advocate for substance abuse prevention and treatment services without regard to pressure from alcohol industry companies or representatives.

## **Recommendations**

1. Pursue the development of a Juvenile Drug Court.

**Response: Board of Supervisors**

*This recommendation is being implemented. The Health Services Agency's Alcohol and Drug Program is currently administering a Federal planning grant for determining the feasibility of developing a Juvenile Drug Court in Santa Cruz County. The Drug Court Steering Committee, which includes representatives from the Courts, the District Attorney, the Public Defender, the Probation Department, the County Administrative Office, and the Criminal Justice Council, will make recommendations on the feasibility of a Juvenile Drug Court when the planning grant has been completed.*

2. Continue development of a residential drug treatment program for adolescents.

**Response: Board of Supervisors**

*This recommendation has been implemented. The Santa Cruz Community Counseling Center successfully bid on a County contract to develop a residential drug treatment program for adolescents, has obtained a site, hired a program manager, and submitted a license application to the State Department of Social Services. It is anticipated that the program will open in the fall of 2000.*

3. Pursue the development of an emergency facility other than Juvenile Hall for the temporary detention of young people by the County of Santa Cruz.

**Response: Board of Supervisors**

*This recommendation requires further analysis. The Commission has placed the item on their September 2000 agenda for discussion.*

## **River Street Homeless Shelter – Page 33**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

### **Findings**

The Shelter is open from 5:00 p.m. to 8:00 a.m. There are 32 beds, six beds per room. At about 4:30 p.m. homeless individuals begin to gather at the rear entrance of the River Street Shelter. These persons are met by a staff member and are screened for admission. All homeless are welcome but are selected for the shelter based on prioritized needs. Beds are filled on a first-come, first-served basis. Some beds are reserved for crisis referrals from Dominican Hospital Mental Health Unit, and the Dual Diagnosis program of the County Drug and Alcohol Services Unit. The maximum stay is 30 days. There are exceptions to this for persons with extenuating circumstances.

There are a laundry facility, kitchen, dining area, and outside patio area. Two meals a day are served with the residents helping with the cooking and clean up. This is a clean and sober environment. No fees are charged.

There is currently one staff person assigned on rotation to perform night duty. If a client should have a psychotic episode, it is difficult for the one staff person to control this problem. He or she may not be able to physically control the client and may have to call 911 for help. There is also a potential for false sexual abuse claims against the staff. The shelter has experienced many inebriated persons who have wandered on site, which causes concern with only one person on night duty.

**Response: Board of Supervisors AGREES.**

### **Recommendations**

1. Provide another staff person in order to have more than one staff person on duty at night.

**Response: Board of Supervisors**

*This recommendation has been implemented. During the 2000-01 budget hearings, the Board of Supervisors approved additional funding which now provides for 1.75 FTE (10 hours x 7 days) in Night Supervisor staffing. This makes it possible to have two staff on duty every night at the Shelter.*

## **TRIAD – Page 34**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

### **Findings**

**Response: Board of Supervisors PARTIALLY AGREES, exceptions are noted below.**

Chemical Dependency Services include recovery groups, dual-diagnosis treatment, confidential drug testing and a drinking driver program.

Emotional Health Services provides counseling for individuals, families, and programs for parenting skills and workplace problems. The agency contracts with various schools to provide counseling services for drug-involved youth. Mental health services to individuals

and couples are provided on a sliding fee scale. Services to CalWorks' clients are subsidized by CalWorks.

The Methadone Maintenance Treatment program is long term and tailored to meet individual needs. Clients must have a two-year history of opiate addiction and at least two or more unsuccessful attempts to detoxify with a subsequent relapse. The cost of the methadone program is \$335 per month for maintenance and \$300 for a 21-day detoxification. Minors are not allowed in the maintenance program.

**Response: Board of Supervisors PARTIALLY AGREES.**

*Triad, like many other methadone clinics in California, has received an exception from the State Department of Alcohol and Drug Programs to allow it, upon approval of the clinic's medical director, to admit opiate addicts who have less than a two-year history of opiate addiction and fewer than two previous treatment failures.*

Methadone Recovery is a new 12-step program for heroin-addicted individuals. This means that although the recipient of methadone is still dependent, perhaps for life, that person can maintain their capacity to function in society. It is similar to Alcoholics Anonymous, except that it allows feedback. Group therapy is involved.

There are presently no patients on the waiting list for methadone dosing. The current capacity of the Methadone Clinic is 210 clients. There are four categories of client treatment:

3. 21-day detoxification
4. Maintenance, with about 190 clients
5. Two or three slots for persons from other counties, who request dosing when they are out of their regular county program area.
6. A slot for emergencies. Reserved for HIV patients or pregnant patients.

**Response: Board of Supervisors PARTIALLY AGREES.**

*The current capacity of the methadone clinic is 260 patients, of which approximately 225 are on methadone maintenance.*

Currently there is no methadone clinic in South County.

Two years is the goal for abstinence from heroin use. Urine testing is required for all clients every 30 days or at the counselors' request.

Presently the U.S. Food and Drug Administration (FDA) and the State of California regulate TRIAD. The Council for Accreditation of Rehabilitation Facilities (CARF) is an accreditation agency that focuses on behavioral health. TRIAD is one of 100 agencies nationwide selected for a pilot program to administer Methadone. Accreditation by CARF will allow TRIAD to bill insurance companies for care.

HSA has requested TRIAD to control clients' enrollment and units of service. If TRIAD exceed its budget, the County must reduce funding for other agencies. This year Federal funds increased, enabling TRIAD to eliminate the waiting list.

**Response: Board of Supervisors PARTIALLY AGREES.**

*In the past, limitations on available State and Federal funds resulted in HSA requesting Triad to control client enrollments and units of service. Recent changes in State statute*

*and policy governing Drug MediCal funding for methadone have enabled Triad to receive State funding for all MediCal beneficiaries who need methadone maintenance treatment*

## **Recommendations**

1. Provide methadone services in South County.

**Response: Board of Supervisors**

*The recommendation requires further analysis. The County supports development of methadone services in South County, provided that there is a sufficiently large client base to permit provision of services within State-mandated reimbursement rate caps. Triad is investigating the development of a mobile methadone dispensing unit which could provide dosing services in South County. In addition, there is a bill currently pending in the State Legislature (SB1807, Vasconcellos) which would permit methadone to be dispensed from physician's offices under certain circumstances. If adopted, SB1807 could provide another option for cost-efficient provision of methadone services in South County. Information will be provided to the Board of Supervisors as part of the 2000-01 County budget process.*

## **Schools and Libraries Committee Reports**

### **Santa Cruz County Schools Safety Plan Review – Page 36**

**Respondent:** Santa Cruz County Office of Education

**Response Received:** August 31, 2000

**Respondent:** Santa Cruz County Sheriff's Office

**Response Received:** September 26, 2000

#### **Findings**

Each school in California is required to have a Comprehensive School Safety Plan which conforms to the Comprehensive School Safety Plan Matrix (SB 187) and assures that every member of the school community is prepared to respond immediately to crises and disasters that could occur. The physical characteristics of each school are to be hazard-free. Each schools' environment and programs should reflect the social and ethnic diversity within the student body.

Part of the emergency planning necessary for the preparation of the Comprehensive School Safety Plan and to meet emergencies when they occur is coordination with other relevant government agencies. One of the most important of these is the Sheriff's Department. The Sheriff's Department has the only TAC (Tactical Action Corps) squad in the county, and therefore would be involved in any response to serious violence or threat of violence at any school in the county. Funding for equipment for the Sheriff's TAC squad has come largely from grants and private donations.

The Community Service Centers of the Sheriff's Department are responsible for reviewing school safety planning in conjunction with schools themselves. The school resource officers, currently assigned to all the high schools in the county, are an important part of this review process, as well as providing vital monitoring and early warning functions. The Sheriff's Department is planning to extend the school resource officer program to the middle and junior high schools.

In 1999, the Santa Cruz County Office of Education and the Sheriff's Department co-sponsored a day-long training session for administrators and school security personnel to review procedures in the event of an emergency.

**Response: County Office of Education AGREES with all findings.**

**Response: Sheriff's Office AGREES with all findings.**

*The Sheriff's Office Special Weapons and Tactics Team continues to train for emergency responses to schools. Training has occurred during non-school hours at local campuses. The team is in need of additional specialized equipment, including new hostage negotiation telephone systems.*

#### **Recommendations**

1. Schedule regular annual training sessions for the Sheriff's Department and school administrators and security personnel.

**Response: County Office of Education**

*The County Office of Education has met the requirements of this finding through the following activities that are scheduled and in-place for the 2000-01 academic year:*

- *Four Regional Safety Schools trainings to focus on school safety, violence prevention, conflict management and emergency preparedness.*
- *Two trainings under the leadership of Dr. Kris Mohandle a specialist working with leadership groups to implement school safety and violence prevention plans.*
- *Training for school security personnel in POST, a law enforcement certification program that combines site management with safe school techniques.*
- *All trainings include invitations to school administrators, guidance counselors, local law enforcement and school security personnel.*

*The Santa Cruz County Office of Education has been serving as the California Department of Education's Region V Safe Schools coordinator since 1995. Over that period, we have provided more than 25 workshops throughout Monterey, San Benito, Santa Clara and Santa Cruz Counties, working with district teams and local law enforcement agencies to develop comprehensive School Safety Plans. During this time, the region has seen a drop in nearly every major category that defines a threat to school safety. We enjoy strong relationships with our local law enforcement agencies and will continue to move forward in our efforts to ensure school safety.*

**Response: Sheriff's Office**

*The Sheriff's Office agrees with the recommendation and will continue to provide assistance in the form of a speaker, special demonstration or sponsorship of school safety training.*

2. Extend the school resource officer program to the junior high schools.

**Response: County Office of Education**

*We support the recommendation of the Grand Jury to expand school resource officer programs in the junior high schools.*

**Response: Sheriff's Office**

*The Sheriff's Office has submitted a federal COPS grant to add school resource officers at three junior high schools*

3. Schedule periodic meetings between the various County police agencies and school district supervisors.

**Response: County Office of Education**

*The school district superintendents met during the past year at the Scotts Valley Police Department with the County Sheriff, Chief of Police and the District Attorney to discuss issues of school safety. We will propose a follow up meeting be conducted during the 2000-01 school year.*

**Response: Sheriff's Office**

*The Sheriff agrees with the findings. The County Chiefs' Association has met a number of times with the school district superintendents over the past year regarding school safety.*

## **Santa Cruz City School District – Page 38**

**Respondent:** Santa Cruz City School District

**Response Received:** August 21, 2000

### **Findings**

Westlake Elementary's Comprehensive School Safety Plan addresses a variety of programs designed to reflect the community's social diversity with a focus on supporting the child and family by utilizing community services. The document fails to address several items in the School Safety Plan Matrix: current status of school crime; child abuse reporting procedures; suspension and expulsion policies; teacher notification where expulsion or suspension has occurred and where unsafe or dangerous ongoing behavior may be possible; disaster response procedures; sexual harassment policy and reporting procedures. Student attendance is monitored along with the use of contracts between student, family and school administration in cases of a poor attendance record. Referrals to community resources or other intervention practices are not noted in the plan, nor are referrals to School Attendance Review Board.

Mission Hill Junior High School's Comprehensive School Safety Plan describes its efforts to provide a learning environment with supportive faculty- family- community ties. There are monthly meetings with Child Protective Services, Probation, Mental Health, Court and Community Schools and child and family counseling agencies in the community. There are fire extinguishers in every classroom and four two-channel two-way radios and a fifth radio for the lunch area, which enable intra-school communication. The document fails to address several items in the School Safety Plan Matrix: expulsion policies; teacher notification where expulsion or suspension has occurred and where unsafe or dangerous ongoing behavior may be possible; a sexual harassment policy and reporting procedures; and dress code.

Santa Cruz High School's Comprehensive School Safety Plan fails to address several elements in the School Safety Plan Matrix: current status of school crime; child abuse reporting procedures; suspension and expulsion policies; teacher notification where expulsion or suspension has occurred and where a student presents unsafe or dangerous ongoing behavior may be possible; disaster response procedures; a sexual harassment policy and reporting procedures. The format is inconsistent with the School Safety Plan Matrix, but makes reference to increasing the number of disaster response drills and a continuing review of disaster response plans. The school plans to develop a joint community and school disaster response team, and develop a school safety assessment survey to determine how safe students feel on campus.

Early intervention strategies are focused on problem-solving related to academic difficulties, student truancy, behavior issues and emotional disturbances. As an early intervention strategy, Student Study Teams (SST) were scheduled at schools throughout the district. Data was collected on the number of SSTs held during the 1998-99 school year. The percentage of students referred to SSTs varied from less than 1% to 12%.

