

**MEMORANDUM**  
OFFICE OF THE  
**COUNTY EXECUTIVE**  
COUNTY OF PLACER

**TO:** The Honorable Board of Supervisors  
**FROM:** Jan M. Christofferson, County Executive Officer  
**DATE:** September 18, 2001  
**SUBJECT:** Response to the 2000-2001 Grand Jury Final Report

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**ACTION REQUESTED**

It is requested that your Board review and approve the attached response to the 2000 - 2001 Grand Jury Final Report findings and recommendations relating to county operations or departments.

**BACKGROUND**

Effective June 30, 2001 the 2000 - 2001 Grand Jury issued its Final Report. Attached is a response on behalf of your Board to the Grand Jury's findings and recommendations relating to county operations and departments.

Responses from non-county agencies are transmitted directly to the Superior Court by those agencies and are not included in the response from your Board.

**FISCAL IMPACT**

There is no fiscal impact.

**RECOMMENDATION**

Your Board is required to respond within ninety days to the findings and the recommendations contained within the Grand Jury report. THEREFORE, it is recommended that your Board approve the attached response to the 2000-2001 Grand Jury Final Report.



**RESPONSE  
TO THE  
PLACER COUNTY GRAND JURY  
2000-2001 FINAL REPORT**

**BY  
PLACER COUNTY  
BOARD OF SUPERVISORS**

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# **PLACER COUNTY MAIN JAIL AND MINIMUM SECURITY JAIL INSPECTIONS**

## **Background/Summary**

California Penal Code § 919 requires the Grand Jury to inspect the Placer County Main and Minimum Security Jails to evaluate conditions and management of these facilities, to inquire about prisoner conditions, and to review any changes implemented since the previous Grand Jury's inspections.

This Grand Jury reviewed the issues of concern noted in previous reports and was pleased to see that some progress was being made. However, there is still a serious need to expand the jails to accommodate the growing inmate population. The latest addition to the present facility is scheduled to be completed in the fall of 2002 when a total of 116 beds will be added. The Board of Supervisors, the Placer County Executive Office, the Sheriff, the Director of Health and Human Services, the Placer County Adult System of Care and the Facility Services Director are aware of housing problems and are collaborating to address them. There continue to be discussions about a South Placer Jail facility, tentatively scheduled to be finished by 2005.

Overall, the citizens of Placer County can take great pride in the operations and management of the jail facilities. The professionalism and dedication of the Commander and staff are outstanding. The Commander and his staff are committed to lowering the recidivism rate of inmates. In addition, they are committed to rehabilitation of inmates and providing custody services. Inspection revealed that the main jail is overcrowded and there is a lack of sufficient inmate classrooms.

## **Discussion**

In August 2000, the Grand Jury inspected the Placer County Main Jail and the Minimum Security Jail, both located in Auburn. For at least a decade, prior Grand Juries have identified certain areas as warranting improvement or correction. The 2000-2001 Grand Jury followed up on these areas during its inspections. The Main Jail facility has three medium security dorms, one maximum-security module and several dormitory housing units resulting in a total capacity of 354 inmates. The Minimum Security facility has a capacity of 160 inmates.

The inspections revealed that there still exists a serious need to expand the jail facilities to meet the County's growing inmate population. The original facility was built for 108 inmates and with expansions now houses at least 440 per day. There are more than 1,800 individuals on probation and more than 500 in Community Corrections programs. People violating probation and conditions of participation in the Community Corrections programs are rarely returned to jail because of the lack of space.

The Grand Jury found that progress has been made and is continuing toward relieving the overcrowding and providing more space, most notably through new housing configurations, such as walls, dormitories, cells and security areas.

Through the efforts of the Sheriff's Department, the Criminal Justice Policy Committee and others, Placer County received a Violent Offender Grant. The jail also received a portion of the Citizens Option for Public Safety (COPS) Supplemental Law Enforcement Fund established by State law in 1996-1997. Construction is underway for a new housing unit.

Although the average time for prisoners in custody is only 16 to 17 days, those facing longer sentences should participate in schooling, job and life skill training and development programs to every extent practical. To accomplish this, an unfinished and unused space between the secure facility and the central kitchen will be used for educational purposes, with construction to begin in 2001.

Unfortunately, there is presently no program space available in the Main Jail for female inmates to participate in drug and alcohol counseling, schooling, job and life skill training, etc.

The California Board of Corrections recently awarded Placer County a four-year multi-million dollar grant for the Mentally Ill Offender Crime Reduction Program (MIOCR). With these funds, an out-of-custody program consisting of 15 beds will be developed by Health and Human Services to house offenders having significant mental illnesses. A team comprised of staff from the offices of the District Attorney, Public Defender, Sheriff, Probation and Mental Health Services will evaluate and classify all persons.

South Placer County continues to grow rapidly. Current estimates indicate that by 2010, 70% of Placer's population will reside in the southern portion of the County. The current Main and Minimum Jails cannot expand to meet this growing population. Placer County is in the early planning stages of a South Placer Criminal Justice facility aimed for completion in 2005.

The Grand Jury inspections also revealed the continuing need for office space for administrators and staff. Currently, eight administrators are working in a space intended for four. An unused elevator shaft is being used as clerical space.

The Minimum Security Jail needs to be expanded to house inmates convicted of misdemeanors. The 1997-98 Grand Jury reported there are two buildings in DeWitt Center that could be converted for use by the Sheriff's Department. These buildings appear to be under-utilized by Facility Services. These buildings could be fully utilized by the Sheriff's Department as classrooms for inmate instructional programs, such as drug and alcohol treatment. The goals of these programs are to attempt to reduce the recidivism rate.

There is some funding available through the "inmate welfare fund" (collected from inmates through their telephone usage and commissary expenditures) to pay for a

portion of the remodeling of the buildings in question. Where appropriate, inmate labor should be used to lower the cost of remodeling.

The medical facility at the Main Jail appears to be efficient and professional. The facility is exceptionally clean, well organized and adequately staffed. Inmates are charged a \$3.00 co-payment per visit. This facility has received a two-year accreditation, the highest achievement award from the California Medical Association.

The cost of "housing" inmates is allowable by state law and according to information provided by the Sheriff's Department, "inmates sentenced to serve time in the Placer County Jail may be charged fees for their incarceration. Those inmates housed at the Main Jail may be charged a fee of \$79.02 per day. Inmates housed at Minimum Security may be charged a fee of \$35.71 per day. The collection of fees is based on the inmate's ability to pay as determined by the Placer County Revenue Services Division of Administrative Services."

The Grand Jury visited the Main Jail kitchen and food preparation area, operated by the Probation Department and noted that it was clean and orderly. All meals meet the nutritional guidelines required by the state, county and the California Medical Association. All requirements of Title 15 of the California Code of Regulations for the care, feeding and housing of prison inmates in the State of California are followed.

## **Finding 1**

The 2000-2001 Grand Jury is impressed, as were past Grand Juries, with the professionalism and dedication of the Jail's Commander and staff. It is equally impressed with their commitment to rehabilitation and prevention as well as discipline of the inmates.

Jail personnel are professional and do an excellent job of providing basic custody services with available facilities and funds.

➤ ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 1**

Placer County officials should provide strong support for this three-part approach (rehabilitation, prevention and punishment) to reducing recidivism. This support should include funding, making space available and remodeling of the facilities, where appropriate.

➤ ***The recommendation has been implemented.***

- ***The Board of Supervisors and the County Executive Officer support efforts by the all the Criminal Justice departments and Health and Human Services to implement programs and activities designed to reduce the number of people returning to jail (repeat offenders). The County Budget for FY 2001-02 includes funding to renovate an area of the Jail that will add additional space for classrooms that may provide educational and training opportunities for inmates. The responses of the Sheriff and the Director of Facility Services are also included with this response.***

## **Finding 2**

There still exists a serious need to expand the Main Jail and Minimum Security Jail to house additional inmates, provide program space and provide additional staff space.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 2A**

The Board of Supervisors, County Executive Officer, Sheriff's Department, Criminal Justice Policy Commission and Facility Services Director should all work together to accomplish the expansion of the Main Jail and Minimum Security Jail.

- ***The recommendation has been implemented.***
- ***A new housing unit will be added to the County Jail when construction begins in FY 2001-02. The unit will be completed and ready for occupancy in the Fall of 2002. The new housing unit will add 96 inmate beds, 20 minimum-security beds and adequate space for administration and for program needs. On July 24<sup>th</sup>, 2001 the Board of Supervisors approved the construction contract for this project for a total of \$7.2 million dollars. The County Executive Officer and the Director of Facility Services will continue to work with the Criminal Justice departments to assess the need to add new space for minimum-security needs.***

## **Recommendation 2B**

The 2001-2002 Grand Jury should monitor the progress of the existing and proposed construction at the facility.

## **Finding 3**

The Placer County Sheriff's Department bills through the Revenue Services Division the cost of housing inmates in the Placer County Jails. At present the Revenue Services Division is able to recoup about 1% of the amounts billed, which is enough to pay for

one officer per year and the cost of administering the program. Cost of medical care is included in the daily "housing" rate and is allowed by state law.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

### **Recommendation 3**

The Placer County Sheriff's Department and the Revenue Services Division should continue to pursue reimbursement of the costs of medical care and the housing of inmates.

- ***The recommendation has been implemented. As indicated in the attached response from the Sheriff, the Revenue Services Division will continue to bill and collect fees from inmates of the Placer County Jail and Minimum Security to offset the cost of their housing and medical care.***

### **Finding 4**

Placer County is one of the fastest growing counties in the State of California. By the year 2010, it is projected that 70% of Placer's population will reside in the southern portion of the county, which encompasses the cities of Roseville, Rocklin, Lincoln and the town of Loomis. Obviously, the need for correction facilities in this area will continue to increase.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

### **Recommendation 4**

The Board of Supervisors, County Executive Officer, Sheriff's Department and Criminal Justice Policy Commission should continue to work towards construction of a South Placer Criminal Justice facility.

It is this Grand Jury's desire, as it has been for past Grand Juries, that a South County Facility located in the Roseville-Lincoln-Loomis-Rocklin area be built.

- ***The recommendation requires further analysis, but initial implementation has begun.***
- ***The Board of Supervisors has authorized the Director of Facility Services to release a Real Estate Solicitation to select a site for a future South Placer Justice Center that may be constructed by 2005 - 2006. The proposed Center***

***would include the Courts, a Sheriff's Substation, and offices for the District Attorney, County Probation, Public Defender and detention facilities. The FY 2001-2002 County Budget includes appropriations of \$630,000 from the County General Fund to begin the site selection process. Responses to the Solicitation are due to the County on September 28, 2001. The responses of the Sheriff and the Director of Facilities Services are also included with this response.***

## **Respondents**

Placer County Board of Supervisors  
Placer County Executive Officer  
Placer County Facility Services Director  
Placer County Sheriff-Coroner-Marshal

# **BURTON CREEK (TAHOE) SHERIFF'S SUBSTATION, COURT FACILITIES AND JAIL INSPECTION**

## **Background/Summary**

California Penal Code § 919 requires the Grand Jury to inspect the Placer County Main and Minimum Security Jails to evaluate conditions and management of these facilities, to inquire about prisoners not indicted and to review any changes implemented since the previous Grand Jury's inspections.

On September 13, 2000, the Grand Jury visited the County's Burton Creek facility, a short distance east of Tahoe City. This two-story wood-frame building, constructed in 1959, houses the area's Sheriff's Substation, Jail, Court facilities, the Court Clerk's Office and the Deputy District Attorney's Office.

The Grand Jury notes the following concerns:

- ❖ The building is made of wood, yet lacks a sprinkler system, a hazard for workers, inmates and visitors.
- ❖ The present building configuration requires prisoners to be escorted to the courtroom via the public entrance, a danger to witnesses, victims and other members of the public.
- ❖ The facility is too small and inadequate for its required functions, lacking working room for employees and requiring cargo containers for storage of records, evidence and other essentials.
- ❖ The building lacks a fire escape from the second floor, a hazard for all who enter there.

The last six Placer County Grand Juries have criticized the dangerous conditions and the Fire Marshals have regularly agreed with its findings. The Grand Juries have concluded that the Burton Creek facility must be replaced as soon as possible. The County believes replacement may happen by 2005. The County has informed the Grand Jury that it intends to build a separate corridor connecting the jail and the courtroom to provide separation between prisoners and the public by fiscal 2000-2001, but declines to install a sprinkler system.

The 2000-2001 Grand Jury believes nothing short of complete replacement can provide the level of safety and adequacy required of public buildings.

## **Discussion**

Eleven years ago, the County approved and funded the replacement of the County's Burton Creek facility, just east of Tahoe City, but that replacement never happened.

In his most recent evaluation, dated January 31, 2001, the Fire Marshal of North Tahoe Fire Protection District reported that "as in previous years, this facility does not meet current standards for fire protection. Specifically, 1) No automatic fire sprinkler system, 2) Insufficient occupancy separation between the jail and the rest of the building. I fear that should a fire occur in the building, the fire would spread rapidly through the old construction and open attic. A fire of this nature would pose a threat to the inmates due to the lack of adequate protection systems. If the building is not going to be replaced, then I recommend the building be retrofit [sic] with a total fire sprinkler system." (See Exhibit 1)

This Grand Jury agrees with past Grand Juries and the Fire Marshal that the building is dangerous and outmoded and needs to be replaced. Of particular concern is the safety of the Sheriff's personnel on duty in the communications area of the second floor. Although there are two stairways for exiting the second floor, the one nearest these personnel is very narrow and steep. The County accepts that the communications antenna attached to the outside wall of the facility does not constitute an emergency exit. **Any fire not immediately controlled would pose a life threatening situation to prisoners as well as Sheriff's personnel who are on duty 24-hours a day.** The County reports no intent to install an exterior fire escape from the communications room as it would cost in excess of \$10,000.

There are additional safety concerns in this building. Prisoners, for instance, must be brought to court using the same entrance as the general public, passing within reach of victims, witnesses and other public members.

There are also major adequacy concerns with this outdated facility. For instance, Burton Creek lacks adequate fireproof storage space for records, evidence and other essentials. Short-term needs are met by purchased cargo containers. These containers have been in use for several years, but are not fireproof.

The County acknowledges the building's safety concerns, but does not intend to replace it before 2005. The Grand Jury was pleased to learn that the Board of Supervisors and County Executive Officer re-prioritized completion of a new facility from 2011, as stated in their response to the 1999-2000 Grand Jury report, to 2005.

