

Santa Cruz County Grand Jury



2007 - 2008

Final Report



County of Santa Cruz

GRAND JURY
701 OCEAN STREET, ROOM 318-I
Santa Cruz, Ca 95060
(831) 454-2099

June 2008

Dear Citizens of Santa Cruz County,

It is with great pride that we present the 2007-2008 Santa Cruz County Grand Jury Final Report. State law charges the Grand Jury with review and oversight of county agencies and entities that receive county funds. Our task is to investigate and report on county operations to ensure they are being administered efficiently, honestly, and in the best interests of citizens. The Grand Jury believes this report will add to your understanding of issues within Santa Cruz County. We hope that the information presented, the issues raised, and the problems found will contribute to a more responsive, accessible, and responsible government.

This report is a compilation of information provided by your public officials, research by the Grand Jury, and the insights we gained during our interviews. Our charge is to make sure the information is correct and presented to you without bias. We have done our best to be objective, and we hope that much good comes from our efforts.

We would like to thank the various entities and county employees who took the time to educate us and answer our questions. I would personally like to thank my fellow grand jurors who have given generously of a most precious commodity, their own time.

Sincerely,

A handwritten signature in cursive script, appearing to read "Pat Rex".

Pat Rex, Foreperson
2007-2008 Santa Cruz County Grand Jury

Table of Contents

Introduction	iii
Grand Jurors	v
<hr/>	
Code Compliance Enforcement – Does it pass inspection?	1
<i>Santa Cruz County’s handling of code violation complaints</i>	
Handpicked for the Job?	9
<i>A look at allegations of unfair hiring practices by Santa Cruz County</i>	
The List	15
<i>Complete list of all of Santa Cruz County’s special districts</i>	
A Promise Kept	19
<i>Health care for low-income families</i>	
Santa Cruz County Jails Review	41
Main Jail	43
Rountree Detention Facilities	59
Juvenile Hall	65
Blaine Street Women’s Facility	73
Court Holding – Santa Cruz	79
Court Holding – Watsonville	83
Camp 45	87
Watsonville Public Library – Potential for Greatness	91
<i>Review of Watsonville’s new Main Library</i>	
What is “County Fire”?	101
<i>Fire protection in County Service Area 48</i>	
<hr/>	
Instructions for Respondents	117

Introduction

Two Types of Grand Juries in Santa Cruz County

Although when they hear the term “Grand Jury” most people think of a criminal Grand Jury that issues indictments, there is a second, less familiar type of Grand Jury found in all California counties. The regular, or civil, Grand Jury is an investigative body composed of nineteen members that serve for one year. This jury is not involved with trials but instead serves as a watchdog over local government and other tax-supported entities.

Santa Cruz County impanels both a criminal and civil Grand Jury.

Duties and Powers of the Civil Grand Jury

The civil Grand Jury has three primary functions:

- To randomly audit local governmental agencies and officials.
- To investigate citizens' complaints.
- To publish its investigative findings and recommendations.

The civil Grand Jury investigates local government agencies and officials to evaluate if they are acting properly. The jury summarizes its findings and makes recommendations in a public report, completed at the end of its year-long term. Government agencies or elected officials discussed in the report are generally obligated by law to formally and publicly respond.

Citizens may submit complaints directly to the Grand Jury requesting that it investigate what they perceive as wrongdoing by a public agency or official. The jury determines which of the complaints it receives to examine, considering the type of complaint and weighing the resources needed to conduct the investigation.

Complaint forms are available at the address and website shown below.

Santa Cruz County Grand Jury
701 Ocean Street, Room 318-I
Santa Cruz, CA 95060

Telephone: (831) 454-2099

FAX: (831) 454-3387

Email: grandjury@co.santa-cruz.ca.us

Website: <http://www.co.santa-cruz.ca.us/grandjury>

2007 – 2008 Grand Jurors



Front row, left to right: Bill Patterson
Charlie Levine
Brelis Young
Mary Bergthold
Juanita Stock
Hallie Carl
Gwen May

Back row, left to right: Al Keuter
Clyde Vaughn
CaroleBeth Shannon
Mindi Amos-Broughton
Doug White
Amaya Swanson
Pat Rex
Michele Young
Scott Thomas
Jan Schulze

Not shown: Chris Jong

Code Compliance Enforcement

Does it pass inspection?

This Grand Jury set out to discover why it takes so long to resolve code compliance complaints. We sought to gain a basic understanding of the mechanism for resolving code violations and the limitations on enforcement.

A code compliance staff of dedicated professionals copes with 750 incoming complaints each year, but despite its best efforts resolves only 80 percent of them. We noted that the goal of the enforcement program is to handle violations fairly and without litigation if at all possible. The process, however, allows violators many options for legal action and delay.

Except in rare instances, code violations are only reported via citizen complaints. County personnel are not required, or even encouraged, to report violations unless they observe very significant health or safety issues. In addition, some obvious violations of code are not enforced. For example, County Code specifies that hedges and fences surrounding properties are to be limited in height to ensure there is available light and adequate visibility; these height limitations are rarely enforced.

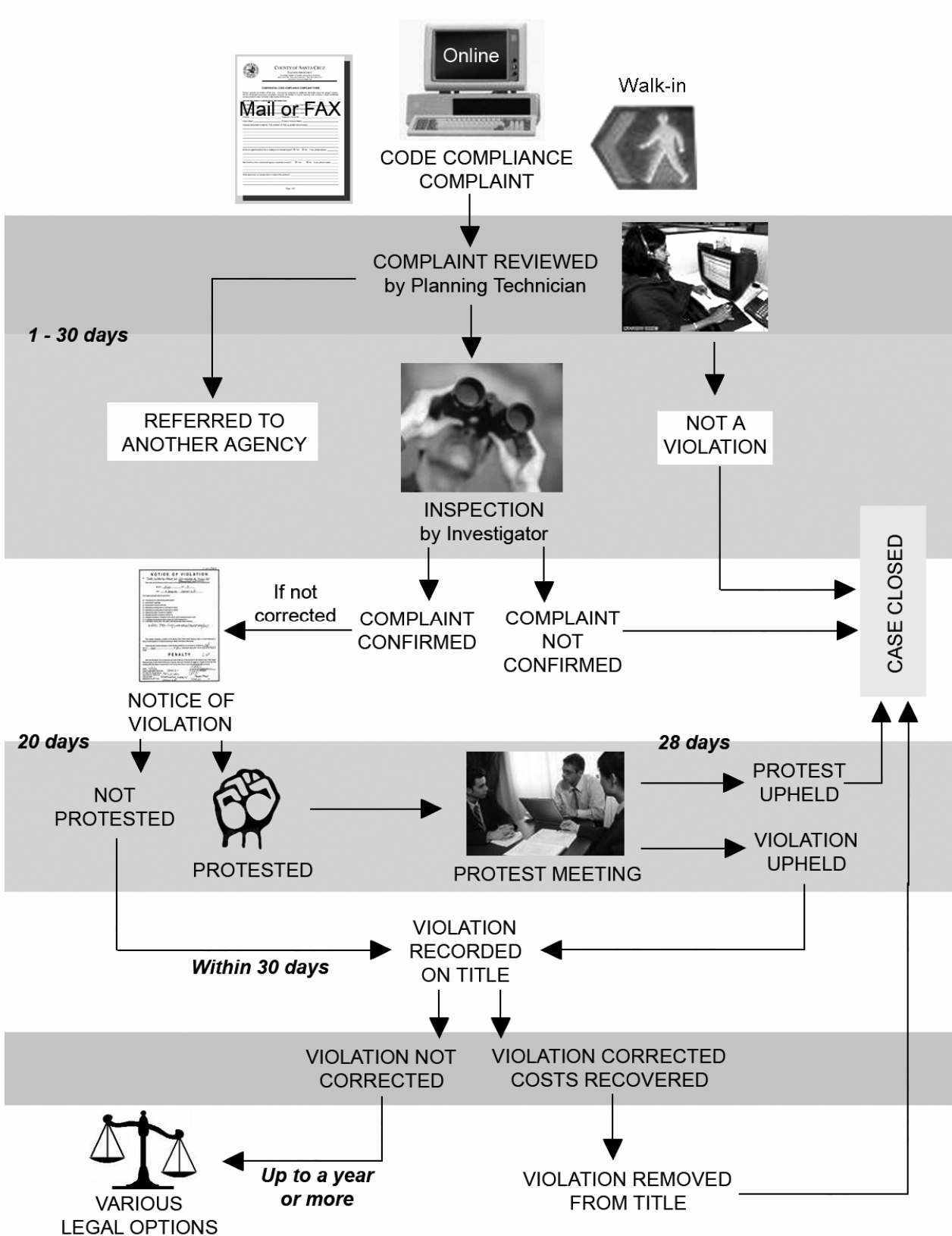
The Planning Department has developed a unique solution for the unrelenting workload, a novel compliance-by-mail process for commonly encountered low-priority violations, such as a recreational vehicle illegally used as a living unit.

Despite the steady growth in the number of unresolved complaints, the code compliance group is struggling to convert complaint data from its 1990s mainframe application to a 2000-vintage server-based system. Porting of old-system records to the new system awaits the completion of data management reports by the County's Information Systems Department. The reports rely on accurate data entry; however, we found many errors. Although mistakes are understandable given the heavy workload, the accuracy of future resource planning is dependent upon precise complaint data.

Given county government's ongoing efforts to fund its budget, it is not surprising to find the Planning Department has an unfilled code compliance investigator position, which will likely lose its funding for fiscal year 2008 - 2009. This jury recommends increasing staff with volunteers, reducing workload, or utilizing existing staff presently assigned to other areas.

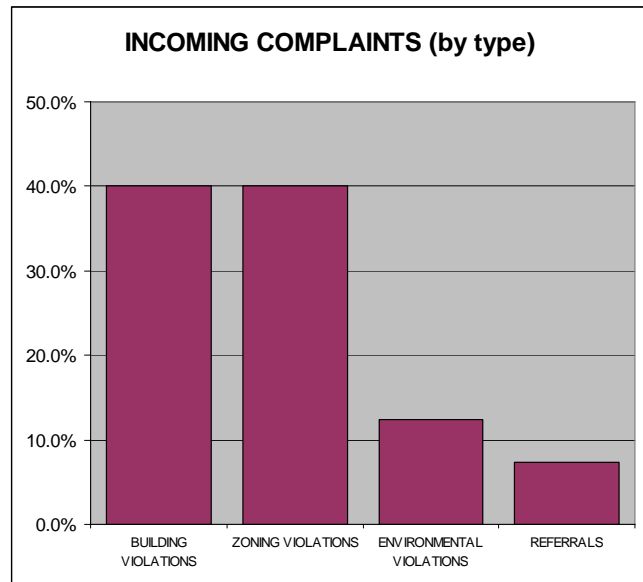
A high volume of complaints combined with understaffing and savvy violators, results in non-enforcement of violations at some times, ponderous enforcement at others, but smooth complaint resolution much of the time. The following chart illustrates the code compliance complaint resolution process.

THE ROAD TO COMPLIANCE



Findings

1. The Planning Department currently uses two parallel data systems:
 - ALUS (Automated Land Use System), an older system, is used by the entire Planning Department and also the Assessor’s Office
 - The Hansen Information Technologies Permit Tracking System (HANSEN®), a newer system, has been in development since its purchase by the county more than five years ago and currently used only by the code compliance group. All new code violation complaints have been entered into the HANSEN® system since the middle of 2007.
2. County code violations do not always result in enforcement action.
 - The Planning Department documents some violations but does not enforce them, for example, violations of residential property fence height limits.
 - Some enforcement decisions are based upon Board of Supervisors’ policy, such as the 2002 board policy specifying that structures built pre-1980 without permit will not be subject to enforcement.
 - “No enforcement” is one complaint classification category in HANSEN®. Between March 29, 2007, and February 7, 2008, 11 percent of “no enforcement” decisions were based on policy adopted by the board; the remaining 89 percent were decided within the Planning Department without clear policy guidelines.
3. There is no formal policy requiring county building inspectors or code compliance investigators to report code violations they might chance upon.
 - The City of Watsonville requires home maintenance compliance, and its inspectors report violations they happen to see.
 - The City of Santa Cruz expects its staff to report obvious violations it encounters as a matter of policy.
4. After a party files a complaint and receives an initial acknowledgement letter, the complainant is responsible for future contact with the Planning Department to determine the status of the violation.
5. It appears to be technically feasible to access the public information contained in the code violation database and there is a plan to implement public online access before the end of 2009. Currently, members of the public wishing to learn the status of a code violation must telephone or visit the Planning Department.
6. The code compliance staff fields roughly 750 incoming complaints annually. About 300 of the complaints require continuing extensive investigation and action. These represent approximately 40 percent of the total; the other 60



percent are either found to be invalid or are referred to another agency for appropriate action.

7. Each of the four full-time and one half-time code compliance investigators averages 66 new complaint investigations per year (not including those classified as “no violation,” “no enforcement action,” or “referred to other agency”), or fewer than two each week.
8. The code compliance group has positions for one typist/clerk, one planning technician, five code compliance investigators, and a principal planner. Additional assistance may also be provided by county financial and legal staff.
9. Earlier this year one investigator worked half time assisting the Planning Department’s understaffed fiscal section.
10. One additional investigator position has been funded but will not be filled during 2008; funding for this position for 2009 is not guaranteed.
11. Staff responsible for data entry works part time performing Planning Department receptionist duties.
12. To help reduce the overall workload, follow-up with complainants is generally limited to a single written acknowledgment that the complaint has been received. Also the Planning Department does not take any enforcement action against some low-priority violations or investigate anonymous complaints.
13. Compliance-by-mail form letters are sent to violators asking for voluntary cooperation in correcting some low-priority violations. Violators comply by returning a signed *Declaration and Affidavit of Correction*. Investigators may subsequently perform an inspection to confirm compliance. Violations currently handled this way include illegally inhabited mobile homes or campers, or people keeping too many cats or dogs. Compliance-by-mail was used in two percent of the complaints reviewed by the Grand Jury.
14. Despite two requests, the Grand Jury was not provided with precise data describing the size of the backlog of unresolved code compliance complaints or the rate at which this backlog is growing. One estimate provided was that for every 100 complaints entering the system 80 were being resolved, leaving 20 to accrue to the existing backlog. Based on this estimate and the annual number of complaints, the backlog of unresolved complaints would grow by about 150 a year.
15. There are many rules built into the current code violation resolution system that allow violators to delay complying with code requirements. Examples:
 - It may take six weeks or more to get on the calendar for a protest hearing.
 - Once the hearing is scheduled, the violator has the right to delay the hearing once.
 - During the hearing, a violator may request a continuance, which the judge will usually grant.
16. In 2003, the Planning Department committed to the Board of Supervisors to develop written procedures for using the HANSEN® system. The code compliance group has

established process mileposts and created a detailed flow chart, but there is no employee procedures manual for handling complaints.

17. Except for a single summary report, the HANSEN® system was not generating data management reports as of March 1, 2008.
18. The Planning Department has requested at least 12 data management reports. As of April 11, 2008, only six of the reports originally requested the previous December were completed.
19. The Planning Department has not asked for a routinely-generated report listing unresolved cases chronologically, with the oldest first.
20. The Grand Jury reviewed 100 consecutively numbered complaints (spanning entry dates between August 10 and September 27, 2007) and found the following:
 - Almost 30 percent of them were incorrectly coded.
 - Nearly 18 percent of the complaints had activity dates earlier than the entry date. These differences mean that work was performed on the complaints before their entry into the HANSEN® system. The largest discrepancy between entry date and the activity date was more than two months.
 - The Planning Department received more code violations than it resolved. After six months, unresolved complaints outnumbered resolved complaints by 50 percent.
21. In April and May of 2008, the Planning Department presented several code change proposals to the Board of Supervisors. Some were approved and others were tabled for further study and discussion. While major focus of the changes was on rules for building second units, among the approved changes were several that are intended to reduce the burden on code enforcement by eliminating requirements judged unnecessary. For example, the County now intends to
 - exclude most demolition from requiring Coastal Commission approval.
 - allow installation of solar energy systems in the coastal zone without a discretionary permit.

Conclusions

1. A growing backlog of unresolved code compliance complaints can cause county residents to lose confidence in the effectiveness of the resolution process.
2. Some of the delay in complaint resolution is unavoidable because it is built into the system.
3. Without accurate data management reports, future department budget and staff planning decisions cannot be as informed as they should be.
4. Data management reports will not provide useful information if the underlying violation data entry is delayed, inaccurate or miscoded.

Recommendations

1. The Planning Department should
 - remove responsibilities other than code enforcement from existing code compliance staff.
 - recruit and train volunteers to assist the code compliance group.
 - consider expanding the compliance-by-mail program to include additional low-priority violations.
 - create a list of code violations not currently being enforced and determine if any of the most commonly received complaints represent violations that can be added to the list.

2. The Planning Department should
 - enter data into the HANSEN® system daily, no longer than two days after receipt.
 - ensure that a code compliance supervisor reviews service requests (HANSEN®’s terminology for complaints) for accurate data entry on a regular basis. If errors are encountered, additional staff training should be provided.
 - generate monthly reports that detail the total number of code complaints, the number deemed valid, how many were resolved, and the size of unresolved complaint backlog. These reports should be available for review at any time by the Planning Director and the Board of Supervisors.
 - create a monthly report listing all unresolved complaints in reverse order by date. These reports should be reviewed by code compliance staff monthly and by the Planning Director quarterly.
 - make every effort to promptly finalize complaints to avoid building an unmanageable backlog.

3. To create consistency among code compliance staff, Planning Department management should provide a detailed, written procedures manual, including targets for the amount of time allowed for each step in the complaint resolution process.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	2, 3, 5, 12, 14, 16	1 - 3	60 days September 1, 2008
County of Santa Cruz Planning Department	2, 3, 5, 12, 14, 16, 18, 19	1 – 3	90 days October 1, 2008

Sources

- City of Santa Cruz, Department of Planning and Community Development Staff.
City of Scotts Valley Staff.
City of Watsonville, Community Development Department Staff.
County of Santa Cruz, Planning Department Management and Staff.
County of Santa Cruz, Title 13 Planning and Zoning Regulations, Chapter 13.10.525;
Regulations for fences and retaining walls.
County of Santa Cruz, code violation complaint data from HANSEN® Information Technologies Permit Tracking System.
County of Santa Cruz code compliance website:
http://www.sccoplanning.com/html/codecomp/index_codecomp.htm
County of Santa Cruz Planning Department form letters: *Alleged Zoning Code Violation*, re: Chapter 13.10.322(b) and Chapter 13.10.683.
County of Santa Cruz Planning Department form letter: *Alleged Building, Zoning or Environmental Code Violation.*
Letter from Planning Director, Alvin D. James, and County Administrative Officer, Susan A. Mauriello, to the County of Santa Cruz Board of Supervisors, *Re: Response to Recommendations Concerning Structural Changes to Permit Processing in Santa Cruz County*, November 27, 2002.
Letter from Planning Director, Tom Burns, and County Administrative Officer, Susan A. Mauriello, to the County of Santa Cruz Board of Supervisors, *Report on HANSEN® Information Technologies Permit Tracking System software implementation to replace the Automated Land Use System (ALUS)*, November 24, 2003.
Proceedings of the County of Santa Cruz Board of Supervisors, Volume 2002, Number 19, 72.1, June 25, 2002.

Handpicked for the Job?

Allegations of unfair hiring practices by Santa Cruz County

On November 16, 2007, the *Santa Cruz Sentinel* reported that a Grand Jury complaint had been filed by the Service Employees International Union (SEIU). The article described the union's dissatisfaction with the County's whistleblower program and hiring practices. Similar complaints had been previously lodged by SEIU with the County's Civil Service Commission during its July 19, 2007, meeting.

Grievances submitted to the Grand Jury are normally confidential. The jury was concerned whether this complaint was really intended for its investigation or was instead designed only to generate publicity for the union's allegations.

Nonetheless, the Grand Jury moved forward with an investigation focused on the following:

- Allegations of improper provisional hiring practices
- Allegations of nepotism and favoritism in hiring
- The County's whistleblower program

Summary

Provisional hiring practices. The Personnel Director can authorize temporary provisional appointments without any examinations or competition among eligible applicants. Decisions for these hires are often made by department heads or managers. The bulk of the provisional appointments were made within only three of the 27 county departments.

When the position for which they were hired temporarily is permanently filled, provisionally appointed employees are selected over other applicants most of the time. Managers can give their preferred candidates a clear edge without violating civil service rules.

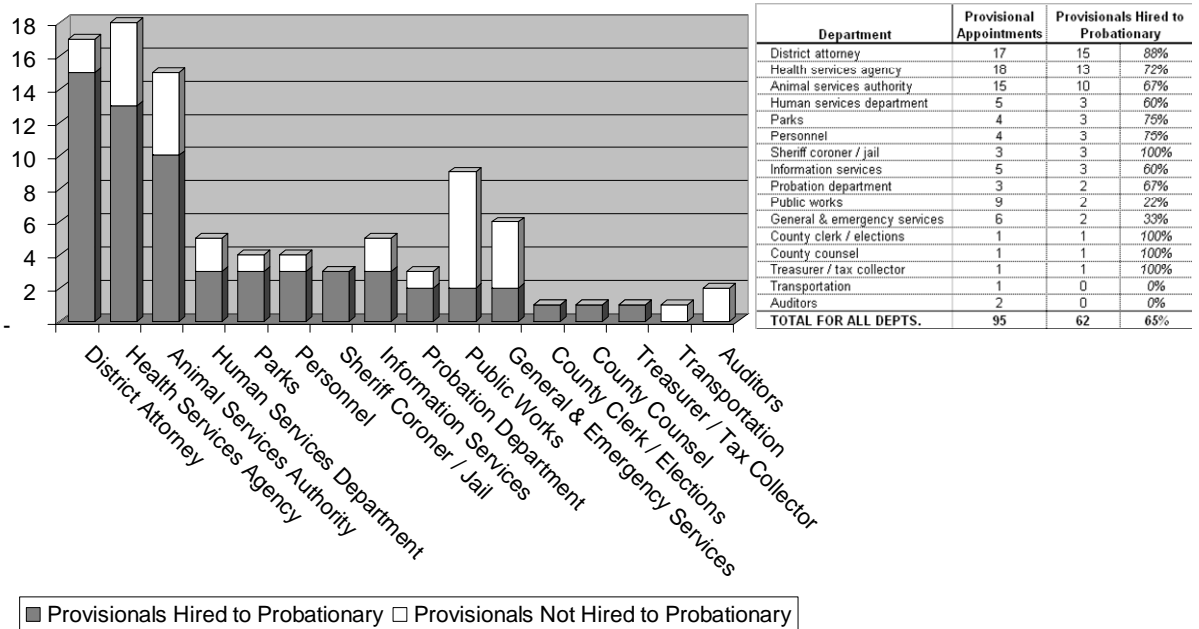
When used sparingly, provisional appointments are a necessary and positive component of the County's hiring process. When used excessively, these appointments are an abusive work-around of merit hiring principles. To ensure proper use in the future, the Grand Jury wants the Civil Service Commission to carefully examine provisional appointments from time to time to assure that "gaming the system" will not be tolerated in Santa Cruz County.

Nepotism and favoritism. The civil service rules contain a clear and precisely-worded nepotism policy that has not been violated. Hiring rules specifically referring to "favoritism" or how to avoid it do not exist.

Whistleblower program. The Auditor-Controller's Office has established a whistleblower program for citizens and employees to report alleged abuses of all kinds by the County. During 2007, out of a total of 15 whistleblower complaints investigated, only four involved personnel issues and hiring practices.

- Provisionally appointed employees have a clear advantage over other candidates competing for permanent positions the provisionals temporarily occupy. For the last two calendar years, nearly two-thirds of all County provisional appointees were hired to permanent positions; for individual departments the success rate was as high as 100 percent. [See Bar Graph 2]

Bar Graph 2. Provisional appointments successfully hired to permanent positions
(Calendar years 2006 - 2007, County departments with provisional appointments only)



- Santa Cruz County code charges the Civil Service Commission with the responsibility for the process of approving provisional appointments. This responsibility has been delegated to the Personnel Director.
- Unless there is an appeal, there is no formal oversight by the Civil Service Commission itself of a provisional appointment.
- Civil service rules provide for the creation of “eligible lists” of applicants’ names ranked by their examination scores (written, oral, or training and experience ratings). These lists can remain in effect for a maximum period of two years or be abolished before that term by the Personnel Director. Civil service rules can be interpreted to allow provisional appointments after the abolishment or expiration of one eligible list and before a new one is created, or even before any valid eligible list exists.
- County management claims to be unaware of specific employee complaints regarding misuse of the provisional appointment process.