### **Recommendations**

1. Write the Comprehensive School Safety Plan for each school to conform to the Comprehensive School Safety Plan Matrix specified in SB 187.

**Response: Santa Cruz City Schools**

*School Safety Plans are updated annually. The Plans for the 2000-2001 school year will be submitted to the District Office and will be on file in each school by the end of October of this year and will conform to the Matrix as specified in SB 187.*

2. Rectify omissions noted in the Findings and included them in the final Comprehensive School Safety Plans.

**Response: Santa Cruz City Schools**

*This recommendation is unnecessary at this time. The intention of this finding can adequately and reasonably be accomplished when the 2000-2001 School Safety Plans are complete at the end of October.*

3. Place the Comprehensive School Safety Plan for each school in the District in a discrete document in a binder with sections as indicated by the Comprehensive School Safety Plan Matrix with tabs for easy reference.

**Response: Santa Cruz City Schools**

*The 2000-2001 School Safety Plans for each school will be placed in a binder set up for easy reference during November 2000.*

4. Include existing handbooks or statements of policy that relate to the Comprehensive School Safety Plan as attachments to the plan and include them in the binder and reference them in the plan.

**Response: Santa Cruz City Schools**

*Existing handbooks and Board of Education Policies will be included in the binder and referenced in the 2000-2001 School Safety Plans.*

5. Develop lock down procedures pursuant to SB 187. These plans should be in a checklist format and placed in each classroom and office.

**Response: Santa Cruz City Schools**

*Lock down procedures need to be in every classroom and office. School staff members were trained last year in a hostile intruder inservice that included lock down procedures. In September of this year all school staff members will have a School Site Disaster Guide flip chart, which will include lock down procedures. The Disaster Guide will become a part of each 2000-2001 School Safety that included lock down procedures. In September of this year all school staff members will have a School Site Disaster Guide flip chart, which will include lock down procedures. The Disaster Guide will become a part of each 2000-2001 School Safety Plan, as well.*

6. Increase the number of SST meetings in each school district during the year as an early intervention strategy.

**Response: Santa Cruz City Schools**

*This recommendation requires farther analysis. An SST meeting is one of many different strategies provided in our schools for students with unmet needs. An SST is a meeting that has the objective of thoroughly identifying needs and developing an action plan that may include interventions. In order to increase the number of SST's, as recommended, we would need to increase the number of students identified as needing an SST. I suggest, as*

*an alternative to Finding #6, that we evaluate with principals whether the identification and referral process for SST's is being utilized appropriately.*

## **Scotts Valley Unified School District – Page 41**

**Respondent:** Scotts Valley Unified School District

**Response Received:** November 30, 2000

### **Findings**

Scotts Valley Middle School, Brook Knoll Elementary, and Vine Hill Elementary Comprehensive School Safety Plans include all the elements required in the Education Code 352942. A review of the plans for all three schools found them to conform to the elements of Comprehensive School Safety Plan Matrix (SB 187).

All three schools have similar warnings systems for lock down procedures in the case of a dangerous person on campus. The bell rings three times. On hearing the alarm, teachers must immediately lock doors and move students away from windows. Brook Knoll utilizes an additional alarm code procedure during class hour announcing over the intercom that “Mr. Eagle is needed in the office immediately.”

While the plans are complete and conform to the Comprehensive School Safety Plan Matrix (SB 187), they were not found to be a ready source of reference. This is a particularly critical need in a crisis situation when a quick response is critical.

Early intervention strategies are focused on problem-solving related to academic difficulties, student truancy, behavior issues and emotional disturbances. As an early intervention strategy, Student Study Teams (SSTs) were scheduled at schools throughout the district. Data was collected on the number of SSTs held during the 1998-99 school year. The percentage of students referred to SSTs varied from 3% to 10%.

### **Response: Scotts Valley Unified School District AGREES.**

*The District agrees with the findings regarding the Comprehensive Schools Safety Plan and have taken steps to assure that the plans have been reviewed with staff and are available when a quick response is critical. The second finding was related to Student Study Teams and I have accepted the findings as noted.*

### **Recommendations**

1. Place the Comprehensive School Safety Plan for each school in the District in a discrete document in a binder with sections as indicated by the Comprehensive School Safety Plan Matrix with tabs for easy reference.

### **Response: Scotts Valley Unified School District**

*The district has complied with recommendation number one by making the Comprehensive Schools Safety Plan available in each school with a binder set up for easy reference.*

2. Increase the number of SST meetings in each school district during the year as an early intervention strategy.

### **Response: Scotts Valley Unified School District**

*This recommendation requests that we increase the number of Student Study Team meetings in each school as an early intervention strategy. We concur with using Student Study Team meetings as an early intervention strategy. At the current time Student Study Team meetings are held whenever a student is referred so the requirements to increase the number of meetings seems somewhat unclear, as we already have a meeting whenever a student has a need for our Student Study Team.*

## **San Lorenzo Valley Unified School District – Page 43**

**Respondent:** San Lorenzo Valley Unified School District

**Response Received:** December 15, 2000

### **Findings**

Comprehensive School Safety Plans are in place for all schools in the district that were reviewed. All of the schools' emergency response plans require additional work on: detailed task assignments; staff responses during an emergency; elements of state mandated school safety plan matrix (SB 187) written into plans. The elementary and junior high school plans have only the components relating to Personal Characteristics, Physical Environment, Social Environment and School Culture. These plans are in a loose-leaf format that does not allow quick access of information in the event of an emergency. San Lorenzo Valley High School's plan is user-friendly. The plan is packaged in a binder with an appropriately colored cover, a table of contents, tabs for easy access to information and most of the elements required by the Comprehensive School Safety Plan Matrix (SB 187).

Early intervention strategies are focused on problem-solving related to academic difficulties, student truancy, behavior issues and emotional disturbances. As an early intervention strategy, Student Study Teams (SST) were scheduled at schools throughout the district. Data was collected on the number of SSTs held during the 1998-99 school year. The percentage of students referred to SSTs varied from 3% to 10%.

### **Recommendations**

1. Implement SLV High "Crisis Handbook" checklist format at all schools within the district. Include specific duties and activities for each section of the school's operating personnel.

**Response: San Lorenzo Valley Unified School District**

*Each site already has a "Crisis Handbook" which is updated annually and available at the school office.*

2. Write the Comprehensive School Safety Plan for each school to conform to the Comprehensive School Safety Plan Matrix specified in SB 187.

**Response: San Lorenzo Valley Unified School District**

*Each school has a Comprehensive School Safety Plan. Each school has reviewed its plan in reference to the Comprehensive School Safety Plan Matrix specified in SB 187 and has, or is in the process of revising the plan to conform to the matrix.*

3. Rectify omissions noted in the Findings and include them in the final Comprehensive School Safety Plans.

**Response: San Lorenzo Valley Unified School District**

*Each school has either completed the process or is currently involved in the process.*

4. Place the Comprehensive School Safety Plan for each school in the District in a discrete document in a binder with sections as indicated by the Comprehensive School Safety Plan Matrix with tabs for easy reference.

**Response: San Lorenzo Valley Unified School District**

*Each site already has the Comprehensive School Safety Plan as well as a Crisis Handbook available at the school office. The documents are in binders and tabbed for easy reference.*

5. Include existing Handbooks or statements of policy that relate to the Comprehensive School Safety Plan as attachments to the plan and included them in the binder and reference them in the plan.

**Response: San Lorenzo Valley Unified School District**

*Each site has done so.*

6. Develop lock down procedures pursuant to SB 187. These plans should be in a checklist format and placed in each classroom and office.

**Response: San Lorenzo Valley Unified School District**

*Lock down procedures require community education, as well as community input and understanding. Each of our sites is involved in this process with the high school taking the lead. Full development of lock down procedures requires full understanding and agreement of various constituencies. No school in the district is currently fully implementing lock down procedures.*

7. Increase the number of SST meetings in each school district during the year as an early intervention strategy.

**Response: San Lorenzo Valley Unified School District**

*Each school holds SST's for students based on requests from staff, students and parents. All requests are honored. SST's are one of many strategies developed in the spirit of early intervention. Some of these strategies may even curtail the need for an SST. The district is not necessarily interested in increasing the number of SST's. However, the District is vitally interested in helping students succeed. In the interest of early intervention, and as a compliment to SST or as a stand-alone service, schools in the San Lorenzo Valley School District offer the following early intervention strategies. Student Study Teams are one small piece of a district-wide comprehensive early intervention plan.*

**Pajaro Valley Unified School District – Page 45**

**Respondent:** Pajaro Valley Unified School District

**Response Received:** November 21, 2000

**Findings**

The Starlight Elementary School Comprehensive School Safety Plan includes some of the elements required by the school safety plan matrix (SB 187). The plan does not have the

components relating to Personal Characteristics, Physical Environment, Social Environment and School Culture and only makes references to policies relating to suspension and expulsion. Policies relating to sexual harassment are included only as an attachment. The plan has a specific "Code Blue" procedure for intruders on campus. The plan is on loose sheets of paper with no table of contents or ability to reference information quickly in the event of an emergency.

The Pajaro Middle School plan includes the components relating to Personal Characteristics, Physical Environment, Social Environment and School Culture. The element regarding safe ingress/egress of students, staff and parents to and from school includes only a map of evacuation routes for students and teachers in the event of a fire or earthquake. The middle school plan is enclosed in a binder with tabs clearly identifying each component.

The Watsonville and Aptos High Schools' plans include the components relating to Personal Characteristics, Physical Environment, Social Environment and School Culture. The Watsonville High plan utilizes component headings, but is missing narrative and referenced appendices. Neither plan contains all of the required elements of the Comprehensive School Safety Plan Matrix specified in SB 187. Some of the missing elements include: child abuse reporting procedures; sexual harassment policy; notification of teachers regarding dangerous students; safe ingress/egress to and from campus; rules and procedures relating to discipline. Neither plan is enclosed in a binder with tabs clearly identifying each element and component.

Early intervention strategies are focused on problem solving related to academic difficulties, student truancy, behavior issues and emotional disturbances. As an early intervention strategy, Student Study Teams (SSTs) were scheduled at schools throughout the district. Data was collected on the number of SSTs held during the 1998-99 school year. The percentage of students referred to SSTs varied from less than 1% to 7%.

## **Recommendations**

1. Write the Comprehensive School Safety Plan for each school to conform to the Comprehensive School Safety Plan Matrix specified in SB 187.
2. Rectify omissions noted in the Findings and include them in the final Comprehensive School Safety Plans.
3. Place the Comprehensive School Safety Plan for each school in the District in a discrete document in a binder with sections as indicated by the Comprehensive School Safety Plan Matrix with tabs for easy reference.
4. Include existing Handbooks or statements of policy that relate to the Comprehensive School Safety Plan as attachments to the plan and included them in the binder and reference them in the plan.
5. Develop lock down procedures pursuant to SB 187. These plans should be in a checklist format and placed in each classroom and office.
6. Increase the number of SST meetings in each school district during the year as an early intervention strategy.

**Response: Pajaro Valley Unified School District**

*We agree with the findings and began working on remediating the problems soon after they were brought to our attention. The recommendations have not yet been implemented, but will be implemented by February 1, 2001.*

## **Santa Cruz Public Libraries City-County System – Page 48**

**Respondent:** Santa Cruz Public Libraries

**Response Received:** July 17, 2000

**Respondent:** City of Santa Cruz

**Response Received:** November 1, 2000

**Respondent:** City of Capitola

**Response Received:** November 7, 2000

**Respondent:** City of Scotts Valley

**Response Received:** July 18, 2000

### **Findings**

The library system expansion includes future plans for the branches in Felton, Capitola and Scotts Valley. The Felton library construction should begin in approximately two years when financing becomes available. A private contribution for the library's construction is in the final process. The building will be about 7,000 square feet. The Library and the Valley Resource Center will share both the space and operating costs. Capitola's branch is housed in a temporary building on Wharf Road. This is the library with the top priority for funding of a permanent structure since its popularity with library patrons exceeds the space available. The Scotts Valley Shopping Center site is 5,000 square feet and is inadequate to service the needs of those patrons using this branch. The City of Scotts Valley has committed to building a permanent site by the year 2008. The building will also house a community center and should afford adequate space for the library.

The Library's new bookmobile began service in 1998. This traveling library stops at scheduled locations in remote sections of the county where access to branches is difficult. The library also sponsors Youth and Senior Outreach Librarians who provide mobile service to child care providers, senior centers and homebound patrons.

Computer use has become a major resource for community residents wishing to access information or to locate books within the library system. There is a monitoring system to assure equal access to computer terminals. A library card is required for computer time sign-up, and time is limited to one hour per day with the library card scan as the monitoring device. Librarians also monitor users to ensure inappropriate Internet sites are not accessed.