The County has extended a fire and smoke alarm system throughout the building, but has no plans to add a sprinkler system to the building. The County has agreed to build a separate corridor connecting the jail and the courtroom during the 2000-2001 fiscal year.

The Grand Jury commends the County for these steps, but believes it would be more economical in the long run to replace the building. Anything short of complete replacement will not provide an adequate margin of safety, nor the space and

efficiency needed now and in the years ahead. The Grand Jury urges the County to replace the building within the next four years.

## **Finding 1**

The Burton Creek facility is unsafe and inadequate. The County agrees it will be replaced no later than 2005.

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding. The building is inadequate as outlined in the findings of this report and past reports of the Grand Jury; however, the building is safe to occupy and the County will continue to improve the safety and functionality of it while planning for a replacement facility. Also, replacement of the facility by 2005 is dependent on available funding and approval of plans by TRPA and other agencies.***

## **Recommendation 1**

The Board of Supervisors should commit to completing the replacement of the facility within the next four years.

- ***The recommendation has not yet been implemented, but it will be implemented in the future. However, it is not possible at this time to submit a detailed schedule or timeframe to implement the recommendation.***
- ***The estimated cost to replace the Substation is \$11 million dollars and funding to complete the replacement must be identified before detailed design and construction can proceed. However, the FY 2001-2002 Budget includes funding to prepare the site for future replacement, which will involve relocation of other county operations that have shared this site. The responses of the Sheriff and the Director of Facility Services are also included with this response.***

(Note: the following recommendations require implementation if the facility will not be replaced in the next four years.)

## **Finding 2**

The present building, although two story and wood frame, is without a sprinkler system. The County has installed an alarm system, but has no plans to install a sprinkler system in the building.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 2**

Install a sprinkler system throughout the structure.

- ***The recommendation will not be implemented because it is not financially feasible.***
- ***The cost of construction for the recommended system retrofit would be unreasonable relative to the value of the building and measures taken by the County to make the building safe in case of a fire. The County believes that the existing smoke alarm system in conjunction with the fire evacuation plan provides an acceptable level of safety for the occupants of the building on a 24-hour basis.***

## **Finding 3**

The employees who work in the second story have a choice of two internal stairways in an emergency. One of these is quite narrow and steep. This is not a safe nor quick method to exit in an emergency.

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding. Although rapid emergency exit from the building may be limited, the smoke and fire detection system are adequate to permits occupants to evacuate the building if a fire occurs.***

## **Recommendation 3**

Add a second story outside fire escape immediately.

- ***The recommendation will not be implemented.***
- ***Adequate emergency exiting by occupants of the building is provided by the existing interior stairways and by the installation of the smoke and fire detection system. The responses of the Sheriff and the Director of Facility Services are also included with this response.***

## **Finding 4**

Inmates are brought through the public entrance of the Courtroom in close proximity to staff and the public, posing a safety hazard for everyone. The County has indicated a new corridor will be built during the 2000-2001 construction season.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

#### **Recommendation 4**

The Grand Jury recommends the County proceed with this addition immediately.

- ***The recommendation has not yet been implemented but it will be implemented in the future.***
- ***The County Budget for FY 2000-2001 included an appropriation of \$65,000 from the County General Fund to construct a new and separate corridor for the movement of inmates into the Courtroom that would eliminate contact with the public and staff within the facility. However, the Courts have indicated that they wish to review and consider other alternatives including audio/video technology for court operations. The funding for this project has been carried over into FY 2001-02 for construction of the new corridor if the Court decides to proceed with this option. The responses of the Sheriff and the Director of Facility Services are also included with this response.***

#### **Finding 5**

There is insufficient fireproof storage space for records, evidence and other essentials.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

#### **Recommendation 5**

Obtain additional fireproof storage cabinets.

- ***The recommendation has not yet been implemented but it will be implemented in the future. As indicated in the response from the Sheriff, he will add the necessary amount of file storage cabinets at the Burton Creek Facility.***

#### **Respondents**

Placer County Board of Supervisors  
Placer County Executive Officer  
Placer County Facility Services Director  
Placer County Sheriff-Coroner-Marshal



## NORTH TAHOE FIRE PROTECTION DISTRICT

Serving the California Communities on the North and West Shores of Lake Tahoe

California Department of Forestry & Fire Protection  
Office of the State Fire Marshal  
Code Enforcement  
P.O. Box 944246  
Sacramento, CA 94244-2460

January 31, 2001

RE: Inspection of Placer County Jail, Tahoe City

On January 31, 2001 an inspection of the jail facility at 2501 North Lake Blvd., Tahoe City was conducted.

Other than lack of an automatic fire sprinkler system, only minor violations were noted.

It should be noted, as in previous years, that this facility does not meet current standards for fire protection. Specifically, 1) No automatic fire sprinkler system, 2) Insufficient occupancy separation between the jail and the rest of the building.

A significant improvement has been made during the last year by installation of a complete fire alarm and detection system now installed throughout the building. Although this does not provide early extinguishment or containment such that a sprinkler system would provide, it does provide for early detection and notification. The system is monitored by both the local on site dispatch center and by Roseville Telephone, which provides for notification between the hours of 0330 – 0730 when the dispatch center is currently closed.

It should be noted that plans to remodel or replace this building have been consistently placed on hold. I fear that should a fire occur in the building, the fire would spread rapidly through the old construction and open attic. A fire of this nature would pose a threat to the inmates due to the lack of adequate protection systems.

If the building is not going to be replaced, then I recommend the building be retrofit with a total fire sprinkler system.

PO Box 5879 • 300 North Lake Boulevard • Tahoe City, California 96145  
Business: Phone 530-583-6913 / Fax 530-583-6909 • Division of Fire & Life Safety: Phone 530-583-6930 • Emergency 9-1-1

**EXHIBIT 1, PAGE 1 OF 2**

Should you have any further questions, please contact Fire Marshal Bryce Keller or myself at (530) 583-6930.

  
William Atchley  
Fire Captain

cc: Board of Corrections  
Placer County Board of Supervisors  
Placer County Grand Jury (Special request)

Captain J.K. Hawthorne, PCSO  
~~Placer County Facility Services~~  
Chief Whitelaw

**EXHIBIT 1, PAGE 2 OF 2**

## THE JUVENILE DETENTION CENTER

### Background/Summary

California Penal Code § 925 authorizes the Grand Jury to investigate and report on the operations of the officers, departments, or functions of the county, including the Juvenile Detention Center.

The Grand Jury is pleased to note that Placer County operates a modern facility to house juvenile delinquents in a detention center, with significant additional capacity to meet the needs of a fast growing youth population in the county. The facility, which opened in March 2000, meets all state and federal requirements related to the physical aspects of juvenile detention facilities, including the Americans with Disabilities Act (ADA).

The 2000-2001 Grand Jury inspected the facility in October 2000 and again in February 2001. While the new Center has facilities and equipment to provide much more than detention services, such as recreation services, classrooms, and counseling areas, the Grand Jury concluded that the transition to the new building has created new challenges for management related to the assignment and allocation of staff throughout the facility.

In addition, the Grand Jury is concerned that,

- opportunities for juveniles to harm themselves noted in last year's report still exist,
- several sources reported that senior management of the Probation Department has not been consistently responsive to staff needs, and
- there is a lack of beds and staffing to accommodate juveniles with mental health issues in Placer County.

### Discussion

The Juvenile Detention Center Director provided a tour of the facility to the 2000-2001 Grand Jury on October 24th, 2000. The director appeared informed, capable and cordial to staff as well as to the juveniles at the facility. In addition, the Grand Jury met with the Deputy Chief of Probation and the Center Director on February 20, 2001, and the Chief Probation Officer on March 8, 2001.

The Grand Jury noted that the Probation Department has implemented some of the recommendations of the 1999-2000 Grand Jury, such as installing razor wire atop outside fences. However, recommendations to (1) provide a means of electronically controlling outer doors from a secure central location to facilitate emergency evacuations and (2) reduce the risks of open railings on stairways and an easily accessible electrical control panel on a handicapped lift have not been addressed.

Placer County, as other parts of the State, is experiencing a rapid increase in youth population. The Juvenile Detention Center houses children under the age of 18 years, with the youngest ever reported being nine years of age. The average daily caseload in October 2000 was reported as 40 youth, with a maximum capacity for 76. The facility also provides placement for out-of-county youth. There were seven at the time of the October 24, 2000 Grand Jury visit.

The Grand Jury reviewed staffing and services to youth in the Center. While the Chief Probation Officer and Deputy Chief of Probation declared that current staffing is compliant with California Code of Regulations Title 15, Crime Prevention and Corrections, the staffing level does not allow comprehensive evaluation of youthful offenders and their families as a prerequisite for overall case management. In addition, on at least one occasion, the facility was left without a female staff member on duty when a scheduled staff member left before the end of her shift. According to testimony heard by the Grand Jury, management was unable to find someone to fill in on short notice in that instance.

The Grand Jury received several complaints regarding senior management's lack of response to employee concerns, inadequate staffing to supervise youth at the facility at all times and failure to authorize the use of pepper spray for self-defense. Staff has repeatedly requested the authority to carry pepper spray, which has been determined to be an effective control at other juvenile detention facilities. The 1997-1998 Grand Jury also recommended the Probation Department authorize the use of pepper spray for use by staff. Probation Department employees have already received some training in the proper use of the spray. The Probation Department stated that a draft policy is undergoing legal review, the final step before implementation.

While Placer County has a variety of programs to serve youthful offenders, there is an urgent need to develop and implement a comprehensive plan for treatment and management of mental health and substance abuse problems using a community-based family-centered approach. Current juvenile offenders with mental health problems must be sent out of Placer County for housing and treatment.

## **Finding 1**

The external doors at the Juvenile Detention Center are secured with manual locks and keys, which creates the potential for delay in the event of emergency evacuations.

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding. The external doors of the Juvenile Detention Facility are secured with manual locks; however, we agree with the evaluation and assessment of the Chief Probation Officer that adequate controls are in place to ensure rapid evacuation from the Facility in case of emergency, and that manual external door locks will not impede evacuation.***

## **Recommendation 1**

Institute measures to allow quick, safe exit from the building in the event of life threatening emergencies, maintaining the safety and security of inmates, staff and the public at all times.

- ***The Board of Supervisors and the County Executive Officer believe that the recommendation has been implemented.***
- ***As indicated in the response from the Chief Probation Officer and the Director of the Juvenile Detention Facility, each lock on the cell doors may be released electronically from the central control unit (internal cell locks). This allows an orderly evacuation of juveniles and staff from the Facility according to the County approved fire evacuation plan. In addition, fire drills are conducted on a regular basis to test the fire evacuation plan and the functional performance of the Facility.***

## **Finding 2**

As noted in last year's Grand Jury report, certain aspects of the facility's construction may allow juveniles to harm themselves or others. Stairways have open railings. The handicapped lift has an easily accessed electrical control panel.

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding. The stairways have a clear, Plexiglas shield or barrier attached to the railing and although the power supply and control unit for the handicap lift may be accessible due to its location, it would be difficult to operate the lift due to other security measures.***

## **Recommendation 2**

Find ways to reduce or mitigate these risks.

- ***The Board of Supervisors and the County Executive Officer believe that the recommendation has been implemented.***

- ***The stairways of the Facility include installation of clear Plexiglas that is vertical to the handrails. This creates a safety barrier to reduce accidents or opportunities of harm by juveniles to themselves or to staff. The power supply for the handicap lift is accessible due to its location; however, the power supply lever is locked in the off position by a padlock and the controls to operate the unit requires a separate key to operate the lift. These security measures make it difficult for juveniles to access the operation of the lift.. The responses of the Chief Probation Officer and the Director of the Detention Facility are also attached to this response.***

### **Finding 3**

While staffing levels meet the minimum requirements of California Code of Regulations Title 15, Crime Prevention and Corrections, they have not been adequate to ensure complete coverage of the facility's needs at all times

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding. The Juvenile Detention Facility maintains a staffing ratio in compliance with State Regulations.***

### **Recommendation 3**

Juvenile Detention Center management should conduct an immediate analysis of staffing levels and male/female demographics in relation to the physical plant to ensure full-time, part-time and on-call staff are adequate at all times to meet the needs of youth housed in the facility.

- ***The recommendation has not yet been implemented but will be implemented in the future.***
- ***The Chief Probation Officer has been directed to conduct a staffing study of the Juvenile Detention Center and submit a written report that includes findings and recommendations to the County Executive Officer by November 2001. In addition, the County has hired a consultant to perform an independent review of the operations of the Detention Facility. The new Juvenile Detention Center became operational in March of 2000, replacing an older, smaller, and less efficient facility. Although the staffing plan of the new Center complies with legal requirements based on the number of juveniles that may be detained, a review of the actual operating experience of the new facility and its impact on the security and the welfare of juveniles is in order. The responses of the Chief Probation Officer and the Director of the Detention Facility are included with this response.***

## **Finding 4**

Juvenile Detention Center staff are not currently authorized to carry pepper spray as a defensive tool.

- ***The Board of Supervisors and the County Executive agree with the finding.***

## **Recommendation 4**

The Grand Jury recommends that the draft policy authorizing the use of pepper spray by appropriately trained staff be approved and implemented as soon as possible.

- ***The recommendation has not yet been implemented but it is expected to be implemented in the near future.***
- ***As indicated in the response of the Chief Probation Officer and the Director of the Juvenile Detention Center, the use of pepper spray within the Center will be implemented. The policy on the use of the spray has been developed and approved, and all staff have received proper training including a training update on August 23, 2001.***

## **Finding 5**

There is no inpatient treatment facility in Placer County for youth with mental health problems.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 5**

The Grand Jury recommends that the Probation Department contract with appropriate institutions within Placer County to provide family centered services for children and youth under the jurisdiction of the Juvenile Court who need residential treatment services for mental health problems.

The Placer County Board of Supervisors should work to designate a facility within Placer County that meets these needs.

- ***The recommendation will not be implemented because there are no residential treatment centers in Placer County to serve juveniles with mental health problems at the present time.***

- ***This issue is also a statewide problem that affects all counties including Placer County. However, as indicated in the response from the Chief Probation Officer, juveniles with mental health problems that are under the jurisdiction of the Court may be placed in residential treatment centers in other jurisdictions. Although it may be more convenient and beneficial for treatment purposes to have a local service provider, it is equally important that the service be available regardless of its location. In addition, the County Executive Office will continue to work with the Chief Probation Officer and the Director of Health and Human Services to identify and respond to the needs of juveniles with mental health problems, including opportunities for local treatment.***

## **Respondents**

Placer County Board of Supervisors  
Placer County Chief Probation Officer  
Placer County Executive Officer  
Placer County Juvenile Detention Center Director

# PLACER COUNTY AIR POLLUTION CONTROL DISTRICT

## Background/Summary

Placer County Air Pollution Control District (APCD) is one of 35 local air pollution control agencies within the State, established pursuant to Section 40002 of the California Health & Safety Code. The District has primary responsibility for the regulation and control of air pollution created by stationary industrial sources and businesses, including open burning. Within the statute the district must also respond to odor and dust complaints from citizens.