Nepotism and Favoritism

9. Civil service rules prohibit the hiring of first or second degree relatives (spouses, parents, children, grandchildren, or siblings) by department heads. These same relatives may not be given positions as direct reports or be within supervisory line of authority. Department heads are also “discouraged” from appointing first or second degree relatives to volunteer assignments within their departments. However, first or second degree relatives may be hired by different department heads, or may work together within the same department as long as one does not supervise the other.
10. This Grand Jury was unable to confirm any violations of County nepotism policy.
11. This Grand Jury was unable to find County administration and personnel code or civil service rules defining or prohibiting “favoritism.”
12. Some County employees with hiring practices complaints are not comfortable meeting with the CAO, the Personnel Director, or their representatives, fearing retaliation.
13. County code charges the Civil Service Commission with assuring that, whenever possible, merit employment principles are followed.
14. The Brown Act restricts the Civil Service Commission’s ability to guarantee confidentiality to employees complaining about the County’s hiring practices because all meetings among three or more commissioners must be public. To conform to the Brown Act and yet still provide a confidential forum for County employee complaints, the Civil Service Commission created an ad hoc committee in 2007 consisting of two commissioners to hear complaints from SEIU members.

Whistleblower Program

15. Santa Cruz County’s whistleblower program was established by the Auditor-Controller’s Office in early 2005, possibly stimulated by federal corporate governance legislation passed a few years earlier. The program continues to be administered by the Auditor-Controller’s Office today.
16. Complaints received by the whistleblower program can address any part of the county’s operation, not just personnel issues or hiring practices.
17. Code compliance complaints are referred to the Planning Department.
18. The program was contacted 32 times during calendar year 2007. Fifteen were determined to be outside the scope of the program and two were general questions and referred elsewhere. The remaining 15 were opened as whistleblower cases; 12 were closed during 2007 and three were still open at the end of the year.
19. Four whistleblower cases involved complaints of improper hiring practices. Two complaints were found to be without merit and closed while two others remained under investigation at the end of 2007.
20. Employee complaints received by the whistleblower program are given to department heads for investigation and resolution; employees are not informed in advance about

this policy. The Grand Jury received testimony that whistleblowers could be easily identified by coworkers or supervisors.

21. Department heads are given six months to report the results of their investigations to the Auditor-Controller’s Office. The CAO and Personnel Director may also be notified about the complaints.
22. Although with careful scrutiny the whistleblower program link can eventually be located, many people have difficulty finding it on the county’s website. Typing “whistleblower hotline” into the search box results in “no matches.”



Search results

No matches were found for 'whistleblower and hotline'

Recommendations

1. County management and SEIU should meet regularly to review specific employee complaints concerning hiring practices.

Provisional Hiring Practices

2. The Civil Service Commission should periodically review individual provisional appointments to ensure the system is not being abused.

Nepotism and Favoritism

3. The Board of Supervisors should direct the Personnel Department to develop and maintain a record of all first and second degree relatives employed by the County and to provide a report on a regular basis to the Civil Service Commission.
4. The Civil Service Commission should permanently create a standing committee consisting of two commissioners to hear and investigate personnel and hiring practice complaints. Upon conclusion of each of its investigations, this committee should report its findings and recommendations to the full commission.

Whistleblower Program

5. The County website’s search function should be updated so that typing in the keyword “whistleblower” results in a path to the hotline information.
6. Effective immediately, all employees complaining to the whistleblower program should receive full disclosure regarding the details of the resolution process for their particular complaint. Specifically, they should be told if their complaint will be forwarded to a department head for action.
7. Preliminary results of whistleblower investigations should be required within 60 days of the original complaint.
8. The Board of Supervisors is encouraged to create a body independent of county government to serve as the first point of contact for all whistleblower complaints;

from there they can be forwarded to the appropriate entity for investigation and resolution.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	5, 10, 21	1 – 8	60 days September 1, 2008
County of Santa Cruz Civil Service Commission	5, 10, 13	2, 4	90 days October 1, 2008
County of Santa Cruz Personnel Department	5, 10	3	90 days October 1, 2008
County of Santa Cruz Auditor-Controller’s Office	19, 21	5 – 7	90 days October 1, 2008

Sources

- County of Santa Cruz Civil Service Commission Agenda, April 17, 2008.
- County of Santa Cruz Civil Service Commission Minutes, January 18, April 19, July 19 and October 18, 2007, and January 17, 2008.
- County of Santa Cruz Code, Title 2, Administration and Personnel, Chapter 2.46, Civil Service Commission.
- County of Santa Cruz, General Representation Unit, Memorandum of Understanding, September 11, 2007 – September 10, 2010.
- County of Santa Cruz management and staff.
- County of Santa Cruz Personnel Department website:
<http://sccounty01.co.santa-cruz.ca.us/personnel/index.htm>
- Letter from Auditor-Controller, Mary Jo Walker, and County Administrative Officer, Susan Mauriello, to the County of Santa Cruz Board of Supervisors, *Whistleblower Hotline Annual Report*, March 21, 2008.
- Personnel Regulations and References of Santa Cruz County, Section 130, Civil Service Rules.
- Ralph M. Brown Act: http://ag.ca.gov/publications/2003_Intro_BrownAct.pdf
- Sarbanes-Oxley Act of 2002:
<http://f11.findlaw.com/news.findlaw.com/hdocs/docs/gwbush/sarbanesoxley072302.pdf>
- “SEIU Questions County Hiring Practices; Allegations of Nepotism Taken to Grand Jury,” *Santa Cruz Sentinel*, November 16, 2007.

NOTE: The results of the Civil Service Commission investigation were not yet available when this report was completed.

The List

Background

The residents of a specific area may seek to establish a special district when they want services not provided by the county or city, or higher levels of an existing service (e.g., fire protection, water provision, park and recreation, sanitation, transit, road maintenance). Special districts provide a focused service limited to specifically defined areas. The citizens in a special district decide how to fund the services desired. Because a comprehensive list of special districts within the county did not exist, the Grand Jury compiled one. That list is included in this report.

Definitions

Autonomous Special District: Independent special districts that choose to keep their operating funds in the county treasury and use the county’s systems to process their financial transactions and maintain their records.

County Service Area (CSA): CSAs can be formed to provide residents in rural areas with services that are not generally provided by existing business or government agencies. The County Board of Supervisors serves as the governing body for County Service Areas.

Dependent Special District: Operates under the control of the County Board of Supervisors or a city council.

Independent Special District: Operates under an independent (sometimes elected) board of directors.

Local Agency Formation Commission (LAFCO): Government agency authorized by state law to regulate the boundaries of cities and special districts.

Findings

1. A single list that included every dependent, independent and autonomous special district within Santa Cruz County did not exist.
2. In the 2005 *Countywide Service Review* published by LAFCO, 84 special districts are listed as being within LAFCO’s jurisdiction.
3. Not all special districts in the county are within LAFCO’s jurisdiction. Some may be operated directly by the County Board of Supervisors or their own board.
4. There are a total of 92 special districts in Santa Cruz County: 63 dependent, eight independent, and 21 autonomous (see Table).

Table. Santa Cruz County Special Districts 2007-2008

Type of Special District

D = Dependent

I = Independent

A = Autonomous

* Not regulated by LAFCO

TYPE	NAME	ACTIVITY	FUNCTION
D	CSA 2 Place DeMer	Subdivision Maintenance	Health Sanitation
D	CSA 3 Aptos Seascape	Maintain Area	Roads
D	CSA 4 Pajaro Dunes	Fire Protection	Public Protection
D	CSA 5 Sand Dollar Beach	Sewer Services	Health Sanitation
D	CSA 7 Boulder Creek	Sewer Collection & Treatment	Health Sanitation
D	CSA 9 Hwy Safety & Lighting	Capital Improvements	Roads
D*	CSA 9A Residential Lighting	Unincorporated	Roads
D*	CSA 9B School Crossing Guard	Live Oak School District	Roads
D*	CSA 9C Refuse Disposal	Transfer Stations	Health Sanitation
D*	CSA 9D1 Road Maintenance	Subzone 1	Roads
D*	CSA 9D2 Road Maintenance	Subzone 2	Roads
D*	CSA 9D3 Road Maintenance	Subzone 3	Roads
D*	CSA 9E Streetscape (Redevelopment)	Road Maintenance	Roads
D	CSA 10 Rolling Woods	Sewer Collection & Treatment	Health Sanitation
D	CSA 11 Parks & Recreation	Recreation	Parks Recreation
D	CSA 12 All Unsewered Areas	Waste Disposal Enterprise	Health Sanitation
D*	CSA 12-Capital Improvement	Low Interest Loan	Health Sanitation
D*	CSA 12A SLV Wastewater Mgmt	San Lorenzo Wastewater	Health Sanitation
D	CSA 13 Hutchinson Road	Road Maintenance	Roads
D*	CSA 13A Oak Flat Road	Road Maintenance	Roads
D	CSA 15 Huckleberry Woods	Road Maintenance	Roads
D	CSA 16 Robak Drive	Road Maintenance	Roads
D	CSA 17 Empire Acres	Road Maintenance	Roads
D	CSA 18 Whitehouse Canyon Dr	Road Maintenance	Roads
D	CSA 20 Trestle Beach	Sewer Collection & Treatment	Health Sanitation
D	CSA 21 Westdale Drive	Road Maintenance	Roads
D	CSA 22 Kelly Hill	Road Maintenance	Roads
D	CSA 23 Old Ranch Road	Road Maintenance	Roads
D	CSA 24 Pineridge	Road Maintenance	Roads
D	CSA 25 Viewpoint Road	Road Maintenance	Roads
D	CSA 26 Hidden Valley Road	Road Maintenance	Roads
D	CSA 28 Lomond Terrace	Road Maintenance	Roads
D	CSA 30 Glenwood Acres	Road Maintenance	Roads
D	CSA 32 View Circle	Road Maintenance	Roads
D	CSA 33 Redwood Drive	Road Maintenance	Roads

D	CSA 34 Larson Road	Road Maintenance	Roads
D	CSA 35 Country Estates	Road Maintenance	Roads
D	CSA 36 Forest Glen	Road Maintenance	Roads
D	CSA 37 Roberts Road	Road Maintenance	Roads
D	CSA 38 Sheriff Unincorporated	Financing	Public Protection
D	CSA 39 Reed Street	Road Maintenance	Roads
D	CSA 40 Ralston Way	Road Maintenance	Roads
D	CSA 41 Loma Prieta Drive	Road Maintenance	Roads
D	CSA 42 Sunlit Lane	Road Maintenance	Roads
D	CSA 43 Bonita-Encino	Road Maintenance	Roads
D	CSA 44 Sunbeam Woods	Road Maintenance	Roads
D	CSA 46 Pinecrest	Road Maintenance	Roads
D	CSA 47 Braemoor Drive	Road Maintenance	Roads
D	CSA 48 County Fire	Fire Protection	Public Protection
D	CSA 50 Vineyard	Road Maintenance	Roads
D	CSA 51 Hopkins Gulch	Road Maintenance	Roads
D	CSA 52 Upper Pleasant Valley	Road Maintenance	Roads
D	CSA 53 Mosquito Abatement	Pest Control	Health Sanitation
D*	CSA 53-North Mosquito Abatement	Pest Control	Health Sanitation
D	CSA 54 Summit West	Water Enterprise	Health Sanitation
D	CSA 55 Riverdale Park	Road Maintenance	Roads
D	CSA 56 Felton Grove	Road Maintenance	Roads
D	CSA 57 Graham Hill	Drainage & Sewer	Health Sanitation
D	CSA 58 Ridge Drive	Road Maintenance	Roads
D	CSA 59 McGaffigan Mill Road	Road & Bridge Maintenance	Roads
A	Alba Recreation and Park District	Recreation and Park	Parks recreation
A	Aptos-La Selva Fire Protection Services	Fire Protection	Public Protection
A	Ben Lomond Fire Protection District	Fire Protection	Public Protection
A	Boulder Creek Fire Protection District	Fire Protection	Public Protection
A	Boulder Creek Recreation and Park District	Recreation and Park	Parks recreation
A	Branciforte Fire Protection District	Fire Protection	Public Protection
A	Central Fire Protection District (Santa Cruz)	Fire Protection	Public Protection
A	Central Water District Santa Cruz	Water Enterprise	Water
D	Davenport Sanitation	Collection, Treatment & Disposal	Health Sanitation
A	Felton Fire Protection District	Fire Protection	Public Protection
D	Freedom Sanitation District	Sewage Collection & Disposal	Health Sanitation
A	La Selva Beach Recreation and Park District	Recreation and Park	Parks recreation
A	Lompico County Water District	Water Enterprise	Water
A	Opal Cliffs Recreation and Park District	Recreation and Park	Parks recreation
A	Pajaro Valley Fire Protection Service	Fire Protection	Public Protection
I	Pajaro Valley Water Management Agency	Flood Control and Water Conservation	Public Protection
I	Pajaro Storm Drain Maintenance District	Drainage & Drainage Maintenance	Public Protection
A	Pajaro Valley Cemetery District	Cemetery	Health Sanitation
D	Pasatiempo-Rolling Woods Sewer District	Sewage Construction	Health Sanitation
A	Reclamation District No. 2049	Land Reclamation and Levee Maintenance	Public Protection

I*	Santa Cruz County Flood Control District	Flood Control and Water Conservation	Public Protection
A	Santa Cruz County Resource Conservation Dist.	Resource Conservation	Public Protection
I*	Santa Cruz Metropolitan Transit District	Transit Enterprise	Transit
I	Santa Cruz Port District	Harbor Port Enterprise	Harbor
A	Santa Cruz County Sanitation Dist. (Santa Cruz)	Waste Disposal Enterprise	Health Sanitation
A	Salsipuedes Sanitary District	Waste Disposal Enterprise	Health Sanitation
I	San Lorenzo Valley County Water	Water Enterprise	Water
A	Scotts Valley Fire Protection District	Fire Protection	Public Protection
A*	Scotts Valley Fire Protection Zone A	Fire Protection	Public Protection
I	Scotts Valley Water District	Water Enterprise	Water
I	Soquel Creek Water District	Water Enterprise	Water
A	Zayante Fire Protection District	Fire Protection	Public Protection

Sources

County of Santa Cruz Autonomous Special Districts Final Budget 2007-2008

Countywide Service Review, LAFCO June 2005

Santa Cruz County Auditor-Controller's Office

Santa Cruz County Fiscal Year 2007-08 Budget

Santa Cruz LAFCO office

Santa Cruz LAFCO website, <http://www.santacruzlafco.org/>

A Promise Kept

Health Care for Low-Income Families

Summary

The Grand Jury followed up on the 2000-2001 Grand Jury investigation of health care services for low-income families in Santa Cruz County, which proved to be an extremely worthwhile and revealing endeavor. The simple truth that became apparent throughout this investigation is that most of the 2000-2001 recommendations were not implemented for a variety of reasons. However, the County has met or exceeded expectations over the past seven years in the areas of improving both the availability and the quality of health care to low-income families.

As an example, the 2000-2001 Grand Jury called for the simplification and consolidation of categorical health plans. The County's response was that the recommendation would be implemented. For a number of very good reasons, however, it was not. Rather than accept status quo, the County has restructured resources to guide applicants through the maze of health services and health insurance programs.

One important result of that effort is a state-of-the-art call center where electronic files have replaced paper. It can be accessed by staff members in seconds. Because of these and other initiatives, the number of low-income families covered by some type of insurance has increased significantly since 2000, and the number of children enrolled in the Healthy Families program has more than doubled.

Since there is no universal health care presently in the United States, many people must try to find access to medical services without the benefit of insurance. That is where the county safety net coalition comes into play. These 15 county-funded and nonprofit clinics provide primary health care, family planning, dental and mental health services to uninsured individuals. The Grand Jury finds that clinic services have been enhanced since 2000 despite budget challenges. They are more accessible to low-income families, and the clinics have done a better job of outreach to the community.

Finally, we are impressed by the spirit of cooperation and dedication exhibited among county health officials, nonprofit health organizations, and the private health care sector. They work together to apply maximum available resources to the needs of low-income families in the county. This effort requires creativity, compromise, and sometimes handshake agreements outside of formal policy, and the emphasis is always on "the patient." This spirit will be even more important in the future as the road to health care becomes steeper and more slippery. An aging population, the State's current budget crisis, and demands for across-the-board service spending cuts all contribute to an environment of stress and uncertainty for health care resources.

Definitions

Categorical Health Programs: Programs that target defined classes of vulnerable people, specific health conditions, and diseases. These programs are mainly focused on poor individuals and families, the disabled and the aged, and can provide significant financial assistance to county governments by helping them pay the rising cost of health care for indigent people.

Central Coast Alliance for Health (Alliance): A non-profit health plan serving Santa Cruz and Monterey Counties and operated by a local public agency. The Alliance works to improve health care locally with a focus on access, prevention, cost savings and quality. Alliance members are eligible lower-income persons in specific aid categories (e.g., aged, disabled, single parent) and include almost all Medi-Cal beneficiaries in the region. In Santa Cruz County, the Alliance programs include Medi-Cal, Healthy Families and Healthy Kids. The Alliance currently has a staff of 150.

Coalition for Health Care Outreach (Coalition): A group of agencies and community organizations in Santa Cruz County whose goal is to be a main resource for low-income families dealing with health care issues.

Community Provider Plan (CPP): The CPP, located in all 58 California counties, is the health plan offered at a discount to subscribers participating in the Healthy Families Program. Each county reviews competing plans and select the best one as its CPP.

First 5 California (First 5): Also known as the California Children and Families Commission, First 5 California supports children from conception to age five by creating a comprehensive and integrated system of information and services to promote early childhood development and school readiness. It is funded by Proposition 10, an initiative approved by voters in November 1998, which added a 50 cent-per-pack tax on cigarettes and a comparable tax on other tobacco products. Proposition 10 generates approximately \$590 million annually.

Healthy Families: A state and federally funded health plan for children who do not qualify for Medi-Cal. Healthy Families provides medical, dental and vision coverage to children from birth through 18 years of age, in families with incomes above the level for no-cost Medi-Cal and does not exceed 250 percent of the federal poverty level.

Healthy Kids: In 2004 the Healthy Kids program was established in Santa Cruz County. It is a locally developed and funded health plan for children who do not qualify for other state-sponsored health insurance (i.e., Medi-Cal or Healthy Families). The plan provides low cost health, dental, vision and mental health services for the children of families with incomes up to 300 percent of the federal poverty level.

Medi-Cal: California’s version of the federal Medicaid program, Medi-Cal is a state and federally funded health insurance program for low-income children, single parents, seniors and persons with disabilities.

No-Cost Medi-Cal: Sometimes called “free Medi-Cal,” it does not have a share-of-cost component so Medi-Cal pays the entire medical bill.

Share-of-Cost Medi-Cal: This program has no monthly insurance premium. However, when a beneficiary has medical expenses, a portion of the cost must be paid by the beneficiary; then Medi-Cal will pay the balance.

Medi-Cal Administrative Activities: A federal program with money reserved for promoting the enrollment of children and adults in Medi-Cal.

Background

Two principles upheld by the California Grand Jury system are consistency and follow-through. It is important that investigations, while unique in themselves, build upon findings and recommendations of past Grand Jury efforts and that there is some follow-up work done to ensure that the County responds to and implements past Grand Jury recommendations. Within the spirit of consistency and follow-through, the 2007-2008 Grand Jury decided to conduct a thorough review of the 2000-2001 Grand Jury report on health care services for low-income families in Santa Cruz County and investigate whether the recommendations contained in that report had been implemented.

As the 2000-2001 Grand Jury noted, County government is obligated under state law to provide medical care for indigent residents. The extent of this responsibility has never been set forth in precise terms by the legislature. Federal and state governments have enacted a number of categorical health programs that aid the County in meeting the health care needs of indigents.

Uninsured families tend to rely on hospital emergency rooms or public clinics for treatment. Because they cannot afford to pay for these visits, they also delay seeking medical help resulting in more serious illnesses requiring extensive care as well as more and longer hospital stays. The result is a significant financial burden on both health care providers and taxpayers who underwrite the care of uninsured families.

A categorical approach to a variety of health care needs has produced tangible benefits but also notable drawbacks;

- Eligibility requirements are confusing even to experienced health professionals.
- Lengthy and intrusive application procedures act as a disincentive to seek help, especially for some Hispanic families who are wary that any official inquiry might adversely affect their immigration status.
- Fragmentation of local services prevents a cohesive delivery system that is responsive to the needs of the entire family. Each family member may be eligible for important health services, but each service is delivered at a different time and location. Families have a difficult time coping with this patchwork delivery system.

These are the underlying issues the 2000-2001 Grand Jury investigated. Each of their recommendations listed below is followed by the result of this Grand Jury's investigation.

Demonstration Site

2000-2001 Grand Jury Recommendation 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.*

County Response: *The recommendation requires further analysis.*

2007-2008 Grand Jury Finding

1. The County did apply to become a demonstration site, but there were ten sites funded and Santa Cruz County ranked eleventh on the final list of qualified counties.

Conclusion

1. The County made a sincere effort to qualify as a demonstration site.

Consolidation and Simplification

2000-2001 Grand Jury Recommendation 2: *The Board of Supervisors should direct the Health Services Agency (HSA) to develop a plan for incremental consolidation and eligibility simplification of categorical health plans.*

- *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.*

County Response: *This recommendation had not yet been implemented, but will be implemented in the future.*

2007-2008 Grand Jury Findings

2. While the County has pursued a goal of consolidating categorical health plans and simplifying eligibility requirements, there is no published plan or public commission in place to oversee it.
3. Eligibility requirements for health plans have not been simplified in any significant

way, but the County has structured resources to guide applicants through the maze of health services and health insurance programs that are offered by non-profits and various government agencies.

4. Santa Cruz County now uses One-e-App, a web-based system for connecting families with a range of publicly funded health and social service programs. Applicants, usually with the help of Certified Application Assistants or county eligibility workers, enter their personal information to learn about and apply for programs that best meet their family's needs. System administrators, supervisors, and case management staff, can run reports and determine eligibility.
5. Santa Cruz County Health Care Outreach Coalition expands access to health care coverage for uninsured county residents, promotes awareness of government-funded health insurance programs and conducts outreach to schools, community-based organizations, businesses, faith-based organizations, childcare providers, and the general community.
6. The Benefits Call Center was established in 2000 to provide an easily accessible source of information for Medi-Cal recipients and to ensure that recipients complete all program requirements to maintain their coverage.
7. There is no new program, or expansion of an existing program, to extend health care to entire families instead of just individual members. California's Medicare system, Medi-Cal, is governed by federal rules because it is mainly funded by the federal government. Medi-Cal has not acted to extend health care coverage to low-income families.
8. In 2008, Medicare's Hospital Insurance Trust Fund (HI) is scheduled to pay out more in hospital benefits and other expenditures than it receives in taxes and other dedicated revenues. Growing annual deficits are projected to exhaust HI reserves in 2019. In addition, the Medicare Supplementary Medical Insurance Trust Fund that pays for physician services and the prescription drug benefit will continue to require general revenue financing and charges on beneficiaries that grow substantially faster than the economy and beneficiary incomes over time.
9. Private health care providers, both physicians and dentists, have been recruited to treat patients who can't afford to pay. They do this without remuneration as a community service.
10. In order to simplify access to categorical health programs, the 2000-2001 Grand Jury recommended using the Central Coast Alliance for Health as a model for administering them. Health Services Agency determined it would accomplish the same goal to make those programs part of the Alliance where possible.
11. Some Grand Jury recommendations hinged on the county becoming a demonstration site for the integrated provision of local health services subsidized by state and federal governments. This did not happen as explained in Demonstration Site Finding 1.

Conclusions

2. Since the most pressing concern today is from where the money will come to maintain Medicare and Medicaid services for those who qualify under today's system, extending it to include low-income families is not being discussed.
3. Santa Cruz County public, non-profit, and for-profit medical resources have worked together to make health care more accessible to low-income families.

Commendation

1. The Human Services Department and the Health Services Agency are to be commended for ongoing focus on the delivery of adequate health care services to Santa Cruz County residents.

Health Insurance Coverage

2000-2001 Grand Jury Recommendation 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.

County Response: This recommendation has been implemented.

2007-2008 Grand Jury Findings

12. The Healthy Families Program does not include parents in its coverage. Healthy Families insurance premiums vary depending on the health plan selected. Families receive a discounted premium if they select the local Community Provider Plan, which is the Central Coast Alliance for Health (the Alliance) in Santa Cruz County. The Alliance's maximum monthly premium for a family with three or more children is \$36 (or \$108 per quarter).
13. Recent local funding contributions to the Healthy Kids program, which came primarily from Sutter Santa Cruz and Dominican Hospital, will allow the Alliance to move 295 children off the waiting list and into enrollment.
14. Seasonal unemployment only affects the eligibility of adults in a family receiving Medi-Cal. The Alliance reports that their Medi-Cal membership fluctuates by about five percent each year according to the growing season and migration of Medi-Cal recipients out of the area. Typically, a seasonal employee becomes eligible for Medi-Cal when the work season ends or slows down because the worker's income decreases. When an individual's work hours increase again, Medi-Cal eligibility could be lost due to the corresponding increase in income. Thus, an individual may

qualify during periods of little work or unemployment but no longer qualify for Medi-Cal when working full-time.