Funding for library operations comes from a variety of sources including city and county contributions, sales tax revenue, bequests, grants and fines. Staff and operating hours have been expanded by approximately 71% since 1997 due to increases in funding. A comparability study is being completed to establish a more competitive salary schedule for library staff. This change is necessary to attract and retain quality staff given the current cost of living in Santa Cruz County.

**Response: The Library Joint Powers Board AGREES.**

**Response: City of Santa Cruz AGREES.**

**Response: City of Scotts Valley PARTIALLY AGREES.**

*The Grand Jury Report indicates that the City of Scotts Valley has committed to building a permanent library site by the year 2008, and the building would also house a community center. Those statements are not entirely correct as the only obligation the City has is in the agreement between the Scotts Valley Redevelopment Agency and the County of Santa Cruz as indicated above. In the agreement, it indicates that if the Agency not prepared to commence the construction or acquisition of a branch library in the 2007/08 fiscal year, then the Board-of Supervisors may use the accumulated balance and future payments only for facilities, equipment, or materials for a Scotts Valley branch library, located within City. Such language indicates that the Board of Supervisors may have the ability to build a library within the City of Scotts Valley; however, it cannot do so with only the in lieu payments being made by the City. They would also need other funding sources to make it a reality. Also at this time, the idea of a joint community center/library is only one of various scenarios we are exploring. In the end, it may be that a library and a community center are independent structures due to funding opportunities and development timing.*

## **Recommendations**

1. Budget staff salaries at a level indicated by the comparability study findings.

**Response: The Library Joint Powers Board**

*The FY 2000-2001 Operating Budget adjusts professional staff salaries to a level that meets those of comparable county libraries. Position classifications and specifications have also been revised. A classification study of non-professional staff is being conducted by the City of Santa Cruz. When it is available (Fall, 2000), recommendations for changes can be made.*

**Response: City of Santa Cruz**

*Professional staff salaries have been increased to the appropriate level. The City's study of its classification system is nearing completion, and any appropriate adjustments pursuant to this study will be made in consultation with employee bargaining units.*

2. Continue aggressive efforts to secure funding for library staffing and operating expansion.

**Response: The Library Joint Powers Board**

*The Library staff and the Joint Powers Board continue to pursue available grant opportunities and other options to increase funding.*

**Response: City of Santa Cruz**

*The library aggressively pursues all available sources for these objectives.*

3. Work with the City of Capitola to procure funding for a permanent library facility adequate to serve the needs of the users in the Capitola area.

**Response: The Library Joint Powers Board**

*Under its Redevelopment Agreement with the County of Santa Cruz, construction of a permanent Branch is the responsibility of the City of Capitola.*

**Response: City of Capitola**

*The recommendation requires further analysis. The City of Capitola is currently engaged in a process of amending its Redevelopment Plan. The project of a permanent library is on the list of projects being considered for funding from redevelopment tax increment. It is expected that within the next two to three months, joint meetings of the Capitola Redevelopment Agency and the Capitola City Council will be held to discuss this project in the context of the redevelopment plan amendment discussions.*

**Response: City of Santa Cruz**

*While this is contractually the responsibility of the City of Capitola, the library director and I both have excellent relationships with Capitola's officials and would be pleased to offer our advice and assistance as appropriate to help meet this goal.*

4. Move forward on an accelerated time line for a permanent facility with adequate space in Scotts Valley.

**Response: The Library Joint Powers Board**

*Under its Redevelopment Agreement with the County of Santa Cruz, construction of a permanent Branch is the responsibility of the City of Scotts Valley.*

**Response: City of Scotts Valley**

*An agreement between the Redevelopment Agency of the City of Scotts Valley and the County of Santa Cruz, currently provides for a stream of in-lieu payments made by the Agency to the County Library Fund, which commenced in 1997-98 and will continue until such time as:*

- *The Agency has designed and constructed, or acquired, a Tier 11 branch library of approximately 12,500 square feet; or*
- *The present value amount of the in-lieu payments equals \$3 million. It is my understanding that the fund currently has approximately \$150,000.*

*At this time, with the improved library in Scotts Valley, the recent focus by the Joint Powers Authority is on the increased operating hours. The current operating hours are staggered and it is closed on Sundays.*

*Discussions regarding enhanced library facilities continue with the Joint Powers Authority, the Library Director, and Scotts Valley Redevelopment Agency staff. The opportunity for that rests upon adequate funding. With the most recent passage of Proposition 14 (Public Library Construction and Renovation Bond Act of 2000) and participation by the Joint Powers Authority, which is receiving substantial sales tax dollars, an enhanced library is very possible in the short term.*

**Response: City of Santa Cruz**

*This is contractually the responsibility of the City of Scotts Valley, but again, the library director and I would be pleased to offer any appropriate assistance.*

## **Special Districts Committee Reports**

### **Response: Santa Cruz County Board of Supervisors**

*The Grand Jury Final Report lists the Board of Supervisors as a respondent to the reports on the Central Water District, the Pajaro Valley Water Management Agency, the Santa Cruz City Water Department, the Scotts Valley Water District, and the Soquel Creek Water District. In addition, the report identifies the County Agricultural Commissioner as a respondent to the report on the Pajaro Valley Water Management Agency. The Santa Cruz County Board of Supervisors and the County Agricultural Commissioner do not have jurisdiction over these autonomous special districts, each of which has its own elected Board of Directors. For this reason, the County is not providing a response to the findings or recommendations of the Grand Jury.*

## **Central Water District – Page 50**

**Respondent:** Santa Cruz Public Libraries

**Response Dated:** November 30, 2000

### **Findings**

The district was formed in 1951. The Agency is designated as a ‘Special District’ and is responsible to the *California Water Codes*, and is governed by a Board of Directors consisting of five members. The daily operations staff consists of a District Manager, one Administrative Assistant, and one Maintenance Worker. The support staff consists of a District Counsel and a District Engineer.

All district water is well water pumped from the Purisima Aquifer and some parts of the Red Sands Aquifer. District customers are almost entirely on septic tanks, which helps to recharge the aquifers. The entire area is controlled by a ten acre zoning restrictions. The district has six active wells. Well No.2 is currently on standby.

District 1999/2000 build-out was projected for 944 connections. The district is below its proposed schedule.

District water fees have been raised three times in the past 15 years. Current fees are \$20 bimonthly for residential accounts. Meter consumption rates start at \$1.20 for the first 30-meter units. All 4-inch meters are \$90 each and 2-inch meters are also at a determined fee.

The existing distribution system is composed of a variety of pipe materials including World War II-era tar paper wrap pipe. The integrity of this type of pipe is suspect. In time it may leak. The district has a capital improvements program to upgrade the distribution system as needed.

The district attempted to pass an ordinance that would have required all new construction to tie into the district system if the construction was within 500 meters of a main. The proposed ordinance failed. There is a possibility of reintroducing the ordinance at a later date.

The district’s existing drought procedure was created in 1989, and needs to be updated. This is of primary concern to the district manager. During the last major drought, the district did experience shortfalls in supply, but achieved complete recovery soon after the end of the drought. It appears the district is the last water district in the County to register declining groundwater levels and the first to recover. The district’s static water level is currently as

high as that recorded in 1966. Should an extreme emergency arise, the district has two connections with the Soquel Creek Water District. It should be noted that the Pajaro Valley Water Management Agency water line on Hames Road is located within 500 feet of hook-up to the Central Water District. The district manager expressed his opinion that making this water connection should be encouraged for emergency purposes.

**Response: CWD PARTIALLY AGREES.**

*The Districts' water is pumped primarily from the Aromas Red Sands Aquifer and secondarily from the Purisima Aquifer.*

*The majority of land within District boundaries is zoned as a recharge area within a ten-acre minimum light size.*

*In the 1985 North Santa Cruz County Water Master Plan, the District build-out was projected as 944 services.*

*The District requested that the Santa Cruz Board of Supervisors incorporate a change in the County Well Ordinance to require new construction within the Central Water District to connect to the District's system if the parcel was being developed lay within 500 feet of a distribution line. The proposed change was not included in the amended County Well ordinance.*

*The District did experience a decline in ground water levels during the last major drought but hose levels have since recovered in full.*

*In the last paragraph, the second to last sentence should be corrected to read: "It should be noted that the water line of the City of Watsonville on Hames Road is located within 500 feet of hook-up to the Central Water District.*

**Recommendations**

1. Consider the Central Water District as a possible emergency source of water for the rest of the County.

**Response: CWD DISAGREES.**

*The recommendation will not be implemented because it is not reasonable.*

*District groundwater levels declined substantially during the last major drought, which indicates that the District's water supplies could be dramatically affected by other groundwater pumpers pulling from the same aquifer. The Board of Directors recognizes that the aquifers that supply the District contain a finite quantity of water. The amount of water that is available from those sources is unknown. It is unwise to assume that District might be a possible emergency source of water for the rest of the County. The Central Water District, therefore, does not recommend that its water sources be considered an emergency source of water for the rest of the County. Over-pumping could have a negative impact on the District's ability to meet District customer needs.*

**Pajaro Valley Water Management Agency – Page 53**

**Respondent:** Pajaro Valley Water Management Agency

**Response Dated:** September 13, 2000

## Findings

According to the PVWMA, the current pattern of pumping is part of the problem. Average pumping of groundwater is currently approximately 70,000 acre/feet per year, while sustainable yield with the current pattern of pumping is estimated at only 25,000 acre/feet per year. PVWMA estimates that an optimal pumping pattern could increase the sustainable yield of the basin to 50,000 acre/feet per year. This would reduce the estimated shortfall from 45,000 acre/feet per year to 20,000 acre/feet per year.

A revised State of the Basin Report and a Basin Management Plan will provide further information.

The Board and the staff of the PVWMA have begun a process of informing the public of the seriousness of the shortfall problem and of developing a consensus for action. The PVWMA has also begun to build a local diversion and recharge project at Harkins Slough and will soon begin the construction of another at Murphy Crossing. The PVWMA has proceeded with a number of agricultural water conservation projects and is currently soliciting proposals for further project. The Santa Cruz County Board of Supervisors recently directed the PVWMA to continue with the collection of voluntary water usage survey reports from agricultural users. According to PVWMA officials, the survey project has met with resistance from the public and is not developing sufficient data to form a conclusion. The information to be obtained from the water usage survey is of critical importance.

Due to its location, the PVWMA is the most likely beneficiary, along with Soquel Creek Water District, of importation of water from the San Luis Reservoir via pipeline.

A desalinization plant is a technically feasible water supply option for the entire County. However, the enormous expense and environmental difficulties make its realization unlikely in the near future.”

**Response: PVWMA AGREES.**

## Recommendations

1. Consider other means of ensuring compliance with the water usage survey, if voluntary compliance is slow or inadequate.

**Response: PVWMA**

*In June of 2000, the Board adopted Ordinance 2000-03, mandating completion of the Farm Water Conservation Plan.*

2. Make both the Basin Management Plan and the State of the Basin Report available to the public as soon as possible.

**Response: PVWMA**

*The Basin Management Plan has been distributed, and it is anticipated that the State of the Basin Report will be distributed within a month.*

3. Continue and intensify the current public information campaign of the PVWMA.

**Response: PVWMA**

*The PVWMA has retained a public relations firm and is conducting public outreach with presentations to community groups, schools, at public events, production of bilingual newsletters, field tours, mailings and ads in local publications. This effort is ongoing.*

4. Continue to promote demonstration project.

**Response: PVWMA**

*Demonstration projects are ongoing, and budgeted to continue into the future. Results of the demonstration projects will be presented to the agricultural community to help provide state-of-the-art training in conservation measures.*

5. Develop and present plans for optimizing the pumping patterns at an early date, so they can be considered by users and by the Board of Supervisor.

**Response: PVWMA**

*The Harkins Slough Project is the first part of an effort supported by the BMP process to identify and implement the most reasonable method of reducing pumping at the coast, thereby optimizing pumping in the basin. The Harkins Slough Project will begin supplying water to the coast in summer of 2001, if construction schedules are met.*

6. Work closely with the County and other water districts to continue review of the option of desalinization.

**Response: PVWMA**

*The PVWMA hosted a meeting of the Santa Cruz and Monterey County water agencies this spring to discuss partnering in a desalination effort. We will continue this effort and welcome input from neighboring agencies.*

7. We encourage the 2000/2001 Civil Grand Jury to continue to observe and to investigate efforts to address this important problem.