The District has 12 approved positions allocated, but only seven permanent positions were funded in 2000-2001. Furthermore, the District does not have sufficient technically skilled staff, resulting in an agency incapable of carrying out its mandated duties to protect the citizens from exposure to toxic materials in the air.

## Discussion

The California Health and Safety Code (Section 40701.5), *inter alia*<sup>1</sup>, authorizes the District Board to adopt

- (1) A schedule of fees for the evaluation and issuance of permits to cover the costs of District programs not otherwise funded;
- (2) A schedule of fees applicable to emission sources not included with a permit system to cover the estimated reasonable costs of evaluating plans required by law or by District rule or regulation;
- (3) A fee schedule for the permitting of sources of air toxic contaminants, area wide and indirect sources of emission, and fees to cover the reasonable costs of the District Hearing Board.

Other actual or potential sources of District funding, in addition to penalty assessments and fees, are grants, state subvention, per capita assessments, and DMV surcharges on motor vehicles registered in the District. The District receives no County General Fund monies for its operations.

Placer County APCD reports that 48% of the 2000-2001 anticipated revenue of \$1,196,000 is obtained from permit fees or reimbursement for services. Another 48% of revenue is reportedly derived from state subvention and a DMV surcharge on vehicles registration fees of \$2 per vehicle. The balance comes from interest and fines. The District currently does not receive any grant funds and does not receive any funds through a per capita assessment upon the county and cities represented on the District's board. Raising the vehicle fees by \$2, would allow programs to be put in place

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<sup>1</sup> The term “*inter alia*” means among other things.

that could reduce mobile source pollutants by an estimated 165,000 tons annually, according to testimony.

The Grand Jury interviewed the County Executive Officer, several County employees, County appointees, and a member of the APCD Board. The consistent message was that the County does not have an adequate Air Pollution Control Program in place to assure the health and safety of its residents.

The Placer County Air Pollution Control District is not fully funded to carry out mandated programs and monitor toxic emissions and air pollutants aggressively to ensure the health and safety of its citizens. In 1998, a Task Force found that an annual per capita fee of 45 cents would ensure APCD some financial stability.

The 2000-2001 Placer County Grand Jury is pleased to note that the County Executive Officer recognized the need to find adequate and stable funding for the APCD and loaned County staff to the District to restructure the district and get it on track financially. Staff has successfully gotten the District out of the "red" and is developing strategy to implement programs to monitor stationary sources more aggressively.

The legislature has authorized (California Health and Safety Codes, § 442700 (b) and 41511) Districts to require stationary sources of potential pollution to install monitoring devices and to reimburse Districts for costs related to collecting and evaluating data from such devices.

There are sites within Placer County which have had repeated releases of organic compounds. As it is now, the District must rely on self-reporting by the polluter, or a report of suspicious odors by nearby residents. By the time a report is investigated, the pollution may have dissipated.

## **Finding 1**

The Grand Jury noted that the District is studying the feasibility of joining with an APCD similar in size and demographics.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 1**

The Grand Jury recommends that Placer County continue efforts to join neighboring counties to form a regional district in order to enforce California air pollution control laws.

- ***The recommendation requires further analysis.***

- ***The Board of Supervisors and the County Executive Officer strongly support efforts by the Air Pollution Control District to continue its study of the feasibility of joining with another District to create a more regional response to air pollution control and to more effectively and efficiently share resources and minimize operating costs. As indicated in the response of the District Board, staff has been directed to meet with the staff of the El Dorado County Air Pollution Control District to analyze the feasibility of merging the two Districts. The results of the analysis will include the advantages and disadvantages of the proposed merger and identify the cost impacts that may result. The analysis may also include a plan to accomplish the merger. The response of the District Board is included with this response.***

## **Finding 2**

The California Health and Safety Code § 40701.5 provides that expenses of a district not met by grants, subventions, permit fees, penalties, or a surcharge of registered motor vehicles, shall be provided by an annual per capita assessment of those cities which have agreed to have a member on the District Board and of the County included in the District.

- ***The Board of Supervisors and the County Executive Officer agrees with the finding.***

## **Recommendation 2**

The County and participating cities should share a per capita fee equally among each of the jurisdictions.

- ***The recommendation requires further analysis.***
- ***As indicated in the response of the District Board the recommendation will be evaluated for possible action in FY 2002-03 after a more thorough review of the financial condition of the District. The District has taken steps to improve its financial condition including an increase in revenue through vehicle license fee increases and annual adjustments in existing fees using the Consumer Price Index (CPI). The long term fiscal trend may indicate the need for a possible per capita fee assessment from the Cities and County that are members of the District; however, the District must demonstrate that it has identified all possible funding sources and that its operations are effective and efficient before consideration of the assessment. The response of the District Board is also included with this response.***

## **Finding 3**

The California Health and Safety Code authorizes the District to adopt fees in conjunction with the Consumer Price Index (CPI) to stay current with the cost of administering programs.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

### **Recommendation 3**

Structure fees to reflect changes in the Consumer Price Index.

- ***The recommendation has been implemented. As indicated in the response from the District Board, a Resolution was adopted by that Board that allows an annual adjustment in approved fees by positive increases in the Consumer Price Index. The response of the District Board is included with this response.***

### **Finding 4**

The APCD by law can charge a \$4 per vehicle registration fee. Placer County is one of three counties charging \$2. All the other counties charge \$4.

- ***The Board of Supervisors and the County Executive Officer agrees with the finding.***

### **Recommendation 4**

Take the necessary steps to raise the per vehicle fee to \$4.

- ***The recommendation has been implemented. As indicated in the response of the District Board the vehicle fee has been increased to four dollars (\$4.00) per vehicle registration. The Board approved the increase on June 14, 2001. The additional revenue generated from the increase in the fee will allow the District to implement programs that may reduce emissions by an additional 93 tons each year. The response of the District Board is included with this response.***

### **Finding 5**

The APCD does not have the resources to respond, in a timely fashion, to citizen complaints related to monitoring pollution releases from stationary industrial sources, nor does it have an adequate system in place for daily monitoring of potential or actual pollution releases. There are sites within Placer County which have had repeated releases of organic compounds. As it is now, the District must rely on self-reporting by the polluter, or a report of suspicion by nearby residents. By the time a report is investigated, the pollution may have dissipated.

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding. Although the District may rely on self-reporting or reports from residents of releases, its monitoring program meets standards adopted by the State.***

## **Recommendation 5**

Develop plans to follow up aggressively on complaints from citizens related to discharges from industrial sites on a 24-hour basis. In addition, monitor, on a full time basis; repeat violators as well as sites, which may release toxic substances known to cause long term or acute health problems. The legislature has authorized Districts to require stationary sources of potential air pollution to install monitoring devices and to reimburse Districts for costs related to collecting and evaluating data from such devices (See Health and Safety Codes § 42700(b) and 41511).

- ***The recommendations will not be implemented by the District because they are not fiscally feasible and would be too costly for the benefits that may be derived.***
- ***As indicated in the response from the District Board, a 24-hour complaint response capability is too costly to justify based on the record of the number of complaints received by the District. The District currently uses an after-hours call out list that is available to public safety dispatchers to have staff respond to complaints. In addition, the District is evaluating the possibility of contracting with a firm to conduct 24-hour air sampling to help the District in its enforcement and response duties. Likewise, the recommendation to monitor emissions on a full-time basis would be very costly for the expected benefits. The current enforcement program of inspections, emission testing and audits comply with State regulations and program standards. In addition, the District has consulted with the Air Resources Board on improving its response to monitoring emissions by increasing inspections and record audits on a case-by-case basis. The response of the District is included with this response.***

## **Finding 6**

Due to the rapid growth in Placer County, the Grand Jury recognizes the challenges faced by the Air Pollution Control District.

- ***The Board of Supervisors and the County Executive Officer agree with the Finding.***

## **Recommendation 6**

The 2001-2002 Grand Jury should continue to monitor the Air Pollution Control District issues.

- ***The recommendation will be implemented. The Board of Directors of the District encourages the Grand Jury to continue its review of the District. The response of the District Board is included with this response.***

**Respondents:**

City of Auburn  
City of Colfax  
City of Lincoln  
City of Rocklin  
City of Roseville  
Placer County Air Pollution Control Board  
Placer County Board of Supervisors  
Placer County Chief Executive Officer  
Township of Loomis

## **PLACER COUNTY ANIMAL CONTROL**

### **COMPLAINT 2000B-36**

#### **Summary**

The 2000 – 2001 Grand Jury received a complaint about Placer County Animal Control. During our inquiry, we interviewed various County employees affiliated with Animal Control Services and members of the public. The Grand Jury also toured the Auburn shelter.

The Grand Jury found that the Auburn shelter facility, built in the early 1970s, is inadequate to meet the needs of this rapidly growing County. Policies and procedures related to animal control need to be updated regularly and enhanced to ensure that the agency will continue to provide high quality service to the citizens and animals of Placer County.

#### **Background**

Operating under the auspices of the Placer County Department of Health and Human Services, Placer County Animal Control maintains two facilities: the animal shelter at DeWitt Center in Auburn and a smaller facility for North Lake Tahoe at Tahoe Vista. Both shelters provide a full range of animal care and control services, including:

- a comprehensive pet adoption program
- rabies prevention measures
- enforcement of the County's animal control ordinances
- enforcement of State humane laws to protect animals from neglect and cruelty
- reduction of the surplus animal population by euthanasia
- a Countywide dog licensing program
- contract-based animal control services for several cities within Placer County

Placer County hired a new Animal Control Program Manager on March 5, 2001. Previously employed as the Executive Director of the State Humane Association of California, the new manager has more than 30 years experience in animal control. The Placer County Animal Control Program Manager oversees both the Auburn and Tahoe facilities. He ultimately reports to the Director of the Placer County Department of Health and Human Services, through the Environmental Health Director and the County Health Officer. The State oversight agency is the Board of Veterinary Medicine.

Animal Control staff presently consists of 11 Animal Control Officers who deal with animals in the field; three Kennel Attendants responsible for daily care of the animals and the shelter facility itself; a Dispatcher and an Accounting Clerk. The Friends of Auburn/Tahoe Vista-Placer County Animal Shelter, a non-profit volunteer organization, works with Placer County personnel to care for and place sheltered animals. It also

provides low-cost vaccine clinics and microchip animal identification services. The Friends also operates a separate feline facility commonly known as “The Cat House.”

## **Discussion**

At the County’s request, in 1999 the Humane Society<sup>2</sup> reviewed the animal shelter operations and suggested improvements. Animal Control staff and management are working to implement those suggestions. Exhibit 1 attached to this report is a list of the Humane Society’s recommendations implemented as of April 9, 2001.

The Grand Jury toured the shelter facility on April 10, 2001, and found it to be in generally good condition. The facility was clean and there were no more than two animals in most of the cages or pens. Shelter management appeared open and interested in the Grand Jury’s questions and concerns about conditions for both animals and staff in the shelter.

The Auburn shelter was built in the early 1970s and no longer offers adequate space nor amenities to ensure quality care of the animals it houses. The County plans to expand current shelter facilities into new space within the next three to five years. A steering committee consisting of community members and County personnel was formed early in 2001 to begin the planning process.

As with many other animal control shelters, Placer County does not have a licensed veterinarian nor qualified veterinary technician on staff or retainer. Animal Control staff or shelter volunteers must take time away from the other animals to shuttle sick or injured animals to local vets.

The University of California at Davis has recently started a program at the School of Veterinary Medicine aimed at reducing disease among animals housed in animal shelters.<sup>3</sup> The program recognizes that animals housed in tight quarters have different health concerns than those living in the comfort of a family home. “Feline infectious peritonitis, chronic rhinitis/sinusitis, chronic inflammatory bowel disease, stomatitis and chronic corneal ulcers are examples of infections in cats that are often acquired in group environments and that have lifelong effects.”<sup>4</sup> The Placer County animal shelters do not presently have enough space to effectively quarantine all incoming animals (notably cats) to prevent contact with other animals while they are being evaluated for transmissible diseases.

While treatment for many ailments, including heartworm, can be hard on animals, starting as soon as possible increases the chances of survival and decreases the lasting effects. Heartworm is a common ailment among dogs in this area. A very inexpensive blood test can determine within a matter of minutes if a dog is suffering from heartworm. Placer County Animal Control is not currently conducting heartworm tests on incoming dogs because of lack of qualified staff to perform the test.

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<sup>2</sup> The Humane Society of the United States.

<sup>3</sup> CCAHA Update, Center for Companion Animal Health, UC Davis School of Veterinary Medicine, vol. 6, no. 1, Spring 2001.

<sup>4</sup> CCAHA Update, Center for Companion Animal Health, UC Davis School of Veterinary Medicine, vol. 6, no. 1, Spring 2001, p.2.

The Grand Jury was pleased to learn that the new Animal Control Program Manager is starting to track performance at the County animal shelters (e.g., numbers of animals housed, treated, and destroyed). We agree that this kind of monitoring and analysis can lead to enhancements in the effectiveness of operations and can help to guide County policy in the housing and treatment of sheltered animals in the future.

Laws governing the care and treatment of homeless animals in Placer County include:

- The Hayden Bill (California Senate Bill 1785) effective July 1, 1999, which updated and expanded the rights and duties of animal pounds and shelters. Notably, the bill provides that “all depositaries of live animals have a duty to provide them with necessary and prompt veterinary care, nutrition, and shelter, and to treat them humanely”; expands the minimum impound time from 72 hours (three days) to six business days in most instances<sup>5</sup>; and requires animals to be released to non-profit animal rescue or adoption organizations in certain circumstances. This bill updated portions of the California Penal Code, Civil Code, and Food and Agricultural Code.
- Chapter 6 of the Placer County Code, particularly Article 6.20, Impoundment (excerpts attached as Exhibit 1 to this report).

Although it appears that animal control practices are in compliance with the Hayden Bill, County ordinances pertaining to animal control are not in compliance in terms of minimum holding times for sheltered dogs and cats. While the Hayden Bill specifies a minimum holding time of four business days, not including the day of impound (see footnote 4), County ordinance 6.20.030 specifies a minimum of three calendar days for cats and dogs without current license tags. (Dogs with current license tags are held a minimum of seven calendar days. Please see attached Exhibit 2 for a complete reproduction of the relevant County Codes.)

