

FINAL REPORT
2008-2009
CIVIL GRAND JURY



COUNTY OF
LOS ANGELES

COUNTY OF LOS ANGELES

Civil Grand Jury

Clara Shortridge Foltz Criminal Justice Center



210 West Temple Street • 11th Floor, Room 11-506 • Los Angeles, CA 90012
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With over ten million people residing in Los Angeles County, it is the most populous county within the United States. More than 45 percent of its residents are under age 18 or over 65, and are among the most vulnerable. With this in mind, the 2008 – 2009 Los Angeles County Civil Grand Jury has directed the majority of its investigations towards issues related to children and elders. This Civil Grand Jury focused its energy, time and talent on County and City departments, agencies and school programs that could make a difference in the areas of elder abuse, education, gangs, foster care, lack of job preparation for youth or physical or mental problems for at-risk children.

In addition, the Civil Grand Jury examined the County Registrar of Voters during the 2008 Presidential Election, inquired into the conditions of city and county jails as required by law, inquired into disaster preparedness for youth in County custody, looked at the impact of arts education on academic achievement and examined the use of technology for sharing information among County agencies.

The experience of serving on the Civil Grand Jury as Foreperson has been exhilarating, invigorating and rewarding. Notwithstanding, at times it has been frustrating because there is so much to be done within a year. The Jury learned a great deal about how public agencies operate through departmental investigations, personal interviews, field trips and guest speakers. Also, it has been the intellect, creativity, energy and collaboration of each juror that has made this past year successful.

The Civil Grand Jury consists of 23 citizens drawn from a diverse cross-section of the County's population. Due to this diversity the Civil Grand Jury was able to provide an outstanding examination of the topics in this Final Report.

The Civil Grand Jury would like to thank Supervising Judge and Grand Jury chair, Peter Espinosa, and co-chair, Judge David Wesley, for their guidance and inspiration; Gordon Trask for his frankness and legal counsel; and office staff Marc Boyer, Cora Artizada, and Natalie Rascon, for their patience and expertise.

Finally, the Civil Grand Jury would like to invite and encourage all Los Angeles County citizens to volunteer their time, energy and talent to become Civil Grand Jurors.

A handwritten signature in cursive script, reading "Jeffrey C. Cox".

Jeffrey C. Cox, Foreperson

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Front Row (l. to r.) Peter Doctorow, Luz V. Serrano, Ronald Tepper, Jocelyn Keene, Jeffrey C. Cox, Jeffery Wallace, Joseph H. Safier, Charlotte Phelps, Robert W. Chu
Middle Row (l. to r.) Wolodymyr "Walter" Nasarenko, Donald Robinson, Judy Farris-Phares, Toribio "Trib" Medina, Thomas E. Stewart, Woodrow "Woody" Hollier, Jamesetta McDonald, Fred Medina
Back Row (l. to r.) Stephanie Alexander, Nora Clark, John A. Kincaid, Gloria J. Williams, Ronald Petersen

COUNTY OF LOS ANGELES
Members of the 2008-2009 Civil Grand Jury

<u>Name</u>	<u>Occupation</u>	<u>Community</u>
Stephanie Alexander, LCSW ⁵	Mental Health Consultant	Ladera Heights
Robert W. Chu	Civil Engineer	Monterey Park
Nora Clark ⁴	Eligibility Worker	South Los Angeles
Jeffrey C. Cox ¹	Public School Teacher	Alhambra
Peter Doctorow	Technology Executive	Sherman Oaks
Judy Farris-Phares	Marketing Executive	Glendale
Woodrow "Woody" Hollier	Telecomm. Manager (AT&T)	Inglewood
Jocelyn Keene, PhD	Astrophysicist	Pasadena
John A. Kincaid ⁶	Ag. Comm./Wts.& Meas. Supv	Downey
Jamesetta McDonald	Telecomm. Manager	Baldwin Hills
Fred Medina	Budget Manager (County CAO)	Pasadena
Toribio "Trib" Medina	Sr. Project Manager (SBC)	Claremont
Wolodymyr "Walter" Nasarenko	Aeronautical Engineer	Woodland Hills
Ronald Petersen, JD ⁷	IT Contracts Development	Glendale
Charlotte Phelps ³	Nurse Administrator	Alhambra
Donald Robinson	Aerospace Engineer	Los Angeles
Joseph H. Safier, CPA	Chief Information Officer	Beverly Hills
Luz V. Serrano	Contract Compliance Auditor	Baldwin Park
Thomas E. Stewart	Postal Supervisor	South Los Angeles
Ronald Tepper	Writer	Torrance
Jeffery Wallace ²	Consultant	Inglewood
Gloria J. Williams	Exec. Asst, Bus. Lic. Comm Bd. of Supervisors	Crenshaw