**Response: PVWMA**

*We welcome and appreciate the effort and commitment by the Grand Jury in monitoring and providing input to the critical problems of water supply in the County.*

## **Santa Cruz City Water Department – Page 55**

**Respondent:** Santa Cruz City Water Department

**Response Dated:** Jun3 30, 2000

**Respondent:** Scotts Valley Water District

**Response Dated:** None Received

**Respondent:** Soquel Creek Water District

**Response Dated:** October 31, 2000

### **Findings**

The Santa Cruz County Water Department is funded through water rates. The department has certain fixed costs that must be covered by the revenue generated by the water rates. When overall usage declines through improved water conservation, it is necessary for rates to increase to cover these fixed costs. Water conservation is, therefore, a public relations

double-edged sword. Citizens will conserve in drought years but they are “inconvenienced” in non-drought years.

The department obtains 20% of its water from wells and 80% from surface sources. Wells are located at various North County sites and water is transported by pipeline to the City processing location. A major reservoir (Loch Lomond) is located in the Santa Cruz Mountains.

There is also access to wells, currently inactive, located in the southern part of the City that were originally part of a privately owned water company.

The department's annual water demand is approximately 4,500 millions of gallons per year (MGY). Estimated sustainable annual yield from sources currently available to the District is 4,300 MGY. This means that, even during normal years, there is a slight shortfall in available water resources which is greatly exacerbated during drought years. Buildout for the service area of the Santa Cruz Water Department is anticipated by the year 2050 at which time it is expected that water demand will have increased by 1,000 MGY. If a major drought were to occur, the City might have a shortfall up to 48% in water supply. A total ban on outdoor water use would save only 28% leaving a net shortfall of 20%.

A conservation plan (Urban Water Management Plan) has been in place since 1985. The Santa Cruz City Council, which acts as the governing board for the Santa Cruz Water Department, looks to conservation rather than to finding new water sources or adding surface storage to meet expected shortfalls. Previous efforts to construct additional reservoirs were abandoned because of concerns by the City Council that such action would promote growth.

According to department officials, the County, including the Santa Cruz Water Department, is not considered a water-short area given that it receives adequate rainfall to supply the needs of consumers. However, current storage capacity is inadequate to capture the runoff for use. The construction of additional storage is unpopular because of the environmental impact, costs, and fears that such construction will promote growth. It is also a highly controversial subject with the Board of Supervisors. Water managers in the county have come together to form a County-wide Task Force to begin a process of discussing ways to address the continuing shortfall between demand and the sustainable yield of current sources. The Santa Cruz Water Department is working toward establishing interagency projects. A conjunctive project with Scotts Valley Water District and Soquel Creek Water District to rest wells in the winter and then use them in the summer; and serving some customers in the Lockwood area of San Lorenzo Valley.

According to Department officials, desalinization is one option, but it has many negatives. For every ten gallons of salt water processed, only two gallons of fresh water are extracted. Cost-intensiveness, ocean intake and outfall needs, holding tanks, processing plants, disposal of brine, as well as the potential impact on the Monterey Bay Sanctuary, result in the political

**Response: City of Santa Cruz Water Department PARTIALLY AGREES.**

*The Santa Cruz Water Department obtains about 10% of its supply, not 20%, from groundwater. Also, the source of that groundwater is not the north coast area, but rather, the Purisima Aquifer in the Live Oak area. This is important in that it is the same aquifer from which Soquel Creek draws its water supplies.*

**Response: Soquel Creek Water District PARTIALLY AGREES.**

*This report specifically relate to the Santa Cruz City Water Department. The first five paragraphs comment on the City's water sources, demand, available yield, and policy decisions on conservation and new water supply development. Soquel Creek Water District is unable to confirm whether these are accurate findings, and, therefore, can neither agree nor disagree.*

*With respect to the sixth paragraph, we would substantially agree with the first four sentences. We would partially disagree with the fifth sentence. The adopted mission statement of the Interagency Water Resources Working Group lists its purpose as: 1) Review and comment on proposed County programs relative to water resources management and protection prior to action by the Board of Supervisors; 2) Recommend actions the County and/or the water agencies may wish to consider with respect to water resources management, conservation, and water quality programs within their respective jurisdictions; and 3) Identify opportunities for and encourage Interagency collaboration on regional water supply, conservation, water resources management and water quality programs.*

*With respect to the last two sentences of the sixth paragraph, we cannot comment on the statements regarding conjunctive use projects between the City of Santa Cruz and Scotts Valley Water District or the City serving some customers in the Lockwood area of San Lorenzo Valley. With respect to the portion of the seventh sentence that reads: "A conjunctive use project with ... Soquel Creek Water District to rest wells in the winter and then use them in the summer...", this option is no longer being considered. The City determined that, due to restrictions on their water rights for Loch Lomond Reservoir and high turbidity in their stream sources that reduces the frequency with which they can divert, Santa Cruz does not have surplus surface water to supply our District during the winter months.*

*With respect to the seventh paragraph, we partially disagree. The ratios given for seawater to freshwater produced are incorrect. The sentence should read: "For every two to three gallons of seawater processed, one gallon of fresh water is extracted." We would also disagree with the conclusion that this is a politically unpopular option. Recent indications are that it may be the most politically acceptable alternative available.*

## **Recommendations**

1. Continue current conservation programs when needed.

### **Response: City of Santa Cruz Water Department**

*While it isn't entirely clear what is meant by the term, "when needed," the Department is expanding its conservation staff in this fiscal year and is implementing a multi-million dollar expansion of its existing conservation programs to reduce system use by nearly 300 million gallons within the next ten years.*

### **Response: Soquel Creek Water District**

*The City determined that, due to restrictions on their water rights for Loch Lomond Reservoir and high turbidity in their stream sources that reduces the frequency with which they can divert, Santa Cruz does not have surplus surface water to supply our district during the winter months.*

2. Continue working toward establishing the conjunctive project with Scotts Valley and Soquel Creek Water Districts.

**Response: City of Santa Cruz Water Department**

*This department agrees with this concept and will continue to work on regional solutions through the Inter-Agency Water Resources Working Group.*

**Response: Soquel Creek Water District**

*Soquel Creek Water District has actively expressed our interest in exploring the feasibility of a regional desalination project with the City of Santa Cruz but, as of this date, has not received a reply. This is one of the primary options being considered in the District's Supplemental Supply EIR.*

3. Work closely with the County and with the other water districts to continue review of the option of desalinization.

**Response: City of Santa Cruz Water Department**

*This Department agrees with this recommendation and intends to continue its commitment to cooperative work, not just on desalination, but also any other potential supply augmentation projects, e.g. wastewater reclamation.*

4. We encourage the 2000/2001 Civil Grand Jury to continue to observe and to investigate efforts to address this important problem.

**Response: City of Santa Cruz Water Department**

*This is a recommendation that is outside the control of this department, but likely every department or water district in the County would agree the water supply situation in this County is a very serious problem and any attention given this problem from any source is welcome.*

## **San Lorenzo Valley Water District – Page 57**

**Respondent:** San Lorenzo Valley Water District

**Response Dated:** None Received

### **Findings**

While the northern system of the San Lorenzo Valley Water District appears to have no water supply problems, the southern system is in overdraft. There have been discussions concerning the interconnection of the northern and southern systems. Connection could allow excess surface water from the northern system during the winter months to supplement the ground water in the southern system. Another alternative would be for the SLVWD to connect to and purchase water from the Loch Lomond reservoir; there is an agreement in place to allow this.

### **Recommendations**

1. Develop a plan to prevent the southern system from over-drafting its wells.
2. We encourage the 2000/2001 Civil Grand Jury to continue to observe and to investigate efforts to address this important problem.

## **Scotts Valley Water District – Page 59**

**Respondent:** Scotts Valley Water District

**Response Dated:** October 31, 2000

## Findings

According to district officials, an area of concern involves recharge rates to aquifers used by the City of Scotts Valley for residential and commercial purposes. District officials were unable to provide information regarding rates of recharge at this time. A study was approved in the fall of 1999 to determine rates of recharge within the district. The same firm has been contracted since 1984 for a variety of projects, and is currently working on ground water level comparisons.

The district has a number of recharge programs in place or planned. Check dams exist along Bean Creek, and are built up to approximately three feet in height. These dams push water out into the walls of the creek and assist with recharge within the environs. Other recharge work being pursued by the district includes: diverting high flows from Carbonera Creek for injection into the aquifer; establishing a cooperative with the San Lorenzo Valley Water District by sending reclaimed water to Kaiser quarry in return for fresh water; continued discussions with Santa Cruz City Water Department concerning the use of surplus winter water for recharge of Santa Cruz City wells.

Issuance of meters to large developments has been halted by the Scotts Valley City Council, the governing board for the SVWD. Future projections forecast up to 400-500 hook-ups, representing a growth rate of 10-15%. According to district officials, the City Council imposed four conditions on the district before considering removal of this meter moratorium: create a means to incorporate reclaimed water into the system; drill a new well; install a one-million gallon potable water tank; and, make sure the aquifer is in balance.

Within the district there is a large demand for outdoor irrigation. The District will be able to address this issue by using tertiary water. District officials believe reclaimed water will replace 200-350 acre feet per year from other sources. A tertiary plant was completed in the fall of 1999 and is currently not in production because of irregularities within an outdated piping system.

A desalinization plant is a technically feasible water supply option of the entire County. However, the enormous expense and environmental difficulties make its realization unlikely in the near future.

### **Response: City of Scotts Valley Water District PARTIALLY AGREES.**

*The Scotts Valley Water District does not agree with the findings on page 59, paragraph 3 under "Findings". The City Council of Scotts Valley is NOT the governing board. The governing board of the Scotts Valley Water District is a separate and elected Board of Directors under the Water Code of the State of California, §30,000 et seq., of the County Water District law. The Board of Directors of the Scotts Valley Water District imposed the four conditions to be met before the prohibition for issuing new water meters would be lifted, not the City Council.*

## Recommendations

1. Continue discussions with the Santa Cruz City Water Department related to the feasibility of usage of excess winter water flows from Scotts Valley to Santa Cruz for recharge.
2. Promote a dual use system with potential major non-potable water users.

3. Meter all area wells and monitor them to ascertain the heavy users and attempt to have these users practice better water conservation.

**Response: City of Scotts Valley Water District**

*This recommendation will not be implemented because it is not warranted and is not reasonable. The Scotts Valley Water District has meters on all of its wells and meters on all of the customer's services. We do monitor other area wells for our AB 3030 Plan, but we do not require meters on private wells. The only a few private wells in the Water District and they are small residential wells. All the large wells are outside the boundaries of the Water District.*

4. Work closely with the County and other water districts to continue review of the desalinization option.
5. We encourage the 2000/2001 Civil Grand Jury to continue to observe and to investigate efforts to address this important problem.

**Soquel Creek Water District – Page 61**

**Respondent:** Soquel Creek Water District

**Response Dated:** August 2, 2000 and October 31, 2000

**Findings**

Recently, symptoms of decline have appeared in the aquifers indicating that sustainable levels of pumping have been exceeded, thereby increasing the potential for salt water intrusion. The district currently sells approximately 5,400 acre-feet of water annually, an estimated 600 acre-feet per year more than the estimated sustainable yield of the aquifers. Accurate records are not available for private well pumping. It appears the district is responsible for about 55% of the total annual well pumping in the Purisima Aquifer and a much smaller portion of the pumping in the northwestern portion of the Aromas Red Sands Aquifer.

Projected water needs indicate increasing overdraft of the aquifers. The projected usage is as follows:

- Estimated usage for the year 2001, when currently vacant lands inside the urban service line are developed, is 5,900 - 6,400 acre-feet per year.
- Estimated usage for the year 2006 when vacant lands outside the urban service line, but within the district's sphere of influence, are developed is 6,200 - 6,400 acre-feet per year.
- Estimated usage for the year 2030 when area build-out is reached is 6,800 - 7,500 acre-feet per year.
- This increased estimated usage indicates growing overdrafts of the aquifers unless additional sources of water are found.

Due to its location, the Soquel Creek Water District is the most likely beneficiary, other than the Pajaro Valley Water Management District, of importation of water from the San Luis Reservoir via pipeline.

Desalinization is one option but has many negatives. For every ten gallons of salt water processed, only two gallons of fresh water are extracted. Cost-intensiveness, ocean intake

and outfall needs, holding tanks, processing plants, disposal of brine, as well as the potential impact to the Monterey Bay Sanctuary, result in the political unpopularity of this option.

Current conservation programs could reduce water demand by 650 acre-feet per year over the next 30 years.

Cabrillo College is a major user of water for irrigation. It also has a separate irrigation system which could lend itself to use of tertiary water.