County Code does not address several of the key points of the Hayden Bill, including:

- No adoptable animal should be euthanized if it can be adopted into a suitable home. No treatable animal should be euthanized. A treatable animal is one that is not initially adoptable but that could become adoptable with reasonable efforts. (California Civil Code § 1834.4, Food & Agricultural Code § 17005, and Penal Code § 599d)
- Strays shall be released to a nonprofit animal rescue or adoption organization if requested. (Food & Agricultural Code §§ 31108 and 31752)
- All public pounds, shelters operated by societies for the prevention of cruelty to animals, and humane shelters shall provide owners and finders of lost animals

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<sup>5</sup> Sections 31108(a)(1) and 31752(a)(1) of the Food and Agricultural Code were amended by the Hayden Bill to read, “If the pound or shelter has made the dog (or cat) available for owner redemption on one weekday evening until at least 7:00 p.m. or one weekend day, the holding period shall be four business days, not including the day of impoundment.” The Auburn shelter is open until 7:00 p.m. on Wednesdays and both the Auburn and North Lake Tahoe shelters are open on Saturdays.

information to help locate the pet/owner. (Food & Agricultural Code § 32001) (Note: While County Code does not make this a requirement, the shelters are currently providing this information to the public.)

- All pounds/shelters shall keep accurate records for three years. (Food & Agricultural Code § 32003 and Penal Code § 597.1(d))

Animal Control's Employee Manual (the agency's operations manual) is undergoing extensive revisions, scheduled for completion in Fall 2001. These revisions should bring written policies and procedures into accordance with State law and standard practice within the agency.

While County personnel are actively involved in the management and administration of the Animal Control shelters and appear to be sensitive to the needs of the animals they deal with, there is no regular forum for interested members of the public to offer suggestions nor voice concerns. A citizen's advisory board comprised of a limited number of community members could serve as an ombudsman between the public and the County to ensure that the public has a voice.

## **Finding 1**

The Auburn shelter facility is inadequate to meet the existing and future needs of this rapidly growing County. Animal Control management stated that completion of a new facility is expected in three to five years.

The Grand Jury commends Placer County for its commitment to building larger and more modern shelter facilities within the next few years.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 1**

The Grand Jury recommends that the Placer County Board of Supervisors ensure that expansion of animal control shelter operations into new facilities continues to be a high priority on the list of pending capital improvements.

- ***The recommendation has been implemented.***
- ***The FY 2001-02 County Budget includes an appropriation of \$50,000 from the County General Fund to begin planning activities for construction of a new Shelter in Auburn. In addition, an ad hoc Planning Committee led by staff of the County Executive Office has been formed and has conducted monthly meetings to help plan the new facility. The County will soon hire a consultant to conduct a needs assessment for a replacement facility. The response of the Director of Health and Human Services is also included with this response.***

## **Finding 2**

Animal Control does not currently employ a licensed veterinarian or qualified veterinary technician, nor have one on retainer.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 2**

The Grand Jury recommends that the Board of Supervisors allocate funds to allow Animal Control to either hire or retain the services of a licensed veterinarian or qualified veterinarian technician at the shelter facilities.

- ***The recommendation has not yet been implemented but it will be implemented in the future.***
- ***The County Executive Officer has requested the Director of Health and Human Services to submit an estimate of funding requirements to purchase veterinarian services to meet the medical care needs of animals at the shelter facilities. The response of the Director of Health and Human Services is also included with this response.***

## **Finding 3**

Animal Control does not have a quarantine infirmary for cats.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 3**

The Grand Jury recommends that the County allocate space to be used exclusively for sheltering and treating cats that require quarantine to prevent transmission of disease to healthy animals.

- ***The recommendation has not yet been implemented but it will be implemented in the future.***
- ***As indicated in Recommendation 1 above, funding to plan for the construction of a new shelter in Auburn, including space to shelter and treat cats that require quarantine, is included in the FY 2001-02 County Budget. In addition, the Manager of the Shelter will submit plans and recommendations to provide necessary quarantine of animals within the existing shelter facilities until the***

***replacement shelter is constructed. The response of the Director of Health and Human Services is also included with this response.***

#### **Finding 4**

Animal Control does not perform heartworm tests on incoming animals.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

#### **Recommendation 4**

The Grand Jury recommends that Animal Control contract with a service or obtain training to perform heartworm testing on all dogs and cats upon arrival at the shelters. Animals who test positive for the disease should be evaluated by a licensed veterinarian or qualified veterinary technician to determine the best course of treatment.

- ***The recommendation requires further analysis.***
- ***As indicated in the response from the Director of Health and Human Services, it may not be necessary or fiscally prudent to conduct heartworm testing of all animals received into the shelter facilities. Currently, all animals adopted and leaving the shelter receive preventative heartworm medicine. However, since a large number of animals are, unfortunately, euthanized, this may not be the best use of the limited amount of funding available for shelter operations. The County Executive Officer will request the Director of Health and Human Services to conduct a study of this issue and submit findings and recommendations by December 2001.***

#### **Finding 5**

The Animal Control Program Manager has recently started monitoring the numbers of animals housed, treated and destroyed. The Grand Jury commends him for his proactive approach to management of animal control operations.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

#### **Recommendation 5**

The Grand Jury recommends that the Animal Control Program Manager continue his current efforts to track and analyze information pertaining to the health and welfare of homeless animals in Placer County. The results of the analyses should be used to improve the services offered by Animal Control.

- ***The recommendation has been implemented.***
- ***As indicated in the response of the Director of Health and Human Services, the Animal Control division will continue to track and monitor the disposition of animals received into the shelter facilities. This information will be automatically recorded using a specialized computer application program. The Director also indicates that the system will be upgraded to improve its data based functions and management reporting capabilities. The response of the Director of Health and Human Services is also included with this response.***

### **Finding 6**

Placer County Code 6.20 (Animal Impoundment) is not in compliance with sections of the California Penal Code, Civil Code, and Food and Agriculture Code.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

### **Recommendation 6**

The Grand Jury recommends County Code be brought into compliance with State law as quickly as possible.

- ***The recommendation has not yet been implemented but it will be implemented in the future.***
- ***As indicated in the response of the Director of Health and Human Services, Chapter 6 of the Placer County Code (Animal Impounds) is in the process of revision to make it compliant with State law. However, as indicated in the response of the Director, the staff of the shelter have conducted their activities according to State law. The proposed, revised County Code is expected to be submitted to the Board of Supervisors for approval by December 2001. The response of the Director is also included with this response.***

### **Finding 7**

Animal Control policies and procedures are incomplete.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

### **Recommendation 7**

The Grand Jury recommends Animal Control policies and procedures be reviewed and updated at least annually to reflect changes in State law, County ordinances, and/or management policies. They should address all aspects of animal control.

- ***The recommendation has not yet been implemented but it will be implemented in the future.***
- ***The existing Policy and Procedures Manual of the Animal Control Division is in the process of being updated to reflect current law and to serve as the staff level operations manual and guide for all aspects of animal control activities and functions. The update is expected to be completed by December 2001. The response of the Director is also included with this response.***

## **Finding 8**

There is no public advisory board within Placer County to provide oversight of Animal Control activities and facilities.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

## **Recommendation 8**

The Grand Jury recommends that the County solicit participation from community members on a public advisory board that would serve as a liaison between the citizens of Placer County and Animal Control.

- ***The Board of Supervisors and the County Executive Officer believe that the intent of the recommendation has been implemented. The County has begun the process of involving citizens in major planning activities related to the care and treatment of animals. This process will involve stakeholders, yet may be more effective than creation of a formal public advisory board.***
- ***The Board of Supervisors and the County Executive Officer support and encourage the input of citizens on important issues that have an impact on the public and how county operations and policy may be improved. In the case of Animal Control activities and shelter facilities, the County Executive Officer has appointed an ad hoc planning committee made up of county staff and citizens that meet each month to help plan a replacement shelter facility in Auburn. The Committee and its public members have an opportunity to provide input and advise the County on the construction of a new shelter facility. In addition, the role of the Committee may be expanded, as well as the number of public members on the Committee, to address other issues that affect Animal Control activities and its shelter facilities. The response of the Director of Health and Human Services is also included with this response.***

## **Respondents**

Placer County Animal Control Program Manager  
Placer County Board of Supervisors  
Placer County Department of Health & Human Services Director  
Placer County Environmental Health Director  
Placer County Executive Officer  
Placer County Health Officer

## Exhibit One

### Recommendations Implemented to Date From *HSUS Professional Animal Services Consultation Report (1999)*

- I. **Leadership**
  - Manager of Animal Services was hired
- II. **Community Relationships**
  - Improved relations with pet placement partnerships
  - Improved relationship with veterinarians
- III. **Implication of Senate Bill 1785 “The Hayden Bill”**
  - The shelter is now in compliance with the Senate Bill 1785.
- IV. **Implementation of Pre-Release Sterilization and Health Maintenance**
  - The shelter is in compliance with requirements that dogs and cats be altered before being released into a new home.
  - A vaccination program is in place for all dogs and non-feral cats entering the shelter
  - Kennel staff are performing daily monitoring of the health status of all animals now entering the shelter
- V. **Shelter Facilities/Design**
  - A. **Shelter Safety/Humane Traffic Flow**
    - Kennels are routinely cleaned prior to the public entering the shelter
    - Access is limited as appropriate to allow needed quarantine
    - Adoptable animals are segregated in the kennels from strays and quarantines/aggressive animals
    - Kennels for non-adoptable dogs and cats are now locked in secure areas to protect the public
    - Locks are installed and used where recommended
  - B. **Animal Services Areas**
    - Repairs were made to heating and cooling systems
    - Air purifier is installed in the cat room, reducing disease transmission

## **EXHIBIT 1, PAGE 1 OF 3**

**C. Animal Housing Areas**

- Dogs are physically separated on the basis of their classification, ie. owner surrenders, strays, and quarantine/aggressive
- Additional cat cages were purchased and installed to replace wire cages
- Cats are physically separated on the basis of their classification, ie. owner surrenders, strays, and quarantine/aggressive/feral (wild)
- Cat cages are now being cleaned appropriately
- Litter pans are provided for all cats
- Portable kennels were installed outside to hold dogs while kennels are being cleaned
- An additional exercise yard was installed

**D. Livestock/Other Animals Housing**

- Four portable barn stalls were moved to the area behind the shelter
- Portable fence panels are now available for unloading livestock

**E. Quarantine/Isolation**

- All animals under quarantine are locked in an isolation area.
- Animals entering the shelter receive a basic physical and any animals showing symptoms of disease or injury are taken to a veterinarian
- Animals with contagious diseases are placed in isolation where appropriate

**VI. Record Keeping, Data Collection and Analysis**

- Kennel staff is trained in the use of the Pet Where™ system for tracking animals
- All owners releasing animals complete pet profiles

**VII. Shelter Operations**

- Shelter operations are compliant with the requirements of SB 1785
- All animals are removed from kennels or cages prior to cleaning

**VIII. Feeding/Food Storage**

- All dogs are now fed in individual food bowls and not from the hopper feeders attached to the cage doors on the dog kennels
- The large silo storage bins used to store food were removed

**EXHIBIT 1, PAGE 2 OF 3**

**IX. Adoptions**

- Adoption application forms are now used prior to all adoptions
- Landlord approval is now required for all adoptions who rent
- Animals are not adopted as gifts

**X. Euthanasia**

- All kennel staff are trained in euthanasia as required by state law
- New drug logging procedures are in place and being used
- Euthanasia room was rearranged to be more functional and is equipped with a locking cabinet to hold drugs and equipment
- Equipment used for florescent rabies antibodies testing is now stored in a separate cabinet
- A lock was installed on the euthanasia room door to provide security for drugs and privacy for the staff doing euthanasia

**XI. Field Services and Enforcement**

- A mediation process for handling barking dog complaints was implemented
- Officers are now wearing regulation uniform pants

**XII. Human Resources Issues**

- An organizational chart for the program was created
- A separation of field services, kennel operation, and front office staffing was identified
- Kennel staff was hired and trained
- Additional office help was hired

**EXHIBIT 1, PAGE 3 OF 3**

**Article 6.20****IMPOUNDMENT****Sections:**

- 6.20.010**      **Animals subject to impoundment.**
- 6.20.020**      **Impoundment of livestock.**
- 6.20.030**      **Period of impoundment.**
- 6.20.040**      **Redemption.**
- 6.20.050**      **Disposition of impounded animals.**
- 6.20.060**      **Impoundment fees.**

**6.20.010**      **Animals subject to impoundment.**

Any animal which is, to the knowledge of the director of animal control, engaged in an activity, or existing in a condition prohibited by this chapter shall be taken and impounded at the animal control center or at such other place as may be approved by the director of health services. (Prior code § 3.80)

**6.20.020**      **Impoundment of livestock.**

In addition to the power vested in the director of animal control for the impoundment of any horse, mule, cow, goat, sheep, hog or burro found running at large, any peace officer is hereby empowered to impound such animal and to turn such animal over to the director of animal control for disposition under this chapter. (Prior code § 3.82)

**6.20.030**      **Period of impoundment.**

A. All impounded dogs found wearing a current dog license tag shall be kept in the animal control center for a period of not less than seven days unless redeemed within such period.

B. All impounded dogs not wearing a current dog license tag shall be kept in the animal control center for a period of not less than seventy-two (72) hours unless redeemed within such period.

C. Following the impoundment of any dog, the director of animal control shall notify the owner of any licensed dog or the owner of any unlicensed dog if known, either personally or in writing, after which said dog will be otherwise disposed of as authorized by this chapter.

D. Any impounded bovine animal shall be kept in the animal control center for at least five days unless it is redeemed within such period.

E. Any other animals impounded, except dogs and bovine animals, shall be kept in the animal control center for at least seven days unless it is redeemed within such period.

F. Following the impoundment of any animal other than dogs, the director of animal control shall notify the owner if known, either personally or in writing or if the owner is not known, the director may publish such notices and advertisements as he or she deems necessary for the return of such animal.

G. Any animal which is voluntarily surrendered to or deposited with the animal control center or authorized personnel thereof by the owner shall not be deemed to be impounded and need not be kept or retained for any minimum period of time.