15. Medi-Cal has no provision for continued eligibility if an adult no longer meets the criteria. However, children can maintain Medi-Cal eligibility for 12 months even if the adults in the family are terminated due to an increase in income or assets.
16. Although families pay no premiums for the Medi-Cal program, there are premiums associated with the Healthy Families and Healthy Kids programs. However, regardless of changes in family income, once a child is deemed eligible for Healthy Families or Healthy Kids, that child remains eligible for 12 months unless he or she becomes eligible for no-cost Medi-Cal, is covered by other health insurance, or turns 19. Children also lose Healthy Kids eligibility and coverage when they move out of Santa Cruz County.
17. In 2000, the Santa Cruz County population was 255,602. In 2007, the population increased slightly to an estimated 264,125 (3.3 percent). But the supply of health care specialists for Alliance programs has increased by almost 30 percent since that year. In 2000, the Alliance had an average of 499 specialists available to serve Santa Cruz County residents. As of March 2008, 697 specialists are available.
18. The Alliance collaborates with over 60 community coalitions and organizations to promote its programs, including the Santa Cruz County Human Services Department. It also promotes health care resources to the public at events, such as farmers' markets, health fairs, community block parties, and other festivals. In addition, the Alliance publishes a provider bulletin in which providers are urged to encourage their Healthy Families and Healthy Kids patients to stay enrolled and thereby continue their health care coverage.
19. In March 2008, at California's annual Medi-Cal Quality Conference, Central Coast Alliance for Health tied for first place with Health Plan of San Francisco, winning the Gold Award for the highest rate of preventive care services among all 39 Medi-Cal health plans in California. The Alliance also won a second place Silver Award for member satisfaction.

Conclusions

4. Because Healthy Families is a state and federally funded health plan, Santa Cruz County cannot change the eligibility requirements for the program.
5. The 2000-2001 report recommended, "Coverage should be maintained during short periods of seasonal unemployment." But, in fact, qualifying seasonal workers are covered while unemployed. They risk losing coverage when employed because their income may exceed guidelines. That issue has not been addressed by Medi-Cal or any county agency.
6. A public/private partnership exists in the county to provide affordable access to health care for low-income individuals and families.

Recommendations

1. The Santa Cruz County Health Services Agency should continue to partner closely with the Central Coast Alliance for Health.
2. The Santa Cruz County Health Services Agency should continue to expand local outreach and enrollment resources for low-income persons in the county by continuing to partner with local agencies, both public and private.
3. The Santa Cruz County Health Services Agency should consider expanding contracts with the Alliance for other categorical health program administration, where and when appropriate.
4. If the Health Services Agency is unable to transfer other appropriate categorical health program administration to the Alliance, the agency should adopt the Alliance's principles of practice for categorical health program administration.

Commendation

2. It is admirable and impressive that Central Coast Alliance for Health has been able to expand local coverage to improve low-income families' access to health care at a time when statewide reform has failed to gain traction.

Increased Reimbursement Levels

***2000-2001 Grand Jury Recommendation 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.*

***County Response:** This recommendation will not be implemented because it is not within the County's purview.*

2007-2008 Grand Jury Findings

20. Since Medi-Cal and Healthy Families reimbursement rates are set by state and federal government agencies, the County of Santa Cruz has no authority to revise them.
21. Congressman Sam Farr, the California Medical Association (CMA), and others have called the reimbursement fee schedules for county doctors inequitable and continue to work to require that the U.S. Department of Health and Human Services fix a system viewed as unfair to local qualified participants.

Conclusion

7. While low reimbursement rates for medical providers inhibit the delivery of adequate health care to Medi-Cal and Healthy Families beneficiaries, county residents must depend on state and federal entities to resolve the problem.

Coalition for Health Care Outreach

2000-2001 Grand Jury Recommendation 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.

County Response: This recommendation is being implemented.

2007-2008 Grand Jury Findings

22. In June of 2001 the Packard Foundation grant expired. In 2007-2008, funding for the Coalition for Health Care Outreach (Coalition) came from two sources, First 5 California (First 5) and Medi-Cal Administrative Activities.
23. The budget for fiscal year was \$403,000. First 5 funded \$300,000, and the Coalition hopes to receive the additional \$103,000 from Medi-Cal Administrative Activities.
24. The County works as a middleman for both sources of Coalition funding.

Medi-Cal Administrative Activities

25. During the month of September, the Coalition completes a “time survey” to establish the annual cost of outreach activities in excess of what First 5 already pays. The federal government agency Medi-Cal Administrative Activities is billed that excess cost. The turnaround for payment is generally about three years.
26. The County supports various organizations associated with the Coalition throughout the year and receives the money from Medi-Cal Administrative Activities. Many variables determine what work is being done and how it is being claimed. On average, the Coalition received approximately 75 percent of what they predicted in their budget from Medi-Cal Administrative Activities. The County then funds the remaining budget.

First 5 California

27. The State of California retains 20 percent of the money First 5 receives, and 80 percent is distributed to the 58 counties throughout California based on the number of children born in the county. Santa Cruz receives approximately \$2,700,000 annually.
28. First 5 has three established goals: healthy children, children learning and ready for school, and healthy families. Allowing for local decision-making, the First 5 Santa Cruz County Commission determines how to distribute funds based on a three-year strategic plan and annual contracts. Money provided to the Coalition by First Five has been designated as outreach funds.

29. First 5 reimburses the County for payments made to community agencies for contracted services.
30. In the fall of 2008, First 5 will create a new three-year strategic plan. This may or may not result in continued funds for the Coalition for Health Care Outreach.

Conclusion

8. Since the Packard Foundation grant expired, the Coalition for Health Care Outreach has secured funds to continue successful operation in Santa Cruz County.

Recommendation

5. If First 5 no longer supports it, the Coalition for Health Care Outreach should be supported in the budget of the Health Services Agency.

Clinic Hours

2000-2001 Grand Jury Recommendation 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.

County Response: This recommendation requires further analysis.

2007-2008 Grand Jury Findings

31. Three community clinics were visited in 2000, Salud Para La Gente in Watsonville, Santa Cruz Women’s Health Center, and Dientes Community Dental Clinic in Santa Cruz. The current Grand Jury has confirmed the following hours with employees at each clinic. All three clinics are closed Sundays and specified holidays.

- **Salud Para La Gente:**

- Monday through Friday, 9:00 a.m. to 7:00 p.m.
- Saturday, 8:00 a.m. to 4:30 p.m.

- **Santa Cruz Women’s Health Center:**

- Monday, 8:30 a.m. to 5:00 p.m.
- Tuesdays and Thursdays, 8:20 a.m. to 8:00 p.m.
- Wednesday, 12:20 to 5:00 p.m.
- Friday, 8:20 a.m. to 5:00 p.m.
- Saturday, 8:00 a.m. to noon

- **Dientes Community Dental Care:**

- Monday through Thursday, 8:30 a.m. to 5:00 p.m. (closed 12:30 to 1:30 p.m.)
- Friday, 7:30 a.m. to noon, and 1:00 to 4:00 p.m. (closed noon to 1:00 p.m.)
- Saturday, 8:30 a.m. to 2:30 p.m.

32. Some discrepancies exist between the clinic hours posted on websites and the hours provided in email and telephone communication.

Conclusions

9. Clinic operations are no longer confined to daytime hours. The three clinics each offer some lunchtime and/or evening hours. All offer Saturday appointments as well.
10. The inconsistencies of the posted clinic hours confuse and possibly inconvenience patients.

Recommendation

6. The Health Services Agency should encourage community clinics to accurately communicate clinic hours to the public.

Dental Health Programs

2000-2001 Grand Jury Recommendation 7: Full-service dental health programs should be launched in county and community clinics.

County Response: This recommendation has been and will continue to be implemented through the county's community partners.

Background

In reviewing current dental health programs offered to low-income families and individuals, the Grand Jury found that quality dental services are available, but not to everyone. Salud Para La Gente (Salud) and Dientes Community Dental Care (Dientes) are the only community-based organizations that provide dental care to low-income individuals and families. While some private dentists serve Medi-Cal patients, it is estimated that they serve only one percent of those who need it. Medicare does not cover seniors, so they must have private insurance or pay personally for any dental services.

2007-2008 Grand Jury Findings

33. Dientes Community Dental Care served almost 16,000 patients in fiscal year 2006-2007, including approximately 3,000 Medi-Cal patients, which is only about one-tenth of the 30,000 Santa Cruz residents on Medi-Cal.
34. With funds provided by a county grant, Dientes treats participants in the Healthy Families and Healthy Kids programs, people with AIDs, and the homeless. But patients have to wait three months to get an appointment.
35. In 2007 Dientes added two new dental chairs, which expanded its program by 25 percent as part of a five-year plan to increase the number of patients treated from the current 16,000 to 25,000 a year.
36. In 2003 Dientes was forced to eliminate an educational outreach program when the California Endowment Foundation ceased funding it.

37. Salud began a dental program in 2002 and provides services in two Watsonville locations and one in the City of Santa Cruz. As many as 25,000 dental patients are seen each year.
38. Salud secured a \$320,000 grant, which will allow it to expand current services to county residents.
39. One source from the Santa Cruz County Health Services Agency estimates that only 40 percent of dental needs are met in the county.
40. Both agencies are concerned that proposed cuts in state and county funding will prohibit any expansion of services and even force reductions to current levels of service.

Conclusions

11. Services are limited by the lack of funding, and there are still unserved and under-served people in the county.
12. More dental care is offered to low-income individuals and families now than was offered when the 2000-2001 Grand Jury investigated, but there is still a significant part of the county population that is not being served.
13. Low-income families and individuals of Santa Cruz County are receiving excellent care from two quality agencies and several private dentists.

Recommendations

7. In light of anticipated cuts in state and county funding, the Grand Jury urges both the Board of Supervisors and agencies providing dental care for low-income residents to identify and pursue alternate sources of funding, such as grants and gifts.
8. The Grand Jury recommends that Dientes resume, as quickly as possible, the outreach program to children that was terminated in 2003.
9. The Grand Jury urges Dientes to continue with the five-year plan to expand services and secure the necessary funding to maintain this long-term program.
10. The Grand Jury recommends that Salud continue to identify and secure alternate sources of funding, such as grants and gifts.

Commendations

3. The Grand Jury commends both Dientes Community Dental Care and Salud Para La Gente for providing excellent dental care to low-income residents of Santa Cruz County.
4. Dientes and Salud are to be commended for combining Medicare, Medi-Cal, and county funding with grants and other resources to meet the dental care needs of a significant portion of low-income families and individuals.

5. Since the 2000-2001 Grand Jury report, dental care services available to low-income families and individuals have expanded significantly. Health Services Agency and the Board of Supervisors are to be commended for assisting with this expansion.

Expanded Health Insurance Coverage

2000-2001 Grand Jury Recommendation 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.

County Response: This Recommendation has been and will continue to be implemented.

2007-2008 Grand Jury Findings

In 2000, the United Way Community Assessment Project estimated that:

41. Seventeen percent of county residents had no health insurance. That figure dropped to 11 percent in 2007, a decrease of 35 percent in uninsured individuals.
42. One-third of the county residents who could not access health care when they needed it attributed that problem to lack of insurance. The percentage dropped to 18.6 percent in 2007, a decrease of 44 percent.
43. Thirty percent of the county's low-income families had no health insurance. That estimate dropped to 22 percent in 2007.

Conclusion

14. Despite decreasing resources, the County has significantly reduced the number of uninsured residents during the past seven years.

Mental Health Services

2000-2001 Grand Jury Recommendation 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 services in clinics that serve low-income clients.

County Response: This recommendation is being implemented.

2007-2008 Grand Jury Findings

44. The Mental Health and Substance Abuse Services (Division), a division of the Santa Cruz County Health Services Agency, works with and through many groups to offer a wide range of mental health care services including emergency shelter, transitional

housing, supported housing, dual diagnosis treatment, crisis intervention, case management, and peer support. Other services available to clients are assessment, counseling, medication support, and referrals. Spanish translation is offered, as is an Appeal Resolution Process for anyone who is denied assistance. The following is a partial list of these resources.

Adult residential treatment is offered at

- Transition House, 10 beds
- Paloma House, 12 beds
- Pioneer House, eight beds
- Opal Cliffs, 15 beds
- El Dorado Center, 16 beds
- Darwin House, 15 beds
- Front St., Inc., 11 beds
- River Street Shelter, 20 beds reserved for people referred by County Mental Health

Outpatient treatment and/or social rehabilitation are available at

- North County Mental Health Center
- South County Clinic
- Community Support Services
- Dominican Hospital Behavioral Health
- Pioneer House Dual Diagnosis Day Program
- Community Connection Academy
- Front Street Day Rehabilitation Program

Self help resources include

- Mental Health Client Action Network
- Mariposa Activity Center
- Community Connection Mental Health Resource Center and Career Services
- Community Support Services Community Organizers Program

Ongoing services for the protection of low-income mentally ill residents include

- Advocacy, Inc. (Patient Rights)
- Public Guardian's Office

45. It is hard to retain staff; therefore, continual training programs are necessary. Many new employees come from the Cabrillo College Health Science/Community Health programs.
46. Various federal, state, county and private agencies fund mental health treatment in our county. Mental health has made effective use of these grants and programs. Some of these sources (known as funding streams) are designated for specific and limited uses. Clients often present with a variety of issues and staff sometimes has difficulty matching funds to the specific needs of the client. Services offered to individuals and families will be further restricted by potential state and county budget cuts in the coming year.
47. Training in cultural sensitivity is emphasized and employees are trained within their department as well as by outside resources.

48. Some families have difficulty acknowledging the existence of a mental health problem. This can be a cultural issue or a matter of pride. Successful mental health outreach and education programs have worked as a part of the network of general health services.
49. Access to services is difficult for South County residents because most service sites are located in Santa Cruz. Public transit offers only a few routes and limited hours of operation. The Division is attempting to expand county services and to create more partnerships with community agencies in South County.
50. The Division works with Senior Network Services but does not yet have an early intervention program for seniors.
51. Among the ongoing concerns of the Division is the ever-present worry of patients exhibiting unexpected antisocial behavior.

Conclusions

15. The County's mental health program is active and in good hands and is continually adapting to the changing needs of the community.
16. The Division works well, has effective coordination with many nonprofit organizations in the county, and maintains a constant effort for structural improvement.
17. Financing mental health programs is a continual struggle. Clients sometimes have problems finding appropriate services because they do not meet the funding requirements. Mental health staff strive to find creative ways to match client needs in spite of restrictions placed on various funding sources.
18. The Division recognizes cultural issues in treating county mental health patients. This perspective is important to ensure the effective delivery of services because cultural issues may make that more difficult, such as when families feel embarrassed by a member with a mental illness and may not acknowledge it as a legitimate health problem.
19. Effective programs have been developed that recognize the importance of family relationships. Both children and adults are treated. Establishing more peer counseling is a priority.
20. A comprehensive approach is the most pressing need in the system. Along with counseling and medication, affordable housing, tenured living spaces, and job development are all necessary for proper treatment.

Recommendations

11. The Grand Jury recommends that the Health Services Agency continue to build the network of mental health services countywide.
12. Staff development, including improved training and new methods for reviewing program results, would increase the effectiveness of the Health Services Agency.

13. The Grand Jury recommends that the Board of Supervisors support coordination of the various funding streams by the Health Services Agency so that available funds can be used to match the diverse needs of the clients.
14. The Board of Supervisors should ensure adequate funding for patients' employment services, which play an important part in mental health treatment.
15. It would be beneficial for the Health Services Agency to continue developing mental health outreach and education programs to provide even more community social support for recovering patients, so they can feel welcome in their communities. Support resources can include churches and neighborhood organizations.

Commendation

6. The County is to be commended for developing and supporting vibrant mental health programs managed by experienced and dedicated staffs. The programs are dynamic and flexible enough to keep up with the demands of clients and changing methods of treatment.

Clinic Reconfiguration

2000-2001 Grand Jury Recommendation 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.

County Response: This recommendation is being implemented.

2007-2008 Grand Jury Findings

52. In the County of Santa Cruz, "safety net clinics," (i.e., county or nonprofit clinics), take patients that are uninsured regardless of their ability to pay.
53. Current public and non-profit clinics, as a whole, have not been reconfigured to family-oriented and preventative care, but rather each clinic has an area or multiple areas of concentration which are listed below.

Santa Cruz Clinics

Santa Cruz Women's Health

- Primary Care for Women and Children
- Family Planning
- Health Benefits Advocacy
- Illness Prevention and Health Promotion
- Gynecology and Prenatal Care
- Pediatrics
- Acupuncture, Chiropractic, Naturopathy

Westside Health Center (Planned Parenthood)

- Primary Care Services
- Family Planning
- Health Benefits Advocacy
- Illness Prevention and Health Promotion
- Obstetrics and Gynecology
- Pediatrics
- Abortion Services

Emeline Clinic

- Primary Care Services
- Walk-in Immunizations
- Health Benefits Advocacy
- Pediatrics
- Child Health and Disability Prevention
- Orthopedics
- Family Planning
- Laboratory, Radiology, and Pharmacy

Coral Street Clinic

- Urgent Care and Primary Care
- Integrated Case Management
- Mental Health and Substance Abuse
- Health Benefits Advocacy
- Counseling

Beach Flats Clinic

- Primary Care Services
- Women's Health
- Pediatrics
- Family Planning
- Dental Care
- HIV Testing
- Obstetrics and Gynecology

Dientes Community Dental Care

- Emergency Dental Care
- Full Range of Dental Services
- Oral Health Advocacy

Dominican Pediatric Clinic

- Pediatric Services

Elderday Adult Day Health (Salud Para La Gente)

- Adult Day Health

Watsonville Clinics

Salud Para La Gente

- Primary Care Services
- Family Planning
- Dental Care
- Eye Clinic / Optometry
- Health Prevention and Promotion
- Health Benefits Agency
- Pediatrics
- Obstetrics and Gynecology

Diabetes Health Center

- Diabetes Self-Management
- Medical Nutrition Therapy
- Group Classes
- Insulin Training
- Glucometer Training

Clinica del Valle Del Pajaro

- Primary Care Services
- Dental Care
- Family Planning
- Women's Health
- Pediatrics
- Child Health and Disability Prevention
- Obstetrics and Gynecology

South County Clinic

- Primary Care Services
- Immunizations
- Health Benefits Advocacy
- Pediatrics
- Child Health and Disability Prevention
- HIV Prevention
- Laboratory
- Radiology
- Breast Cancer Early Detection Programs
- Family Planning

Clinic Mariposa (Planned Parenthood Mar Monte)

- Primary Care Services
- Family Planning
- Health Benefits Advocacy
- Pediatrics
- Obstetrics and Gynecology
- Illness Prevention and Health Promotion

Children’s Resource Center

- Pediatrics
- Child Health and Disability Prevention
- Dental Care

Green Valley Clinic

- Obstetrics and Gynecology
- Women’s Health

54. Santa Cruz Women’s Health and Planned Parenthood specialize in women’s health, family care, and reproductive health.
55. Specialists are available when necessary, usually through Sutter Maternity & Surgery Center, which provides some free services to the community.
56. The County of Santa Cruz currently employs 20 full-time doctors: five primary care physicians (including two pediatricians), and 15 psychiatrists, four of which are bilingual.
57. The recruitment of allied health practitioners and full-time county physicians is often a challenge.
58. The high cost of housing in Santa Cruz County makes recruiting primary care physicians difficult.
59. Psychiatry has only one vacant position, and nurse practitioner positions are filled through a “feeder program” from San Jose State University.

Conclusions

21. While all “safety net clinics” are not geared toward families, they are putting forth their best efforts to meet the various needs of the uninsured and Medi-Cal patients in Santa Cruz County.
22. Santa Cruz County needs to recruit more specialists and internists because of the increase in the number of elderly patients with complex health problems.

Commendation

7. The Grand Jury commends Sutter Maternity & Surgery Center for providing the services of medical specialists to those in need.

Medical Staff Recruitment and Salaries

2000-2001 Grand Jury Recommendation 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.

County Response: *The County has utilized the nine-County comparison for over thirty years, and this long-term base of information is useful in evaluating salaries. The nine-County comparison is used as a guide along with other information such as the Consumer Price Index, turnover statistics, recruitment and retention rates, the relationship between positions within the County, changes in classifications, and operational changes. Other jurisdictions are also surveyed, as appropriate.*

2007-2008 Grand Jury Findings

60. Currently Santa Cruz County uses eight nearby counties in salary surveys: Monterey, Santa Clara, Alameda, Napa, Sonoma, Marin, Solano and San Mateo. For the most part, these are more similar to Santa Cruz than the nine counties formerly used in that they are not strictly agricultural and have living costs comparable to Santa Cruz.
61. Recruiting and retaining physicians and other medical professionals is uniquely difficult in Santa Cruz County because it is labeled by Medicare as a rural county. The Medicare reimbursement rate is the same as Butte, Imperial and other counties with a much lower cost of living.
62. The county health programs must compete with Dominican and Sutter for physicians and other medical professionals. Hospitals are in a unique position to pay higher salaries as their Medicare reimbursements are based on actual costs. A national Medicare study released in 2007 shows hospitals in Santa Cruz County have the highest labor costs in the country, which local health officials say means higher medical costs and insurance premiums for patients. This situation creates a difficult challenge when it comes to recruiting medical professionals.
63. Salaries and working conditions for physicians and other medical professionals employed by the County are negotiated with the respective unions.

Conclusions

23. The Health Services Agency is able to recruit adequate medical staff and negotiate appropriate wage and benefit packages under very difficult circumstances.
24. The County has found innovative ways to meet the medical needs of low-income residents through grants and creative staffing. Anticipated budget cuts threaten this tenuous balance, but the Grand Jury believes that the County is going to be able to continue to provide a basic level of staffing to meet the minimal needs of low-income residents.

Commendation

8. The Grand Jury commends the Health Services Agency for the innovative way it has succeeded in providing quality health care to county low-income residents despite financial limitations.

Recommendation

16. The Grand Jury urges the Health Services Agency to continue to seek grants and other alternative sources for funds to pay competitive salaries to health professionals.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors		7,13, 14	60 days September 1, 2008
County of Santa Cruz Health Services Agency	2, 57	1-6, 11-13, 15, 16	90 days October 1, 2008

Responses Requested

Respondent	Findings	Recommendations	Respond Within / Respond By
Dientes Community Dental Care	34-36, 40	8,9	90 days October 1, 2008
Salud Para La Gente	39, 40	10	90 days October 1, 2008

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Coalition for Health Care Outreach

Santa Cruz County Jails Review

There are eight detention facilities in Santa Cruz County:

- Main Jail
- Rountree Lane Medium Security
- Rountree Lane Minimum Security
- Juvenile Hall
- Blaine Street Women’s Facility
- Court Holding – Santa Cruz
- Court Holding – Watsonville
- Camp 45

Camp 45 is the responsibility of the California Department of Corrections while the other seven facilities are operated by the County of Santa Cruz and managed by the Sheriff’s Office. Juvenile Hall is operated by the Probation Department.

California Penal Code §919(b) mandates that the Grand Jury must inspect the conditions and management of all county jail facilities annually. The following reports detail the results of the 2007-2008 Grand Jury’s inspections.

Among the findings:

- Overcrowding at the Main Jail is a serious issue. The Sheriff’s Office has joined with other community representatives to address this problem. While some progress has been made, overcrowding continues to negatively affect the Mail Jail’s operation.
- Because several of the facilities are old, they need extensive and costly maintenance and repairs.

Main Jail

Background

The Main Jail, located at 259 Water Street in Santa Cruz, is Santa Cruz County's only detention facility providing maximum security units. The jail opened in 1981, with a newer wing added in the late 1980s. The State has rated this facility as a Class II detention facility for detaining those pending arraignment, being tried, and serving a sentence. The Santa Cruz County Sheriff's Office Detention Bureau administers and oversees the Main Jail.

California Civil Code, Title 24, sets forth minimum facility standards for the Main Jail, while Title 15 establishes minimum inmate care standards. Every two years, the state's Corrections Standards Authority (CSA) inspects the jail and the fire marshal performs a fire and safety inspection. Also the county environmental health officer must do an annual evaluation. All three of these inspections were completed in 2007.