Civil Grand Jury Officers: ¹ Foreperson; ² Foreperson Pro Tem; ³ Secretary; ⁴ Sergeant-at-Arms; ⁵ Social Chairperson; ⁶ Barista; ⁷ Librarian

HOW TO BECOME A CIVIL GRAND JUROR for the County of Los Angeles

INTRODUCTION

Becoming a member of the Los Angeles County Civil Grand Jury (CGJ) is a rich, rewarding and challenging experience. Those selected for service are able to contribute to the enhancement of the quality of life for the citizens of this County. Service on the Civil Grand Jury affords citizens the opportunity to:

- Obtain training pertinent to the CGJ process and mission
- Be exposed to the inner workings of County and City public agencies
- Meet and have discussions with County/City officials and department heads
- Work with citizens of varied and diverse backgrounds
- Learn how to work more efficiently together

Section 888 of the California Penal Code specifies that a Civil Grand Jury be comprised of the required number of citizens charged and sworn to investigate county matters of civil concern. Based upon its population, the required number of Civil Grand Jurors for Los Angeles County is 23.

FUNCTIONS OF THE JURY

To help ensure that the County is being governed honestly and efficiently, the Civil Grand Jury has investigative responsibilities for public agencies in all 88 cities and approximately 140 unincorporated areas in the County. Additionally, the County of Los Angeles Civil Grand Jury receives citizens' complaints. It is also required by law to inquire into the condition and management of public detention facilities.

At the end of its 12 month term, the Grand Jury publishes its Final Report. It is sent to the Presiding Judge of the Superior Court and the affected government agencies. Written copies of the Final Report are distributed to other public agencies and the news media. The Final Report is also made available to the general public on the Grand Jury website: <http://lasuperiorcourt.org/jury/grandjury.htm>.

JUROR QUALIFICATIONS

- Citizen of the United States
- At least 18 years of age
- Resident of the state and of Los Angeles County for at least one year immediately prior to being selected
- In possession of natural faculties, of ordinary intelligence, of sound judgment, and fair character
- Sufficient knowledge of the English language
- Must not have been convicted of malfeasance in office or any felony or other high crime
- Must not be serving as an elected public official

- Must not be serving as a trial juror in any California court
- Cannot have been discharged as a Grand Juror in any California court within one year of the beginning date of service

California Government code requires each Grand Juror to complete financial disclosure form 700, Statement of Economic Interest.

TERM OF SERVICE

Each July, 23 citizens of Los Angeles County are sworn in as Civil Grand Jurors for a period of 12 months, and are bound by a confidentiality agreement. Civil Grand Jury service is a full-time commitment with each Jury establishing its own work schedule. Those selected to serve should be aware of the time requirements. Each nominee should carefully weigh all personal and business commitments before accepting a jury position.

COMPENSATION

A Civil Grand Juror currently receives \$60 per day for service plus a mileage allowance. Each Grand Juror who takes public transportation when conducting Grand Jury business will be reimbursed. Parking is provided at no cost.

APPLICATION PROCESS

Applicants must apply in writing. The application process includes a formal interview, a background security check, and random selection by computers. Applications should be filed by December 31, in order to be considered for jury service for the upcoming fiscal year, which starts on the first of July.