H. Any cat impounded, other than under Section 6.16.020 shall be cared for by the director of animal control for not less than three days after which such cat may be humanely destroyed or otherwise disposed of. (Prior code § 3.84)

**6.20.040**      **Redemption.**

The owner of any animal impounded may, at any time before the disposition thereof, redeem the same by offering proof of ownership, and by redeeming all proper fees and charges accrued as provided for by this chapter provided, however, that if the animal is one which is subject to a license herein, the licensing requirements must be satisfied before the animal's release, except that an impounded dog that has not been vaccinated against rabies (or exempted therefrom by an exemption certificate as provided in this chapter) may be released to an owner who has paid all fees required herein including the license fee, on condition that such owner shall:

A. Have the dog vaccinated for rabies within ten (10) days; and

B. Exhibit a valid certificate of vaccination to the director of animal control within ten (10) days, at which time the license will be issued. (Prior code § 3.86)

**6.20.050**      **Disposition of impounded animals.**

A. Except as otherwise provided in this article, an impounded animal which is not redeemed within the applicable holding period specified in this article may, in the discretion of the director of animal control, be sold, destroyed, or otherwise disposed of.

B. If an animal is sold, the receipt signed by the director of animal control shall be valid title to the purchaser.

C. When any dog or cat is to be sold pursuant to this chapter, prior to the delivery of the animal by the owner, the animal shall be spayed or neutered with a participating veterinarian. If the animal is too young or sick as certified by a licensed veterinarian then there shall be deposited by the purchaser with animal control, a spaying or neutering

deposit which shall be designated for the participating veterinarian, for the payment of the spaying or neutering operation. The amount of the deposit shall be designated by the director of animal control. The purchaser shall be responsible for any additional costs of the spaying or neutering operation over and above the deposit. All dogs/cats deemed old enough for surgical altering by a participating veterinarian shall be spayed/neutered prior to the purchaser's receipt of said animal. Upon receipt from the veterinarian that a spaying or neutering operation has been performed, the deposit will be forwarded to the veterinarian. In the event that the purchaser fails to have the animal spayed or neutered within the six-month period following its purchase, the spaying and neutering deposit will be forfeited and shall become the property of Placer County.

When an animal is to be sold pursuant to this chapter, prior to the delivery of the animal, all costs incurred for veterinary services provided on behalf of such animal shall be paid in full to animal control. These services are provided on an individual basis at the discretion of animal control staff and may include but are not limited to vaccinations, heartworm tests, leukemia tests, dentals, grooming, worming and other deemed necessary or appropriate.

D. Notwithstanding any other provisions of this article to the contrary, an impounded animal which is determined by the director of animal control to be unfit and of no further use, dangerous, injured or ill, may be destroyed or otherwise disposed of as ordered by the director of animal control upon the concurrence of the director of health and human services. (Prior code § 3.88)

**6.20.060 Impoundment fees.**

A. An impound fee for every impounded animal and/or livestock shall be charged and collected when claimed and before released in an amount set forth in Section 2.116.130(A).

B. When extraordinary care or expense is incurred, the actual cost will be charged. In the case of animals other than dogs, this includes, but is not limited to, transportation, custody, boarding, and advertising expense.

C. A redemption fee shall be charged and collected in an amount set forth in Section 2.116.130(A)(2).

D. For taking into custody any dog, cat, or livestock at the request of the owner thereof, either at the animal shelter or the owner's residence, a fee in an amount set forth in Section 2.116.130(A)(2) shall be charged and collected.

E. In the case of animals other than dogs, when the director of animal control causes an animal at large to be returned to the property of the owner of the animal, a fee

amounting to time, mileage, and extraordinary expenses may be charged. (Prior code § 3.90)

# PLACER COUNTY ANNUAL AUDIT

## Background/Summary

As required by Penal Code § 925, the 2000-2001 Placer County Grand Jury reviewed the 1999-2000 Placer County financial audit. The Grand Jury also attended regular meetings of the Treasury Oversight Committee. Additionally, they attended joint meetings with staff of the Auditor-Controller's Office and the outside auditor, Macias, Gini & Company. The Grand Jury also reviewed the County budget, the County Comprehensive Annual Financial Report and the financial audit prepared by the outside auditors.

From all of these sources, Grand Jury members were consistently impressed with the high level of competence displayed by the professionals who are charged with the management of County revenues.

## Discussion

The Treasury Oversight Committee (TOC) is mandated by law to invest, sell or exchange investments. The County Counsel and County Auditor-Controller sit in an advisory capacity to the TOC. The County Treasurer-Tax Collector serves as secretary and more importantly, according to Government Code Section 27000.3, she... "is a trustee and therefore a fiduciary subject to the prudent investor standard." "... Within the limitations of the law and considering individual investments as part of an overall investment strategy, a trustee is authorized to acquire investments as authorized by law." Other members of the TOC include a representative of the County Superintendent of Schools, a member from other school districts, a representative from the Board of Supervisors, a member delegated by the majority of special districts and a member from the public. Members meet quarterly and the delegation of authority is renewed annually by the Board of Supervisors.

The TOC reviews and monitors the investment policy, which is prepared by the County Treasurer and approved annually by the Board of Supervisors. The Grand Jury found that this process adequately safeguards the investments made from treasury monies.

During periodic meetings with County Auditor-Controller's staff, the Senior Management Analyst and the external audit group, Macias, Gini and Company, members of the Grand Jury reviewed the progress of a variety of audits as required by policy and law. Various administrative and financial procedures and controls were also reviewed. The external auditor opined that the competence and professionalism of the Placer County staff was above average, when compared to other government audits they have completed.

A significant impact on county financial management is a new requirement from the Governmental Accounting Standards Board (GASB) mandating that values be placed

on county infrastructures. Development of statewide unified standards and controls is in process and Placer County Auditor-Controller is also working closely with the external auditor to complete this extensive task.

Macias, Gini & Co. has one more year on its contract with Placer County with an option by the County to renew for an additional year. The firm has expertise regarding the GASB requirements discussed above and should remain until the project becomes manageable.

The Auditor-Controller performs quarterly cash audits of the Treasurer-Tax Collector's office. However, the Auditor-Controller should also be doing internal audits of County departments, other agencies and/or special districts receiving County funds. Many of these entities are not reviewed until prompted by a Grand Jury inquiry.

The Auditor-Controller's office receives annual financial reports from each agency but does not have adequate personnel to do investigations, even if some of the reports refer to internal control weaknesses. Agencies and/or Special Districts should be earmarked for periodic review to determine if the agency is in compliance with the law and the outside auditor's recommendation. Those entities with identified weaknesses should also be slated for periodic review. The Grand Jury notes that some agencies and/or special districts engage the same outside auditors for periods up to 10 consecutive years.

Historically the Auditor-Controller's Office has performed internal audits; however, the practice has not been exercised in recent years. The Grand Jury feels that returning to an internal audit division would be more economical and would exercise more control over County funds.

## **Finding 1**

A review of the 1999-2000 financial audits, investment policy and the comprehensive annual financial report found Placer County to be in compliance with standard financial practices and in excellent fiscal health.

- ***The Board of Supervisors and the County Executive Officer agree with the finding above. The response of the County Auditor-Controller is also included as an attachment to the Board's response.***

## **Recommendation 1**

None.

## Finding 2

There is no internal audit division within the Placer County Auditor-Controller's Office.

- ***The Board of Supervisors and the County Executive Officer disagree partially with the finding above. Although there is currently no internal audit division of the Auditor-Controller's Office, the Board of Supervisor's concur with a recommendation of the Auditor-Controller and County Executive Officer to establish such a unit within the Auditor-Controller's Office in FY 2001-02.***

## Recommendation 2

The Grand Jury recommends that the Board of Supervisors provide additional funding to implement an internal audit division within the Auditor-Controller's Office.

- ***The recommendation has not yet been implemented but will be implemented in FY 2001-02.***
- ***The Board of Supervisors has approved funding in the FY 2001-02 budget of the Auditor-Controller's Office to establish an internal audits unit to conduct financial reviews of departmental activities and provide objective analyses, opinions and other recommendations. The purpose of the unit is to review and recommend improvements to internal controls and to improve the operations and efficiency of the County. A total of two new positions to staff the unit is recommended by the County Executive Officer, and funding for these positions has been included in the recommended Final Budget for FY 2001-02. The Auditor-Controller has requested implementation of the internal audits unit and appreciates the support of the Board of Supervisors and the County Executive Officer to implement the request and recommendation. The response of the Auditor-Controller is included as an attachment to the Board's response.***

## Respondents

Placer County Auditor-Controller  
Placer County Board of Supervisors  
Placer County Executive Officer

**PLACER COUNTY BOARD OF SUPERVISORS  
EXPENSE REIMBURSEMENT POLICY**

**COMPLAINT 2000A-18**

**Background/Summary**

The Grand Jury investigated a complaint alleging that the expense reimbursement policy for the Placer County Board of Supervisors is neither specific nor clearly expressed. The administrative rules<sup>6</sup> were updated in 1999 to address expense reimbursements for employees, department heads and elected officials. (Attached as Exhibit 1 are pertinent excerpts of the County policy.) However, The Grand Jury feels there is still considerable variance in the application of the rules as they apply to elected officials and that the policy should be clarified.

**Discussion**

***The Grand Jury determined the expense claiming process for Supervisors is as follows:***

- ❖ The Administrative Officer to the Board of Supervisors reviews expense claims submitted by the Supervisor. If the Administrative Officer feels a claim is questionable or submitted in error, it is brought to the attention of the Supervisor who may or *may not* amend the claim.
- ❖ Claims are reviewed by the County Counsel and then sent to the Auditor-Controller's Office.
- ❖ If any portion of the claim is more than 100 days old, the County Executive Officer must approve the claim.
- ❖ The Auditor-Controller's Office reviews the claim, checking for technical errors and then prepares the reimbursement warrant.

The Grand Jury interviewed a number of appointed and elected County officials in the course of its investigation. The Grand Jury noted that the process is inherently questionable as appointees of the Board rather than an independent entity conduct the review of expense reimbursements. Questionable items are left to the discretion of the person making the claim. Considerable discretionary latitude was noted among expense claims submitted by elected officials.

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<sup>6</sup> Placer County Administrative Rules, Policies, and Practices, revised 12/21/99.  
Response to the Placer County 2000 – 2001 Grand Jury Final Report

## Finding 1

There is a need for a clear-cut definition of necessary and reasonable reimbursable expenses for elected County officials.

- ***The Board of Supervisors and the County Executive Officer agree with the finding above.***
- ***However, as stated in the response of the County Auditor-Controller, it is impossible to develop a complete list of all necessary and reasonable expenses for elected officials. In addition, the Board of Supervisors has adopted policy to guide employees, department heads and elected officials when they incur and seek reimbursement of expenses for meals, lodging and transportation while conducting official county business. This policy is stated in Chapter 2 of the County Administrative Rules and contains information, in general, of allowable expenses and any limits applied to these expenditures. A copy of the response of the Auditor-Controller and County Counsel is also included as an attachment to this response.***

## Recommendation 1

The County should develop a policy to include a clearer definition of necessary and reasonable reimbursable expenses for elected County officials.

- ***The recommendation requires further analysis.***
- ***The Board of Supervisors has adopted policy to guide employees, department heads, and elected officials when they incur and seek reimbursement of meal, lodging, transportation and other related expenses while conducting official county business. This policy is contained in Chapter 2 of the County Administrative Rules, a copy of which was provided to the Grand Jury. The policy was extensively reviewed and updated by the County Executive Office, a review that included significant input and concurrence from appointed department heads, elected department heads and labor organizations including Placer Public Employee's Organization and the Deputy Sheriff's Association. The Board of Supervisors in 1999 (Resolution 99-309) subsequently adopted the policy.***
- ***The policy contains general information about allowable expenses including any limits that apply to these expenses and a non-inclusive list of expenses not eligible for reimbursement. In addition, as stated in the response from County Counsel, the Superior Court has issued a ruling based on litigation related to the amount of compensation for members of the Board of Supervisors that resulted in identifying allowable expenses. County staff consistently follows the ruling of the Court when expenditure reimbursement claims are prepared, reviewed, and approved for payment to members of the***

**Board of Supervisors.** *The Board of Supervisors and the County Executive Officer are satisfied with the current policy, however, further analysis may reveal opportunities to clarify and better identify major categories of necessary and reasonable expenses for elected county officials. The County Executive will work with the Auditor-Controller and County Counsel to review the current policy and make a report of its findings and recommendations to the Board of Supervisors.*

## **Finding 2**

*The review of elected County officials' reimbursable expenses needs to be conducted by an entity that can examine the claims with respect to the new policy.*

- *The Board of Supervisors and the County Executive Officer agree with the finding above.*

## **Recommendation 2**

The responsibility for reviewing elected County officials' expense claims be delegated to the Auditor-Controller's Office.

- *The Board of Supervisors and the County Executive Officer believe that the recommendation has been implemented.*
- *The Auditor-Controller has the legal responsibility to issue warrants for claims against the County including reimbursement claims for expenses incurred by employees, officials, and other elected officers. Section 29740 - 29749 of the Government Code outlines the duties and responsibilities of the Auditor-Controller related to the review, modification and approval of payments (including expense reimbursement claims) from the County Treasury. However, any future clarification or better identification of allowable expenses that may be outlined in the County Administrative Rules, Practices and Policy could further assist the Auditor-Controller in discharging her duties and responsibilities (see response to Recommendation 1 above).*

## **Respondents**

Placer County Auditor-Controller  
Placer County Board of Supervisors  
Placer County Counsel  
Placer County Executive Officer

## **2. MEAL POLICIES**

### **A. Department Head Authority**

Department Heads may authorize the expenditure of budgeted department funds for the cost of meals for an employee:

- 1) Attending a breakfast, luncheon, or dinner meeting where business directly affecting the County is discussed during the meeting. Examples of allowable business-type meals include when it is impractical to meet during normal working hours, or a meeting does not adjourn during lunch, or an employee is required to go to lunch as a member of a group, such as a Board or Commission where official business is conducted.
- 2) Traveling on official business that results in the employee being away from home two hours before or after normal working hours, or more than thirty (30) miles from their office.
- 3) Required to work more than two hours before or after a normal work assignment, and it is impractical or would be an inconvenience or imposition for the employee to go home for a meal and then return to work.

**EXHIBIT 1, PAGE 1 of 6**

- 4) Attending an official County meeting and the employee is prevented from taking or completing a mid-shift meal break.
- 5) Prevented from taking meals away from the workstation because of extraordinary circumstances, e.g., law enforcement assignments, mandatory overtime, emergencies, or disasters.

**B. Meals Provided as Part of a Fee, Lodging, or Flight**

Meal-related expenses *should not be necessary if meals are provided as part of a tuition or registration fee*, with lodging or during an air flight. However, incidental meals, such as continental breakfasts provided as part of lodging, will not be counted as a pre-paid meal and employees may be reimbursed for regular meals.