On September 19, 2007, five members of the Grand Jury visited the Main Jail, and nine jurors visited on September 26. Jurors made subsequent visits and conducted interviews from October 2007 through April 2008. These visits included touring the facility, reviewing policies and supporting documentation, and interviewing staff and inmates. Some of the Grand Jury members toured the Santa Cruz Consolidated Emergency Communications Center (Net Com). To more fully understand the arrest and booking procedures other Grand Jury members participated in the ride-along program with the county sheriff, the Santa Cruz and Watsonville City Police Departments and the California Highway Patrol.

The Grand Jury investigated the following: booking, staffing, operations, inmate services, medical services, overcrowding, classification, and discipline.

Findings

Booking

1. Santa Cruz County governmental agencies (with the exception of Scotts Valley) have joint powers agreements with Net Com specifying how emergency calls are routed for fire, police and medical assistance. Net Com then routes calls to the appropriate authorities for response.
2. Net Com assigns emergency calls a priority rating from one to nine, one requiring the most urgent response. The calls rating and the case details are reflected on the mobile data terminal in all squad cars.
3. The County's only booking facility is at the Main Jail in Santa Cruz so all law enforcement officers must transport arrestees there. Approximately 13,000 persons are booked at the Main Jail each year. This often results in overcrowding in the

booking area and delays for the law enforcement officers. The officers must wait and cannot return to other duties until the arrestee has been processed through the system.

4. Intake process:

- All squad cars and persons are monitored via video surveillance as they enter the vehicle sally port (an enclosed area secured by locked doors at each end, only one of which can be opened at any one time).
- Officers then lead suspects through a pedestrian sally port and into the booking area.
- Officers of the same gender pat down the suspects and complete the suspects' health intake questionnaires.
- For medical reasons, the facility nurse may refuse suspects admittance to the jail. If refused admittance, they are taken directly to Dominican Hospital. Upon receiving medical clearance from the hospital, suspects are taken back to the Main Jail to complete the booking process.
- An audio and video recording is made of the booking and kept in storage for a period of two years.

5. After walking through a metal detector, suspects are put into a group holding cell. Special needs arrestees and women are kept in separate cells. Intoxicated arrestees are put into the jail's "drunk tank" for a minimum of five hours. If intoxication prevents them from standing or communicating coherently, they are taken to a local medical emergency room for detox. A violent arrestee is placed in a restraint chair in a private safety cell with two large viewing panels and checked every 15 minutes.

6. At the start of the booking process all personal property, except one shirt, a pair of pants, underwear, and socks, is taken from the detainee, labeled and stored either in the jail's property room or a valuables locker. These items are returned when the inmate is released.

7. During the booking process, a pretrial probation officer reviews each suspect's charges to determine if there was probable cause for arrest. The suspect's prints are then run through a touch fingerprint system, which has a record of over 300,000 people arrested in Santa Cruz County. These prints are also checked with the State Department of Justice.

8. After booking, suspects can be released if charged with minor crimes and, if allowed, they can post bail. The pretrial Probation Officer calls the "on call" judge, who makes the decision whether the suspect is eligible to be released. Individuals unable to post bail, or not eligible for release, are housed in a pre-classification unit. Their picture is taken and all tattoos are photographed.

9. Newly housed inmates can shower and must change into jail-issue clothes. Personal clothing is labeled and stored with the rest of the inmate's property. Money in the possession of the suspect at the time of arrest is posted as a credit to a personal jail account.

10. Each inmate is issued a kit, which includes clothing, bedding, utensils, and hygiene items.

11. Prior to admittance, a nurse performs a medical review of each inmate, including taking vital signs. A doctor is on call if needed.
12. In March 2008 the Sheriff's office implemented a new fingerprint picture system called the Automated Fingerprint Identification System (AFIS). This system includes photographs, palm print and fingerprints of a suspect. The AFIS system provides positive identification of a suspect throughout the intake process and interfaces with the state mug shot system. In the near future a pilot project will be implemented making AFIS available to law enforcement officers on squad car monitors.
13. Those arrested for drug or weapons offenses, or suspected of hiding drugs or weapons, may require body inspection. This procedure – a visual, non-contact search must be approved by a supervisor and performed by a correctional officer of the same gender. For this type of inspection, the Sheriff's Office recently constructed a separate room to ensure privacy. Those refusing to cooperate are x-rayed. If x-rays reveal contraband, approval is then secured through a court order and the person is taken to Dominican Hospital for removal of the contraband.
14. After voters approved Proposition 69 in November 2004, the Sheriff's Office implemented a new procedure requiring all convicted felons to submit a DNA sample. A cheek swab sample from offenders is sent to the Department of Justice for processing and inclusion in the State database.

Staffing

15. Thirteen to 15 correctional officers staff 12-hour shifts, four days a week. All shifts include Spanish-speaking and female correctional officers.
16. The state's Corrections Standards Authority 2007 report indicated that additional staff positions would be advantageous to institutional security. Shift supervisors routinely check to ensure rounds are being done, but the large number of inmates delays some activities, such as searching individual cells.
17. Currently, the Main Jail has 12 staff positions that have not been filled. Recruiting is under way for the seven positions for which funding has been allocated. Funding has not been yet been approved for the remaining five positions. All correctional officers working at the jail must attend 24 hours of the Standards and Training class per year.
18. Two correctional officers are located in the central control area during the 12-hour day shift, and one during the night shift. These officers monitor all ten video surveillance cameras located both inside and outside the facility. They also grant access through video surveillance and remote control to all the locked entry points inside and outside the facility. These staff positions are rotated among the correctional officers. Previous Grand Juries recommended this video surveillance be recorded. To date, this recommendation has not been implemented.
19. A Correctional Emergency Response Team (CERT) was created in 2005. This team of 16 volunteer officers has received training in procedures that keep a facility safe and secure for staff and inmates. The CERT team can respond to emergencies in any of the county's detention facilities, dealing with difficult inmates and quelling violent inmate incidents.

20. The entire corrections staff was retrained in the use of the X26 Taser in the fall of 2006 following the death of an inmate who had been subdued by a Taser while in custody. The Sheriff’s Office officially responded to this incident by stating, “The Forensic Pathologist’s cause of death for that inmate did not include the Taser Device as causing death.” Tasers were reintroduced to the jail in October 2006.

Operations

21. The Main Jail houses inmates in various detention situations including those
- awaiting trial who are ineligible for or cannot post bail.
 - awaiting sentencing.
 - convicted of crimes with sentences of no longer than one year.
 - already convicted of very serious offenses and whose cases are on appeal (doing “soft time” at the Main Jail instead of being in the state prison).
 - awaiting transportation back to state prison due to a parole violation (another type of “soft time”).
 - sentenced minimum or medium security inmates requiring medical care that cannot be provided by other county detention facilities.
22. Approximately 75 percent of inmates are repeat offenders. On September 26, 2007, the jail population was 344, and 65 percent of these inmates were not yet sentenced. Fifty-two percent of inmates were White, 40 percent Hispanic, and six percent Black. The average inmate age was 33 years. The state-rated capacity for the Main Jail is 311.
23. Inmate housing is separated into the North, South and West wings, each containing several units separating inmates according to their classification.
- The North Wing (A – D) includes mental health and special needs units.
 - The South Wing (E – H) includes pre-classification and two women’s units.
 - The West Wing (J – Q) includes men’s maximum security, medical oversight and disciplinary units. The male inmate workers unit is unlocked.
 - Unit I is a holding cell located in the booking area.
- The type of inmates held in each housing unit periodically changes depending on the gender, number and classification of inmates being held at any given time.
24. The Main Jail holds members of various gangs, including White power, Hispanic (Norteros and Sureños), and Black (Bloods and Crips). Members of competing gangs may be housed in separate units, each with its own recreation room and exercise yard. If gang members sign behavioral contracts pledging to get along with all inmates regardless of gang affiliation, they can be housed with the general population. Inmates with psychological problems, sex offenders and those who are violent are segregated from the rest of the population and housed in a special needs unit. Their meals are served separately to eliminate contact with other inmates. Jail inmates come into contact with inmates from the other units only during travel to and from court.
25. According to Titles 15 and 24, inmates must have individual cells, a group day room, and a group patio area. Title 24 requires 35 square feet of floor space per inmate in

the dayrooms and tables and seating to accommodate the maximum number of inmates allowed at any given time. Due to the overcrowding at the facility, these requirements cannot always be met.

26. Showers and bathrooms are located in each of the units. The 2005 State report indicated many of the bathroom and shower areas were “filthy, as are the majority of the cells, which are cluttered with paper and leftover food from meals.” In 2006, the Sheriff’s Office spent \$99,000 on remodeling and mildew removal in one of the shower facilities at the Main Jail. The 2007 State Inspection report indicated shower areas and individual cells were in compliance with Title 24 standards. However, County Environmental Health Services completed an annual evaluation in 2007, and the jail was granted an environmental health clearance with the exception of the shower areas, which the report indicated are still in need of repair. In November 2007, two female jurors on an unscheduled visit to one of the women’s housing units inspected H unit shower area, the community bathroom and an inmate cell. These areas were found to be clean and in good condition. In December 2007, two male jurors on an unscheduled visit inspected the men’s housing units E, F and Q and found the shower, toilet areas and the individual cells clean but not tidy. In March 2007, two female jurors on an unscheduled visit inspected the G unit shower area. They found it to be badly in need of repair with toilet paper stuffed around the shower head, and the entire shower and the walls in the adjacent dressing room area covered with water. Mold and the smell of mildew were also present. Inmates have complained that some of the shower areas have small flies that swarm inside the shower and bugs that come up from the drain.
27. Each inmate is responsible for the cleanliness of his/her housing area including the showers. Floors must be swept and mopped daily. All inmate privileges are withheld until the housing area is clean. This is a non-directed activity. Correctional officers provide each unit with a mop, bucket with water and cleanser on a daily basis (or more often if requested) to clean the floors and shower areas. Periodically a stronger disinfectant is provided to alleviate bacterial growth in the shower areas.
28. The heating, ventilation, and air conditioning system (HVAC) is aging and outdated and does not provide consistent heating and cooling throughout the facility. Some areas of the jail are very cold while others are too warm. Maintaining the HVAC system is the responsibility of the General Services Department (GSD). Its response to the Sheriff Office concerns has been slow, repairs take too long, and, to date, the problems have not been corrected.
29. Many inmates have filed Inmate Request Forms (green slips) about being too cold or too hot. No sweaters are allowed in the jail. Two thin cotton blankets are allowed in the summer and three in the winter. Additional blankets must be requested via a green slip. Correctional officers determine if an additional blanket will be issued. It is rare for an inmate to receive more than the allotted number of blankets. According to inmates, correctional officers confiscate any additional blankets they find.
30. As a result of the fire marshal 2007 inspection, the facility was granted a fire and life safety clearance.

31. While there are no outside windows in the inmate housing units, the front of each has windows facing a central area where the correctional officers are located. The central command area has dimmed red lighting so the officers can see into each of the well-lit housing units. Food trays and medicine are dispensed from this central area through openings in the main door of each unit. This type of detention facility in which no correctional officers are located within the inmate housing areas is called a “podular design” system. Such a configuration contrasts with a direct supervision detention facility in which the correctional officers are located directly in the inmate housing areas.
32. In 2005, a computerized program was established to monitor inmate classification, housing movements and disciplinary actions. The Sheriff’s Office Detention Bureau hopes to replace that system with a comprehensive jail management system in the next two years that will integrate the current classification system with medical, commissary, food, and inmate records management (currently located across the street in the county building). To date no funding has been secured for this project.
33. Department 11 of the Santa Cruz Superior Court handles the drug cases and is now located at the Main Jail. Fifty to 100 inmates are taken from their cells to court each week in shackles and chains. Having drug court located at the Main Jail has eliminated the need for transport to the county court house on Ocean Street and has facilitated a more efficient handling of drug cases.
34. Policies and procedures are in place to ensure the facility’s security, but it is an ongoing concern for the staff. Last year, two inmates attempted unsuccessfully to escape.

Inmate Services

35. Inmates may see visitors in one of the five visiting rooms during visiting hours. All visits are audio recorded. Inmates and visitors are separated by a wire and plexiglass barrier. Inmates must complete a visitor request form before any visits will be allowed. Staff must pre-approve all visitors before they are scheduled. The inmate’s visitor lists can be updated only once every 30 days from the date the original list was completed.
36. Professional interview rooms are available 24 hours a day for the inmates and their attorneys or the clergy. To preserve client confidentiality, no recordings are made in these rooms.
37. Each of the housing units has a secure outdoor area for basketball, handball and exercise. Board games, cards and puzzles are also available. Newly released movies are rented from Swank distribution for monthly movie viewing.
38. Other services available include television (both Spanish and English from 7 a.m. to 11 p.m.) and a limited selection of paperback books. Inmates may purchase any book or periodical accepted for distribution by the U.S. Post Office. A law library is available to provide legal research assistance for inmates and UCSC Women’s Center Inside-Out offers writing workshops.

39. Inmates are served three meals per day (at 6:00 a.m., 11:30 a.m. and 5:00 p.m.). A maximum of 30 minutes is allowed for consumption and/or disposal of a meal. The county nutritionist plans the meals according to the standards set forth in the California Code of Regulations. The inmates receive a total of 2,600 calories a day according to Title 15 standards. The kitchen area was originally built to serve 90 inmates. The kitchen passed the 2007 State Standards review even though it is outdated and extremely small for the current jail population.
40. Once a week, inmates have access to a commissary. They may purchase from a pre-approved list of items, such as snacks, canvas shoes, nail clippers, cosmetic items. Inmates must use money placed in their individual accounts to purchase commissary items. Upon their request, inmates with less than \$3 in their accounts may be given the following items once each week: six sheets of paper, two stamped envelopes, two shampoo packets, a pencil, a toothbrush, toothpaste, and a comb.
41. Friends Outside, a program provided by Volunteer Center of Santa Cruz County, helps maintain outside contacts, and assists inmates in conducting basic and necessary transactions, such as banking and paying bills. They also provide reading glasses.
42. The jail chaplain provides religious services while several local churches of numerous denominations provide Bible studies, communion services and prayer groups.
43. Drug counseling is provided by Alto and Janus of Santa Cruz. Programs are also offered by Alcoholic Anonymous (AA) and Narcotics Anonymous (NA), Dual Diagnosis Group, and Criminal Gangs Anonymous.
44. Inmates qualified to vote may request voting material from the Elections Department. Corrections personnel deliver material to the election department for the inmates.
45. Inmates may mail and receive letters daily. They must pay their own postage, the exception being indigent inmates who may mail letters free to an attorney, a judge, a court, a doctor, or one personal correspondent per week. All incoming mail is opened and checked for contraband. Mail deemed inappropriate is not delivered to inmates. Inappropriate materials could include: scented mail, glitter, powdery substances, and pornographic pictures.
46. For all phone calls inmates must either call collect or use a phone card purchased through the commissary. All inmates may order telephone time once a week unless that privilege is withheld for disciplinary reasons. All calls are recorded and may be monitored.
47. Lights are out at 11:00 p.m. seven days a week.
48. A video of the Main Jail rules and what is expected of an inmate is shown every day from 3:00 p.m. to 4:00 p.m. on the TVs located in the day rooms of each housing unit. The video is shown in both English and Spanish.
49. If inmates feel they have been treated unfairly, they may file a grievance using an Inmate Request Form (green slip). Grievances may relate to any confinement condition, including medical care, classification actions, disciplinary actions, program participation, telephone privileges, mail, visiting procedures, food, clothing and bedding. Inmates may file one green slip per issue. Once corrections personnel rule

on an issue, inmates cannot file another grievance on the same matter. Grievances regarding television availability or programming are not accepted.

Medical Services

50. The Board of Supervisors recently approved transferring part of the Main Jail's detention medical program from the County Health Services Agency (HSA) to the Sheriff's Office. This change will occur over several years. In the past all medical and psychiatric care was provided by medical professionals under the auspices of the HSA.
51. The jail facility includes a specially designed medical and psychiatric unit for the care of the inmates. The Main Jail infirmary currently has two exam rooms.
52. The Main Jail now has a full-time medical director. This position was recently changed from 16 hours per week to full-time. The doctor is also available on call as needed. Every inmate admitted to the jail for 14 days or longer is examined by the staff doctor.
53. Title 15 requires a minimum number of medical staff to be on duty for each shift. Substitute nurses fill in when full-time staff take vacation. It has been difficult to recruit substitutes because they receive lower wages and no benefits. Nurses lose accrued vacation time because of substitute shortages.
54. Currently the Main Jail employs three registered nurses during the day, two in the evening and one at night. A nurse practitioner works 20 hours per week and is on call when off duty. All these positions are currently filled. Gynecological services are provided 2 to 3 hours once a week.
55. Every morning, the Crisis Intervention Team meets to review risk management problems and any new admits in the last 24 hours. The team consists of medical and mental health staff, lieutenants, sergeants, and booking staff.
56. Currently the medical staff provides services for HIV, hepatitis, prenatal care, lacerations, pain management, gynecological and internal medicine. If an injury is minor, the medical staff can provide the necessary care. Inmates with serious injuries are transported to Dominican Hospital. The jail has no X-ray services; inmates are sent to outside medical facilities for MRI/CT scans and procedures requiring specialists. Tuberculosis testing of all inmates is mandatory and must be completed within three days of admittance.
57. The Main Jail has two automated external defibrillators (AEDs), and correctional officers and medical personnel are trained in their use. They are also trained to administer CPR.
58. Ill or injured inmates must fill out medical request forms (blue slip). The medical staff receives approximately 200 blue slips per month. Nurses pick up these slips twice daily when they distribute medicine. The nurse on duty reviews each complaint and determines if it can be handled by a nurse or if the inmate needs to be put on the sick call list. The list is given to the nurse practitioner, who reviews and triages the needs. Some action must be taken on each blue slip within 24 hours. In case of emergency correctional officers contact medical personnel.

59. A blue slip must be completed for every medical problem, creating a backlog of slips. Many inmates reported having to wait up to three weeks to be seen. Requests range from simple medical needs, such as antibacterial ointment, to more serious medical services. Inmates said the medical treatment is very good once they receive it.
60. Inmates are not seen in the medical unit on Thursdays, Saturdays, and Sundays. On other days 30 to 50 patients are examined per day. Under the best circumstances, it can take three to four days for medical personnel to see an inmate, unless it is determined to be an emergency.
61. On a given day, 150 to 170 inmates are on maintenance medication. Medical staff dispenses medicine twice a day, at 7:30 a.m. and 8:00 p.m. In addition, some inmates require insulin every four hours. Because neither Blaine Street nor Rountree detention facilities have the medical staff needed to dispense medications on an ongoing basis, those requiring regular medication must be housed at the Main Jail, contributing to its overcrowding.
62. Title 15 specifies any inmate who is diagnosed with mental health issues must have a face-to-face evaluation with a mental health professional within 24 hours of being booked into the facility. Those on psychiatric maintenance medication see the doctor at least once a month to review their medications. A psychiatrist works at the Main Jail 20 hours per week. Inmates diagnosed with mental health issues or with a dual diagnosis (the presence of both a mental health disorder and substance abuse disorder) constitute about ten percent of the jail population.
63. Although no inmates attempted suicide during 2007, it remains an ongoing concern for the staff. Mental health workers prepare discharge treatment plans for the mentally ill inmates and coordinate in-jail services to qualify for MediCruz or Medi-Cal reimbursement. When an inmate is released, this process provides a continuity of services.
64. The O Unit is the medical observation unit that includes individual rooms where physically or mentally ill inmates are monitored by medical staff and by a video monitoring system. Seven rooms have video monitoring. In addition, a “padded room” houses inmates who are a danger to themselves or others. This room also has video surveillance and physically inspected every 15 minutes. New linoleum has recently been installed over the concrete floors throughout the O Unit. This new flooring can be more effectively cleaned and sanitized.
65. A 5150 hold is a provision of the state’s Welfare and Institutions Code whereby people can be held for 72 hours if, as result of mental disorder, they pose a danger to themselves or others or are gravely disabled. Dominican Hospital is the only facility in the county licensed to care for 5150 patients. Those on 5150 hold and suspected of committing felonies are not accepted in Dominican’s Behavioral Health Unit and instead are booked into the Main Jail. Those with psychiatric problems need to be separated from the rest of the inmate population. If after the 72-hour hold, an inmate is still incapacitated and no licensed outside placement can be located, he or she remains in isolation in the medical unit. The jail does not have the resources to provide adequate psychiatric services, nor is it licensed to provide ongoing support services to these inmates.

66. The jail provides on-site dental work two half days per month and serves about 18 inmates per month. The dental staff pulls teeth but does not provide fillings or more extensive dental work. Inmates must turn in a blue slip to request dental services. The jail dentist receives about 25 blue slip requests per month. Many inmates cancel their requests prior to their dental appointment. Recent legislation provides for more extensive dental work to be performed off-site if necessary and if approved by the correctional officers. This service is not extended to inmates sentenced to six months or less. Minimum security inmates are eligible to go to their own outside dentist. Medium and maximum security inmates are eligible to see an outside dentist if approved by the correctional officers. Anyone under administrative segregation for disciplinary reasons is not eligible to see an outside dentist. No provisions are being considered to address the dental needs of inmates incarcerated for longer than one year (about five percent of the population) and who also are not approved to see an outside dentist.
67. The medical records of all present and past inmates are kept in paper files. The 2006 - 2007 Grand Jury found inmate records stored in the medical corridor, in violation of Health Insurance Portability and Accountability Act (HIPAA) security and privacy requirements. The medical unit has recently installed a \$25,000 mechanized file sorter, which provides complete security for each inmate's medical folder and resolves previous security and confidentiality concerns.
68. Inmates sleep on two-inch thick, fireproof, foam mattresses placed on concrete blocks. Due to limited supply, each inmate is issued only a single mattress. The State fire marshal and Bureau of Home Furnishings and Thermal Insulation mandate the mattress's overall length and width but not the thickness. To receive an additional mattress, an inmate must be housed in the Medical Observation Unit and the request approved by a doctor.
69. The current medical budget is \$3 million per year. Outside emergency medical visits for inmates account for \$400,000 of that. Because Medi-Cal and most other insurance providers will not cover a person who is incarcerated, the jail is billed full hospital fees for inmate treatment at Dominican Hospital. The County is not offered a reduced rate.

Overcrowding

70. The average daily population (ADP) of the Main Jail continues to exceed the State-rated capacity of 311. The ADP for the first six months of 2007 was 358 (318 men and 40 women). The 2007 state inspection report identified overcrowding as a significant area of non-compliance.
71. Triple bunks and/or boats (boat-shaped plastic beds that sit directly on the floor) are sometimes situated in the dayrooms, reducing space for daytime activities. The bunks and boats allow the jail to accommodate 422 beds even though its rated capacity is only 311.
72. When a housing module becomes too crowded the inmates in that module can be traded to a larger module holding a smaller group of inmates.

73. The maximum sentence a person can receive for a misdemeanor is one year, which can be shortened with time off for good behavior. However, if a person is convicted of several misdemeanors, the judge can order sentences to be served consecutively. In that case, an inmate could end up serving several years in the Main Jail, adding to the total inmate population.
74. Inmates doing “soft time” contribute to the overcrowded conditions. At any given time, the jail has 16 to 24 inmates charged with very serious crimes who are doing soft time awaiting appeal of their cases.
75. The Sheriff’s Office offers a work release program for eligible inmates, which helps reduce overcrowding. The inmate pays a fee and does community work in lieu of serving time.
76. A representative from the Sheriff’s Office chairs the Jail Overcrowding Committee, which consists of representatives from each of the following groups: law enforcement, the judiciary, prosecutors, probation, public defenders, county supervisors, county administrative office, health services and community service providers. It meets quarterly to examine methods of reducing overcrowding without jeopardizing public safety.
77. The overcrowding committee has developed a set of strategies to reduce jail crowding, primarily at the Main Jail. The results of these efforts have been significant. The average monthly population in 2004 was 408. The 2007 average population was 347. The current average monthly population is down 15 percent compared to 2004.
78. The overcrowding committee continues its efforts on a number of fronts that include
- dedicating sufficient personnel to classifying inmates.
 - exploring options for expanding the use of the Rountree and Blaine Street facilities.
 - securing funding through the Mentally Ill Offender Crime Reduction Grant Program in conjunction with the Probation Department and the Health Services Agency. This grant provides for an out-of-custody program from a Community Corrections Center to be located on Water Street.
79. A jail population control officer was appointed to monitor overcrowding at the Main Jail until a new classification system was completed. This position was discontinued at the beginning of fiscal year 2007 - 2008 and rolled into a classification supervisor position. The new position, along with the new classification system, allows more appropriate distribution of the county inmate population, which should then reduce the Main Jail population.
80. The Board of Supervisors approved a medical staffing increase, which began in March of 2008 at the Rountree facility. As a result, an additional five to seven inmates a day may be transferred from the Main Jail to the Rountree facility.
81. The Probation Department has implemented a number of alternative programs and added personnel to address jail crowding. These include
- expanded pretrial services, such as release on one’s own recognizance with or without conditions.