For more information or an application, please write or call:

Los Angeles Superior Court
Civil Grand Jury Coordinator
210 West Temple Street
Eleventh Floor—Room 11-506
Los Angeles, CA 90012
Telephone 213-893-1047
Fax 213-229-2595
<http://lasuperiorcourt.org/jury>

HOW TO RESPOND TO FINDINGS AND RECOMMENDATIONS

Extracts from the California Penal Code

Related to Grand Jury Reports

Provided here are extracts of California Penal Code §933 that establish the requirements for responding to Civil Grand Jury reports. §933(c) gives the following timetable for responses (underlining added for emphasis):

No later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge of the superior court on the findings and recommendations pertaining to matters under the control of the governing body, and every elected county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the superior court... In any city and county, the mayor shall also comment on the findings and recommendations. All of these comments and reports shall forthwith be submitted to the presiding judge of the superior court who impaneled the grand jury.

In addition, §933.05 gives explicit instructions for how public agencies (including county departments and agencies, and all public agencies geographically situated within county borders, e.g., cities and their police departments) must respond to a grand jury report:

(a) ... as to each grand jury finding, the responding person or entity shall indicate one of the following:

(1) The respondent agrees with the finding.

(2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.

(b) ... as to each grand jury recommendation, the responding person or entity shall report one of the following actions:

(1) The recommendation has been implemented, with a summary regarding the implemented action.

(2) The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.

(3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed,

including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.

(4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.

(c) However, if a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the board of supervisors shall respond if requested by the grand jury...

Written responses should be mailed to:
Presiding Judge of the Los Angeles Superior Court
111 North Hill Street, Room 204
Los Angeles, California 90012

Duplicate copies should be mailed to:
Los Angeles County Civil Grand Jury
210 West Temple Street, Room 11-506
Los Angeles, California 90012

**INTRODUCTION TO
THE PLIGHT OF AT-RISK YOUTH IN LOS ANGELES COUNTY
Who Will Advocate For Those With No Voice?**

INVESTIGATIONS:

**POLICY VS. RESULTS
Youth Employment Programs Funded but Not Fully Utilized**

**HUB CLINICS
An Underutilized Resource**

**IT IS NEVER TOO LATE TO SAVE THE LIFE OF A CHILD
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Disaster Preparedness for Youth in County Custody**

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“So I’m Eighteen, Now What?”**



**A Series of Reports
by the
Los Angeles County
2008-2009 Civil Grand Jury**

THE PLIGHT OF AT-RISK YOUTH IN LOS ANGELES COUNTY

Who Will Advocate for Those with No Voice?

By some estimates, there are more than 140,000 gang members in Los Angeles County, and just under 30,000 children in foster care. The Los Angeles Unified School District reports that, with almost 700,000 students, more than 30% do not graduate from high school every year. And, the Department of Children and Family Services reports that in January 2009, alone, they responded to more than 12,500 emergency calls concerning alleged child abuse and/or neglect.

The citizens of Los Angeles County are repeatedly and frequently made aware of these astonishing and disturbing statistics. Why are we surprised by media reports of the deaths of 14 children this past year who were receiving child welfare services¹ or the death of any child attributed to a violent act? Is it surprising, then, that the causes of such issues deserve to be examined?

With the mandate to investigate County agencies during its one-year term, the Civil Grand Jury turned to the disturbing statistics, above, with the hope that an in-depth examination of selected County departments might provide some insight into the causes of these tragedies. Many possible issues and agencies were proposed. It became clear that there were several common threads that led to the plight of at-risk youth. Throughout these discussions, it quickly became apparent that the goal of our investigations would be to make recommendations that would facilitate the finding of solutions to these areas of deep concern, not only for the members of the Civil Grand Jury, but also for the more than 10,000,000 citizens of the County. Below is a list of the areas that were investigated:

- Youth employment programs and services in Los Angeles County and its municipalities
- County Hub Clinics providing medical services for children in the child welfare system
- Gang reduction efforts in Los Angeles County with emphasis on the City of Los Angeles
- Education services for students at risk of dropping out of school or not passing the high school exit examinations at Los Angeles Unified School District (LAUSD)
- Art education programs at Los Angeles Unified School District
- Information technology and impediments to information sharing among agencies serving at-risk youth in Los Angeles County
- Public safety disaster plans for children under the jurisdiction of various County departments
- Extending the age of emancipation for foster care youth

The majority of the reports included in this book deal with different facets of at-risk youth in Los Angeles County. As a consequence, the over-arching issue of growing up safely

¹ "Files Detail Deaths of 14 Children, the Abuse Cases Came from Families that Had Been Under Scrutiny by L.A. County Child Welfare Officials," *Los Angeles Times*, April 21, 2009.

in the County is treated in a variety of ways. However, it was the intention of the Civil Grand Jury to explore and examine the various factors that lead to putting children at risk. It became clear that for each of the studies, there is a different definition of what at-risk actually means. Therefore, while some or many of the factors may be common, there are particular elements that may well be unique for each examination.