**Response: Soquel Creek Water District PARTIALLY AGREES**

*We partially disagree with the findings to the extent that they are outdated and contain misinformation in the following respects. First of all, the timeframe given for development of vacant lands inside the urban service line will probably not be reached in 2001, and the anticipated usage for the year 2001 is approximately 6% less than the earlier projection. While the timeframe for increased water demand may continue to lag, the ultimate demand projections remain unchanged. At the time of the Grand Jury's investigation, desalination did appear to be a less viable option for supplementing the District's groundwater supply than a surface water project. Additional studies being undertaken by the district may show that this option is more feasible than originally thought. Costs for a surface water project are rising, while improved technology has resulted in desalination becoming more financially acceptable. The District is underway with preparation of an Environmental Impact Report that will explore all of the issues associated with both surface water and local desalination project options, as well as evaluate on a program level a possible regional desalination project.*

*As noted above in the response to the Santa Cruz City Water Department findings, the ratio of brine to freshwater stated in the report is incorrect. -Should the District be able to locate a brackish source of water instead of the pure seawater proposed in the Santa Cruz project, the ratio of brine to freshwater would be even less than 2 to 1.*

**Recommendations**

1. Continue current conservation programs.

**Response: Soquel Creek Water District**

*The District has gone beyond this recommendation to continue to enhance and expand our conservation programs. The budget for conservation and communication has been increased by 18% and new programs have been added such as water efficiency surveys for high use customers.*

2. Promote a dual use system with potential major non-potable water users, particularly Cabrillo College.

**Response: Soquel Creek Water District**

*It should be noted that Cabrillo College currently provides its own well water to serve the needs of the main campus and all irrigation. Soquel Creek Water District has been working closely with the College's Master Plan consultants and staff to incorporate water conservation into the design and operational decisions for the renovated and expanded campus. At this time, a separate irrigation system for reclaimed water is not being planned since there is no foreseeable source of reclaimed water supply. The*

*College is, however, seriously considering synthetic turf for its renovated playing fields and a campus-wide water efficient landscape design. These actions would significantly and immediately reduce the water demand.*

*The only other major water use development to occur within the District is Anna Jean Cummings Park. Again, the District worked closely with the County Redevelopment Agency to maximize irrigation efficiency. A dual use system was not installed because there is no foreseeable source of supply. The Redevelopment Agency has indicated a willingness to convert to reclaimed water for irrigation at this park should that source of supply become available in the future.*

3. Meter all area wells and monitor them to ascertain the heavy users and attempt to have these users practice better water conservation.

**Response: Soquel Creek Water District**

*Soquel Creek and Central Water Districts have joint powers authority for groundwater management within our combined service area boundaries, but we do not have any jurisdiction over wells that are outside of these service areas, even though they are within the Soquel-Aptos groundwater basin. Most of the wells in mid-County fall into this category and, therefore, it is up to the County to adopt any ordinance(s) concerning metering and use of those wells. The District has provided input to the County for the well metering ordinance currently being considered by the Board of Supervisors. We support the proposal to begin the program by requiring meters on all new wells and then to require meters on existing wells that produce 2.5 acre-feet or more per year within critical groundwater areas. The County has identified all of the Pruisima aquifer and the Aromas Red Sands within the mid-County area as critical groundwater areas subject to the ordinance requirements. Soquel and Central Water Districts will be reviewing the final ordinance language approved by the County in order to mirror those requirements for wells within our combined jurisdiction. In the meantime, the District has sent a letter to the owners of the approximately 200 private wells within our service area describing the groundwater concerns and urging them to practice conservation.*

4. Pursue and develop off-stream diversion and ground injection water project for Soquel Creek.

**Response: Soquel Creek Water District**

*The District is currently preparing the IER for this project along with desalination as discussed above.*

5. Work closely with the County and the other water districts to continue review of this option.

**Response: Soquel Creek Water District**

*The recommendation has been implemented. The District's General Manager participates in monthly meetings of the County's Integrated Water Resources Management Group as well as continues to communicate with other water agencies on possible supplemental supply project collaborations.*

6. We encourage the 2000/2001 Civil Grand Jury to continue to observe and to investigate efforts to address this important problem.

**Response: Soquel Creek Water District**

*The District would welcome the continued interest of the Civil Grand Jury on our progress toward addressing the issue of sustainable water supply.*

## **Watsonville City Water Department – Page 63**

**Respondent:** Watsonville City Water Department

**Response Dated:** July 18, 2000

### **Findings**

The average water demand is six million gallons per day (mgd) with a maximum of ten mgd. Demand is met by pumping from 12 wells utilizing seven storage facilities. The largest storage facility has a capacity of six million gallons and the smallest has a capacity of 240,000 gallons. Pajaro Dunes is connected by pipeline to Watsonville, although the pipe is not currently in use. Water for Pajaro Dunes is pumped and stored locally. Electrolyte levels in Pajaro Dunes are at safe levels. Testing is done regularly at all sources for electrolyte levels.

The City of Watsonville has plans for potential or planned joint projects with the Pajaro Valley Water Management Agency (PVWMA). They include Harkins Slough, Murphy's Crossing and College Lake.

The department would benefit from water imported from the San Luis Reservoir via pipeline, since its use by agricultural would help replenish the aquifer from which the department draws its water. That project was recently rejected by voters of the two districts. The department is working with the PVWMA to overcome the objections that led to the rejection of this project.

In a joint project with PVWMA, the department has completed a study on the feasibility and environmental impact of using reclaimed water for agricultural purposes in Monterey County. It is also working with PVWMA to find ways to optimize pumping patterns in the basin by moving wells, including the department's, away from coastal locations.

**Response: City of Watsonville Water Department AGREES.**

### **Recommendations**

1. Continue cooperation on joint projects with the PVWMA.
2. Implement the proposal to use reclaimed water for agricultural purposes in Monterey County.

**Response: City of Watsonville Water Department**

*The City has recently entered into contracts with the Pajaro Valley Water Management Agency (PVWMA) and the consulting firm of RMC and Associates for the preparation of a preliminary engineering report and environmental assessment of a wastewater recycling (reclamation) project at the City's wastewater treatment plant. Assuming that adequate funding can be secured and there are no unexpected political or environmental*

*obstacles, it is possible that a wastewater recycling project can be completed sometime within the next five years.*

## **Special Charge: Youth and Substance Abuse**

### **Prevention – Page 66**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Office of Education

**Response Received:** August 31, 2000

**Respondent:** Aromas-San Juan Unified School District

**Response Received:** November 21, 2000

**Respondent:** Bonny Doon Elementary School District

**Response Received:** November 3, 2000

**Respondent:** Happy Valley Elementary School District

**Response Received:** November 22, 2000

**Respondent:** Live Oak School District

**Response Received:** December 12, 2000

**Respondent:** Pacific Elementary School District

**Response Received:** November 2, 2000

**Respondent:** Pajaro Valley Unified School District

**Response Received:** None Received

**Respondent:** San Lorenzo Valley Unified School District

**Response Received:** None Received

**Respondent:** Santa Cruz School District

**Response Received:** None Received

**Respondent:** Scotts Valley Unified School District

**Response Received:** None Received

### **Findings**

#### **EDUCATION (DRUGS):**

Ongoing drug education is needed for youth, at least through high school. Parents, teachers, coaches, community leaders and all who influence youth behavior need to be educated. Current programs are inconsistent; there are no county standards.

The principal drug education programs for youth in Santa Cruz County is Drug Abuse Resistance Education (D.A.R.E.), which teaches decision-making skills and emphasizes healthy alternatives to drugs. D.A.R.E. is taught primarily at elementary and middle school levels. There is a complementary high school D.A.R.E. program in various stages of implementation in Scotts Valley and San Lorenzo Valley. Other school districts may or may not be using D.A.R.E. and some districts have their own high school programs. For example:

- Santa Cruz City Schools has a secondary school program called “Healthy Teens”. It incorporates drug and violence prevention with health education, and offers individual and group counseling.
- In South County, the Pajaro Valley Prevention and Student Assistance (PVPSA) Agency works closely with the Pajaro Valley Unified School District and the

Watsonville Police Department. PVPSA provides several prevention programs and, in addition, intervention and treatment programs that, in many cases, involve parents and other family members along with troubled students.

- The Santa Cruz County Office of Education (SCCOE) continues to work on a thirteen-point 'Call For Action' plan, developed in 1999, aimed at reducing youth drug use. The plan includes expansion of several programs currently in use throughout the county, such as, the 'clean and sober' school program, counseling and mentoring, living skills, health and drug education modules, dispensing of up-to-date information for students and parents, and teacher training programs.
- A video series for parents entitled "Helping Your Kids Stay Drug-Free" was presented (English only) in March and April and repeated in May, 2000, in both English and Spanish. Telecasts were broadcast by Community Television of Santa Cruz County, in cooperation with The Criminal Justice Council, Pajaro Valley Prevention and Student Assistance, Friday Night Live and the County Sheriff's Department. Look to these agencies for information on future airings of these and other important videos.

#### **EDUCATION (ACADEMICS) :**

Options, for example, trade schools, are very important to many Santa Cruz County youth. Approximately half of our teens do not pursue higher education—many do not graduate from high school.

The SCCOE-supported Regional Occupational Program (ROP) currently offers 40 subjects in six broad career pathways to over 5000 teens and adults at 17 sites across the county. Details of the program can be viewed on the ROP Internet web site ([www.rop.santacruz.k12.ca.us](http://www.rop.santacruz.k12.ca.us)).

The SCCOE also supports Alternative Education Programs for approximately 1000 students who do not succeed in traditional school settings. In addition to academics, the program teaches living skills, and includes school-to-work and self-esteem building programs.

#### **YOUTH ACTIVITIES:**

Youth have varied needs. In addition to a sound drug and academic education, after school activities play an important role in their overall development. They need a place to go and after school activities. Most schools offer sports programs, but not all students are athletes. Many are interested in the arts (music, dance, drama, visual arts, etc). Some just need a place to play, such as, skate boarding. Others want to or need to work - they need career counseling and job opportunities.

The San Lorenzo Valley Teen Center, which opened in 1999, boasts excellent participation and positive results. First year monitoring indicates a significant downturn in youth crime.

Scotts Valley leaders are currently planning a similar center.

The City of Santa Cruz Parks and Recreation Department is working on a Teen Center plan. A site has now been designated and the center should be operational this year. The goal is to provide programs for teens and young adults. The teen job-training program Student Training and Employment Program (STEP), directed by Parks and Recreation, will be expanded within the center, creating employment for youth to assist with running and maintaining the facility. Partnerships with other youth-serving groups are already in place and include; the

County Office of Education (alternative schools program), Barrios Unidos (Community Based Gang Intervention Agency), Youth Services (support services for teens and parents on substance abuse issues), Youth Crisis Prevention/Intervention Team, Friday Night Live (County Health Services in drug/alcohol prevention), the Youth Serve Program of the Volunteer Center (involves youth in community service-learning projects), the Santa Cruz Boys and Girls Club (recreation for youth), and others.

In Watsonville, Youth Services programs are directed toward improving academic skills, building self-esteem, and developing job and life skills. In addition, the Police Activities League (PAL) sponsors and oversees several sports programs and youth events.

The Santa Cruz County Office of Education plan described above also supports after-school recreational activities. Programs have been implemented in some school districts – other districts could emulate the more creative ideas, such as the PVUSD program which is focused on the arts, and Live Oak School District’s technology-based program.

Skateboarding and in-line skating are very popular in Santa Cruz County, and skate parks are generally scarce. However, County Parks and Recreation has built a skate park in the Live Oak area and a second is planned for Aptos. The city of Santa Cruz has selected a site for a new skate park, which is scheduled to be built later this year. Other communities where skate parks are being considered include Watsonville, Ben Lomond and Scotts Valley.

Youth Coalition Santa Cruz (YCSC) is a program of Youth-SERVE/Volunteer Center, City of Santa Cruz, Friday Night Live, Resource Center for Nonviolence, and the Boys and Girls Club. YCSC is a youth-run group, to empower and support all young people. The coalition provides an outlet for youth ideas, concerns and activism with “a vision to manifest ideas into social changes in our community.” Their programs provide leadership training and encourage community involvement. The Volunteer Centers of Santa Cruz County host a “Teen Volunteer Alliance” and have recently published a ‘Youth Volunteer Opportunities Guide’. To learn more about YCSC, check their Internet web site ([www.scvolunteercenter.org](http://www.scvolunteercenter.org)) or call (831) 427-5070.

Safe, well planned and managed youth events are another key to effective prevention, for example, the multimedia dance party in conjunction with First Night Santa Cruz. Co-sponsored by the County Alcohol and Drug program and Friday Night Live, the New Year’s Eve party featured both live and recorded music, and soft drinks – alcoholic beverages and drugs were not allowed, The event attracted more than 3,000 young people between the hours of 7:00 and 11:00 p.m.