**C. Incidental Expenses for Meetings and Special Events**

Department Heads may authorize other incidental expenses (e.g., coffee, non-alcoholic beverages, and food), for special events if, in the opinion of the Department Head such expenses would be conducive to the efficient conduct of County business, and the cost is reasonable. For example, it may be appropriate to provide beverages and food at board or commission meetings, seminars, and workshops that extend over normal "break" periods, or when it is to the benefit of the County to keep the participants together and not have them disperse for breaks. However, public funds may not be expended to purchase beverages and food for normal day-to-day County operations or routine staff meetings.

**3. LODGING POLICIES**

**A. Department Head Authority**

Department Heads may authorize the expenditure of public funds for lodging expenses for a County employee if because of official business:

- 1) The employee is more than 75 miles from home and being detained so that the employee would not normally reach home until three hours after the normal work assignment ending time, or 10:00 p.m., whichever is later; or
- 2) The employee is more than 75 miles from home and duties require remaining at that location the following day; or
- 3) Severe inclement weather, physical exhaustion, or other circumstances pose a compelling safety hazard that would warrant overnight lodging to ensure the safety of the employee.

**EXHIBIT 1, PAGE 2 of 6**

SUMMARY OF WHEN LODGING EXPENSES MIGHT BE AUTHORIZED	
Department Head may authorize:	Employee is more than 75 miles away from home and would not normally reach home until 3 hours after work assignment has ended or 10:00 p.m. (whichever is later).
Department Head may authorize:	Employee is more than 75 miles away and duties require remaining at that location the following day.
Department Head may authorize:	Severe inclement weather, physical exhaustion, or other circumstances pose a compelling safety hazard to the employee.

#### **B. Lodging Guidelines**

Department Heads should use their best judgment about determining the appropriateness of lodging accommodations. The following are general guidelines for making such determinations:

- 1) Lodging should be in a safe location.
- 2) Lodging should be reasonably and competitively priced, given the location and the circumstances related to the need for lodging.
- 3) Lodging should usually be at the same location of a training or conference meeting (e.g., the host hotel) if a lodging discount has been arranged and additional travel can be avoided.

#### **C. Special Rates, Discounts and Transient-Occupancy Tax Exemption**

Departments and travelers *should ask for government rates, group rates and conference rates and request a Transient-Occupancy Tax exemption*. Employees are cautioned to confirm special rates, discounts, tax exemption requirements, and identification requirements when making reservations.

### **4. TRAVEL POLICIES<sup>2</sup>**

#### **A. Department Head Authority**

*1) The Department Head may authorize one-day travel to any location in the United States as long as overnight lodging is not required.*

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<sup>2</sup> For purposes of these administrative policies and practices, overnight travel means travel that requires overnight lodging.

## **EXHIBIT 1, PAGE 3 of 6**

<b>SUMMARY OF APPROVAL AUTHORITY FOR TRAVEL</b>	
<b>Department Head Approves</b>	<ul style="list-style-type: none"> <li>• One-day travel to any location in the United States as long as overnight lodging is <i>not</i> required.</li> <li>• Overnight travel of <i>5 nights or less</i> within CA and Washoe County–Douglas County (Carson City, Reno).</li> <li>• Overnight travel within the U.S. for the purpose of conducting criminal investigations, extraditing fugitives, transporting prisoners or court wards, and interviewing juvenile wards.</li> </ul>
<b>County Executive Office Approves</b>	<ul style="list-style-type: none"> <li>• Overnight travel of <i>6 or more</i> nights within CA and/or Washoe County–Douglas County (Carson City, Reno) of NV.</li> <li>• Overnight travel outside CA and Washoe County–Douglas County (Carson City, Reno) of NV for purposes not included in bullet 3 above.</li> <li>• Overnight travel within the U.S. and the total cost (excluding staff costs) does not exceed \$500 and does not detain the employee from their normal work location for more than 5 consecutive work days.</li> <li>• Per diem allowance for employees working a temporary assignment. See section III.4.G.</li> <li>• Temporary assignments of more than 31 days or training of more than 14 days. See section III.4.G.</li> </ul>
<b>Board of Supervisors Approves</b>	<ul style="list-style-type: none"> <li>• Overnight travel outside the United States.</li> <li>• Overnight travel for a person appointed by the Board of Supervisors to a County commission or advisory board requiring overnight lodging of 6 or more nights.</li> </ul>

**EXHIBIT 1, PAGE 4 of 6**

**H. Reimbursements for Department Heads and Members of the Board of Supervisors**

Notwithstanding other provisions of these policies and practices, department heads and members of the Board of Supervisors who do not have permanent overnight assignment of a county vehicle shall receive \$4,200 per calendar year as reimbursement for all private vehicle mileage on official County business, unless they elect not to receive such flat rate reimbursement.

- 1) Such officials electing to receive the flat rate reimbursement may, in addition, receive mileage reimbursement at the IRS rate for mileage driven within the county east of Baxter and outside the boundaries of Placer County.
- 2) The flat rate reimbursement shall be payable no later than the tenth day of each calendar month for mileage expenses incurred the previous calendar month.
- 3) The flat rate reimbursement shall not be payable to elected officials electing to receive additional hours of administrative leave per Section 14.450(d) of the Placer County Code.

**EXHIBIT 1, PAGE 5 of 6**

- 4) Officials electing to receive the flat rate reimbursement under this Section shall file an annual claim with the Auditor-Controller by February 1 of each year.
- 5) For officials whose employment begins or ends during a calendar year, there shall be a prorated reduction in the flat rate reimbursement.
- 6) Officials electing to receive the flat rate reimbursement shall not use County vehicles on official County business except as required in extraordinary circumstances.
- 7) Each Supervisor shall receive reasonable expenses, including expenses for meals incurred when attending meetings of the Board and on County business, both within and without the county. Each Supervisor, in addition to other expenses, shall receive the current standard mileage reimbursement rate for travel to and from their residence to the place of meeting of the Board at the county seat, and for travel within and without the county on County business.

**EXHIBIT 1, PAGE 6 of 6**

## **PLACER COUNTY HEALTH AND HUMAN SERVICES**

### **SERVICES TO ASSIST VICTIMS OF DOMESTIC VIOLENCE UNDER STATE MANDATES (PRESLEY FUNDS)**

#### **COMPLAINT 99B-22**

#### **Background/ Summary**

The 2000-2001 Placer County Grand Jury continued an investigation started by the previous Grand Jury related to complaints about the shelter operated by PEACE for Families.

Started as the Auburn Women's Center in 1978, PEACE for Families is a private, non-profit agency dedicated to serving victims of domestic violence and sexual assault. While there are other area agencies involved with domestic violence, there are none in Placer County that provide the kind of comprehensive services offered through PEACE for Families.

PEACE for Families helps individuals and families deal with domestic violence by offering services that include:

- a 24-hour emergency crisis telephone line,
- 24-hour crisis intervention teams available in an office setting or on-site at hospitals and other locations,
- violence counseling for women, men and children,
- community outreach to Placer County schools and service organizations,
- legal assistance, mostly with the preparation of temporary restraining orders and custody orders, and
- the emergency shelter

The PEACE for Families shelter provides critically needed temporary housing for victims of domestic violence. The shelter, which can accommodate up to 31 women and children at a time, is leased from the County. The lease is administered by the Facility Services Department, which is responsible for exterior maintenance, service and repairs of the facility. PEACE for Families must pay for all interior maintenance, service and repairs.

PEACE for Families offers a 60-day emergency shelter program for abused women and their children and administers a federally funded 6-month transitional housing program that includes substance abuse treatment. Shelter programs are designed to educate families in non-violent conflict resolution and other general life skills to help them achieve self-sufficiency and independent living.

The Grand Jury commends PEACE for Families for providing these critical services for extremely vulnerable, often desperate women and their children escaping domestic violence.

PEACE for Families receives funding from a variety of sources, including Presley funds from the County through a contract with the Health and Human Services Department. Presley funds (named for the author of the California Senate bill) are \$23.00 from each marriage license issued in Placer County. These funds are designated by law<sup>7</sup> to be “collected by the county clerk for deposit into the county domestic violence programs special fund” for disbursement to approved programs. Approved programs are those that reduce and/or ameliorate the incidence of domestic violence. Placer County’s contribution of Presley funds to the PEACE for Families was \$45,567 in each of the fiscal years ending June 30, 2000 and June 30, 2001.

In addition to the funds from the County, PEACE for Families also receives substantial Federal and State funding, a number of grants, and private contributions.

While the Grand Jury commends PEACE for Families for its efforts in the ongoing struggle against domestic violence, some opportunities for strengthening the agency were noted. These included opportunities for the County to provide additional funds to the agency; to support the agency in its routine maintenance of the emergency shelter; and to encourage the agency’s compliance with the financial reporting requirements stated in the written contract between the Health and Human Services Department and PEACE for Families.

## **Discussion**

The Grand Jury’s investigation was limited to the use of the \$45,567 annual allocation of Placer County Presley funds to the operation of the shelter, and administration of the building lease between Placer County and PEACE for Families. Section 933.6 of the California Penal Code states, “A grand jury may at any time examine the books and records of any nonprofit corporation established by or operated on behalf of a public entity, the books and records of which it is authorized by law to examine, and, in addition to any other investigatory powers granted by this chapter, may investigate and report upon the method or system of performing the duties of such nonprofit corporation.”

The Grand Jury interviewed County administrators as well as shelter staff, and toured the facility on November 14, 2000. We were generally pleased with the living conditions and programs at the shelter; however, we feel continued vigilance and increased

financial assistance from the County are needed to ensure that all County residents who need shelter services receive them.

In investigating the PEACE for Families shelter, the Grand Jury noted the following:

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<sup>7</sup> California Welfare & Institutions Code, Chapter 5, The Domestic Violence Centers Act, § 18305.

- The County's annual allocation of approximately \$45,600 in Presley funds PEACE for Families is not consistent with the critical services needed in Placer County. While the County legitimately funds the housing and training of jail/prison inmates at an annual cost of approximately \$8,287,859 (about \$29,599 per person per year<sup>8</sup>), the annual County funding for this agency dedicated to protecting women and children from domestic violence represents only about \$228 per person per year.<sup>9</sup>

As noted by shelter staff, additional County funding could be used, for example, to provide longer-term transitional housing for clients who are working to achieve independence and avoid returning to the violent environment from which they are seeking shelter.

- During the tour of the shelter on November 14, 2000, the Grand Jury observed routine maintenance issues that had not yet been addressed, including leaky bathroom faucets and exposed electrical outlets.

Under the current contract with the County, the Facility Services Department is only responsible for external maintenance, service and repairs of the shelter facility. PEACE for Families is responsible for internal maintenance, service and repairs. They may request Facility Services to perform these services by submitting a Facility Services Service Request form and paying approximately \$35 per hour in labor charges, or they may use an outside vendor.

- Prior to the fiscal year ended June 30, 2000, the Health and Human Services Department failed to provide copies of financial audits of PEACE for Families subpoenaed by the Grand Jury.

The annual contracts between Placer County and PEACE for Families for the fiscal years ending June 30, 2000 and June 30, 2001 require an annual independent auditor's report, financial statements and accompanying notes along with a report on PEACE for Families' internal control structure. The contracts require PEACE for Families to provide the County with a copy of each audit report within 30 days of receipt. The Grand Jury heard testimony that Health and Human Services Department officials approved deviations from these contract terms; however, there was no written documentation to confirm the changes.

Lack of documentation of amendments to a public contract with a private agency may lead to lack of accountability for public funds.

- The Health and Human Services Department failed to provide copies of progress reports requested by the Grand Jury.

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<sup>8</sup> This figure is based on an average of 280 inmates per day, in minimum security only, as stated in the 2000 – 2001 Placer County Final Budget, page 483. This inmate count and the corresponding annual cost do not include maximum security inmates.

<sup>9</sup> Calculation based on the PEACE for Families emergency shelter assisting approximately 200 domestic violence victims each year. This figure was obtained from the PEACE for Families quarterly newsletter, Spring 2001 edition, page 5.

The annual contracts between Placer County and PEACE for Families for the fiscal years ending June 30, 2000 and June 30, 2001 require PEACE for Families to submit quarterly progress reports to the County which reflect progress made in implementing the services and achieving the outcomes in the contract's Scope of Work and to assure PEACE for Families' compliance with the contract terms. The Grand Jury heard testimony that Health and Human Services Department officials approved deviations from these contract terms; however, there was no written documentation to confirm the changes.

Lack of documentation of amendments to a public contract with a private agency may lead to lack of accountability for public funds.

## **Finding 1**

There is a great need to assure a safe and healthy environment for individuals seeking safety from violence at home, and requiring emergency shelter. While PEACE for Families is doing a good job of filling this need in Placer County with limited resources, additional financial assistance from the County beyond the \$45,567 they currently receive each year would enable the agency to improve the quality of shelter available, serve more domestic violence victims, and expand the scope of services offered to sheltered women and children.

- ***The Board of Supervisors and the County Executive Officer agree with the finding that additional financial assistance, from any source, to PEACE for Families may improve and allow for the expansion of services and shelter for victims of abuse.***

## **Recommendation 1**

The Grand Jury recommends that Placer County provide additional funding to ensure the continued success and necessary growth of the PEACE for Families emergency shelter. To aid victims of domestic violence, the Grand Jury further recommends County officials look to existing resources, such as designating a portion of the County's tobacco settlement funds for use by the shelter.

- ***The recommendation requires further analysis.***
- ***The County Executive Officer will request the Director to conduct a study of the needs of the emergency shelter, the amount of financial assistance provided to the shelter from all sources and a survey of other counties to determine the level of funding provided from the County General Fund. The results of the study including recommendations will be requested to be completed by Health and Human Services by December 2001. The response of the Director of Health and Human Services is also included with this response.***

## Finding 2

The Grand Jury observed routine maintenance issues during its inspection of the shelter, including leaky bathroom faucets and exposed electrical outlets.

- ***The Board of Supervisors and the County Executive Officer agree with the finding. However, it should be noted that according to the Director of Facility Services, the exposed electrical outlets are the result of missing faceplates for the outlets that, under the current agreement are to be replaced by the occupant.***

## Recommendation 2

The Grand Jury recommends that the Placer County Facility Services Department provide maintenance, service and repairs to the entire building (interior and exterior) at no cost, to assure a safe and healthy environment for families escaping a violent environment. The Grand Jury further recommends that the Placer County Board of Supervisors approve this as an ongoing expenditure.