The bottom line is undeniable. There are far too many children at risk in the County and the obstacles to growing up in a safe and nurturing environment are numerous. The recommendations presented in each report offer suggestions how these negative influences may be reduced. Following are key findings from those reports:

There is no common definition of at-risk youth used across the programs investigated. Some programs have not defined risk factors to help determine appropriate services for the youth they serve.

1. The Hub Clinic program does not consider medical risk factors to help determine which foster youth need higher levels of medical case management and oversight.
2. Dropout prevention programs at LAUSD generally define students at-risk as those in poor academic standing. They do not consider other risk factors such as being in the County foster care or probation systems that could be identified through better information sharing between County agencies and the District.

Most of the programs investigated are reactive in nature, with services initiated after problems have arisen, as opposed to utilizing a preventive approach.

1. Youth employment programs conduct little outreach to their targeted populations. The investigation also found that many of these programs are being underutilized.
2. The Hub Clinics only serve children referred to them by the Department of Children and Family Services (DCFS). Procedures are not in place to proactively ensure that children with medical vulnerabilities or at risk of being repeat victims of abuse and neglect are receiving needed medical services.
3. Suppression, a reactive approach, continues in response to the violent element of youth gangs. The City of Los Angeles, however, has taken the lead in developing prevention and intervention strategies for their overall gang reduction program.
4. Some of the dropout prevention programs at LAUSD are proactive and are based primarily on academic factors. They do not provide for proactive early intervention based on multiple risk factors.

Coordination and collaboration among County programs and between County and City agencies and LAUSD is needed to improve services to at-risk youth.

1. The numerous employment programs and services for youth operated by Los Angeles County, the City of Los Angeles, the City of Long Beach and other municipalities are governed by a variety of councils and oversight bodies, none of which coordinate with one another.
2. Coordination between DCFS and the Departments of Health Services and Public Health needs to be improved for better Hub Clinic operations. Improved information sharing about the medical conditions of the children being served and more efficient management of the Public Health Nurses is needed.
3. There is no effective or functional coordinating body of gang reduction leaders in Los Angeles County. County, City and school leadership have stated that schools should be the primary focus of targeted gang prevention programs. However, no such program exists.
4. Informal arrangements for sharing confidential information about at-risk students have been developed between LAUSD and some County agencies. Collaboration is generally referral-based and depends on obtaining formal permission from parents or guardians before service integration can occur. Many prevention and intervention programs rely on referrals about individual students. This approach fails to identify entire groups of young people who may not yet exhibit risky behavior.

Meaningful outcome measures have not been established for many of the programs and services targeting at-risk youth.

1. Youth employment programs for the most part do not track outcomes.
2. The County does not know if the Hub Clinics are achieving improved child health outcomes or better coordination of services for children in the child welfare system.
3. Most gang reduction programs have not had specific goals or objectives against which results can be measured. The City of Los Angeles is planning to establish and track outcome measures for their newly developed gang reduction programs.
4. While dropout prevention programs appear to have clear outcome measures in place, they have not identified performance measures linked to their program goals.

POLICY VS. RESULTS
Youth Employment Programs Funded but Not Fully Utilized

Jeffery Wallace—Chair
Fred Medina—Vice Chair
Ronald Tepper



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

POLICY VS. RESULTS

Youth Employment Programs Funded but Not Fully Utilized

INTRODUCTION

The Los Angeles County Civil Grand Jury conducted an investigation of youth employment and job readiness as part of its review of programs and services for at-risk youth in Los Angeles County. Work experience is considered essential to lift youth out of poverty. Local governments within the geographic region of Los Angeles County (County of Los Angeles, City of Los Angeles, City of Long Beach, and other local governments) offer a variety of youth employment programs targeted to low-income youth and youth with barriers to employment. However, these programs serve only a small number of at-risk youth, particularly foster and probation youth, and are not being fully utilized and are not well coordinated.