#### **NEW PROGRAMS:**

Each year TFY/UPNJ addresses the most relevant issues derived from Santa Cruz County Youth Survey results.

The most recent surveys continue to show that alcohol is the drug of choice among youth and emphasizes its ease of access. They reveal that the average age of first time intoxication is 13.5 years among users of alcohol and that a third of our eleventh graders use alcohol more than once per month - many weekly and some daily. The numbers of users are growing. In efforts to curtail this alarming trend, the Civil Grand Jury Foreperson joined TFY/UPNJ and the Santa Cruz County Alcohol and Drug Program to assemble a Policy Panel to determine what could be done to control youth access to alcohol. More than 50 leading citizens of Santa

Cruz County worked together to prepare 26 recommendations in five areas including; community, schools, law enforcement, land use and zoning, and merchant practices. The recommendations, published in February 2000, are described in a 15 page TFY/UPNJ report entitled "Policy Panel on Youth Access to Alcohol". Everyone involved with youth, especially parents, should read the Policy Panel Report and take appropriate action.

In addition to the Policy Panel Report, TFY/UPNJ has published two pamphlets to help parents recognize potential youth drug and alcohol problems and guidelines on what to do. Titles are: "Drugs, Alcohol and Teenagers" and "Heroin Use among Young People". Both are available in English and Spanish from TFY/UPNJ.

Copies of the Policy Panel Report and the two pamphlets are available in both English and Spanish from TFY/UPNJ at (831) 479-5466. The documents are also accessible on the United Way internet web site ([www.unitedway.scc.org](http://www.unitedway.scc.org)).

**Response: County Board of Supervisors AGREES.**

**Response: The County Office of Education AGREES.**

**Response: Aromas-San Juan Unified School District – no comment on findings**

**Response: Bonny Doon Elementary School District AGREES.**

**Response: Happy Valley Elementary School District AGREES.**

**Response: Live Oak School District AGREES.**

**Response: Pacific Elementary School District AGREES.**

## Recommendations

1. Continue to follow and support the Together For Youth Prevention Plan—including the Policy Panel Report recommendations.

**Response: County Board of Supervisors**

*This recommendation is being implemented. The Board of Supervisors supports implementation of the Together for Youth Prevention Plan through participation by staff of several County departments, including the Health Services Agency, Sheriff's Department, Parks and Recreation, and the Human Resources Agency. With the support of staff from HSA, Together for Youth is prioritizing recommendations from the Policy Panel Report for implementation in the 2000-01 fiscal year.*

**Response: Aromas-San Juan Unified School District**

*The District is in concurrence with this recommendation and does, and will continue to, support the Together for Youth Prevention Plan. Aromas School, located in Santa Cruz County, will continue to be guided by the tenets of the Plan.*

2. Assure that all county school districts have drug education programs through grade 12.

**Response: County Board of Supervisors**

*This recommendation is being implemented. School districts have primary responsibility for implementing drug education programs in school settings. The County Health Services Agency supports school-based drug education programs by funding school*

*districts, and coordination of training on state-of-the-art prevention programs for school staff and outside agencies that provide drug education in school settings.*

**Response: Aromas-San Juan Unified School District**

*Drug education programs are in place through D.A.R.E. program and TUPE program components from the California Department of Education; Club Live activities for middle school youth; curriculum pertaining to drug issues in the high school health classes; and mental health counseling services.*

3. Recognize PVPSA family programs as model programs to be emulated.

**Response: County Board of Supervisors**

*This recommendation is being implemented. The County works closely with PVPSA on a variety of issues regarding youth.*

**Response: Aromas-San Juan Unified School District**

*This is indeed an excellent program that the District would benefit from. The District does have an ongoing support program with the San Benito County Sheriff's Department.*

4. Expand the Regional Occupational Program to address the needs of job market.

**Response: County Board of Supervisors**

*The County Board of Supervisors has no jurisdiction in this matter, but supports the recommendation.*

**Response: Aromas-San Juan Unified School District**

*ROP is in place at Anzar High School. We currently offer two classes, Video Production and Computer Business Applications. Plans are underway to further expand the program for the 2001-02 school year.*

5. Expand creative after-school programs across all county school districts.

**Response: County Board of Supervisors**

*This implementation is being implemented. The County Health Services Agency's Alcohol and Drug Program will continue to work with schools, Together for Youth, cities and others to expand after-school programs countywide. Together for Youth, with support from the HSA Alcohol and Drug Program, assisted in the development of the San Lorenzo Valley Teen Center, and has obtained grant funding to support the development of a Teen Gathering Place in the City of Santa Cruz. Opening of the Teen Gathering Place is one of Together for Youth's key objectives for 2000-01.*

**Response: Aromas-San Juan Unified School District**

*Aromas-San Juan Unified School District has comprehensive after-school programs at Aromas and San Juan Schools. Funding sources include Title VII and Healthy Start programs.*

6. Expand job centers and vocational counseling for high school youth.

**Response: County Board of Supervisors**

*This recommendation is being implemented. Employment services are provided to eligible youths through the Human Resources Agency at the three One-Stop Career Centers (West Beach Street in Watsonville, Emeline Complex in Santa Cruz, and the EDD office in Live Oak) and through the Workforce Investment Act programs.*

**Response: The County Office of Education**

*The Santa Cruz County Office of Education has, through many of its division, taken steps to assist the community in dealing with the issue of substance abuse among adolescents. The Alternative Education Department has existing collaborations and partnerships that promote healthy lifestyles and we are in the process of expanding and developing new ones to address this issue.*

*As the recipient of a State-funded Drug suppression Grant, students who are enrolled in County Office of Education Alternative Education Programs receive counseling, education and referral services. Admittedly, more is needed; therefore, we have expanded our partnerships. A third clean and sober transition school program is set to open this fall for adolescents who successfully complete the existing YES School or Quetzal School. The Alternative Education Department will also provide educational services to adolescents residing in the newly proposed Tyler House residential program. In addition, we have formed a strategic collaborative with the Pajaro Valley Prevention Student Assistance (PVPSA) Program and Human Resources Agency through the Workforce Investment Act. This grant provides counseling, job training, mentoring, and tutorial services to targeted adolescents. Two assessment centers, in conjunction with these new programs, will open in the fall giving the County Office of Education the immediate ability to conduct academic, vocational and emotional assessment on referred adolescents. The assessment centers will be located at Esperanza School 'in Watsonville and VISTA School in Santa Cruz.*

*The Alternative Education Program's partnership with the Santa Cruz Police Department includes training and education for teachers and instructional aides in the area of drug awareness and prevention, Parent education programs will also be expanded during the 200001 school year in an effort to increase awareness among parents of students who are enrolled in Alternative Education programs. An after-school soccer league for at-risk adolescents located in Watsonville is in the formative stage.*

*As previously stated in another category of this report, the Alternative Education Program has received a \$700,000 two year grant award to implement the educational component of the Workforce Investment Act. Among the targeted student population are those who require additional assistance to complete an education program or to secure and hold employment, including substance abusers. Services will include tutoring, study skills training, basic skills instruction, life skills training and dropout prevention activities, alternative secondary school options, employment opportunities, work experience, occupational skills training, comprehensive guidance and counseling and support and follow-up services. The goal of the Workforce Investment System is to increase the employment, retention and earnings of participants, reduce welfare dependency and enhance the productivity and competitiveness of our population.*

*The Santa Cruz County Office of Education Regional Occupational Program (ROP) currently offers forty subjects in six broad career pathways to over 5000 teens and adults*

*at 17 sites across the County. Programs in the computer industry have been expanded at Aptos High School, Harbor High School, Renaissance High School, Santa Cruz High School, San Lorenzo Valley High School, Scotts Valley High School, Soquel High School and Watsonville High School. ROP courses are already being expanded to include the new high schools of Scotts Valley and the proposed second Watsonville high school. The courses offered by the ROP are a result of ongoing attention to the directions of the job market.*

*Outreach Vocational coordinators for North and South County high schools were added to the ROP in 1999-2000. Additional career counselors are being placed at the new county high schools in Scotts Valley and the second Watsonville location. Surveys among ROP and non-ROP high school students were conducted at all county high schools during the 1999-2000 school year to determine vocational education awareness and participation trends.*

*We concur that ROP should be expanded but our enrollment is capped by the State. We would appreciate political and legislative support to expand training for ROP, after-school programs, job centers and vocational counseling at junior and senior high levels.*

*The Santa Cruz County Office of Education applauds the efforts and successes of the PVPSA and Together for Youth Prevention Program and support their expansion.*

**Response: Aromas-San Juan Unified School District**

*Anzar High School now has a "School-to-Career" coordinator who assists in vocational counseling and job placements.*

**Response: Bonny Doon Elementary School District**

*Bonny Doon Union Elementary School District (BDUESD) applauds the efforts and successes of the PVPSA and Together for Youth Prevention Program and supports their expansion.*

*BDUESD has implemented the recommendations in the following ways:*

*The Superintendent of BDUESD meets monthly with the Santa Cruz County Superintendent and the Superintendents from all of the County School Districts. At these meetings, District Administrators share successful programs as well as network with one another to improve specific areas that need more attention. BDLJESD has joined with the Santa Cruz County Children's Network (we are all community partners) to better understand where resources are needed. By working together, we better understand the risk factors, the protective factors and how we can make a difference. In this setting, the principal of BDLTESD has gathered further info about the implementation of the PVLJSD programs in elementary schools.*

*Enforcing existing laws and ordinances is important. Our school strictly enforces the no alcohol, drugs, or tobacco on campus. BDLTF-SD is embracing the recent assignment of a sheriff's deputy to the Bonny Doon area. The school has created a deputy's station (desk, phone, etc.) in order to facilitate the deputy to be on campus as often as possible. We look forward to fostering positive relationships with law enforcement and our students (grades pre-school through grade 6) in a preventative atmosphere.*

*Bonny Doon does not have a central district, let alone a community center. The School Board has declared their support for the school to serve as a community center. Our facilities-use calendar is evidence of the wide variety of after-hours events that take place at the school. These events include activities for children of all ages as well as adults. The activities included sports, music, dance, drama, martial arts, yoga, gardening, foreign language, etc. We work in cooperation with the volunteer fire department, the local church and retreat center as well as individuals who use the site for family events.*

*BDTJESD has a comprehensive After School Program that serves K-6 students with childcare services as well as extended day academic and environmental programs. Our After School Programs Director is a credentialed teacher with wide range of experience in working with parents of students with special needs, dysfunctional families, and other stressful situations. Close relationships are developed between the families and their caregivers. This creates an opportunity to provide resources to families in need (such as counseling referrals, behavior plans, homework help, etc.).*

**Response: Happy Valley Elementary School District**

*Happy Valley School District supports the ongoing implementation of the Together for Youth Prevention Plan. Students at Happy Valley School will participate in a Drug Education Program, which stresses decision making skills and healthy alternatives to drugs.*

*The family programs provided by the Pajaro Valley Prevention and Student Assistance Agency serve as models for all schools. Happy Valley promotes parent participation in a variety of ways including Family Art Nights, Student Performances, and After School Activities. Students in second through sixth grades participate in our Computer Lab and Homework Help Center programs after school from 3:00 to 5:00 pm. Many Happy Valley students also take part in after school recreational activities supervised by parents.*

*Although our elementary school students are not old enough to take advantage of Regional Occupational Programs and other vocational programs, I support the continuation and expansion of these opportunities for high school students.*

**Response: Live Oak School District**

*The recommendations identified for its age group (pre K-8) are being addressed and implemented through the District's Healthy Kids Task Force. It should be noted that the District has made several joint-use proposals with Santa Cruz County Parks and Recreation to host a Teen Center in Live Oak.*

**Response: Pacific Elementary School District**

*Pacific School District has actively taken steps to implement curriculum that promotes healthy choices and to provide programs that encourage participation in activities where children learn to work and play as members of a caring community.*

*Although Pacific School District only serves children in grades K-6, we also have a nationally recognized preschool where early intervention for possible 'at-risk' students is a high priority. We feel that the health of our community's teens is of great importance and our Board of Trustees has actively supported the development of a tee center that is coordinated through the Community Action Board (CAB) and the Davenport Resource*

*Service Center(DRSC) with additional funding from the Packard Foundation. We have agreed to lease a Pacific School building to the Davenport Teen Center, where our local teens will receive homework help and participate in social events, athletic opportunities, and community service work.*

*Pacific School developed and implemented a School Safety Plan in 1998 that addresses drug use and health issues. Nutrition and health are important, integrated parts of our curriculum and the focus of our award winning Life Lab and Food Lab programs. Children are taught to value their minds and bodies through since united designed to promote healthy choices. As the classroom teacher in the 4-6<sup>th</sup> grade class, prior to taking over as District Administrator, I developed a drug education program, after a two-year project and thesis, on drug education. The program focuses on making healthy choices and setting goals by developing strong self-esteem and appreciation for health bodies through the study of human anatomy and honest discussion about drugs and their effects.*

*Our afterschool recreation program has been so successful that we are finding it hard to provide the space for as many students as want to participate. Children are directed in rich activities that include art projects, sports and music.*

*Over the last year, Pacific School has entered into a partnership with the Santa Cruz Sheriff's Department by adding a sheriff who has a regular North Coast assignment. The officer, Stephen Fish, has made a real effort to get to know people in the community and be known. He checks in at the school regularly and has become known as a sheriff's officer who is approachable and willing to hear the needs and concerns of the community. His presence has discouraged violence, vandalism, and hopefully, drug using by local youth.*

## **Enforcement – Page 71**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz County Sheriff's Office

**Response Received:** September 26, 2000

## **Findings**

While our most recent survey indicates that youth drug use is lower in several key areas, drugs continue to be plentiful and readily available to Santa Cruz County youth. Youth crime has decreased in some areas, such as, San Lorenzo Valley - the San Lorenzo Valley Resource Center attributes the drop in youth crime to its Teen Center activities and community-supported youth programs. Several additional projects are currently in progress.