- a supervised release, which includes phone checks, field supervision, with conditions such as drug and alcohol testing.
- intensive supervision, which includes field supervision, electronic monitoring and individualized conditions.

These supervised and intensely supervised programs account for an average jail population reduction of 30 jail beds per day.

82. The Community Action Board, a local nonprofit agency, also provides a community service alternative to jail with its Community Restoration Program. This program provides supervised work crews in county parks and, together with Habitat for Humanity, builds low income housing. This alternative to jail served 54 individuals and saved an estimated 1,785 bed days in 2007.
83. In Partnership with Community Action Board's Gemma program the Probation Department is reducing the recidivism of females who typically are incarcerated for nonviolent offenses related to substance abuse. The women's jail sentences are reduced contingent on participation in the residential component of the program. The program offers day treatment and skill-building classes for women.
84. The Warrant Reduction Advocacy Program (WRAP) is designed to avert the issuance of probation bench warrants for individuals who have not maintained contact with their probation officers. Friends Outside provides a three-quarter time warrant reduction specialist to make contact with probationers and reconnect them to their probation officers. This program saves an estimated 40 jail bed days for each warrant averted.
85. While all the jail reduction strategies are working as planned and the population has declined since 2005, the Main Jail is still above rated capacity. The daily jail population is the result of two variables: the number of individuals placed in jail and how long the inmates stay in jail. Had the recent measures not been put into place, the projected Main Jail population would have been 416 rather than the actual average population for 2007, which was 347.

Classification and Discipline

86. The jail uses the National Council of Crime and Delinquency (NCCD) classification system to determine an inmate's housing assignment. This system considers ten different factors that either increase or decrease points for an inmate. Within 24 hours, the inmate is classified as minimum, medium or maximum security depending on total points. Gang affiliation, medical needs, escape risk, level of violence, crimes committed, charges pending, and behavior while in custody are all factors used in the classification system.
87. Inmates are classified by a formal process. The booking supervisor is the first person to consider an inmate's classification within the facility. There are two classification correctional officers (working alternate shifts) who interview every new inmate, review the booking supervisor's preclassification, and ultimately determine the inmate's classification and housing placement within the facility. These two officers are supervised by the classification supervisor, a position added at the beginning of fiscal year 2007-2008.

88. Inmates requiring disciplinary measures are monitored by two disciplinary correctional officers working alternating shifts. The disciplinary officers report to the classification supervisor.
89. For safety reasons there are times when groups of inmates in a given housing module cannot get along with one another. In an effort to quell potential problems these groups of inmates can be “racked” (allowed out of their cells and into the dayrooms for a minimum of four hours per day).
90. Privileges can be withheld if an inmate breaks the rules. According to Title 15, the degree of punitive actions taken by the disciplinary officer needs to be directly related to the severity of the rule infraction. The Main Jail has a four-point discipline system. A minor infraction could result in a verbal warning. A second minor infraction could result in a loss of visiting or commissary privileges or confinement to a cell for four hours. A maximum infraction, such as injury to someone, could result in administrative segregation (ad seg) lasting from ten to 60 days.
91. Inmates unable to get along with others for any reason, such as gang affiliation, race hatred, or antisocial behavior, are assigned to ad seg, defined by Title 15 as separated from the general population. Inmates may request ad seg if they fear for their own safety. They can request a reclassification and/or change in housing assignment every 30 days.
92. Some ad seg inmates are held in disciplinary isolation (lock-down), and confined to cells 23 hours a day with only one hour outside to eat, shower, exercise, watch TV, make phone calls, and talk with others. While locked down, they have no access to any type of religious services or addiction therapy support groups. They can turn in a green slip to talk with the chaplain or a blue slip to see medical personnel. They can also receive books from the book cart. Title 15 states no inmate can be in lock-down beyond 30 consecutive days without review by the facility manager. The jail complies with this Title 15 requirement.
93. Title 15 states food is not to be used as a disciplinary measure. In the ad seg unit, food (mostly snacks) may be withheld as an incentive to improve behavior. Inmates always receive at least the state-required calories. After major violations of institution rules, inmates may be subjected to a disciplinary isolation diet in accordance with Title 15. Every 72 hours, the facility manager must approve the continuation of this diet. Reportedly the isolation diet has only been implemented on rare occasions.

Conclusions

1. Booking. A more efficient booking process would reduce time officers unavailable to perform services in their own jurisdictions.
2. Staffing. Although hourly welfare checks are being performed, and shift supervisors routinely check to ensure rounds are being done, other activities such as cell searches are being delayed due to lack of staff.
3. Operations. The General Services Department should respond to complaints about and perform maintenance of the HVAC system in a more timely manner.

4. Operations. Some shower areas are in need of immediate repair and many need to be kept in better sanitary condition.
5. Inmate Services. The kitchen was originally built to accommodate 90 inmates. It needs to be enlarged and updated to serve the state-rated capacity of 311 inmates.
6. Medical Services. An additional exam room is needed for speedier delivery of medical services.
7. Medical Services. Because of the lack of alternative facilities, mentally ill inmates on a 5150 hold are kept in solitary confinement in the medical unit for long periods of time. The Main Jail is not licensed to provide ongoing care for this type of inmate.
8. Overcrowding. Inmate overpopulation has led to reduced usability of common areas and inmates locked in their cells for longer periods.
9. Overcrowding. Even though the current population exceeds the state-rated capacity, the Sheriff's Office, along with the Probation Department, has made substantial progress in reducing the number of inmates.
10. Overcrowding. The crowding problem strains the facility's infrastructure and the staff's ability to deliver services to the inmates. Because of the facility's age and deteriorating condition and the impact of inmate overpopulation, increased maintenance will be needed in the future.

Recommendations

1. Booking. The Grand Jury recommends the Board of Supervisors and the Sheriff's Office locate funding to staff the Main Jail's booking area and/or revise the booking protocols to reduce the time law enforcement officers must wait while completing the booking process.
2. Staffing. The Grand Jury recommends the Board of Supervisors and the Sheriff's Office locate moneys for the five currently unfunded correctional officer positions.
3. Staffing. The Grand Jury recommends the Sheriff's Office record the video surveillance of the building facility.
4. Operations. The Grand Jury strongly recommends the Board of Supervisors directs that the General Services Department (GSD) fix the existing HVAC system or replace it with one that provides adequate heat and cooling of the inmate housing units.
5. Operations. The Grand Jury strongly recommends the Sheriff's Office and Board of Supervisors locate the necessary funding to repair shower areas as noted on the environmental health report and to direct the GSD makes repair of these shower areas a top priority.
6. Operations. The Grand Jury recommends the Sheriff's Office modify their operation protocols to direct the use of a strong disinfectant as frequently as necessary to inhibit infestation of insects and mold in the shower areas.

7. Inmate Services. The Grand Jury recommends the Board of Supervisors and the Sheriff's Office locate funding to expand and update the kitchen facilities at the Main Jail.
8. Medical Services. The Grand Jury recommends the Board of Supervisors and the Sheriff's Office purchase additional mattresses and blankets for the inmates.
9. Medical Services. The Grand Jury recommends the blue slip protocols be revised to allow inmates to receive more efficient and timely medical services.
10. Medical Services. The Grand Jury recommends the Sheriff's Office and HSA develop a comprehensive strategy to meet the ongoing mental health needs of the 5150 inmates.
11. Overcrowding. The Grand Jury recommends the Sheriff's Office continue working with the overcrowding committee to reduce crowding at the Main Jail.

Commendations

1. Booking. The Sheriff's Office is to be commended for implementing administrative safeguards along every step of the booking process for the protection of staff and detainees.
2. Operations. The Sheriff's Office personnel are to be commended for providing quality care to inmates despite overcrowded conditions and the age of the facility.
3. Medical Services. The Sheriff's Department and the Health Services Agency are to be commended for their delivery of quality medical services to inmates.
4. Medical Services. The Board of Supervisors is to be commended for increasing medical staffing at the Main Jail.
5. Overcrowding. The Sheriff's Office and the Probation Department are to be commended for their ongoing efforts to provide alternative programs, which have reduced crowding.
6. Classification/Discipline. The Sheriff's Office is to be commended for adding a classification supervisor position.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	3, 17, 27, 28	1, 2, 4, 5, 7	60 days September 1, 2008
County of Santa Cruz Health Services Agency	65	10	90 days October 1, 2008
County of Santa Cruz General Services Department	28	4	90 days October 1, 2008
County of Santa Cruz Sheriff’s Office	3, 17, 18, 27, 28, 39, 59, 65, 78	1 - 3, 5 - 11	60 days September 1, 2008

Sources

- 2005-2006 and 2006-2007 Santa Cruz County Grand Jury Reports.
- County Environmental Health and Safety Report, July 10, 2007.
- Directory of Inmate Programs, September 2007.
- Jail Overcrowding Committee reports presented to Board of Supervisors, February 2007, and February 2008.
- Main Jail – Environmental Health Evaluation, July 10, 2007.
- Santa Cruz County Sheriff’s Office Detention Bureau Procedures Inmate Rules & Regulations, August 5, 2007.
- Santa Cruz Fire/Life Safety Inspection Report, June 21, 2007.
- State Corrections Standards Authority Inspection Report, July 19, 2005.
- State Corrections Standards Authority Inspection Report, September 5, 2007.
- Santa Cruz County Sheriff’s Office Annual Report, 2005.
- Santa Cruz County Sheriff’s Office Correction Bureau Population Analysis Report, July 1, 2007.
- Santa Cruz County Sheriff’s Office Detention On-line Counter File.
- Title 15 California Code of Ethics - minimum standards for local detention facilities.
- Title 24 California Code of Ethics - minimum standards for care of inmates.

Rountree Detention Center

Background

The Rountree Detention Center consists of two jail facilities, located at 90 Rountree Lane (medium security) and 100 Rountree Lane (minimum security) in an unincorporated area of southern Santa Cruz County. Both facilities house inmates convicted and sentenced for up to one year in jail.

The medium security facility houses inmates who require incarceration and/or segregation from other inmates but do not require the maximum segregation provided by the Main Jail. The medium security facility also houses inmates with cases pending in court.

The minimum security facility houses inmates who do not have a high level of criminal sophistication and those who do not pose a threat to other inmates, as well as those who qualify for the Work Furlough program.

General Findings

1. The Grand Jury toured the Rountree Detention Facilities on September 10, 2007. This was followed by a second visit on September 14, 2007, and again on December 31, 2007 and May 5, 2008.
2. All Rountree inmates are men who are classified as either minimum or medium security risk. Security classification is determined at the Main Jail shortly after initial detention.
3. Gang affiliations are considered when assigning inmates to either the minimum or medium security facility.
4. The California Corrections Standards Authority last inspected the facilities July 10-11, 2007.
5. The Corrections Standards Authority sets minimum standards for detention facilities. The standards include the number of inmates each detention facility was built to hold (rated capacity) and the number of inmates that can safely be housed in the facility (maximum capacity). Both Rountree facilities operate an average of 20 to 40 percent below rated capacity.
6. On average, about one quarter of the Rountree inmate population speaks only Spanish. At least one Spanish-speaking officer is on duty most, but not all, of the time. Bilingual inmates are sometimes used as translators when no other option is available, particularly when a Spanish-speaking inmate must communicate with the nurse.
7. The sleeping areas in both facilities are open rooms with bunks two or three beds high. The areas are neat and clean.

8. The dining areas of both facilities appear to be well maintained. The meals are nutritious and fresh and the portions are adequate. Inmates also have access to food vending machines. They use debit cards funded with money deposited in their account by family or friends.
9. Most inmates are assigned jobs such as cleaning. Many are also required to participate in court-ordered rehabilitation programs. It is mandatory for all inmates to attend a skill-building class.
10. Inmates are not allowed to sleep late or lie around idle during the day. There is time available daily for recreation such as exercise, playing board games, or watching television.
11. Educational programs are offered in both the medium and minimum security facilities. The Watsonville/Aptos Adult Education program offers preparatory classes for the General Education Diploma (GED) and Adult Basic Education. Parent Education and substance abuse classes are also offered. A number of programs are provided by volunteer organizations, including Alcoholics Anonymous, Narcotics Anonymous and church services.
12. A medical unit serves both facilities. It includes private examination rooms and seems well equipped and well maintained. An experienced registered nurse is on duty eight hours a day, five days a week. If a problem arises, the staff can call the Main Jail medical staff. If necessary, the inmate will be transported to a nearby medical facility. The Sheriff's Department recently received additional funding to add nursing hours on the weekend. They are currently recruiting for this position.
13. In keeping with the requirements of *California Code of Regulations, Title 15, Section 1216 Management of Pharmaceuticals*, inmates prescribed certain mental health medications cannot be housed at Rountree because of the lack of medical personnel to dispense doses on weekends. The recent approval of weekend nursing hours will allow for medication to be dispensed seven days per week.
14. There is one automated external defibrillator (AED) in each facility. All correctional officers are trained in first aid, cardio-pulmonary resuscitation (CPR), and AED use as a part of their initial training. They also attend a refresher course annually.
15. All visitors must be approved in advance. Only six people per inmate, including children, are on an inmate's approved visitor list during any 90-day period. Every 90 days, the inmates may submit new visitor lists for approval.
16. Telephones are available to all inmates. They can use prepaid phone cards to make a call. They can also make collect calls as long as the party being called has posted a deposit with the phone service provider.
17. The Environmental Health Report dated July 10, 2007 indicated the plumbing and condition of the floors, coving, and lower walls of the showers "are deteriorated" in the minimum security facility. The Grand Jury members noted these conditions on their visit.

Medium Security Findings

18. The medium security facility is designed with two direct-supervision housing units. Half the facility was opened in May of 1996, and the other half was opened in February 1999. The rated capacity is 96 inmates and the maximum capacity is 110. On September 10, 2007, the population was 73; of those, 33 were classified as “White,” 37 as “Hispanic,” and three as “Black.”
19. There are five correctional officers on duty per 12-hour shift at the medium security facility, except between 11 pm and 7 am when there are four. The number of onsite officers may be fewer during any given shift when officers are needed to transport inmates. Such circumstances occur daily when inmates are transported to or from court in Watsonville or Santa Cruz, or when there is a need for offsite medical care.
20. One officer is stationed in a secured area and controls all doors and gates. This area also has surveillance cameras monitoring inmate detention areas. No record is kept of the surveillance videos.
21. Medium security inmates attend classes located in the two classrooms behind the control room area of the facility. These classrooms hold about 20 inmates at a time. In addition to the educational programs previously mentioned and offered for both medium and minimum security inmates, the following classes are offered exclusively to medium security inmates: English as a Second Language (ESL) and domestic violence prevention classes.
22. Medium security inmates can be visited Mondays, Wednesdays, and Saturdays, during one of the four hour-long periods between 8:30 am and 2:00 pm. Visits are via telephone through glass. Two adults or one adult with two juveniles are allowed to visit an inmate at a time. There are four cubicles available for the visits.
23. Contained within each unit is an exercise yard with equipment such as pull-up bars and a basketball hoop.

Minimum Security Findings

24. The minimum security facility, often referred to as the “Jail Farm,” was first opened in 1970. The board rated capacity is 162 inmates with a maximum capacity of 250. The population on inspection day was 99. They were categorized as 60 “White,” 34 “Hispanic,” four “Black” and one “Other.”
25. There are three officers on duty during the day shift and two during the night shift. The shifts are 12 hours long. As with medium security, there may be fewer staff onsite when officers are needed to transport inmates from one place to another.
26. There are surveillance cameras monitoring inmate detention areas. No video record is kept of the surveillance.
27. Visiting is allowed for minimum security inmates on Sundays from 12:45 pm to 2:45 pm. These are contact visits in a large fenced grassy area adjacent to the minimum facility. On rainy days, visits are held in the dining hall. All six approved visitors may visit each visiting day.

28. More educational programs are available to minimum security inmates than to those in medium security. The following job training programs are offered by the Regional Occupational Program (ROP) and Watsonville/Aptos Adult Education: computerized diagnostic car repair, auto body repair, computer assembly and repair, and a computer skills lab. In the near future, ROP will begin offering landscaping and culinary arts job training. In addition, a men's health education program and a home construction course will soon be implemented.
29. Minimum security inmates can walk away from the facility, and it happens about four times a year. Those who walk away are generally rearrested within 24 hours. They are then likely to be held at the Main Jail for the remainder of their sentences, and new charges can result.
30. Due to the lack of fencing around the facility, Rountree has had problems with unauthorized persons entering the grounds. This has enabled contraband to be dropped off in the parking lot area which can be picked up by inmates working in the area and brought into the facility. The Grand Jury has been informed the Sheriff's office has secured \$72,000 to install fencing around the front of the facility. The automatic gates into the facility would be controlled from the control room located in the medium security section of Rountree. The Sheriff's Office is waiting for the General Services Department (GSD) to put this project out to bid.
31. Exercise and recreational options are adequate and include basketball, weight lifting, horseshoes, volleyball, baseball, soccer and ping pong.
32. The County has provided \$48,000 in funding to repair and replace the shower posts, flooring and support walls at the Jail Farm. This was reported to be a problem in the Environmental Health Report. Funding has been secured for this project. Rountree staff is still awaiting GSD to put the project out to bid.

Conclusions

1. Correctional officers and civilian workers at Rountree Detention Center appear to be respectful of inmate rights, experienced in dealing with inmates, and well trained in security procedures.
2. Inmate visits in both facilities are well managed and beneficial to both the inmates and their families.
3. The maintenance and cleanliness of all areas of both facilities is good.
4. There are a commendable variety of constructive activities and skill building classes for inmates although few are conducted by Spanish-speaking teachers.
5. Because the Rountree jail inmate populations are consistently under capacity, the facilities could be better utilized to relieve the overcrowding at the Main Jail.
6. The staffing of the facilities is inadequate to properly oversee, protect, and transport the inmate population.
7. Onsite medical care is currently available 40 hours a week. The newly approved nursing weekend hours are needed to assure that medical problems are properly

assessed and expeditiously treated. This weekend coverage will allow qualified inmates who need mental health maintenance medications to be transferred from the Main Jail to Rountree.

8. The video surveillance system has been noted to be inadequate in earlier Grand Jury reports, but it has still not been improved.
9. Installation of fencing around the facility would prohibit the public from entering the facility without permission and would deter contraband from entering the facility.
10. The Grand Jury agrees with the Environmental Health Report that the shower posts, flooring and support walls at the Jail Farm are in need of repair and replacement.

Recommendations

1. The Grand Jury recommends that the County Office of Education provide additional Spanish-speaking teachers or teacher's aides for the skill-building classes.
2. The Grand Jury recommends the Sheriff's Office develop new strategies to house more of the County's Main Jail population at the Rountree facilities.
3. It is recommended that the Sheriff's Office finish recruiting for the weekend nursing position.
4. It is recommended that the Sheriff's Office and the Board of Supervisors locate funding for additional correctional officers, at least one per shift per facility, to assure the safety of staff and inmates.
5. The Grand Jury strongly recommends that the Sheriff's Office provide a recording of all surveillance camera activity.
6. The Grand Jury strongly recommends GSD put the shower repair project out to bid as soon as possible.
7. The Grand Jury strongly recommends GSD go out to bid for the fencing project as soon as possible.
8. The Grand Jury recommends the Sheriff's Department and the Board of Supervisors secure the necessary funds to install fencing around the remaining perimeter of both facilities.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	19, 25, 30	4, 8	60 Days September 1, 2008
County of Santa Cruz Sheriff’s Office	12, 13, 19, 20, 25, 26, 30	2 -5, 8	60 Days September 1, 2008
Santa Cruz Office of Education	11, 28	1	90 Days October 1, 2008
General Services Department	17, 30	6, 7	90 Days October 1, 2008

Sources

Prior Grand Jury reports: 2005-2006 and 2006-2007.

California Corrections Standards Authority report July 10-11, 2007.

Interviews with Santa Cruz County Sheriff’s Office Personnel

State of California, California Code of Regulations, Title 15. Crime Prevention and Corrections,

http://www.cdcr.ca.gov/Regulations/Adult_Operations/docs/Title15-2007.pdf

The daily Population Analysis Report published on the Santa Cruz County Sheriff’s website.

Environmental Health Report July 10, 2007

Juvenile Hall

Background

Santa Cruz County Juvenile Hall, located at 3650 Graham Hill Road, was built in 1968. Juvenile Hall was established pursuant to Article 14, Section 850 of the State Welfare and Institutions Code which requires the Board of Supervisors to provide and maintain a suitable place for the detention of juvenile wards. Juvenile Hall provides temporary, secure custody of juveniles between the ages of 12 and 18 who are referred by law enforcement agencies, the Probation Department, and Juvenile Court. The youth are held there to await due process through the juvenile court. The law requires that reasonable efforts be made to keep a juvenile at home and in his or her community, rather than in detention. The youth are only kept in juvenile hall if public and personal safety issues rise to the level where home release is not feasible, or there is a strong likelihood that the juvenile will not make his or her court appearance.

Nine members of the Grand Jury visited Juvenile Hall on September 19, 2007.

Findings

General

1. One of only four facilities in the nation to be so recognized, Santa Cruz County Juvenile Hall is a model site for the Annie E. Casey Foundation Juvenile Detention Alternatives Initiative (JDAI). JDAI objectives are:
 - To reach consensus among all juvenile justice agencies about the purpose of secure detention and to eliminate its inappropriate or unnecessary use
 - To reduce the number of alleged delinquents failing to appear in court or committing new offenses
 - To use limited juvenile justice resources in a more efficient manner by developing responsible alternatives to secure confinement rather than adding new detention beds
 - To improve conditions and alleviate overcrowding in secure detention facilities
2. Santa Cruz County Juvenile Hall has been recognized by the Justice Policy Institute in Washington, D.C., for its successful reduction in the number of minors detained through implementation of reforms inspired by the Juvenile Detention Alternatives Initiative.

Facilities

3. The rated capacity of Juvenile Hall is 42. The facility experienced its highest daily count of 61 detainees in January 1997. As a result, the Probation Department developed a continuum of alternatives to detention designed to maintain the population of the Juvenile Hall below the rated capacity without impacting public safety. Although primary funding for these support programs comes from the County

of Santa Cruz, the Probation Department has secured State mental health and private foundation grants.

4. The average daily occupancy for 2006-2007 was 25 with an annual admission of 894. On the day of the inspection, there were 19 males and one female. However, the staff reported there are usually 20-25 percent females and 75-80 percent males. About 55 percent of youth are listed as non-White. Typically, all occupants are between the ages of 12 and 18, but rare exceptions occur, when someone younger than 12 or older than 18 may be housed at Juvenile Hall. The average age of juveniles housed is 16. Older youth can be held at Juvenile Hall if their offenses occurred prior to age 18.
5. The facility passed inspection by the State of California Department of Corrections and Rehabilitation on July 9, 2007. The inspection process was conducted by the fire marshal, health department, building inspector, superintendent of schools, the juvenile court and the Juvenile Justice Commission. The medical, mental health, nutrition and environmental health inspections revealed no deficiencies. The fire marshal's report rated the facility as having "a reasonable level of fire and life safety."
6. Juveniles are housed in two units connected by a common hallway. The "A" unit houses older, more sophisticated offenders who have committed more serious crimes, while the "B" unit houses girls and the younger, less sophisticated male detainees.
7. Juveniles are housed in small private rooms. Each room has a toilet, sink, drinking fountain and bed.
8. Some doors to the rooms were previously modified to swing out into the hall rather than into the rooms, which increased living space and safety for the staff. The rooms were in good repair, considering the age of the facility.
9. Shower rooms were recently upgraded to provide separation and privacy.
10. The dayroom areas were clean and orderly.
11. Due to the age of the facility, continual maintenance is required. County maintenance provides support in repairing toilets, showers, and kitchen equipment. County building facilities personnel conduct weekly inspections of the facility. Juvenile Hall has previously upgraded both unit bathrooms, the plumbing in individual rooms, and a new medical/health wing has been completed. Security screens in the sleeping rooms have been replaced. Floor and ceiling tiles were replaced in 2006-2007 and a phased-in upgrade to the security system is also underway.
12. The facility has a video monitoring system. However, during the Grand Jury inspection, several cameras and the intercom system were not working. In addition, some of the security systems are out of date. A phased upgrade to the security system is underway. Phase I includes the installation of wiring, and other infrastructure for working cameras, video recording devices, intercom, control panels, video monitors, music system, door locking system (for facility entrance and exit). Phase II includes the installation of the security components. County General Services Department has

assured Juvenile Hall this work will be underway by January 2008 and completed by June 2008.