- ***The recommendation requires further analysis.***
- ***As indicated in the response above (Recommendation 1) the Director of Health and Human Services will conduct a study of the needs of the shelter, its current financial resources (from all sources) and the level of financial support from other counties for similar operations. The study should be completed by December 2001. It should also be noted that according to the Director of Facility Services, the emergency shelter receives a subsidy of approximately \$31,000 a year from the County, based on the amount of rent paid to the County for the shelter and Thrift Shop. The response of the Director of Health and Human Services and the Director of Facility Services is also included with this response.***

## Finding 3

The Health and Human Services Department did not obtain periodic progress reports and annual financial audits from PEACE for Families as required by the contracts. There was no written documentation to indicate changes were made to the contracts that would have waived these requirements.

- ***The Board of Supervisors and the County Executive Officer agree with the***

*finding.*

### **Recommendation 3**

The Grand Jury recommends that all changes to County contracts be documented, agreed to in writing by all parties, and enforced to ensure the continued viability of the written contract.

- **The recommendation has not yet been implemented but it will be implemented in the future. As indicated in the response of the Director of Health and Human Services all future agreements between the Department and PEACE for Families will include contract provisions outlined in the recommendation. The response of the Director of Health and Human Services is also included with this response.**

### **Finding 4**

The Department of Health and Human Services did not hold PEACE for Families accountable for submission of financial information specifically related to the use of the County's Presley funds (including annual audits and periodic progress reports) prior to renewing their annual contract.

- ***The Board of Supervisors and the County Executive Officer agree with the finding.***

### **Recommendation 4**

The County should ensure that annual independent financial audits are completed and quarterly progress reports submitted as stated in the written contract.

- ***The recommendation has been implemented.***
- ***The Director of Health and Human Services ensures that the annual financial audit of public funds to PEACE for Families for emergency shelter activities will be completed. In addition, he further ensures that quarterly progress reports will be completed and submitted to the Department for review and that any corrective action be taken as a result of the reports. The response of the Director of Health and Human Services is also included with this response.***

## **Respondents**

Executive Director, PEACE for Families  
Placer County Board of Supervisors  
Placer County Executive Officer  
Placer County Facility Services Director  
Placer County Health & Human Services Director

# ATTACHMENTS

## RESPONSE TO THE 2000-2001 GRAND JURY FINAL REPORT

### Attachment 1

Letter from Ed Bonner, Sheriff, dated June 25, 2001

Responding to:

Placer County Main Jail and Minimum Security Jail Inspections  
Burton Creek (Tahoe) Sheriff's Substation, Court Facilities and Jail Inspection

### Attachment 2

Memo from Tom Miller, Facilities, dated July 23, 2001

Responding to:

Placer County Main Jail and Minimum Security Jail Inspections  
Burton Creek (Tahoe) Sheriff's Substation, Court Facilities and Jail Inspection  
Services for Victims of Domestic Violence under State Mandates (Presley Funds)  
Complaint 99B-22

### Attachment 3

Letter from Jim Anderson, Probation, dated July 17, 2001

Responding to:

Placer County Juvenile Detention Center

### Attachment 4

Letter from Norma Suzuki, Probation, dated July 20, 2001

Responding to:

Placer County Juvenile Detention Center

### Attachment 5

Letter from Board of Directors, Air Pollution Control District, dated August 17, 2001

Responding to:

Placer County Air Pollution Control District

### Attachment 6

Letter from Katherine Martinis, Auditor-Controller, dated July 19, 2001

Responding to:

Placer County Annual Audit  
Placer County Board of Supervisors, Expense Reimbursement Policy  
Complaint 2000A-18

### Attachment 7

Memo from Raymond Merz, HHS, dated August 16, 2001

Responding to:

Placer County Animal Control Shelter – Complaint 2000B-36  
Services for Victims of Domestic Violence under State Mandates (Presley Funds)  
Complaint 99B-22

### Attachment 8

Memo from Anthony LaBouff, County Counsel, dated July 20, 2001

Responding to:

Placer County Board of Supervisors, Expense Reimbursement Policy  
Complaint 2000A-18

June 25, 2001

The Honorable James D. Garbolino  
Presiding Judge of the Superior Court  
County of Placer County Historic Court House  
101 Maple Street  
Auburn, California 95603

**Response to Findings  
2000-2001 Placer County Grand Jury**

After reviewing the Grand Jury's report and findings concerning our Main Jail, Minimum Security facilities and North Tahoe Sheriff's Substation, we have prepared the following responses to the Grand Jury's findings.

**Placer County Main Jail and Minimum Security Jail Inspections**

Recommendation 1: Placer County officials should provide strong support for this three-part approach (rehabilitation, prevention and punishment) to reducing recidivism. This support should include funding, making space available and remodeling of the facilities, where appropriate.

Response: Concur. Our Corrections division personnel are excellent. They are highly skilled and well trained in their assignments.

Recommendation 2A: The Board of Supervisors, County Executive Officer, Sheriff's Department, Criminal Justice Policy Commission and Facility Services Director should all work together to accomplish the expansion of the Main Jail and Minimum Security Jail.

Response: Concur. We are dedicated to working in a cooperative fashion with all County officials in responding to the County's high growth and the on-going need to provide quality sheriff's services and adequate jail facilities.

Recommendation 2B: The 2001-2002 Grand Jury should monitor the progress of the existing and proposed construction at the facility.

Response: Concur. We will endeavor to assist the Grand Jury in any way we can.

Recommendation 3: The Placer County Sheriff's Department and the Revenue Services division should continue to pursue reimbursement of the costs of medical care and the housing of inmates.

Response: Concur. We plan to continuing assisting the Revenue Services Division with the necessary information.

Recommendation 4: The Board of Supervisors, County Executive Officer, Sheriff's Department and Criminal Justice Policy Commission should continue to work towards construction of a South Placer Criminal Justice Facility.

It is this Grand Jury's desire, as it has been for the past Grand Juries, that a south county facility located in the Roseville-Lincoln-Loomis-Rocklin area be built.

Response: Concur. We believe this is an important and necessary project that needs to be started as soon as possible.

### **Burton Creek Sheriff's Tahoe Substation**

Recommendation 1: The Board of Supervisors should commit to completing the replacement of the facility within the next four years.

Response: Concur. We need to replace this outdated facility.

Recommendation 2: The present building, although two story and wood frame, is without a sprinkler system. The County has installed an alarm system, but has no plans to install a sprinkler system in the building.

Response: Concur. Forwarded to the Director of County Facilities.

Recommendation 3: Add a second story outside fire escape immediately.

Response: Concur. Forwarded to the Director of County Facility Services.

Recommendation 4: The Grand Jury recommends the County proceed with this addition immediately.

Response: Concur. Forwarded to the Director of County Facility Services.

Recommendation 5: Obtain additional fireproof storage cabinets.

Response: Concur. We will add the necessary storage cabinets.

I wish to thank the members of the 2000-2001 Placer County Grand Jury for their dedication to the community and for all of their hard work during the past year.

Sincerely,

Edward N. Bonner  
Sheriff-Coroner-Marshal

**MEMORANDUM**  
**DEPARTMENT OF FACILITY SERVICES**  
**COUNTY OF PLACER**

To: **GRAND JURY** Date: **SEPTEMBER 4, 2001**

From: **THOMAS MILLER**  
**DIRECTOR OF FACILITY SERVICES**

Subject: **RESPONSES TO THE GRAND JURY REPORT FY2000/01**

Attached, please find our responses to the Grand Jury Report regarding the Placer County Main Jail and Minimum Security Jail Inspections; Burton Creek (Tahoe) Sheriff's Substation Court Facilities, and Jail Inspection; Services for Victims of Domestic Violence Under State Mandate (Presley Funds).

Please feel free to contact me at (530) 889-7763 if you have any questions.

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**PLACER COUNTY MAIN JAIL AND MINIMUM SECURITY JAIL INSPECTIONS**

**GRAND JURY FINDING #2**

There still exists a serious need to expand the Main Jail and Minimum Security Jail to house additional inmates, provide program space, and provide additional staff space.

**RESPONSE:** Facility Services concurs with the finding.

**GRAND JURY RECOMMENDATION #2A**

The Board of Supervisors, County Executive Officer, Sheriff’s Department, Criminal Justice Policy Commission, and Facility Services Director should all work together to accomplish the expansion of the Main Jail and Minimum Security Jail.

**RESPONSE:** Facility Services concurs with the recommendation. Consistent with the recommendation, the Board of Supervisors awarded a contract on July 24<sup>th</sup> in the amount of \$7,255,284 for construction of a fourth expansion of the Auburn Jail facility. Summarized, this project will provide an additional cell capacity of 96 beds and administrative and program space. Facility Services will continue to work with the above referenced authorities to provide for additional minimum-security space.

**GRAND JURY RECOMMENDATION #4**

The Board of Supervisors, County Executive Office, Sheriff’s Department and Criminal Justice Policy Commission should continue to work towards construction of a South Placer Criminal Justice Facility.

It is the Grand Jury’s desire, as it has been for past Grand Juries, that a South County Facility located in the Roseville-Lincoln-Loomis-Rocklin area be built.

**RESPONSE:** As authorized by the Board of Supervisors, during FY 2000/01, Facility Services is in the process of selecting a site for this facility.

\*\*\*\*\*

**BURTON CREEK (TAHOE) SHERIFF’S SUBSTATION COURT FACILITIES,  
AND JAIL INSPECTION**

**GRAND JURY FINDING #1**

The Burton Creek facility is unsafe and inadequate. The County agrees it will be replaced no later than 2005.

**GRAND JURY RECOMMENDATION #1**

The Board of Supervisors should commit to completing the replacement of the facility within the next four years.

**RESPONSE:** Partially disagree. The County has, and continues to improve the Burton Creek facility so as to improve its safety and overall functionality. Previously completed improvements have included new siding and roof, exterior painting, and minor interior remodeling. More recently, a building-wide smoke and fire alarm system was installed in September of 2000. These improvements should serve the occupants and county citizens well until this facility is replaced. It is noted that the Grand Jury report includes a specific replacement date of 2005. Although efforts are currently being expended to conceptually plan a replacement facility, Facility Services' staff is unaware of a commitment to replace this facility by 2005. Lastly, it should be noted that replacement of this facility is projected to cost more than \$11,000,000 and must be considered in conjunction with other countywide facility needs.

**GRAND JURY FINDING #2**

The present building, although two story and wood frame, is without a sprinkler system and adequate fire alarm system. The County recently installed an alarm system but has no plans to install a sprinkler system.

**GRAND JURY RECOMMENDATION #2**

Install a sprinkler system throughout the structure in the building.

**RESPONSE:** There are no scheduled sprinkler system improvements for the building. The fire alarm system recently installed should adequately provide for safe evacuation in the event of a fire.

\*\*\*\*\*  
\*\*\*\*\*

**SERVICES FOR VICTIMS OF DOMESTIC VIOLENCE  
UNDER STATE MANDATE (PRESLEY FUNDS)**

**FINDING #2**

The Grand Jury observed routine maintenance issue during its inspection of the shelter, including leaky bathroom faucets and exposed electrical outlets.

**RESPONSE:** It should be noted that the "exposed electrical outlet" consists of the absence of a plastic faceplate. The existing lease agreement stipulates that the building occupant replace any and all broken faceplates during the term of occupancy. It is not feasible, nor cost effective, for County staff to inspect all outlet covers in all leased buildings. Facility Services has either

inspected or provided services within this building approximately six times over the last year. Overall, given the age and use of the facility, staff found the interior space in reasonable condition.

## **RECOMMENDATION #2**

The Grand Jury recommends that the Placer County Facility Services Department provide maintenance, service, and repairs to the entire building (interior and exterior) at no cost to assure a safe and healthy environment for families escaping a violent environment. The Grand Jury further recommends that the Placer County Board of Supervisors approve this as an ongoing expenditure.

**RESPONSE:** The recommendation (Fiscal policy) appears to be directed to the Board of Supervisors. However, it should be noted that the space occupied by the Women's Shelter currently receives a subsidy of \$21,857 per year when compared to other similar leased space within DeWitt Center. Additionally, the Women's Center occupies a DeWitt Building for use as a Thrift Shop and does not pay rent for this location. The value of this "waived" rent constitutes an additional \$8,947 per year.

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# COUNTY OF PLACER PROBATION DEPARTMENT

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*Norma Suzuki*  
Chief Probation Officer

July 17, 2001

HONORABLE JAMES D. GARBOLINO  
PRESIDING JUDGE, SUPERIOR COURT  
101 MAPLE AVENUE  
AUBURN CA 95603

Your Honor:

Please find attached a copy of responses made to the Findings and Recommendations of the 2000/2001 Grand Jury Report specifically relating to the Placer County Juvenile Detention Facility.

Cordially,

JAMES ANDERSON  
Director

JA/cs



# COUNTY OF PLACER PROBATION DEPARTMENT

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*Norma Suzuki*  
Chief Probation Officer

Honorable James Garbolino  
Presiding Judge, Superior Court  
County of Placer  
Historic Courthouse  
101 Maple Street  
Auburn CA 95603

July 20, 2001

Dear Judge Garbolino,

Enclosed you will find the responses of the Chief Probation Officer and the Juvenile Detention Facility Director to the 2000/2001 Grand Jury Final Report. An information copy of these responses has been provided to the Board of Supervisors.

Please contact me if you have any comments or concerns.

Sincerely,

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Norma Suzuki  
Chief Probation Officer



# COUNTY OF PLACER PROBATION DEPARTMENT

*Norma Suzuki*  
Chief Probation Officer

## PLACER COUNTY JUVENILE DETENTION FACILITY RESPONSE TO 2000/01 GRAND JURY FINAL REPORT

### Finding 1

The external doors at the Juvenile Detention Center are secured with manual locks and keys which creates the potential for delay in the event of emergency evacuations.

#### Response:

Director of the Juvenile Detention Facility

**I partially agree with the finding. Having exterior doors controlled electronically could save a few seconds in case of emergency. However, it takes only a few seconds to manually unlock a door in a building that is largely fireproof.**

#### Recommendation 1:

#### Response:

Director of the Juvenile Detention Facility

**The recommendation to provide electronically controlled outer doors from a secure location will probably not be implemented for the following reason:**

- **The physical plan was approved by the State of California Board of Corrections without electronically controlled outer doors.**
- **There is currently an ability to electronically release all cell doors to allow the safe, secure exit from the facility through a designed, posted fire evacuation plan approved by County Risk Management.**

### Finding 2

As noted in last year's Grand Jury report, certain aspects of the facility's construction may allow juveniles to harm themselves or others. Stairways have open railings. The handicapped lift has an easily accessed electrical panel.