### **Response: Sheriff's Office AGREES.**

*Although some areas of drug use by minors are in decline, Santa Cruz County still ranks higher than many other communities for youth drug and alcohol usage. The San Lorenzo Valley Teen Center is a valuable local asset that provides a healthy, positive alternative for youth. The Sheriff's Office supports the center and coordinated a Gun Buy Back Program as a fund raiser for the center.*

The first Juvenile Justice Task Force (JJTF) project is a Laws For Youth Handbook. Printing and distribution is expected by Fall 2000.

The second JJTF project is Truancy Impact. Fact-gathering and compiling have been completed. Following analysis, the release plan will include a community forum later this year.

**Response: Sheriff's Office AGREES.**

*The Sheriff's Office will continue to participate in the Juvenile Justice Task Force.*

One of JJTF's new initiatives is to assess the need for a Juvenile Drug Court. This is also the first priority of the Drug and Alcohol Abuse Task Force. The two groups will work together on this and other areas of mutual concern, such as, efforts to secure a detoxification site exclusively for youth. Another JJTF's ongoing project is improvements to Juvenile Hall classrooms, medical services and recreation areas.

The Juvenile Hall Overcrowding Task Force has been working with the courts and law enforcement agencies countywide since August 1999. The programs they have initiated appear effective, as evidenced by the reduced number of youth in residence at Juvenile Hall. One year ago, the facility built to accommodate a maximum of 42 juveniles was inhabited by over 60. More recently, the number of wards in residence has been less than 40. This success is attributed mainly to diversion programs and more aggressive court scheduling to shorten the time incarcerated youth have to wait at Juvenile Hall before their case is heard.

The County Probation Department, in conjunction with law enforcement agencies across the County, continue to support diversion programs for first time offenders. These programs employ closely monitored home supervision techniques. FENIX Services in Watsonville provide day programs allowing first time youth offenders to avoid Juvenile Hall. Electronic monitoring is used for less serious offenders, even if it is not their first offense.

The Watsonville Police Department's Broad-based, Apprehension, Suppression, Treatment and Alternatives (BASTA.) program, supported by the County Probation Department, is a gang violence suppression project to divert gang activity and promote positive, constructive behavior.

**Response: Sheriff's Office AGREES.**

*The Sheriff's Office is a BASTA partner providing a full-time deputy sheriff to the program.*

The City of Santa Cruz has recently passed a 'shoulder-tap' ordinance making it illegal for minors to solicit the services of an adult to obtain alcoholic beverages. It has always been illegal for adults to obtain alcoholic beverages for minors. The intent of this ordinance is to allow law enforcement officials to intervene and take appropriate steps to discourage young offenders from using alcohol, just as other diversion programs work to stop youth from using all drugs.

A new County position has been created for alcohol and drug assessment and evaluation of both court wards and non-court wards. This staff position will enable a closer, more direct involvement, by County Alcohol and Drug Services.

Sheriff's Community Service Centers make it much easier for non-city residents to utilize the services of the Sheriff's Department. The four Centers are located in Freedom, Live Oak, Aptos and Felton. A Sergeant is assigned to each location along with deputies who patrol the area. They are involved in their respective communities including youth anti-drug programs, sports activities and other school and community programs. The Centers are staffed Monday through Friday by trained volunteers who work as a team with the Sheriff's office to provide a host of neighborhood services. They enable deputies to focus on more serious crime issues. These dedicated volunteers are valuable assets to the Sheriff's Department and to their communities.

Neighborhood Accountability Boards (NABs), established by County Probation mid-1999, offers an opportunity for the community to take an active role in confronting and resolving the problems of juvenile crime in their neighborhoods. The program provides an effective alternative to prosecution of first time offenders by holding the minor accountable through a variety of sanctions including restitution, community service, education and counseling. To date, more than twenty cases have been heard by trained community volunteers in five Santa Cruz County communities and only two offenders have repeated. Conventional processes were then enforced and the two offenders were remanded to Juvenile Hall as wards of the court.

Teen Peer Court offers a "by teens for teens" alternative for misdemeanor crimes by 13 to 17 year olds. This program emphasizes self-improvement, self-esteem and a healthy attitude.

**Response: Board of Supervisors AGREES.**

**Response: Sheriff's Office AGREES.**

*The Sheriff's Office participates in the neighborhood accountability process. Sheriff's Service Center staff provides investigative information to the Board on cases and space for the Neighborhood Accountability Board to meet.*

## **Recommendations**

1. Continue diversion and intervention programs aimed at keeping first time youth offenders out of Juvenile Hall. Support participation by all law enforcement agencies countywide.

**Response: Board of Supervisors**

*This recommendation has been and will continue to be implemented. In calendar year 1999, 712 youth were diverted. Several hundred more were involved in the alternatives to detention services.*

*The County Health Services Agency participates in the implementation of this recommendation through a Juvenile Hall Alcohol and Drug Specialist who provides assessment, treatment referrals and case management services for youth in Juvenile Hall and their families. HSA provides for mental health and substance abuse treatment services for first-time youth offenders and others through contracts with Youth Services, Palomares, Triad, Pajaro Valley Prevention and Student Assistance, and the Santa Cruz Community Counseling Center. New services to be opened in 2000-01 include a mid-county Youth Services clean and sober classroom, and a 6-bed residential dual diagnosis youth program.*

**Response: Sheriff's Office**

*The Sheriff's Office will initiate a new program in the fall to work with youthful runaways to provide services and referrals. Often runaways turn to criminal activity or become victims. This important program will divert first-time offenders away from criminal activity.*

2. Maintain other successful programs, such as, Neighborhood Accountability Boards and Teen Peer Court.

**Response: Board of Supervisors**

*This recommendation is being implemented. The County Probation Department plans to expand the accountability boards in the upcoming year. Teen Peer Court funding is being lost, however, the Teen Peer Court Advisory Board and the Probation Department will be actively seeking new funds to continue programming. The Teen Peer Court program only diverts about 15 youth annually and is viewed primarily as an educational opportunity for youth not in the juvenile justice system, however, the County supports the program and will continue to do so.*

**Response: Sheriff's Office**

*The Sheriff's Office will continue to assist the Neighborhood Accountability Boards and Teen Peer Court.*

3. Continue BASTA support and expand to include other communities where youth gangs are present.

**Response: Board of Supervisors**

*This recommendation requires further analysis. BASTA has been funded since 1992-93 by the Office of Criminal Justice Planning and is a multi-component, inter-agency collaborative project. Although the BASTA program has been very successful, the on-going status of the program is in some doubt. Continued funding from the Office of Criminal Justice Planning is not expected to continue after June 30, 2001. The loss of the OCJP grant is \$500,000 per year, plus \$150,000 in local match. Several attempts to duplicate the BASTA model in North County have been unsuccessful despite great effort. The BASTA Steering Committee will be working on sustainability plans through the end of this calendar year. If possible, the group will reapply to OCJP or seek additional sources of funding.*

**Response: Sheriff's Office**

*The Sheriff's Office will continue its partnership with the BASTA Team. A deputy is assigned to the BASTA Program.*

4. Continue efforts to establish a permanent juvenile drug court.

**Response: Board of Supervisors**

*This recommendation is being implemented. The County Alcohol and Drug Program is currently administering a Federal planning grant for determining the feasibility of implementing a drug treatment court for juveniles in Santa Cruz County. The members of the Drug Court Steering Committee include the Probation Department, Courts, District Attorney's Office, Criminal Justice Council and Pajaro Valley Prevention and Student Assistance, Inc.*

**Response: Sheriff's Office**

*The Sheriff's Office supports a Juvenile Drug Court and will participate with CJC towards implementation.*

**Treatment – Page 74**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Findings**

As recommended, residential treatment became a high priority item in 1999. In the current fiscal period, two six-bed residential youth treatment centers, operated by Palomares Group Homes, have been opened for adolescent boys referred by Santa Cruz County Probation. The homes are located in Aptos and Freedom.

The Group Home Society of Aptos provides treatment for adolescent girls, but the facilities are inadequate. The demand is much greater than services available.

For non-court wards, the County Department of Alcohol and Drugs has obtained funding and have selected the Santa Cruz Community Counseling Center to manage a new co-ed residential facility. A La Selva Beach home has been procured for this facility that should be operational July 2000. An initial six beds are to be expanded to ten beds in 2001. A program manager has been hired.

County Probation has also initiated a community-based day treatment program, called Probation Alternative Resources for Kids (PARK), with centers in North County and South County. Each Center can accommodate eighteen minors who participate in a highly structured six month program. The program is staffed by Probation officers six days a week and includes evening events. Crisis/mobile service response is available on days the centers are closed. Participating minors receive a full schedule of academic classes from the Santa Cruz County Office of Education. In addition, a wide variety of educational and counseling services are available to participants and their families, provided by several cooperating community-based organizations.

The Santa Cruz County Office of Education "Clean and Sober" school program, in conjunction with YOUTH SERVICES, currently provides day-treatment services for 50 eligible youth, 20 in Watsonville and 30 in Santa Cruz.

**Response: Board of Supervisors AGREES.**

**Recommendations**

1. Continue to assess youth treatment needs and support a continuum of services at strategic locations - outpatient, site-based and residential services.

**Response: Board of Supervisors**

*This recommendation is being implemented. Currently an inter-disciplinary team from the Probation Department and Mental Health and Drug and Alcohol Services are meeting to assess the treatment needs and identify gaps in services. One of the gaps that has already been identified is residential treatment for female court wards. The team is assessing services including GROW, PARK, Redwoods and group homes to determine*

*what additional assessment, treatment and aftercare services are needed to deal more effectively with court wards who need treatment - both outpatient and residential. A number of new funding sources may become available during this fiscal year to enhance drug treatment services. A six-month planning period is anticipated with responsible parties being Dane Cervine, Mental Health; Bill Manov, HSA, Drug and Alcohol Services; Scott MacDonald and Judy Cox, Probation.*

2. Establish permanent residential treatment facilities for girls, in and out of the criminal justice system.

**Response: Board of Supervisors**

*This recommendation is being implemented. A residential treatment program that accommodates girls is opening this calendar year. This program will accept girls who may be involved with the criminal justice system, but who are not court wards. Additional study is needed to determine if there are sufficient numbers of girls needing treatment who are court wards to make opening of a free-standing residential treatment program for girls a feasible option. Other options include development of a co-ed residential treatment program for court wards, establishing a regional program for girls, or admitting female court wards to the new co-ed residential youth treatment program for non-court wards.*

3. Establish youth and family alcohol and drug counseling in strategic county locations.

**Response: Board of Supervisors**

*This recommendation is being implemented. HSA has contracted with Youth Services to open a new, 30-slot day treatment clean and sober classroom in mid-County in 2000-01. In addition, HSA contracts with numerous providers of youth and family alcohol and drug counseling services throughout the County. As additional funding becomes available, further expansion will be considered.*

4. Continue creative funding programs as described in the County High-Risk Drug Task Force plan.

**Response: Board of Supervisors**

*This recommendation is being implemented. The Health Services Agency is leveraging State and Federal funding sources wherever possible to develop additional services. For 2000-01, HSA is working with Palomares to obtain new EPSDT MediCal funding to strengthen alcohol and drug treatment supports during evening and weekend hours (including more intensive family treatment) at the Palomares 12-bed residential program for court wards. HSA is also initiating discussions with existing providers to expand outpatient and case management services for youth using Drug MediCal funding.*

5. Continue efforts to secure a detoxification site for youth.

**Response: Board of Supervisors**

*This recommendation is being implemented. Outpatient detoxification of youth from heroin is available through the Triad methadone clinic, however, there is clearly a need for additional detoxification services for youth. It is well-established in the research that the vast majority of persons who do not receive continuing treatment services after*

*detoxification quickly relapse. Consequently, it is essential that development of any new detoxification services for youth be accompanied by development of additional on-going treatment services to accommodate youth who complete the detoxification program.*

## **Coordination – Page 76**

**Respondent:** Santa Cruz County Board of Supervisors

**Response Received:** September 26, 2000

**Respondent:** Santa Cruz City Council

**Response Received:** None Received

**Respondent:** Watsonville City Council

**Response Received:** December 7, 2000

**Respondent:** Scotts Valley City Council

**Response Received:** September 26, 2000

**Respondent:** Capitola City Council

**Response Received:** November 2, 2000

## **Findings**

The main obstacle to implementing good ideas is lack of funding. Whether supported by state, federal and private grants or from county and city general funds, there are always too many programs and too little funding. The need to prioritize is ever present, as agencies continue to compete for available funds. Effective prioritization requires decision-makers to be well informed.