13. The kitchen and dining areas were clean and appeared adequate. The County is working with the Criminal Justice Research Foundation in anticipation of potential State funds to renovate the kitchen area.
14. Juvenile Hall needs a new heating and air conditioning system, retrofitting of the remaining doors for the juveniles' rooms and an upgraded loading door for the food service pantry. The cost for these projects is estimated to be \$867,700.
15. The outdoor space is well maintained, although there is inadequate recreational space to meet Title 15 requirements. Current standards call for 7500 square feet of recreational outdoor space, but only the uncovered courtyard area (5900 square feet) is useable. There is additional outdoor space that could help meet Title 15 standards, but it can't be used due to lack of security fencing. The additional space includes a grassy area, a basketball hoop and volleyball court.

Operations

16. The average length of stay in Santa Cruz County Juvenile Hall in 2006 was 8.7 days.
17. Juveniles brought to Juvenile Hall undergo a risk assessment screening to determine if they pose a threat to the public and if they can be released to house arrest. The assessment involves scoring of nine critical areas: (1) seriousness of the offense, (2) current arrest on warrant, (3) legal status, (4) risk of re-offense, (5) risk of new offense, (6) mitigating factors, (7) aggravating factors, (8) victim/witness factors and (9) substance use. After this screening, juveniles undergo medical and mental health assessments.
18. Upon intake, juveniles are given an orientation to the rules of the facility and the consequences of a violation. Rules are posted on bulletin boards.
19. Juveniles who are sentenced and not recommended for home detention are sent out of the county to facilities operated by the Department of Juvenile Justice (DJJ) to serve their sentences. There are no DJJ facilities in Santa Cruz County.
20. Medical services are provided to all juvenile residents through the County Health Services Agency. Staffing consists of 56 hours per week of registered nursing services and eight hours of nurse practitioner services. The Mental Health Division of the Health Services Agency provides crisis intervention, individual counseling and assessment services for all residents of Juvenile Hall. Approximately 95 percent of the residents receive mental health services while in custody. A substance abuse specialist performs drug and alcohol abuse assessments and develops treatment recommendations for Juvenile Hall residents.
21. There is currently no automated external defibrillator (AED) onsite, but one is on order through the Health Services Agency, and the cost will be shared with the Probation Department. It will be installed at the Institutional Supervisor's work station for use by both Juvenile Hall and the Probation Department. The nurse will train all Juvenile Hall staff in the use of the AED. Training may take some time due

to scheduling needs; however, there will be a trained staff working on each shift. Untrained staff will not be permitted to use the device. Maintenance of the device will be the responsibility of the nurse.

22. The Hartman School operates year-round onsite. The County Office of Education provides one full-time teacher, one bilingual senior instructional aide and a part-time resource specialist. Juveniles are enrolled within one day of admission to Juvenile Hall. Juveniles receive the same amount of instructional time as required in public schools. The Hartman School staff works with the Probation and Juvenile Hall staffs to manage students in a successful and positive educational environment. The classrooms appeared well stocked with instructional materials and computers.
23. At Juvenile Hall, weekly meetings are provided by Alcoholics Anonymous and Narcotics Anonymous, and various religious groups visit regularly. Barrios Unidos provides individual and group counseling and sponsors many special events. Volunteers also provide weekly poetry writing workshops, yoga and meditation instruction. Friday Night Live offers a structured life skills curriculum teaching youth to make healthy life choices.
24. Juvenile Hall management and staff believe that support programs for the youth are important to help reduce recidivism. Management has hired bilingual staff and conducted employee racial sensitivity training. The staff has secured placements for the juvenile offenders in the community in a way that is sensitive to racial issues.
25. The Santa Cruz County Probation Department has taken steps to address the disproportionate minority representation in Juvenile Hall by examining its systems to ensure policies and practices are not contributing to disproportionate confinement of youth of color.
26. In partnership with county mental health and community-based providers, the County has developed a network of services delivered in the community and at day treatment sites. This approach encourages the family to take the lead in developing a plan to have youth be successful in their own homes. The result of this emphasis is that the County has one of the lowest out-of-home placement rates in the state.
27. The number of probation officers dedicated to Juvenile Hall varies according to the population. On the day of the Grand Jury inspection, there were five probation officers on site, two for each unit with one additional crossover officer. The Corrections Standards Authority concluded in its inspection that there were an adequate number of personnel to carry out the facility program and meet established standards and regulations. During hours that minors are awake, one probation officer is on duty for each 10 minors in detention. During hours that minors are asleep, one probation officer is on duty for each 15 minors in detention. At least one probation officer on duty is the same gender as minor(s) who are housed in the facility. There is always one senior institutional supervisor on duty who is responsible for all operations and activities.
28. During sleeping hours, juveniles are locked in their rooms. Each cell has a night light, and a staff member walks the halls making safety checks every 15 minutes.

29. Interns from Cabrillo College, San Jose State University, and the University of California Santa Cruz assist staff with programs and provide individual attention to the detainees. Training is an ongoing process because it takes a minimum of five weeks and there is high turnover.
30. About half of the 24 full time permanent staff is bilingual, including administrative, kitchen and housekeeping staff.
31. Parents are charged a daily fee of \$24 while their children are housed in Juvenile Hall. The fees are collected by County Collections. When families are not able to pay, they are encouraged to contact County Collections to arrange a payment schedule to match their needs. The response of County Collections is governed by their internal policies.
32. As of the date of Grand Jury’s visit on September 19, 2007, there had been 14 incidents of juveniles fighting and one incident of assault on a staff person at Juvenile Hall during the year. This represents an increase in fights over prior years. In 2004, 10 fights were reported and six fights were reported in 2005. In 2006, there were 10 fights and 15 assaults. There had been no serious injuries to either detainees or staff.
33. In May of 2007, Juvenile Hall staff received critical incident response training to improve its ability to diffuse volatile situations before they erupt into violent encounters.
34. Juvenile Court is located onsite with one Superior Court Judge assigned to preside over all cases.

Conclusions

1. Juvenile Hall is well managed and operated by a professional and caring staff.
2. The Juvenile Hall program strives to provide detained juveniles with a safe and secure environment, free of fear, trauma, intimidation or abuse, and in the least restrictive environment consistent with public safety.
3. The facility is well maintained despite its age.
4. The Santa Cruz County Probation Department emphasizes keeping children with their families and in their communities.
5. A covered outside area would provide a better place for physical activity during poor weather conditions.
6. Fencing around the upper field would allow the detainees to use the spacious grassy area, a basketball hoop and volleyball net and have access to a general open air feeling not found in the rest of the facility.
7. Video monitoring is inadequate and should be upgraded to ensure safety and security. This is being implemented.
8. Intercom systems would provide better security and safety; installation of intercoms is being implemented.

9. Modifying some of the doors to the rooms so they swing out into the hall rather than into the rooms not only freed up living space but also removed the possibility that the occupant could bar the door, assuring safety for the staff.
10. Juvenile Hall staff strives to provide a safe and humane environment. It recognizes and respects the dignity of the youths in detention.
11. The Probation Department continues to work with the community to enhance and develop alternatives to detention.

Recommendations

1. The Grand Jury strongly recommends the Board of Supervisors and the Probation Department locate the necessary funding to install fencing required for the juveniles to use the ball field, basketball and volleyball courts and grassy area to increase exercise opportunities and meet Title 15 outside space requirements.
2. The Board of Supervisors should ensure that the plans to upgrade the heating and ventilation system at Juvenile Hall are implemented as soon as possible.
3. To increase safety, the remaining doors to the sleeping rooms should be modified so they open out.

Commendations

1. The Grand Jury commends the Probation Department and Juvenile Hall staff for their professionalism and dedication to the young people they serve, their families and the community.
2. The Grand Jury commends the Juvenile Hall staff and the Probation Department for securing outside funds and grants for diversion programs and other support programs for the youth and their families.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	8, 14, 15	1, 2, 3	60 days September 1, 2008
County of Santa Cruz Probation Department	8, 14, 15	1, 3	90 days October 1, 2008

Sources

Documents/Articles/Policies and Procedures

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<http://sccounty01.co.santa-cruz.ca.us/prb/org/juvenilehall.asp>

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Blaine Street Facility

Background

Blaine Street Facility (Blaine Street) houses minimum and medium security female inmates at 141 Blaine Street in Santa Cruz. Blaine Street has been in operation since 1984 and is adjacent to the Main Jail. There are 19 sleeping rooms with a board rated capacity of 32.

The Grand Jury toured the facility on September 17, 2007 and conducted a follow-up visit on October 1, 2007.

Findings

1. Blaine Street is designed for women inmates who have been screened as minimum security risks. Low risk medium security women may also be assigned to this facility.
2. In 2006, the average inmate population was 24, and in 2007 (through September 26, 2007) was 25. On the day of the initial visit, there were 27 inmates. Approximately 20 percent of the women are Hispanic; the majority are identified as “White.” The average age is 35.
3. On September 5, 2007, the California Corrections Standards Authority recommended that Blaine Street be reclassified from a Type III facility (minimum security only) to a Type II facility, which would allow some medium security women to be moved from the Main Jail, reducing overcrowding there. This reclassification was implemented on September 5, 2007.
4. Most women at Blaine Street are incarcerated for drug and alcohol offenses. Some are there for theft and embezzling offenses, usually related to drug and alcohol addiction. On September 26, 2007, Blaine Street inmates consisted of women convicted of 17 felonies and nine misdemeanors.
5. The average stay is about two months. The maximum is one year.
6. In 2006, only one violent incident was reported at Blaine Street. Gang affiliation has not been a problem in this facility and inmates do not require separation based on gang identity.
7. The California Corrections Standards Authority issued a very positive assessment in a report dated September 5, 2007, stating that Blaine Street “continues to be a well run and clean facility.”
8. The front door is locked to the outside but not from the inside. There is a security camera on the outside of the front door, but nothing prevents an inmate from walking away. In 2006, the superintendent reported six inmates had walked away; all were apprehended and returned to the Main Jail.
9. Telephones are available and can be used with a prepaid account.

10. The meals are fresh and well balanced. The food services manager at the Main Jail prepares the menu.
11. In a report dated July 10, 2007, the Environmental Health report indicated, “The homestyle hood in use is insufficient for use over the commercial range.” According to a phone call to the Supervising Correctional Officer on December 13, 2007, a commercial hood is being considered for future installation.
12. The Blaine Street supervisor is present four days a week. Her time is split between Blaine Street and the Work Furlough program.
13. In addition to the supervisor, there is one corrections officer on duty who works a 12-hour shift. Corrections officers are rotated among all the county jail facilities, so several different officers are assigned to Blaine Street each week.
14. Some staff members speak Spanish, but it is not required. If there is a language barrier, other inmates are asked to translate.
15. A Work Furlough program is available to inmates who meet program requirements. It allows them to leave the facility for a job, but they must return when their work hours are completed. The program will accommodate any work schedule the employer requires. Inmates are responsible for their own transportation, clothing and meals when they leave Blaine Street.
16. Each inmate is required to spend time working in the kitchen, doing laundry, or cleaning the facility.
17. Educational and support programs are offered. Each time one of the women attends a class, group meeting or other program, it is counted as a “unit.” In a typical month there are more than 500 units of attendance counted for all of the classes, groups and programs.
18. Computer training classes are offered to the inmates. The plan is to double the number of computers available from six to 12 and connect them to the Internet. Computers cannot be used by inmates without supervision.
19. In addition to computer training, other programs include:
 - The Santa Cruz City Adult School offers classes for a General Education Degree (GED), job skills and parenting.
 - The Santa Cruz County Health Services Agency (HSA) offers classes on women’s health issues and provides Hepatitis C and HIV testing.
 - The Walnut Avenue Women’s Center offers a support group for domestic violence victims.
 - Pajaro Valley Prevention offers classes dealing with drug and alcohol abuse. The class meets four times a week for 90 minutes each session. Once a week, it is offered in Spanish. From July through September 2007, there were almost 400 units of attendance recorded in these classes.
 - Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) hold regular meetings at Blaine Street.
 - Volunteers teach a popular knitting and crocheting class; yarn and other supplies are donated.

- Volunteer groups offer religious services.
 - Volunteers from Friends Outside bring books for the library and other resources for the inmates.
20. Inmates have access to transitional programs such as Gemma, which serves as a halfway house for women making the adjustment back to civilian life after incarceration.
 21. The non-profit agency New Directions uses state funds to provide counseling and educational services to the children of incarcerated parents. This agency provides services to South County families of women at Blaine Street.
 22. Inmates have free time, which they can spend on the patio or lounging in the building. A small room has exercise equipment, though it was not being used on the day of the Grand Jury visit.
 23. Inmates are allowed to grow fresh vegetables for their meals in an onsite garden.
 24. Inmates may schedule one visit a week on weekends from a pre-approved list of up to eight visitors. Visits can be held in the common room or outside on the patio.
 25. The nurse from the Main Jail is available 24 hours a day and visits three times a week. There is no onsite medical supervision. Inmates can be transported to public medical facilities in an emergency. Recent policy changes allow for dispensing methadone and other medications.
 26. Twelve inmates are randomly drug tested each month. Additionally, if women show signs of behavior that could be drug induced, they are transferred back to the Main Jail.
 27. There is no automated external defibrillator (AED) at Blaine Street although one was recommended by the previous Grand Jury.

Conclusions

1. Compliance with the California Corrections Standards Authority recommendation to allow medium security inmates to be moved to Blaine Street has helped relieve overcrowding at the Main Jail.
2. At the time of the Grand Jury visit, Blaine Street was clean, orderly and had a non-institutional feel.
3. Although the supervisor does a commendable job, Blaine Street would be well served by a full-time supervisor.
4. Because of the policy to rotate corrections officers among county jail facilities, there is little consistency in the staff at Blaine Street.
5. Given the large number of Hispanic inmates, the fact that detention staff is not required to speak Spanish may be a problem.
6. The women are well served by numerous support programs.

7. An automated external defibrillator (AED) would enhance the safety of staff and inmates.

Recommendations

1. The Grand Jury recommends that the Sheriff’s Department replace the hood over the range with a commercial hood.
2. The Grand Jury recommends that the Sheriff’s Department implement long-term staff assignments, giving preference to correctional officers who are bilingual in Spanish and English. Having a consistent staff, rather than a different corrections officer every few days, would better serve the inmates.
3. The Grand Jury strongly recommends that the Sheriff’s Department install an automated external defibrillator (AED) at Blaine Street, as recommended in the 2006-2007 Grand Jury Report.

Commendations

1. During the tour, the Grand Jury noted that the inmates were treated with dignity and respect.
2. The Grand Jury concurs with the California Corrections Standards Authority that Blaine Street is a “well run and clean facility” and commends the staff’s management.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	11, 27		60 days September 1, 2008
County of Santa Cruz Sheriff’s Office	11, 27	1, 2, 3	60 days September 1, 2008

Sources

Blaine St. Women's Facility - Environmental Health Evaluation, July 10, 2007

Directory of Inmate Programs, September 2007, Volunteer Information

Interviews with Santa Cruz County Sheriff's Office Personnel

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State of California, California Code of Regulations, Title 15. Crime Prevention and Corrections.

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Statistical summary of attendance at voluntary programs (July – September 2007) provided by the Sheriff's Office.

Court Holding Facility – Santa Cruz

Background

The Court Holding facility, nicknamed “the tomb,” is located at 701 Ocean Street, Santa Cruz, below the courtrooms. It is a concrete structure without windows and with only two exits. Inmates are transported by vehicle from their custodial facilities and held at Court Holding before and after their court appearances. The Grand Jury toured the facility on September 10, 2007.

Findings

1. The Court Holding facility was clean and well maintained.
2. Guns and knives are forbidden in Court Holding, even for law enforcement although officers may carry batons and/or stun guns. Other weapons are secured in lockers located outside the Court Holding entrance doors.
3. Staffing generally consists of ten deputies each day, with at least one female deputy on duty for searching female inmates. The first shift begins at 7:30 am, and the last shift leaves at 5:00 pm. All deputy sheriffs spend at least one year assigned to Court Holding.
4. The number of inmates held at Court Holding each day ranges from 20 to 60. Previously, when drug court was held at the courthouse, the number of inmates could reach 90. Drug court is now held at the Main Jail in Department 11.
5. On days when they appear in court, most inmates are held in Court Holding between 7:30 am and 11:00 am. Inmates are served breakfast and dinner at the detention facility. If inmates are at Court Holding during lunch hours, they are served bagged lunches.
6. At 7:15 am each weekday, vans are dispatched from 701 Ocean Street to the various detention centers to pick up inmates who are appearing in court that day. Each van holds up to 13 detainees who can be separated into three compartments. The number of trips each day depends on the number of inmates going to Court Holding, the security classification of the inmates, and the time the courts finish for the day.
7. There are four transport vans, one each for transporting inmates to and from detention facilities and Court Holding.
8. Before transport, inmates are given a security classification to determine van and cell placement. If an inmate is involved in an incident or commits a crime, he or she is reclassified immediately.
9. Approximately a year and a half ago, new restraint standards were implemented. Most inmates are now manacled while being transported to and from court, incarcerated in a Court Holding cell or appearing in a courtroom. Since then, very few, if any, escape attempts have occurred. There are times when a judge will order “no chains” and the chains are then removed from inmates. All inmates – chained or not – have the opportunity to change into attire appropriate for court appearances.

10. At this time, the video surveillance of the holding cells is not being recorded because of a problem finding storage space for the digital data. Staff is reviewing a possible storage solution and is hoping to secure adequate space for storing video recordings in the near future.
11. Before being placed into a holding cell, the inmates are searched for contraband items. Inmates are allowed to have court papers, although deputies take possession of them while the inmates are in the holding cells, returning the documents to the inmates for their court appearances.
12. If a medical problem or emergency occurs, or if there is an altercation which results in injury, Emergency Services is called. Medical problems and emergencies are handled first, then incidents are documented.
13. When an incident such as a fight or other disruption occurs, deputies file either an incident or crime report. Verbal insults, or refusal to follow commands, result in disciplinary action, which can range from a loss of privileges at the detention facility to new charges being filed.
14. Each holding cell consists of a concrete room, with concrete benches built into the walls. There is a window on the door of each cell. A red rectangle is painted on the floor around the door. Inmates must stay outside the red lines. Holding Cell One contains emergency lights, a dome mirror, sprinklers, vents, a toilet and a sink.
15. Toilets in the holding cells are flushed by deputies in response to requests, or every half hour during prisoner “welfare checks.” This procedure prevents prisoners from creating disturbances by clogging the toilets.
16. The five holding cells are currently utilized as follows:
 - Cell One (maximum occupancy 16) – males: general population
 - Cell Two (maximum occupancy 16) – males: Sureño gang members, white supremacists, and black gang members
 - Cell Three (maximum occupancy 15) – females
 - Cell Four (maximum occupancy 15) – males: juveniles, Norteño gang members
 - Cell Five (maximum occupancy 16) – males in protective custody (sex offenders, medical issues, gang dropouts)
17. Deputies conduct walkthrough “welfare checks” on all inmates in holding cells at least every 30 minutes. They also use cameras to constantly monitor all cells (excluding Cell 3, reserved for women).
18. The annual budget for court security is \$2.5 million, which is paid by the State under a contract with the Sheriff’s Office. Court transportation costs are included in the Sheriff’s Office budget.

Conclusions

1. The facility is well maintained and clean.
2. The staff is professional, well trained, and knowledgeable performing day-to-day operations as well as skilled at interacting with inmates.
3. The inmate restraint system implemented approximately a year and a half ago has resulted in fewer escape attempts and violent incidents.
4. Moving drug court cases to the Main Jail has reduced the number of inmates transported and processed through the main courthouse and Court Holding.
5. Because the deputies in Court Holding have to maintain a high level of attention while handling potentially dangerous prisoners, rotating assignments in Court Holding seems to be beneficial. This procedure enables deputies to remain alert and fresh while gaining valuable experience.
6. Equipment for recording and storing video of holding cell activity would be useful for training and evidence gathering purposes.

Recommendations

1. The Grand Jury recommends equipment be purchased for video recording activity in all areas of the Court Holding facility, and space found to store equipment and recordings. While this recommendation was previously made in the 2006-2007 Grand Jury report — and the Sheriff’s Office agreed — it has yet to be implemented.

Commendations

1. The Grand Jury commends the Sheriff’s Office for its professional and well-trained staff.
2. The Grand Jury commends the Sheriff’s Office for the new inmate restraint policy.
3. The Grand Jury commends the Sheriff’s Office for moving drug cases to the Main Courthouse.
4. The Grand Jury commends the Sheriff’s Office for the policy of rotating deputies in Court Holding.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	10	1	60 days September 1, 2008
County of Santa Cruz Sheriff’s Office	10	1	60 days September 1, 2008

Sources

State of California, California Code of Regulations, Title 15. Crime Prevention and Corrections.

http://www.cdcr.ca.gov/Regulations/Adult_Operations/docs/Title15-2007.pdf

Interviews with Santa Cruz County Sheriff's Office Personnel

Court Holding Facility — Watsonville

Background

The Court Holding facility in Watsonville is located within the new courthouse at One Second Street. On February 25, 2008, the courthouse was opened to misdemeanor hearings. Felony cases were added on March 17, and family law on April 7. Members of the Grand Jury visited this facility on March 20, 2008.

Findings

1. The Court Holding facility is new, clean and in excellent condition. The walls are cinder block and painted pale yellow. The floors are linoleum and the sink and toilet areas are stainless steel. Corridors are well lit.
2. In addition to family law cases for the entire county, all south county criminal cases from Freedom Boulevard at Highway One to the Monterey County border are heard in the Watsonville courthouse. The boundary for criminal matters may be extended further north in the future.
3. An officer controls the exterior entrance to Court Holding, which is not accessible to the public.
4. Staff may enter the Court Holding area from the side sally port¹ doors located in the main entrance lobby.
5. All Court Holding doorways and inmate holding cells have audio and visual surveillance.
6. Access is monitored and regulated from a secure room called the control center. All doors within Court Holding are controlled from this center and the security system allows only one door to be opened at a time. The control center is staffed by a single officer Monday through Friday from 7:30 a.m. to 5:00 p.m. or until the courts are closed for the day.
7. Law enforcement officers are not allowed to bring their firearms into Court Holding; they must secure them in lock boxes in the sally port area.
8. Adult inmates are brought to Court Holding from other county detention facilities in a transport van. The van has three compartments to allow for separation of inmates according to classification, with a maximum capacity of 13 inmates. Juveniles are transported alone, either by a deputy in a squad car or in the van. Moving of inmates begins as early as 6:00 a.m. The van makes two round trips per day from the Main Jail and Rountree facilities. Because one van isn't enough, Watsonville Court Holding relies on Santa Cruz vans to help transport the Court Holding inmates.
9. Transport vans carrying inmates enter the courthouse garage through a vehicle sally port. Within the secure area there is room for up to three vans.

¹ A sally port is an enclosed area secured by locked doors at each end, only one of which can be opened at any one time.

10. Within the garage there is a ramp for disabled inmates to leave the van and enter the facility.
11. There are two separate pedestrian sally ports leading from the garage into the Court Holding area, one for officers and one for inmates.
12. Most detainees are brought to Court Holding in ankle and wrist restraints and remain in restraints until they are returned to their detention facility. Minimum-security inmates from the Rountree Detention Facility wear only ankle restraints.
13. As of April 7th ten officers staff the fully operational facility.
14. Court Holding is expected to handle an average of 24 inmates per day. The maximum capacity of the facility is 48 per day.
15. The six holding cells are designated for inmates with specific classifications:
 - General population
 - Females
 - Juveniles
 - Special needs (requiring wheel chair access)
 - Administrative segregation – Sureños
 - Administrative segregation – Norteños
16. Each holding cell has a door with a window, a sink, and a toilet. Unlike Santa Cruz Court Holding, inmates can flush the toilets from inside the cell.
17. Correctional Officers physically check all holding cells every 30 minutes, except the juvenile cell, which they check every 15 minutes.
18. The window to the holding cell designated for juveniles is covered by a metal plate to ensure sight and sound separation from the rest of the facility.
19. All cells are monitored by surveillance cameras. However, view of the toilet areas is blocked.
20. A decontamination shower is available should an inmate be pepper sprayed.
21. Audio communication buttons and red panic buttons are located throughout the Court Holding hallways, providing direct communication with the control room.
22. Two elevators provide direct access to the third floor courtrooms. One elevator accesses courtrooms A and B, the other C and D.
23. All inmates are escorted to court by a correctional officer. Inmates must stand facing the wall when in the elevator. Each elevator has video and audio surveillance, and a panic button, which if pressed causes the elevator to go to the first floor and the doors to open automatically.
24. There are instances when an officer such as a bailiff, who does carry a firearm while in court, wishes to enter Court Holding via an elevator from a courtroom. That officer must first secure the firearm in a locker located outside the courtrooms on the third floor.