# COUNTY OF PLACER PROBATION DEPARTMENT

*Norma Suzuki*  
Chief Probation Officer

## Response:

Director of the Juvenile Detention Facility:

**I disagree with the finding regarding the handicap lift. The power supply to the handicap lift is off and padlocked, and access to and operation of the lift controls also requires a separate key.**

**With regard to the stairways, the railings are not open, but are enclosed by a clear Plexiglas covering. Although it is conceivable someone could be pushed over or jump from the railing, to date this has not been an issue. Other institutional facilities that have a similar design have not reported problems with inmates being pushed or jumping from the upper tier to the ground floor.**

## Recommendation 2

### Response:

Director of the Juvenile Detention Facility

**Open railings on staircases are a staff supervision issue. Direct staff supervision of minors within the housing units allows for monitoring and control of most safety concerns near stairways, railings, and the handicapped lift.**

## Finding 3

Juvenile Detention Center management should conduct an immediate analysis of staffing levels and male/female demographics in relation to the physical plant to ensure full-time, part-time and on-call staff are adequate at all times to meet the needs of youth housed in the facility.

### Response:

Director of the Juvenile Detention Facility

**I partially agree with the finding. Recruitment and hiring of qualified staff is an ongoing concern, especially of extra help positions. The facility is currently adequately staffed with full time officers, but there are times when it has been difficult to cover vacation and/or sick time because of vacancies and minimal extra help. The Chief Probation Officer is committed to adequately staffing the Juvenile**



# COUNTY OF PLACER PROBATION DEPARTMENT

*Norma Suzuki*  
Chief Probation Officer

**Detention Facility and has, on several occasions during the past year, temporarily reassigned officers from other positions within the Department to cover openings at the JDF.**

## Recommendation 3

### Response:

Director of the Juvenile Detention Facility

**This recommendation has been implemented. There is currently a “continuous recruitment” for extra help, and potential employees can submit an application at any time. Probation staff have been attending “Job Fairs” in the hope of recruiting new potential employees.**

## Finding 4

The Grand Jury recommends that the draft policy authorizing the use of pepper spray by appropriately trained staff be approved and implemented as soon as possible.

### Response:

Director of the Juvenile Detention Facility

**I agree with the finding.**

## Recommendation 4

### Response:

Director of the Juvenile Detention Facility

**This recommendation is currently being implemented. A policy for use of pepper spray has been written and approved by County Counsel. A training session is scheduled for mid-August, and staff should be issued pepper spray shortly thereafter.**

## Finding 5



# COUNTY OF PLACER PROBATION DEPARTMENT

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*Norma Suzuki*  
*Chief Probation Officer*

The Grand Jury recommends that the Probation Department contract with appropriate institutions within Placer County to provide family centered services for children and youth under the jurisdiction of the Juvenile Court who need residential treatment services for mental health problems.

**Response:**

Director of the Juvenile Detention Facility

**I agree with the finding.**

**Recommendation 5**

**Response:**

Director of the Juvenile Detention Facility

**I do not have the authority to implement this recommendation.**

July 19, 2001

The Honorable James D. Garbolino  
Presiding Judge of the Superior Court  
County of Placer  
Old Auburn Historical Courthouse  
101 Maple Street  
Auburn, California 95603

Dear Judge Garbolino:

This is in response to the findings and recommendations contained in the 2000/2001 Grand Jury Report that names this office as a respondent, specifically for those sections entitled Placer County Annual Audit and Placer County Board of Supervisors, Expense Reimbursement Policy.

**Placer County Annual Audit:**

**Finding 1:**

*“A review of the 1999-2000 financial audits, investment policy and the comprehensive annual financial report found Placer County to be in compliance with standard financial practices and in excellent fiscal health.”*

**Response to Finding 1:**

We agree with this finding.

**Recommendation 1:**

*“None”*

**Recommendation 1 Resulting Action(s):**

This recommendation does not require implementation.

**Finding 2:**

*“There is no internal audit division within the Placer County Auditor-Controller’s Office.”*

**Response to Finding 2:**

We agree with this finding.

**Recommendation 2:**

*“The Grand Jury recommends that the Board of Supervisors provide additional funding to implement an internal audit division within the Auditor-Controller’s Office.”*

**Recommendation 2 Resulting Action(s):**

The Auditor-Controller’s 2001-2002 Budget Request includes a request for funding of an internal audit unit. The overall objective of the proposed unit is to assist all members of County management in effectively discharging their responsibilities by furnishing them with objective analyses, appraisals, recommendations and pertinent comments concerning the activities reviewed. The internal auditors, therefore, will be concerned with any phase of financial activity where they can be of service to County management. (Please note that none of these procedures will necessarily detect or prevent fraud from occurring. Rather, they are designed to improve the economy and efficiency of County operations.)

Because current resources in the Auditor-Controller’s Office are not sufficient to perform these audits, two new positions were requested in the 2001-2002 budget. The Board of Supervisors will be considering this request during its budget deliberations in August and September.

**Board of Supervisors, Expense Reimbursement Policy:**

**Finding 1:**

*“There is a need for a clear-cut definition of necessary and reasonable reimbursable expenses for elected County officials.”*

**Response to Finding 1:**

The Placer County Administrative Rules, Policies and Practices established the criteria that should be used in determining costs eligible for reimbursement. These criteria apply equally to department heads and elected officials. Although the Finding calls for a “clear-cut definition”, it would be impossible to develop a comprehensive list of all “necessary and reasonable expenses”. The Grand Jury’s concern does, however, indicate that there is an opportunity to further refine the rules related to reimbursements.

**Recommendation 1:**

*“The County should develop a policy to include a clearer definition of necessary and reasonable reimbursable expenses for elected officials.”*

**Recommendation 1 Resulting Action(s):**

The Auditor-Controller’s Office is prepared to work with the Board of Supervisors, County Executive and other appropriate parties to review the existing policy and attempt to further clarify the rules.

**Finding 2:**

*“The review of elected officials’ reimbursable expenses need to be conducted by an entity that can examine the claims with respect to the new policy.”*

**Response to Finding 2:**

We agree with this finding.

**Recommendation 2:**

*“The responsibility for reviewing elected County officials’ expense claims be delegated to the Auditor-Controller’s Office.”*

**Recommendation 2 Resulting Action(s):**

It is the Auditor-Controller’s responsibility to review all claims to ensure they do not violate law or County policy. This office takes that responsibility seriously and currently makes every effort to audit claims prior to payment.

I appreciate the opportunity to respond to the 2000/2001 Grand Jury Report. I hope that this response adequately addresses the concerns expressed. If there are any questions or issues that need further discussion, feel free to contact me.

Sincerely,

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Katherine J. Martinis  
Auditor-Controller

Cc: Jan Christofferson, County Executive  
Michael Paddock, Senior Management Analyst

**MEMORANDUM  
COUNTY OF PLACER  
DEPARTMENT OF HEALTH AND HUMAN SERVICES**

**TO:** Michael Paddock, Senior Management Analyst, CEO  
**FROM:** Raymond J. Merz, Director  
**DATE:** August 16, 2001  
**SUBJECT:** **Response to Grand Jury 2000-01 PEACE for Families**

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The following is the Department of Health and Human Services response to the Grand Jury Report on PEACE for Families, 2000-01.

**Finding 1**

There is a great need to assure a safe and healthy environment for individuals seeking safety from violence at home, and requiring emergency shelter. While PEACE for Families is doing a good job of filling this need in Placer County with limited resources, additional financial assistance from the County beyond the \$45,567 they currently receive each year would enable the agency to improve the quality of shelter available, serve more domestic violence victims, and expand the scope of services offered to sheltered women and children.

**Recommendation 1**

The Grand Jury recommends that Placer County provide additional funding to ensure the continued success and necessary growth of the PEACE for Families emergency shelter. To aid victims of domestic violence, the Grand Jury further recommends County officials look to existing resources, such as designating a portion of the County's tobacco settlement funds for use by the shelter.

**Response 1**

Placer County Department of Health and Human Services (HHS) is very supportive of the services provided by PEACE for Families. Additional support for their efforts is desirable, but whether that support is from the tobacco settlement funds or some other sources, is a Board of Supervisors decision.

**Finding 2**

The Grand Jury observed routine maintenance issues during its inspection of the shelter, including leaky bathroom faucets and exposed electrical outlets.

**Recommendation 2**

The Grand Jury recommends that the Placer County Facility Services Department provide maintenance, service and repairs to the entire building (interior and exterior) at no cost, to assure a safe and healthy environment for families escaping a violent environment. The Grand Jury further recommends that the Placer County Board of Supervisors approve this as an ongoing expenditure.

**Response 2**

Placer County Health and Human Services (HHS) encourages Facility Services and the Board of Supervisors to provide whatever support that is feasible. We also strongly support exploring the possibility of a future joint venture between PEACE for Families and HHS's Children's System of Care to develop new facilities.

**Finding 3**

The Health and Human Services Department did not obtain periodic progress reports and annual financial audits from PEACE for Families as required by the contracts. There was no written documentation to indicate changes were made to the contracts that would have waived these requirements.

**Recommendation 3**

The Grand Jury recommends that all changes to County contracts be documented, agreed to in writing by all parties, and enforced to ensure the continued viability of the written contract.

**Response 3**

Placer County Health and Human Services concurs. It should be noted, however, that the County Administration agreed to the same reporting requirements of PEACE for Families major funding sources in order to reduce their administration burden. Our next agreement will officially implement this change.

Response to the Grand Jury - PEACE for Families 2000-01  
August 16, 2001  
Page Three

**Finding 4**

The Department of Health and Human Services did not hold PEACE for Families accountable for submission of financial information specifically related to the use of the County's Presley funds (including annual audits and periodic progress reports) prior to renewing their annual contract.

**Recommendation 4**

The County should ensure that annual independent financial audits are completed and quarterly progress reports submitted as stated in the written contract.

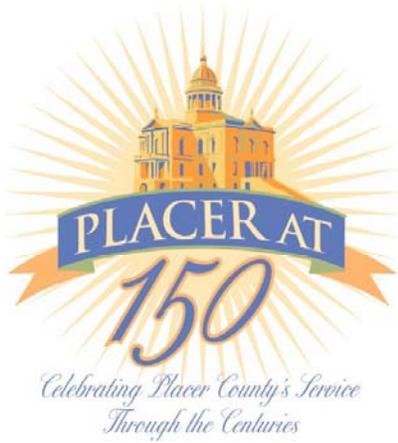
**Response 4**

Concur. However, in some ways the Grand Jury report provides a dilemma for Health and Human Services. On one hand, Placer County is criticized for not providing enough support for PEACE for Families and, on the other, is criticized for trying to be administratively patient.

Respectfully submitted,

Raymond J. Merz, Director  
Placer County  
Department of Health and Human Services

RJM/kd



**COUNTY OF PLACER**

**MEMORANDUM FROM THE  
OFFICE OF  
COUNTY COUNSEL**

**EXTENSION 4044  
FACSIMILE 4069**

TO: Michael Paddock, Senior Management Analyst, County Executive Office  
FROM: Anthony J. La Bouff, County Counsel  
DATE: July 20, 2001  
RE: Response to Grand Jury Report

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Attached is my response to the Grand Jury Report.

AJL/dkp

Enclosure

Cc: Jan Christofferson, County Executive officer  
John Marin, Administrative Officer to the Board of Supervisors

## **RESPONSE TO GRAND JURY REPORT: "PLACER COUNTY BOARD OF SUPERVISORS EXPENSE REIMBURSEMENT POLICY"**

The Board of Supervisors, the County Executive Office, the Placer County Counsel, respond to the report of the Grand Jury as follows.

The Board of Supervisors thanks the Grand Jury for reporting on this matter, and notes that no specific violations or allegations of wrongdoing have been reported. The Grand Jury, however, in a positive statement, does forward the recommendation that the expense claims process for elected officials, particularly members of the Board of Supervisors, should be clarified.

### **Background:**

The Board of Supervisors, its staff generally agree with the discussion of the Grand Jury report as to how expense claims for members of the Board of Supervisors are currently handled. It is the statutory duty of the Auditor-Controller to only issue warrants that are validly claimed against the County and this is currently the practice of the Auditor. Clearer rules however may assist all in this process.

The Grand Jury speaks in part generically as to all elected officials, while also addressing only the Board of Supervisors. By attaching the existing adopted policies regarding expenses, the Grand Jury implies a disapproval of those policies without any specific recommendation or direction.

Not discussed in the report is the judgment entered in the litigation, *Alex Ferreira v. Kimbuck Williams, Jr., in his official Capacity as Auditor/Controller of the County of Placer; and Does 1 through 100, inclusive*, Placer County Superior Court Case No.: 00553, that already defines in detail allowable claims of the Board of Supervisors. It has been the policy of the Board of Supervisors, the County Executive, the Administrative Officer to the Board of Supervisors, the County Counsel, to process all claims by the Board of Supervisors consistent with the judgment of the Superior Court.

### **Finding 1: "There is a need for a clear-cut definition of necessary and reasonable reimbursable expenses for elected County officials."**

### **Response:**

We agree with this finding.

As interpreted by the Superior Court of Placer County, it is impossible to lay out a set of rules that define all "necessary" and all "reasonable" determinations with regards to expenses. The County has created a detailed existing policy on meals, lodging, travel and transportation applicable to all employees including department heads (including elected department heads) and

specifically addressing members of the Board of Supervisors. The opinion of the Grand Jury that these rules are insufficient in detail will stimulate the County to further review/refine these rules.

**Recommendation 1:**

**"The County should develop a policy to include a clearer definition of necessary and reasonable reimbursable expenses for elected officials."**

**Response:**

We agree with this finding.

The County has a policy in existence, a copy of which was provided to the Grand Jury and is attached to the report of the Grand Jury. However, the County is prepared to review this policy to attempt to further clarify the rules.

**Finding 2: "The review of elected officials' reimbursable expenses needs to be conducted by an entity that can examine the claims with respect to the new policy."**

We agree with this finding.

The Board of Supervisors and the other responding parties to this report agree with this finding.

**Recommendation 2:**

**"The responsibility for reviewing elected County officials' expense claims be delegated to the Auditor-Controller's office."**

**Response:**

We agree with this finding.

The County and responding parties agree that if there is any ambiguity about the delegation of this duty, it should henceforth end. The Auditor-Controller is responsible for the issuance of warrants, including warrants for reimbursements for claims to elected officials and is already carrying out this duty.