County and City leaders must be aware of the potential dangers of programs that advertise “NO ALCOHOL,” such as, RAVES or TRANCES - and other all-night dance parties where ‘club drugs’ are known to be prevalent. The menu often includes MDMA (ecstasy), GHB, ketamine (special K), methamphetamine, LSD and other popular party drugs associated with date rapes, serious health problems and even youth deaths. Research by the National Institute of Drug Abuse (NIDA) clearly shows that there are no harmless ‘club drugs’. All are addictive and all can cause serious and possibly permanent physical and mental impairment - and death.

Though progress is being made on several fronts – prevention, enforcement and treatment - the problem is certainly not solved. All we can do is continue to work the issues and do everything possible to keep our youth healthy and safely out of harms way. The grand jury can contribute significantly to these efforts by confronting the issues and reporting on status and effectiveness of programs. Identifying continuing and changing needs will help keep our county and city officials focused and the citizens of Santa Cruz County informed.

**Response: Board of Supervisors AGREES.**

**Response: Capitola City Council – no response to Findings.**

**Response: Scotts Valley City Council – no response to Findings.**

**Response: Watsonville City Council AGREES.**

## Recommendations

1. Continue to recognize and support the most knowledgeable involved organizations for effective direction, such as, "Together For Youth/Unidos Para Nuestros Jovenes" for prevention and the Juvenile Justice Council for enforcement.

**Response: Board of Supervisors**

*This recommendation is being and will continue to be implemented.*

**Response: Scotts Valley City Council**

*The Police Department for the City of Scotts Valley has been active for many years with "Together For Youth/Unidos Para Nuestros Jovenes" by our attendance through administrative personnel and more recently, working closely with our juvenile officer within the department's Investigations Unit. The Chief of Police has been involved for many years with the Juvenile Justice Council as a member of that board and has carried numerous programs as well as vital information back to the community, personally or through departmental staff.*

*In addition to these organizations, the Police Department Captain attends the Criminal Justice Council Juvenile Justice Task Force which has developed a good deal of countywide programs as well as successfully obtaining grants on state and federal levels to address these issues. In recent years, the department has further reached out to the community in order to focus on our community's youth through a summer TREK Program involving children from ages 7 to 14 years, which was designed to have police officers bond with children as part of our PAL Program.*

*This summer, the Police Department initiated a Junior Police Academy where junior high and high school students are given the opportunity to bond and observe the actual workings of police personnel during an 8-week summer program. These programs are run by the Investigations Unit as is the School Resource Officer program which is the newly created position at the Scotts Valley High School as well as a part-time Juvenile Community Services Officer, who is responsible for assisting not only the SRO but also with the entire juvenile officer program.*

**Response: Watsonville City Council**

*The City's recreation division participates in the Together for Youth*

*Collaborative and the police department participates in the Juvenile Justice Task Force of the Santa Cruz County Criminal Justice Council. In addition the City collaborates with Pajaro Valley Prevention and Student Assistance Inc. and Pajaro Valley Unified School District in matters related to youth drug abuse.*

2. Continue to use the County High-Risk Drug Task Force treatment plan and creative funding recommendations as long as they remain valid. Reassemble this task force as needed to maintain a relevant plan.

**Response: Board of Supervisors**

*This recommendation is being and will continue to be implemented.*

**Response: Scotts Valley City Council**

*The Scotts Valley Police Department continually supports and attends the County Criminal Justice Council Drug and Alcohol Task Force. As a result of this task force, Santa Cruz County has established its first ever drug court for adults and is currently looking into utilizing this same program for juveniles. This task force is attended by the department's administrative staff and the task force is directed through the Criminal Justice Council that is attended regularly by the Chief of Police and two City Council Members.*

**Response: Watsonville City Council**

*Santa Cruz County's High Risk Drug Task Force was a coalition of leaders in the areas of juvenile drug alcohol prevention and treatment. They sought strategies to provide services to court and non-court wards with drug addictions and high drug use. One such treatment strategy was the Freedom based Palomares Group Home. The Watsonville Police Department will continue to coordinate youth referral services for drug treatment with the probation department through the three police department based probation officers. Information about offenders and the need for treatment facilities is also discussed and coordinated through the multi-disciplined gang violence prevention program known as BASTA. In addition the City seeks Federal and State funding to provide youth alternatives to drug, alcohol and gang activities. The City's programs include a wide range of alternatives such as: the Police Activities League, soccer leagues, a new Freedom Branch Library, youth night activities with Friday Night Club Live, science workshop activities, computer lab, and recreational activities throughout the year.*

3. Take steps to assure that all appropriate agencies are knowledgeable about new, potentially epidemic drug problems, and the public is kept informed.

**Response: Board of Supervisors**

*This recommendation is being and will continue to be implemented. The County Health Services Agency is implementing this recommendation through support of the semi-annual student alcohol and drug survey, and coordination of inter-agency information sharing about new drug trends in venues such as the Together for Youth prevention collaborative and the Alcohol and Drug Abuse Commission. HSA has worked with Together for Youth to develop and distribute pamphlets for parents about youth heroin use, and will continue such efforts in the future.*

**Response: Scotts Valley City Council**

*The Police Department for the City of Scotts Valley has continual, ongoing training through the Department of Justice, the Santa Cruz County Narcotics Enforcement Team (SCCNET), the California Narcotics Officers Association (CNOA), the Orange County District Attorney's Office through its video training updates, as well as the California Peace Officers Standards and Training (P.O.S.T.) courses that certify police officers' training on a statewide basis. This type of training allows officers from the department to be knowledgeable about the new and potentially epidemic drug problems occurring not only in Santa Cruz County but also throughout the state of California as well as the nation.*

*The department has taught drug awareness programs through the DARE institute to children within the City of Scotts Valley for the last six years. This last year, we expanded this program into the new Scotts Valley High School and taught a record number of 700 students through the Scotts Valley Unified School District as well as a private Christian school located in Scotts Valley. Additionally, high school parents are being introduced to a drug awareness program specifically designed for parents. This program is taught by the School Resource Officer and will be an ongoing program for parents attending this high school.*

**Response: Watsonville City Council**

*This recommendation is being and will continue to be carried out. The City of Watsonville is doing this through financial support of the semiannual student alcohol and drug survey. Coordination of inter-agency information sharing about new drug trends occur in settings such as the BASTA gang violence prevention collaborative, Santa Cruz Narcotics Enforcement Task Force and the Juvenile Justice Task Force. In addition the City has developed and did surveys of students, parents, and the community about drug use. The City used this data to develop strategic plans to address the problem. The City with the help of KCBA-FOX 35 produced and aired a public service announcement. The City also developed and distributed pamphlets to parents and the business community about youth drug use, drugs and their symptoms, and where to get help. The City will continue such efforts in the future.*

4. We encourage the 2000/2001 Civil Grand Jury to continue to observe and to investigate efforts to address this important problem.

**Response: Board of Supervisors**

*The County Board of Supervisors supports the recommendation.*

**Response: Scotts Valley City Council**

*The City of Scotts Valley agrees with this recommendation.*

**Response: Watsonville City Council**

*The City supports the recommendation.*

**Response: Capitola City Council**

*The Capitola Police Department is extremely aware of youth drug abuse in Santa Cruz County, and works on a daily basis in enforcement and prevention. We have implemented many programs and strategies to deal with this critical problem. Currently the Capitola Police Department participates in or administers the following programs. All of these programs are funded by the city's general fund, and carried out by police department employees:*

- *Teach the DARE program to all of Capitola Elementary School's 5th grade students We also visit the younger students, and teach a DARE module in the middle school. Our commitment to Capitola's youngsters in this regard is part of Capitola PD's very framework.*
- *Administer a Youth Diversion program that requires all first and second time minor offenders to meet with a youth services officer. Youth that are determined*

*to be at risk or involved in drug abuse, are referred to a county drug diversion program.*

- *Police Department staff is involved with, and a member of the "Together For Youth/Unidos Para Nuestro Jovenes" organization.*
- *Members of the Criminal Justice Council's Juvenile Justice Task Force*
- *Member of the School Attendance Review Board.*
- *Our uniformed officers visit the school grounds daily, having lunch with the kids, and talking with them about the perils of drug use and the dangers of violence.*

*The City of Capitola is committed, through it's police department, to doing all within its ability to train and educate our youth about the dangers and consequences of using drugs and alcohol.*



# County of Santa Cruz

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## Instructions for Respondents

## Instructions for Respondents

Key provisions of Penal Code §933.05 require that the responding officials or governmental entities must specifically comment upon each finding and each recommendation of the Grand Jury Report, rather than preparing a generalized response. Each published finding must be acknowledged by the respondents as correct or incorrect. Explanations for disagreements must be provided. Please use the format below to prepare your response. The full text of Penal Code §933.05 is provided below.

### ***Response Format***

1. Provide the title and page number from the original report.
2. Provide the date of the response.
3. Quote the text of the original finding.
4. Respond to the finding indicating if the entity
  - agrees
  - partially agrees
  - disagreesIf the entity partially agrees or disagrees with the finding, specify the section of the finding and include an explanation.
5. Quote the text of the original recommendation.
6. Respond to the recommendation indicating if the entity
  - has implemented the recommendation
  - has not yet been implemented, but will be implemented in the future, with a time frame for implementation
  - requires further analysis with an explanation, scope, parameters, and the time frame for completion which should not exceed six months
  - will not implement the recommendation because it is not warranted or is not reasonable, with an explanation
7. Respond to each report in a separate document or separate pages of one document to allow the easy distribution of the responses to the various committees.
8. For an example, see the Board of Supervisors responses to the 1999-00 Grand Jury Final Report: <http://www.co.santa-cruz.ca.us/grndjury>.

### ***When to Respond***

A table indicating which entities are required to respond follows each report. This table also includes the corresponding recommendation numbers requiring a response and the number of days each entity has to respond. Responses from elected officials or administrators are required no later than 60 days from the publication of this report, August 31, 2001. Responses from the governing body of any public entity are required no later than 90 days from the publication of this report, September 30, 2001.

### ***Where to Respond***

The Honorable Robert Yonts  
Presiding Judge  
Santa Cruz Superior Court  
701 Ocean Street  
Santa Cruz, CA 95060

### ***Penal Code §933.05***

- a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:
  1. The respondent agrees with the finding.
  2. The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.
- b) For purposes of subdivision (b) of Section 933, as to the each grand jury recommendation, the responding person or entity shall report one of the following actions:
  1. The recommendation has been implemented, with a summary regarding the implemented action.
  2. The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
  3. The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or director of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the grand jury report.
  4. The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

- c) However, if a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county department headed by an elected officer, both the department head and the board of supervisors shall respond if requested by the grand jury, but the response of the board of supervisors shall address only those budgetary or personnel matters over which it has some decision-making authority. The response of the elected department head shall address all aspects of the findings or recommendations affecting his or her department.
- d) A grand jury may request a subject person or entity to come before the grand jury for the purpose of reading and discussing the findings of the grand jury report that relates to that person or entity in order to verify the accuracy of the findings prior to their release.
- e) During an investigation, the grand jury shall meet with the subject of that investigation regarding the investigation, unless the court, either on its own determination or upon request of the foreperson of the grand jury, determines that such a meeting would be detrimental.
- f) A grand jury shall provide to the affected agency a copy of the portion of the grand jury report relating to that person or entity two working days prior to its public release and after the approval of the presiding judge. No officer, agency, department, or governing body of a public agency shall disclose any contents of the report prior to the public release of the final report.