Conclusions

1. An additional van would be beneficial to facilitate more efficient transportation of inmates to the Court Holding facility.
2. This Court Holding facility has provided appropriate inmate separation according to classification.
3. The facility has incorporated the latest security features for maximum protection of the inmates, staff members and the public.

Recommendations

1. The Grand Jury recommends the Sheriff’s Office allocate funds for an additional van and correctional officer for transporting inmates to this south county facility.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	8	1	60 days September 1, 2008
County of Santa Cruz Sheriff’s Office	8	1	60 days September 1, 2008

Sources

State of California, California Code of Regulations, Title 15. Crime Prevention and Corrections.

http://www.cdcr.ca.gov/Regulations/Adult_Operations/docs/Title15-2007.pdf

Interviews with Santa Cruz County Sheriff’s Office Personnel

Camp 45

Background

Located on 240 acres, Camp 45 was established in 1968 as a juvenile detention camp by the California Youth Authority. In 2005, it became a State of California Level 1 minimum security facility for male prisoners. The purpose of the camp is to provide a highly mobile work force to prevent and fight fires and perform conservation-related projects for local, state, and federal agencies. The program provides convicted felons with the opportunity to give something back to the citizens of California while paying their debt to society.

Camp 45 is overseen by the California Correctional Center at Susanville as specified by the State of California Department of Corrections and Rehabilitation operations manual, Title 15 and state penal codes. Because Camp 45 is a state-operated facility over which the county has no jurisdiction, it is encouraged rather than obligated to respond to the Santa Cruz County Grand Jury.

The Grand Jury visited the facility on September 29, 2007.

Findings

The Inmates

1. All potential candidates for the conservation camps are screened by the Directors' Review Board (DRB), the Institutional Classification Committee (ICC), the Unit Classification Committee (UCC), and the Camp Classification Committee (CCC) and classified according to a points system. The inmate's age, marital status, number of children, and number and type of conviction are all taken into account.
2. Most inmates placed at this and other conservation camps have more than 12 months to serve.
3. On the day of the Grand Jury's visit, there were 106 inmates.
4. The average age of the inmates is 35.
5. Inmates are assigned to camps at least two counties away from the counties in which they were convicted.
6. For every one day served at the camp, inmates are credited an additional two days off their sentences.
7. All Camp 45 inmates have undergone extensive fire safety training prior to being placed in the facility. They are trained at the fire academy for one week and then serve for six weeks on a crew at a correctional center. In addition, they receive eight hours of training once a week at Camp 45. When at a fire site, the Camp's crews work collaboratively with the California Department of Forestry and Fire Protection.
8. Each inmate assigned to fire fighting duty must be certified by Corrections staff as being physically fit.

9. Some prisoners who do not meet medical requirements are assigned to a fire camp because they have skills the camp needs, such as carpentry or cooking. They work as members of in-camp or kitchen crews. The in-camp crew maintains the grounds and buildings, does laundry, cleans the facilities, landscapes, and provides clerical services. The kitchen crew provides the meals for the other inmates. Since this is a working camp, the meals must be hearty and nutritious and meet the Title 15 guidelines of 2600 calories a day.
10. Random drug testing is performed on all inmates.
11. The maximum stay in the program is three-and-a-half years; however, inmates are rotated every two years to other camps.
12. As of the day of the Grand Jury’s visit, there were no escapes in 2007, but there were two escapes in 2006. Both escapes were Mexican nationals nearing the end of their sentences and facing deportation. Due to this risk, inmates with an Immigration and Naturalization Service (INS) hold are no longer permitted at the camp. Since that policy was established, the number of escapees and attempted escapes has decreased.
13. Inmates earn \$1.45 per day for the work they perform, and \$1.00 an hour when on a fire crew.
14. Unless there is a fire, crews work Monday through Friday from 8:45 a.m. to 4:30 p.m. on maintenance and conservation projects.
15. All work performed by the crews is under contract with a local city or county agency.
16. There are always at least two work crews that are “hot,” meaning they are suited up and ready to respond to a fire within three minutes.
17. Inmates who violate the rules accumulate points, which result in disciplinary action. The number of points they receive depends on the type and frequency of the violation. For instance, if an inmate is caught with tobacco, he automatically receives four points. If caught with tobacco again, he receives another six points. And if caught with tobacco a third time, he is removed from camp. Any inmate caught out of bounds three times is also removed from the camp.

The Facility and Security

18. The facility and grounds are beautifully maintained.
19. At least two correctional officers — one sergeant and one lieutenant — are on duty on any given day.
20. In the control room, staff can view all video surveillance monitors, control the inmate television, and monitor phone calls.
21. Alarms are set at night on the doors to all residential buildings.
22. Video surveillance operates 24 hours a day monitoring all access roads although not all access from the rear of the facility is clearly monitored. Surveillance data is saved for four days.

23. In order to make outside calls, inmates must first sign up on a phone list. They are allowed one call per day, and all calls are recorded. The staff monitor inmate phone calls on a random basis and are required to review at least three calls per shift.
24. Inmates may purchase personal items from the on-site canteen up to two times a month, with a monthly limit of \$180 in purchases.
25. All inmates are counted at least every two hours to ensure no one is missing.
26. The facility is equipped with hobby, pool, and television rooms. Outdoor facilities include handball and basketball courts.
27. Visitors are allowed on Saturdays and Sundays. Staff must pre-approve all visitors, and inmates may have a maximum of eight approved visitors on file at one time.
28. Support programs are provided for the inmates by Alcoholics Anonymous and Narcotics Anonymous, with meetings twice a week. Religious services are available three days a week, and counseling is provided every other week. A facilitator assists inmates as they prepare for release. Inmates may also work for their General Equivalency Diploma (GED) via courses available by mail.
29. Whenever there is a change of custody between Camp 45 and Cal Fire, it is performed with a careful process of photo ID verification.
30. The bus arrives every Tuesday to drop off new inmates and Wednesday to pick up any inmates leaving the camp.

Conclusions

1. The facility is operated by a conscientious and professional staff who have an excellent rapport with inmates.
2. The food provided to the inmates on the day of the Grand Jury visit was good.
3. The camp's work crews provide a valuable service to the community.
4. More cameras are needed for the rear of the facility.
5. The grounds are extremely clean and well-kept.

Recommendations

1. The Grand Jury recommends additional security cameras at access points at the rear of the facility to increase security.
2. The Grand Jury recommends GED classes be made available on site for inmates.

Commendations

1. The Grand Jury commends the California Department of Corrections and Rehabilitation for providing a positive alternative to prison incarceration and a valuable service to the local community.
2. The Grand Jury commends Camp 45 staff for their dedication and effective management of the facility and inmates.

Responses Requested

Respondent	Findings	Recommendations	Respond Within / Respond By
California Department of Corrections and Rehabilitation	22	1, 2	90 days October 1, 2008

Sources

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Watsonville Public Library: Potential for Greatness

Summary

Because the new main branch of the Watsonville Public Library opened on April 14, 2008, the timing seemed appropriate for the Grand Jury to do a review of the library's budget, staffing, facilities, services, and programs.

The new state-of-the-art facility offers a wide range of public services, such as self-checkout stations, wireless Internet access, and laptop computers for use on the premises. In addition, it is staffed with dedicated employees who appear passionate about the library's function and mission. The library is a cornerstone in the Watsonville community, with an estimated 390,000 patron visits during 2008.

Although the library provides a strong community benefit, the Grand Jury identified a number of concerns regarding library operations, including:

- The Main Library is more than double the size of the old Main Library, but staffing has remained the same.
- The ability to properly assist patrons will be tested without additional staff.
- A variety of safety challenges exist in the new facility and the adjoining public parking garage.
- The materials budget is notably low, about five percent of the current budget, and the amount has remained the same for the past four years.

Background

The City of Watsonville's population has more than doubled since 1980. Latinos account for over 75 percent, and Spanish is spoken in half of the households. Two library branches, the Main Library and the Freedom Library, serve the Watsonville area.

The original library was founded in the 1860s and has been located on Union Street since 1975. In April 2008, after ten years of planning, the newly constructed two-story Main Library facility opened in the new multi-use Civic Center building in downtown Watsonville. It is much more modern and expansive than the single story building that it replaced.

The new Main Library now includes the California Agricultural Workers' History Center (CAWHC) and the Literacy Center. The CAWHC is a new facility named to reflect its primary focus on the agricultural workers themselves (e.g., cannery employees, tractor drivers, produce harvesters, farm cooks, and irrigators) rather than the development of the industry or machinery. It provides space, equipment, and materials for research as well as ongoing educational history displays on the second floor. The CAWHC complements the collections of the Pajaro Valley Historical Association, the Agricultural History Project and archives in Capitola, Aptos and Santa Cruz. Future plans include access to computers, a scanner, and audio equipment to enable the public to add to the collection of

historical photos, written materials, and recorded oral histories. Rotating exhibits of historical relevance are to be displayed in both English and Spanish.

The City of Watsonville has provided a Literacy Center for over 20 years, which has helped hundreds of adults learn to read and write. The center was started by Literacy Volunteers of America and joined the Watsonville Public Library in 1999. Previously housed in a small independent space, it now adjoins the first floor of the Main Library and has its own entrance. The Literacy Center has increased in size and offers a pleasant learning environment. Through the “Opportunity to Read” program, clients are given one-on-one tutoring tailored to suit the needs of the individual learner. Clients either walk in or are referred from Cabrillo College, Watsonville/Aptos Adult School, Head Start or Migrant Head Start.

The Freedom Library is the only branch of the Watsonville Public Library system. It offers many of the same services as the Main Library to residents in the northern Watsonville and Freedom communities. The Freedom Library became part of the Watsonville Public Library system in 1996 and moved to its current location at the corner of Freedom and Airport Boulevards in 2000. In a separate building on the premises, the Freedom Library includes a Homework Center, which offers homework tutoring for school-age children.

On June 3, 2008, voters approved Measure R, which permanently extends the quarter-cent sales tax passed in 1996, formerly known as Measure B. This critically important tax generates about \$8.3 million annually for the county libraries, including 80 percent of the Watsonville Public Library operating budget.

Findings

Budget

1. The Watsonville Library System's funds come from the following sources:
 - Quarter-cent sales tax (Measures B and R)
 - Watsonville General Fund
 - Property taxes
 - Library fee and fine revenue
 - State of California Public Library Fund grant
 - Donations
2. The projected general operating budget for 2007-08 includes:
 - \$2,101,614 from Measure B, which is allocated using a population-based formula.
 - \$501,403 from Watsonville General Fund contribution (a fixed amount that is protected from budget cuts due to a Measure B stipulation).
3. The overall budget includes \$125,000 for materials and books for both the Main Library and Freedom branch. This amount has not changed in the past four years. No additional funding was obtained for materials for the new library.
4. The new Main Library was completed within its allocated \$9,000,000 budget.

5. In May 2005, the California Cultural and Historical Endowment awarded a grant of \$300,074 to the City of Watsonville for the construction of the California Agricultural Workers' History Center at the new library. Due to a delay in paperwork processing by the Watsonville Public Library, the final grant amount paid was \$130,000.
6. The CAWHC was financed largely through grant awards to the City of Watsonville's Public Library from the California Cultural and Historical Endowment, a \$100,000 donation from the Ow Family Trust, and a \$10,000 federal technology-matching grant for equipment.

Staffing

7. The Watsonville Public Library employs approximately 50 staff, 14 of whom are full-time. Some students are employed part-time to assist staff.
8. There are seven librarians, including the Library Director.
9. Staffing both floors of the new library requires a minimum of seven employees, more than double the number required at the single story former Main Library.
10. Since more employees are needed to keep the new Main Library open but no additional hires are planned, staff who previously only worked behind the scenes are being assigned to work some hours on the floor with the public.
11. Neither the Main Library nor the parking garage has a security person on duty to ensure patron and staff safety.
12. The Watsonville Library and the Freedom branch share one full-time custodian. Custodial staffing has not been increased since the opening of the new library.
13. Most employees belong to one of the three following bargaining units: clerical-technical, mid-managers, and management.
14. The Literacy Center, Library Link, and Friends of the Library all utilize volunteers.

Facilities

15. The Main Library is a two-story, 42,000 square foot facility within the Civic Center, which has an adjoining parking garage.
16. Patrons must walk around the block from the library's entrance to the parking garage, as there is no direct access.
17. The first floor of the Main Library is dedicated to children's services, which includes a craft room and a theater. This floor also provides five self-checkout stations, a circulation desk, and a reference desk. The second floor includes two conference rooms; four study rooms, a large capacity community room with kitchenette, the California Agricultural Workers' History Center, a teen room ("Teen Space"), and a computer lab.
18. A federal technology-matching grant tripled the number of computers to 90. Patrons have access to computers in the computer lab, Teen Space, and the children's area.

Both walk-up and Americans With Disabilities Act compliant stations are also available. Patrons can also check out laptops for use on the premises.

19. An additional 8,000 square feet for expansion is available on the second floor.
20. Although the Main Library has an after-hours book deposit, it does not have a book deposit accessible by car.

Services

21. The computer/Internet services include
 - Over 40 databases, including NewsBank and InfoTrac, five databases in Spanish, two for children, and four accessible only in person at the library.
 - Wireless Internet (WiFi) service.
 - Both adult and children’s computers accessible in Spanish and English.
 - MyLibraryDV™ (videos-on-demand), a service enabling patrons with broadband Internet connections to download and view a selection of movies and educational programs at home. This service is available to computers using a Microsoft Windows operating system (Windows 2000 and more recent).
 - Spanish and English versions of the library website.
22. A Spanish/English translator is always available in the libraries, and approximately one-third of the book collection is in Spanish.
23. Once a book has been requested by patrons at least five times, that book will be purchased or leased for the library collection.
24. Interlibrary loan service (loans of books from libraries throughout the United States) is available and free to cardholders.
25. The children’s area provides several early-literacy learning stations with specialized computers for children up to eight years old.
26. For patrons needing assistance, walkers with baskets are available to use while in the Main Library.
27. The Literacy Center tutors approximately 70 individuals each week and offers regularly scheduled classes and discussion groups.
28. The CAWHC is not yet open to the public on a regular basis.

Programs

29. Programs are offered in English and Spanish whenever possible. The programs include
 - Raising a Reader, an early childhood program that encourages parents and children to read together.
 - Outreach to the community, which includes school visits and participation in city-sponsored events.
 - Computer skills classes.

- Summer reading program.
 - LibraryLink: volunteers bring books, news of community events, videos, and other library materials to homebound patrons.
 - Adult programs that include immigration issues, divorce and health directives.
30. The Homework Center in the Main Library closed February 29, 2008. Despite demand, there are no firm plans to reopen it. The Freedom branch, however, continues to operate a homework center.
31. The Freedom branch provides a large children's area offering family-oriented programs.

General

32. The seven-member Watsonville Public Library's Board of Trustees is appointed by the City Council. The board meets monthly to oversee the administration of the libraries and make budget recommendations to the City Council and the City Manager. Specifically, the board has the power and duty to "contract with schools, county or other governmental agencies to render or receive library services or facilities" (City of Watsonville, Charter Section 910).
33. The Pajaro Valley Unified School District (PVUSD) plans to cut library technician positions in the next academic year, which may cause elementary school libraries to close.
34. Due to budget and staffing constraints, the two libraries will no longer be open on Sundays.
35. Main Library hours are: 10:00 a.m. to 8:00 p.m. Monday through Thursday, and 10:00 a.m. to 6:00 p.m. Friday and Saturday; Freedom has the same hours except it is open only from noon to 4:00 p.m. on Saturday.
36. Approximately 1,000 patrons visit the new library each day, which is a substantial increase over the number of visitors to the old library.

Conclusions

1. The permanent extension of the sales tax measure devoted to library funding is essential to maintain library operations and enable long-term planning. The City of Watsonville could not afford to support current library operations without this supplemental funding.
2. The allocation of sales tax revenue directed to the library should increase with the growing population of Watsonville since the allocation is based on population size.
3. The materials budget for 2008 is very modest. No additional funds were designated for the purchase of materials for the new library. It would be helpful and efficient to have public input on purchasing materials.

4. The City of Watsonville and the Watsonville Public Library suffered a loss of approximately \$170,000 by not submitting the necessary grant documents to the California Cultural and Historical Endowment in a timely manner.
5. The Main Library has more than doubled in size without additional staffing. This increase requires employees to work some hours on the floor with the public, reducing their time available to complete other duties. Concerns for daily library operations exist, such as covering a shift for an absent worker, or having enough time to effectively address a patron's needs.
6. Some safety challenges exist at the new facility:
 - Monitoring the expansive space on two floors.
 - Ensuring all patrons have left the building prior to closing.
 - Ensuring staff and patrons can walk safely to the unattended parking garage at night.
7. Some programs would not exist without volunteer participation (e.g., tutors in the Homework Center, Literacy Center, and Library Link program).
8. There is still a need for a homework center at the Main Library based on previous demand. It would be a valuable community resource because of the impending Watsonville elementary school library closures.
9. The public may be inconvenienced by the closure of the libraries on Sundays.
10. The custodian has limited time to service both branches and to respond to unexpected maintenance needs.
11. Fulfilling public expectations for the CAWHC will be a long-term commitment. The center has the potential to attract researchers who would use and add to the collection of historical resources.
12. The Literacy Center provides a safe and welcoming environment for adults who desire to learn to read and write.
13. The video-on-demand service would be improved if it were accessible to more than Microsoft Windows operating system users.
14. The Library Board appears to function in an advisory rather than an administrative manner, which is contrary to the city charter.
15. More conference rooms are available at the new facility; however, limited staff time may slow the development of additional programs or services for these rooms.
16. Adding a drive-up book drop outside the Main Library would help patrons return books without the need to park and enter the building.

Recommendations

1. Since Watsonville's population is growing, the Library Director, City Manager and the Library Board of Trustees should monitor annually the population-based allocation of countywide sales tax money to ensure the library receives its fair share.

2. Procedures for completion of grant applications should be established and monitored carefully, so that opportunities for such funding are not missed. More than one staff member should be aware of the grant application process to ensure impending deadlines are met.
3. The Library Director should request that the City of Watsonville increase the materials budget. More bilingual (Spanish-English) and Spanish language publications should be obtained for the interested public. The purchase of additional materials will enhance the depth of subject coverage.
4. More standing book orders could increase purchasing efficiency. The library could form teen and senior advisory boards for input on material purchases.
5. The Grand Jury recommends that the library explore new partnerships with local businesses as a supplemental funding source.
6. When financially feasible, both library branches should re-establish open hours on Sundays.
7. In order to operate with greater efficiency and safety, the new library should hire additional staff to handle the increased patronage.
8. Re-establishing and restaffing the Homework Center in the Main Library should be a high budget priority.
9. Staffing should be increased to accommodate regularly scheduled hours for public use of the CAWHC. Increased librarian hours devoted to local history would accelerate the development of the collection, as would the sponsorship of workshops to collect oral histories. Library staff should develop a website to publicize the purpose of the center and the facilities and equipment available.
10. A garage attendant should be on duty at night until 9 pm to alleviate safety concerns for patrons and library staff. Similarly, patrons and staff could benefit by having some designated reserved parking spaces available on the ground floor of the garage.
11. Library supervisors should consider the experience and desires of the staff working with the public. Personnel assignments should be best suited to their interest and abilities, when possible. Those lacking experience to effectively communicate and interact with the public should receive additional training.
12. The City of Watsonville should add library custodial staff to provide regular and on-demand service at both branches.
13. The library should consider establishing a volunteer coordinator position to actively recruit volunteers from community sources such as local senior centers, high schools and colleges.
14. Within the purview of union rules, volunteers might be trained to help with library tasks. The Library could offer student internships, and volunteers could act as docents to orient visitors to the new facility.
15. The Library Board's effectiveness could be improved by taking a more active role in fulfilling its charter responsibilities. The board could consider ways to improve

library service to schoolchildren who may be affected by impending closures of PVUSD elementary school libraries.

16. While computers using Microsoft Windows 2000 or newer Microsoft computer operating systems can use MyLibraryDV™, the library’s technical services staff should investigate other alternative video downloading to broaden accessibility to those using Mac or other system software.
17. The Grand Jury recommends that library management consult with the City of Watsonville to establish a location for a drive-up book drop at the Main Library.

Commendations

1. The City of Watsonville is commended for recognizing the need to replace the previous library and organizing the team required to secure funding, develop plans, obtain agreements between multiple parties, and build a modern Main Library.
2. The City of Watsonville is commended for its commitment to support a library that is an essential community resource, serving the educational and recreational needs of the public, and offering public meeting rooms.
3. The Grand Jury commends the planning team for the thoughtful interior design of the new library. The lighting fixtures, furniture and color schemes chosen create a pleasant ambiance.
4. The library staff is commended for its team spirit and dedication to serving the public. The Grand Jury gives special recognition to the employees who have made commitments to serve the library for many years and to those staff who took the initiative to apply for and receive grant funding for various programs or services.
5. The Grand Jury commends the library staff responsible for obtaining the technology grant that tripled the number of computers available to the public.
6. The Library is commended for the “Human Book Chain” event to move books from the old library to the new one, generating positive publicity and interest in the new facility while involving the community in a fun activity.
7. The Friends of the Library is commended for organizing ongoing book sales to supplement library funds.
8. The Literacy Center is commended for receiving national accreditation for its “Opportunity to Read” program from ProLiteracy America, validation for meeting high standards for the center’s planning and performance.
9. The Main Library is commended for providing push-walkers with baskets to patrons.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
Watsonville Library Director	5, 10-12	1-14,16, 17	90 days October 1, 2008
Watsonville City Manager	5, 10- 12	1-3, 7-10, 12, 17	90 days October 1, 2008
Watsonville Library Board of Trustees		1, 15	90 days October 1, 2008

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- California State Library, <http://www.library.ca.gov/>
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- City of Watsonville, <http://www.ci.watsonville.ca.us/>
- Great Start 5, <http://www.greatstart5.com/greatstart5/password.php>
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“Hundreds Turn Out for Book Brigades at Watsonville Library.” Jennifer Squires, March 23, 2008.

“Library Seeks Sales Tax Extension in 2008 Election.” Shanna McCord, October 17, 2007.

“Longer Hours More Books.” Anne M. Turner, December 23, 2007.

“Watsonville Council Gives OK to History Project.” Stett Holbrook, February 24, 2000.

What is “County Fire”?

A review of fire protection in County Service Area 48

Summary

A Grand Jury investigation into fire protection services in Santa Cruz County revealed the following key issues:

- The term “County Fire,” commonly used to describe fire protection services provided by the County, is misleading. The boundaries of County Fire do not include all rural, unincorporated areas of Santa Cruz County.
- Although there is only one County Fire contract that covers two separate county service areas, the areas vary significantly in terms of cost, coverage and government responsibility. Under a \$2 million agreement with Cal Fire, the State is responsible for County Service Area (CSA) 48, which covers most, but not all, of the rural areas in the county, or 286 square miles. The County is responsible for a small, 0.2 square mile area known as Pajaro Dunes (CSA 4), which Cal Fire services under an \$840,000 agreement with the County. (See Map, Appendix A.)
- Volunteer fire companies are key to the fire protection of rural areas of Santa Cruz County.
- Because they include Cal Fire station responses only, the call reports provided by Cal Fire to the Board of Supervisors are incomplete.
- To offset rising costs of County Fire, the Board of Supervisors chose to reduce costs by cutting staffing. To evaluate the effects of staffing reductions properly, the board needs to know how to interpret call reports provided by Cal Fire.
- The majority of emergency calls are not fire-related, but fire engines are always dispatched.
- Even though County Fire is often the first responder to medical emergencies, it is not part of Emergency Medical Services Integration Authority (EMSIA), the entity established to integrate fire agency medical services into a countywide system.

While commending the vital service that Cal Fire and volunteer fire companies provide to Santa Cruz County Fire, the Grand Jury believes there is room for improvement in how fire protection services are structured, overseen and reported.

Definitions

Amador Plan: An agreement under which Santa Cruz County government pays Cal Fire for fire and rescue services provided during winter/non-fire season

CAIRS: California All Incident Reporting System is a statewide emergency incident data program that collects, compiles, analyzes and distributes statistical information reported by the California Fire Service.

Cal Fire: California Department of Forestry and Fire Protection is dedicated to the fire

protection and stewardship of local wild lands. The Department also provides emergency services. As of 2007, Cal Fire is the new name for the State Fire Department, formerly known as CDF.

CSA: County Service Areas can be formed to provide residents in rural areas with services that are not generally provided by existing business or government agencies.² The Board of Supervisors serves as the governing body for County Service Areas.³

ECC: Cal Fire Emergency Command Center is responsible for dispatching County Fire resources.

FDAC: Fire Department Advisory Commission’s primary duties are to advise the County Fire Chief and the Board of Supervisors.

LAFCO: The Local Agency Formation Commission was created by state law in 1963 to regulate the boundaries of cities and special districts.⁴

Mutual/Automatic Aid: Contractual assistance between agencies. Mutual aid is assistance that is dispatched, upon request, by a responding agency. Automatic aid is assistance that is dispatched automatically.

Proposition 172: Passed in 1993, this state proposition funds local public safety services. The County Board of Supervisors has the discretion to change the allocation of these funds.

Schedule A: An agreement under which local government pays Cal Fire for year-round fire protection/emergency services.

Background

The State of California is responsible for fire protection in the rural unincorporated areas of Santa Cruz County. Cal Fire is required to provide this service only during state-declared fire season, which is normally five months a year. The County is not required to provide fire protection in unincorporated areas, but through long-running cooperative agreements, the County has paid Cal Fire to provide such service.

County Fire depends on the participation of organized volunteer fire companies. “The volunteer companies allow for a level of staffing and distribution of fire stations and equipment that could not otherwise be accomplished.”⁵ Volunteers are professionally trained firefighters but are non-salaried. The County funds a Cal Fire officer year-round to manage the training of volunteers. Volunteer companies rely on community donations to support the purchase or upgrade of equipment and to assist in the upkeep of fire stations otherwise not supported by county funds. There are five volunteer companies located in CSA 48. All but one of these volunteer companies operates out of its own fire station. The company that does not is co-located at a Cal Fire facility.

² Department of Public Works, County of Santa Cruz, <http://www.dpw.co.santa-cruz.ca.us/csa.htm>

³ Santa Cruz County Board of Supervisors home page, <http://www.co.santa-cruz.ca.us/bds/ctysupvs.htm>

⁴ Santa Cruz Local Agency Formation Commission, <http://www.santacruzlafco.org/pages/whatislafco.html>

⁵ Santa Cruz County Fire Department Master Plan July 1, 2002 Through June 30, 2006. May 2002. County Fire Department.

The Santa Cruz LAFCO released a recent study analyzing the impact of reorganizing fire service providers in the South County. The study determined that if the southern portion of CSA 48 were removed through reorganization, sufficient revenues may not be available for the rest of CSA 48 to maintain County Fire. LAFCO is also reviewing a proposed detachment of the community of Bonny Doon from CSA 48.

Findings

1. “County Fire” is a generic term used to describe fire protection services provided in the rural parts of the county but has two different meanings depending upon the agency using it:
 - Includes both CSA 48 and CSA 4^{6,7}
 - Includes only CSA 48^{8,9,10}
2. The County Fire contract provides fire and rescue services for two separate county service areas: CSA 48 (286 sq. mi.) and CSA 4 (Pajaro Dunes, 0.2 sq. mi.). Pajaro Dunes is a beachfront development located on the southern tip of the county.
3. All of CSA 48 is a State Responsibility Area except for the farmlands on the county’s North Coast and the farmlands that surround Pajaro Dunes. Cal Fire is, therefore, responsible for preventing and suppressing fires in this CSA.
4. County Fire does not include all the state responsibility areas in Santa Cruz County. Notably excluded is the area within the Pajaro Valley Fire Protection District.
5. CSA 4 is a Local Responsibility Area. The County is required to provide fire protection services in this CSA.
6. By county ordinance, the Fire Department Advisory Commission (FDAC) was established to advise the Board of Supervisors and County Fire Chief on budgeting, personnel, and other concerns relating to CSA 48 fire protection, rescue and emergency services.
7. The County Fire contract consists of three different cooperative agreements. Two are related to CSA 48, and a separate agreement is for CSA 4.
 - The two agreements for CSA 48 are
 - Amador Plan, wherein the county government pays Cal Fire for fire and rescue service during the winter/non-fire season. There are four Cal Fire stations in this agreement.

⁶ Coastal Incident Response Plan, August 2005 <http://sccounty01.co.santa-cruz.ca.us/oes/Coastal%20Incident%20Response%20Plan%202005v1.5.pdf> (page 16 of 53).

⁷ County Fire Contract for FY 2007-2008 as signed by the Director of General Services, http://sccounty01.co.santa-cruz.ca.us/bds/Govstream/BDSvData/non_legacy/Minutes/2008/20080212/PDF/069.pdf

⁸ County Service Area (CSA) 48 contains all areas served by the County Fire Department, except the Pajaro Dunes development, which constitutes County Service Area 4” – page 3. Santa Cruz County Volunteer Firefighter Handbook [Revised: November 2003].

⁹ LAFCO – Countywide Service Review 2005: CSA 48 is County Fire and CSA 4 is Pajaro Dunes.

¹⁰ 2007-2008 Secured Property Tax Bill special assessments for parcels in CSA 48 labeled County Fire and CSA 4 labeled Pajaro Dunes.

- Schedule A, which provides a year-round Fire Marshal,¹¹ ECC, volunteer training, vehicle maintenance and administrative support services.
 - CSA 4 consists of a single Schedule A agreement, which provides Pajaro Dunes with year-round two-operator engine staffing.
8. In CSA 48, Cal Fire retains full control of state resources (personnel, vehicles, equipment) and can reassign these to meet emergency needs elsewhere in the state. In contrast, the Pajaro Dunes Schedule A year-round agreement requires Cal Fire to always staff and maintain a fire station in CSA 4.
 9. There are four Cal Fire Amador Plan stations and five volunteer companies in CSA 48:

<p><i>Cal Fire Amador Stations</i> Big Creek Burrell Corralitos* Saratoga Summit</p>

<p><i>Volunteer Company Stations</i> Bonny Doon – Martin Rd. Bonny Doon – McDermott Corralitos* Davenport Las Cumbres Loma Prieta</p>
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*Cal Fire and volunteers co-located

(See Map, Appendix A, and Sources/Websites: [Santa Cruz County Fire Interactive Map¹²](#).)

10. Cal Fire prepares the annual operating budget for County Fire. In 2007-2008 this budget is \$2,870,629 including \$2,030,354 for CSA 48 and \$840,275 for CSA 4.
11. The primary funding sources for County Fire are property taxes and special assessments. The majority of CSA 48 property owners in 2007-2008 were assessed \$117 per parcel and CSA 4 property owners \$669.80. Secondary funding sources come from Proposition 172 funds and grants.
12. A special election was held in fall 2007 that would have nearly doubled the CSA 48 special assessment in order to offset the increasing cost of the Amador Plan staffing and equipment replacement. This ballot measure failed and, as a result, budget reductions were required.
13. The County Fire contract prepared by Cal Fire has been inconsistent from year to year:
 - The 2007-2008 Amador agreement showed three stations, but the 2006-2007 agreement showed four stations.
 - The 2007-2008 Amador agreement totaled \$53,267, but the 2005-2006 agreement totaled \$711,590. The much lower cost in 2007-2008 was due to firefighter

¹¹ The Fire Marshal duties include fire code enforcement, plan review, inspection and addressing services.

¹² <http://maps.google.com/maps/ms?msa=0&msid=105229572859786697499.00044308a6fb925404fc3&hl=en&ie=UTF8&z=10>

- personnel, the most significant cost component, being listed on the Schedule A agreement instead of on the Amador agreement.
14. Santa Cruz County Office of Emergency Services (OES) under the General Services Department administers the County Fire contract and Cal Fire manages County Fire on a day-to-day basis.
 15. The cost of the Amador Plan is dependent on the length of the state-declared fire season. The longer the fire season, the longer the state rather than the county is obligated to fund staffing for state-run fire stations.
 16. The final 2007-2008 Amador Plan included 29 Cal Fire firefighters. Of these, 12 officers were paid by the state, and 17 seasonal firefighters were fully funded by the county. The majority of firefighters were not paid, with approximately 74 active volunteers in CSA 48.
 17. During the last four months of the 2007-2008 Amador Plan, firefighter staffing was reduced. On a rotating schedule, instead of assigning three engine operators to all four stations, one station was reduced to two engine operators each week. Cal Fire assigned other state-paid personnel to the fire stations based on anticipated need.
 18. A significant portion of the Pajaro Valley Fire Protection District is classified as State Responsibility Area but in contrast to CSA 48 has a single fire station with a year-round Cal Fire contract for two engine operators.
 19. Only 0.4 percent of approximately \$16 million in Proposition 172 funds are designated to the 2007-2008 County Fire budget with the remainder going to county law enforcement.
 20. The average age of fire engines ready to respond is 15 years, but County Fire recommends maintaining an average age of less than ten years. The replacement cost of an engine is approximately \$350,000.¹³
 21. The community of Paradise Park is located within the boundaries of CSA 48. (See Map, Appendix A.) Because of the distance to the nearest County Fire station, it is impractical for them to service this community, so Paradise Park’s fire protection services are contracted out to the City of Santa Cruz.
 22. Fees collected for fire marshal services do not cover the cost of operations. FDAC recommended recently that fire marshal staffing be reduced in an effort to match spending with revenues.¹⁴
 23. CSA 48 fully funds the position of addressing clerk in the General Services Department. The addressing clerk updates and maintains the database of street names and locations. All emergency personnel in the county have access to this updated information to accurately locate addresses. FDAC recommended recently that the County Office of Emergency Services assume the funding for this position.¹²

¹³ California Department of Forestry and Fire Protection/Santa Cruz County Fire Department. Five-Year Mobile Equipment Replacement Plan for Fiscal Years 2006-2011.

¹⁴ County of Santa Cruz Fire Department Advisory Commission, draft minutes for the March 19, 2008, meeting.

24. Cal Fire enters dispatch information into and draws statistics from the California All Incident Response System (CAIRS) database. CAIRS data was used to prepare the County Fire call reports presented to the Board of Supervisors.
25. A type of CAIRS report, Resources Activity, shows dispatch data for four different time points: dispatch, enroute, on-scene, return to quarter. Each incident is identified using the following fields: incident type, location, area and unit.
26. The majority of emergency incidents are not fire related yet fire personnel and heavy equipment are dispatched routinely. (See Appendix B.)
27. The Emergency Medical Services Integration Authority (EMSIA) was established to administer a program to integrate fire agency emergency medical services into a countywide system.
28. In the rural areas of the county, firefighters are normally the first medically trained responders to arrive on the scene of an emergency.
29. Cal Fire and volunteer firefighters are trained and certified to provide basic life support services.
30. The County contracts with American Medical Response to provide medically necessary ambulance transport staffed with advanced life support paramedics.
31. The Board of Supervisors asked County Fire management to provide monthly incident reports to evaluate the effects of reduced staffing approved in February 2008. Matching a 10-day period of ECC audio dispatches¹⁵ to corresponding CAIRS Resource Activity reports revealed
 - A single incident can have multiple responses.
 - Every dispatch is reported as an incident response regardless of actual on-scene arrival. Volunteer company responses are not included.
 - Adjoining fire district responses are not included.
 - Ambulance responses are not included.
32. Emergency calls from County Fire are first routed to the Santa Cruz Consolidated Emergency Communications Center (Netcom). Since the State requires Cal Fire to command its resources, Netcom must relay the initial call and pass control of the dispatch to the Cal Fire ECC.
33. County Fire responds to medical emergency calls but is not a member of the Emergency Medical Services Integration Authority (EMSIA).¹⁶ The Cal Fire Chief is on the EMSIA Board of Directors only on behalf of the Pajaro Valley Fire Protection District.
34. The Cal Fire Unit Chief for both San Mateo and Santa Cruz Counties is designated as the Chief of County Fire and the Santa Cruz County Fire Department. Approximately 20 percent of his time is spent on Santa Cruz County support.

¹⁵ Firescan.net, <http://www.firescan.net/>

¹⁶ “Surviving Sudden Cardiac Arrest: Improving the Odds with Automated External Defibrillators, Santa Cruz County Grand Jury 2006-2007 Final Report with Responses, pages 4-5.

35. The FDAC represents CSA 48 and its role is to advise the County Fire Chief and the County Board of Supervisors. FDAC does not represent CSA 4.
36. The county code for FDAC membership was amended in 2005 to reduce membership from 13 seats to 10 seats, eliminating two representatives from the Health Services Agency (one each from Emergency Medical Services and Environmental Health) and one from Public Works, due to their poor attendance records.
37. Although several volunteer fire companies and Cal Fire maintain websites, there is no County Fire website.

Conclusions

1. “County Fire” is a confusing term, implying the existence of a single department responsible for fire protection in the rural areas of the county.
2. Because fire safety personnel are listed incorrectly on the year-round Schedule A agreement, the true cost of the Amador Plan is not clear.
3. The 2007-2008 County Fire contract total of \$2,870,629 is misleading due to the inclusion of Pajaro Dunes. Pajaro Dunes is a Local Responsibility Area and not a State Responsibility Area. The Pajaro Dunes Schedule A agreement is \$840,275, close to one-third of the total County Fire contract.
4. A significant cost factor in the Amador Plan is the length of the state-declared fire season. For example, a fire season extended by one month could equal a savings to the county of approximately 15 percent on the original contracted amount.
5. Significant capital spending to replace aging equipment is overdue.
6. Proposition 172 funds seem disproportionately distributed.
7. The call reports presented to the Board of Supervisors by County Fire management are incomplete. These reports do not show all the responses made to emergency incidents. Volunteer, mutual/automatic aid and ambulance responses are critical in evaluating County Fire performance.
8. Emergency responses are delayed due to the additional time required for Netcom to relay calls to the Cal Fire ECC.
9. Though Paradise Park is located in CSA 48, the Santa Cruz City Fire Department can reach this community much faster than the more distant County Fire stations, so contracting fire protection to the city is appropriate.
10. Because other agencies also benefit from the work of the addressing clerk, it is inequitable that the cost of this position is borne entirely by CSA 48.
11. Active input to the Fire Department Advisory Commission (FDAC) from a Health Services Agency representative is necessary because medically related incidents comprise a major component of County Fire responses.
12. Because Cal Fire officers concurrently manage both state resources and those of County Fire, conflicts may arise when decisions are made to prioritize issues involving the state and county fire protection resources.

13. An effective way to enhance the public’s understanding of County Fire is to create a page on the county government website.

Recommendations

1. The label “County Fire” should be applied only to County Service Area 48 and not CSA 4. The Pajaro Dunes Schedule A service agreement should be removed from future County Fire contracts.
2. The Cal Fire contract should clearly present the services paid by the County so that FDAC, General Services Dept/OES and Board of Supervisors may properly review and understand the services provided in the contract.
3. The Board of Supervisors should carefully scrutinize FDAC recommendations for Cal Fire services with the knowledge that these recommendations are heavily influenced and prioritized by Cal Fire officers who also manage County Fire.
4. A County Fire web page should be created, with a link available on the Santa Cruz County Government home page. The County Fire web page could include the Cal Fire cooperative agreements that make up the contract and links to the Cal Fire and participating volunteer company web sites.
5. All fire company volunteers should receive recognition from the Board of Supervisors, with particular commendations to long-time volunteers.
6. County Fire management needs to explain the parameters that shape its incident reporting to the Board of Supervisors, and the supervisors should understand the elements involved in tracking incident responses. This knowledge is required to understand properly what is being reported.
7. County Fire management should include the responses of volunteer companies and other mutual aid when evaluating the effects of reduced staffing.
8. The FDAC should include a representative of the Health Services Agency to add perspective to medical response issues.
9. County Fire should be made a member of the Emergency Medical Services Integration Authority (EMSIA).
10. Paradise Park should be detached from CSA 48.
11. All agencies using addressing clerk services should share in the cost.
12. The Board of Supervisors should review the allocation of Proposition 172 funds.
13. The Board of Supervisors should examine fire marshal services for ways to reduce County Fire cost.

Commendations

1. The Grand Jury commends all firefighters for performing a vital service and for their willingness to put their health and lives at risk.

2. We especially commend the volunteer firefighters for providing essential fire protection and emergency rescue services, and for making major contributions of time devoted to training and certification.
3. The Grand Jury commends the volunteer fire company auxiliaries for their fundraising efforts and support of their local volunteer firefighters and fire stations.

Responses Required

Respondent	Findings	Recommendations	Respond Within / Respond By
County of Santa Cruz Board of Supervisors	1, 3-5, 7, 8, 13, 18, 19-24, 26, 29-37	1-6, 10, 12, 13	60 Days September 1, 2008
County of Santa Cruz Fire Department	1, 8, 13, 22, 26, 31, 33, 34, 37	1-7, 10	90 Days October 1, 2008
County of Santa Cruz General Services Department	1, 3-5, 7, 8, 13, 19, 20, 22, 23, 29-37	2, 4, 6, 7, 9, 11	90 Days October 1, 2008
County of Santa Cruz Fire Department Advisory Commission (FDAC)	1, 3-5, 13, 19, 26, 31, 33-37	1-13	90 Days October 1, 2008
County of Santa Cruz Health Services Agency	36	8, 9	90 Days October 1, 2008
Emergency Medical Services Integration Authority (EMSIA)	33	9	90 Days October 1, 2008
Santa Cruz Local Agency Formation Commission (LAFCO)	21	10	90 Days October 1, 2008

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 County of Santa Cruz Health Services Agency Public Health Department– Emergency Medical Services, <http://www.santacruzhealth.org/phealth/ems/3ems.htm>
 County Service Areas - Department of Public Works, County of Santa Cruz, <http://www.dpw.co.santa-cruz.ca.us/csa.htm>
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Interviews

Cal Fire Officers

Cal Fire Staff

County Fire Officers

County Fire Firefighters

Santa Cruz County Auditor Controller’s Office

Santa Cruz County Health Services Agency

Santa Cruz County General Services Department

Santa Cruz LAFCO Office

Volunteer Fire Companies



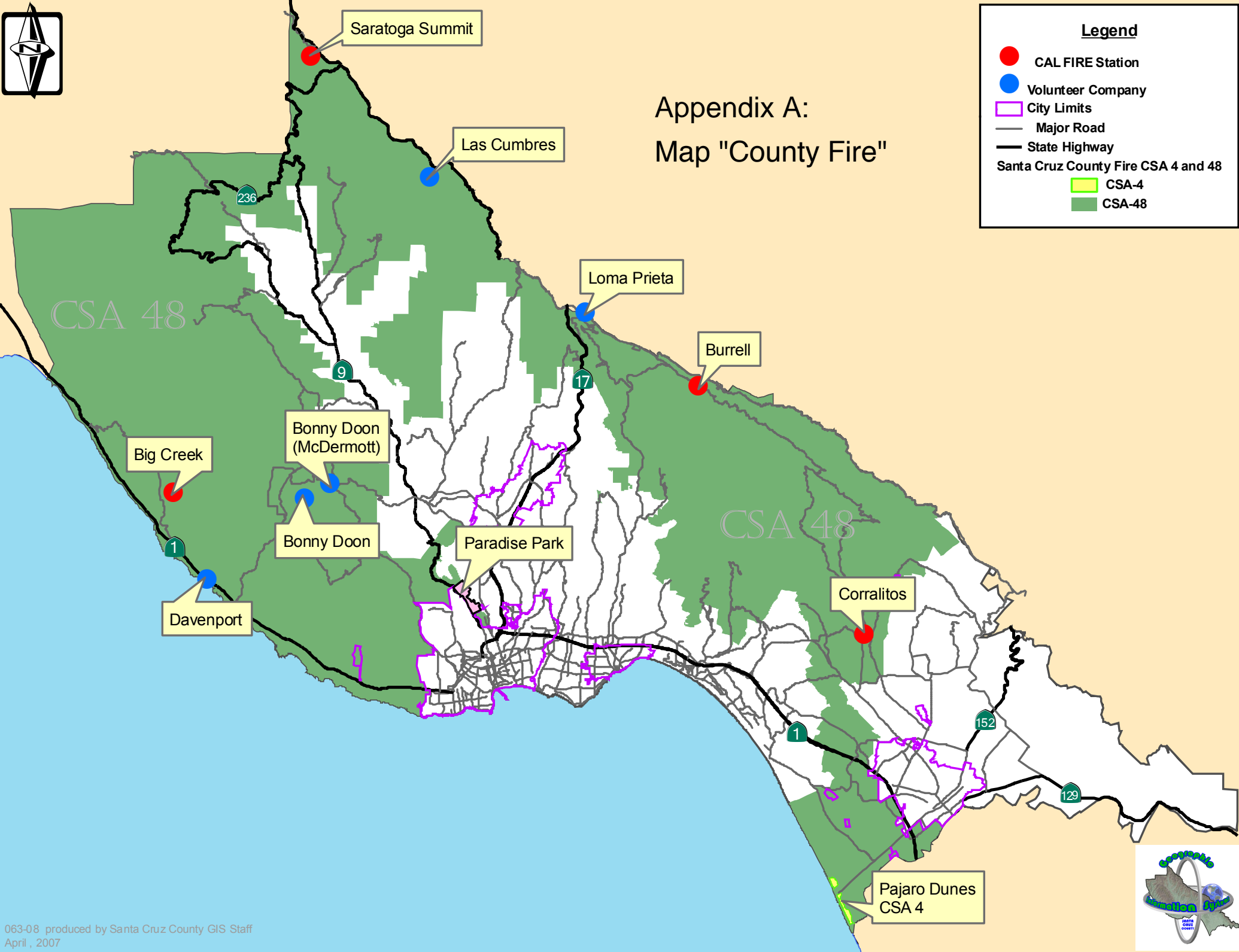
Appendix A: Map "County Fire"

Legend

- CAL FIRE Station
- Volunteer Company
- City Limits
- Major Road
- State Highway

Santa Cruz County Fire CSA 4 and 48

- CSA-4
- CSA-48



Appendix B**Santa Cruz County Fire 2006-2007 Incident Breakdown**

Incident Type	2006	2007
Medical	546	735
Structure Fire	89	66
Wildland Fire	92	138
Vehicle Fire	39	32
Other Fire	217	520
Traffic Collision	263	327
Rescue	16	17
Hazardous Conditions	194	108
Law Enforcement	13	18
Public Assistance	61	87
Hazardous Material	13	14
Other	129	319
Total	1672	2381

Instructions for Respondents

California law (PC §933.05) requires that those responding to the Grand Jury Report must prepare responses for individual findings and recommendations within the Grand Jury Report rather than a generalized response to the entire report. Explanations for disagreements must be provided. (PC § 933.05 is included in its entirety at the end of this section.)

Please follow the format below when preparing your response.

Response Format

1. Find the response grid that appears near the end of each Grand Jury report, look for the row with the name of the entity you represent, and then only respond to those Findings and/or Recommendations listed on that row.
2. Provide the title and page number from the Grand Jury report.
3. Provide the date of your response.
4. For Findings
 - a. Provide a copy the original Finding.
 - b. Respond with one of the following:
 - i. **AGREE**.
 - ii. **PARTIALLY AGREE** (specify and explain disagreement).
 - iii. **PARTIALLY DISAGREE** (specify and explain disagreement).
 - iv. **DISAGREE** (specify and explain disagreement).
5. For Recommendations
 - a. Provide a copy the original recommendation.
 - b. Respond with one of the following:
 - i. **Has been implemented**.
 - ii. **Has not yet been implemented, but will be implemented in the future** (specify expected implementation date).
 - iii. **Requires further analysis** (specify the type of analysis required and the expected completion date, not to exceed six months)
 - iv. **Will not be implemented** (either because it is not warranted or is unreasonable; please include an explanation).
6. If responding to more than one report, respond to each in a separate document or on separate pages of one document.
7. For an example, see Response Report to the 2006-2007 Santa Cruz County Grand Jury Final Report: <http://www.co.santa-cruz.ca.us/grandjury>.

If you have questions about the response report, please contact the Grand Jury by calling (831) 454-2099 or by email: grandjury@co.santa-cruz.ca.us.

Where to Respond

1. Send a hard copy of your response to:
The Honorable Judge Paul Marigonda
Santa Cruz Superior Court
701 Ocean Street
Santa Cruz, CA 95060
2. Send an electronic version of your response via email to the Grand Jury:
grandjury@co.santa-cruz.ca.us. Please send all responses as either Microsoft Word or Adobe PDF files.

Due Dates

Elected officials or administrators are required to respond within sixty days of the Grand Jury Report's publication; responses by the governing body of any public entity are required within ninety days.

Penal Code § 933.05

- 1) For purposes of subdivision (b) of § 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:
 - a) The respondent agrees with the finding.
 - b) 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.
- 2) For purposes of subdivision (b) of § 933, as to each Grand Jury recommendation, the responding person or entity shall report one of the following actions:
 - a) The recommendation has been implemented, with a summary regarding the implemented action;
 - b) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation;
 - c) 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; or
 - d) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.
- 3) 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.
- 4) 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.
- 5) 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.
- 6) 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.

2007–2008 Santa Cruz County Grand Jury Final Report