The Grand Jury's objectives for this investigation were to:

1. Identify the costs of youth employment services and the characteristics and number of youth who are served annually.
2. Evaluate the departmental organization and management structures of youth employment program services, including identifying commissions, advisory groups, task forces and other program oversight bodies.
3. Assess strategic planning and coordination efforts among the various agencies providing youth employment services.
4. Evaluate agency and program efforts to reach out to youth through public information, advocacy, and other efforts.
5. Analyze reported results and systems in place to monitor outcomes.
6. Conduct a comprehensive review and inventory of youth employment opportunities offered by select County and City departments. Identify those currently serving foster and other at-risk youth and those who have established linkages with their respective locality so that entry-level civil service career opportunities are made available to youth employment program participants.
7. Analyze Los Angeles County and City job opportunities and efforts to make full-time job openings, work study, volunteer, and internship opportunities available to youth.

The scope of this investigation included:

1. The seven Workforce Investment Areas funded by the federal Workforce Investment Act and located in Los Angeles County, with special focus on the two largest Workforce Investment Areas; the County of Los Angeles and City of Los Angeles, and Pacific Gateway (which includes the City of Long Beach) Workforce Investment Area.
2. The County of Los Angeles youth employment programs funded by the General Fund, including the Youth Jobs Program managed by the Department of Community and Senior Services and the Career Development Intern and Student Worker Programs managed by the Department of Human Resources.
3. The City of Los Angeles “Hire LA’s Youth” initiative.

Investigation methods included:

1. Entrance conferences and interviews with County managers with youth employment program responsibility for the (1) Department of Community and Senior Services, (2) Department of Children and Family Services, (3) Department of Public Social Services, (4) Department of Human Resources, (5) Probation Department, (6) County of Los Angeles Chief Executive Office, and (7) City of Los Angeles Community Development Department.
2. Site visits and interviews with the (1) Antelope Valley Youth Center (County of Los Angeles Workforce Investment Area), (2) Long Beach Youth Center (Pacific Gateway Workforce Investment Area), (3) Los Angeles Unified School District Work Experience Education Program, (4) Los Angeles Unified School District Foster and Probation Youth Program, and (5) Probation Department’s Day Reporting Center.
3. Collection of key program documents, including authorizing legislation, studies, sample contracts and performance measures, program fact sheets, and other documents.
4. Collection and analysis of youth employment program funding, participation, and participant characteristics.

Overview of Youth Employment Programs

Local governments within Los Angeles County offer a variety of youth employment programs targeted to low-income youth and youth with barriers to employment, such as foster and probation youth.

In FY 2007-08, local governments within the geographic region of Los Angeles County spent \$45.5 million for youth employment programs serving 17,400 youth. However, these programs provide services to only 4 percent of the approximately 400,000 Los Angeles County youth between the ages of 12 to 24 living in poverty.

In 2004, the City of Los Angeles and City of Long Beach (Pacific Gateway) Workforce Investment Boards commissioned a report on out-of-work and out-of-school youth in the

cities of Los Angeles and Long Beach. According to the report, *One Out of Five*, between the ages between 16 and 24 is typically the time to gain education and work experience. Failure to participate in education and work experience results in a lifelong education and skills deficit, producing an employment and earnings gap between these youth and their better-educated and more skilled counterparts.¹

More than one-fifth of youth in Los Angeles County live in families with incomes below the federal poverty level, as shown in Table 1.

Table 1
Estimate of Los Angeles County Youth Living in Poverty 2007

	12 to 17 years	18 to 24 years	Total
Under 50 percent of federal poverty level	72,741	88,117	160,858
50 to 74 percent of federal poverty level	55,459	50,282	105,741
75 to 99 percent of federal poverty level	61,436	65,076	126,512
Total under federal poverty level	189,636	203,475	393,111
Total population	897,589	975,002	1,872,591
Percent under federal poverty level	21%	21%	21%

Source: U.S. Census Bureau, 2005-2007 American Community Survey

Funding for Youth Employment Programs

Local governments within Los Angeles County provide youth employment programs as one way to help youth out of poverty. These programs are funded by the federal Workforce Investment Act, local general fund monies, and other funds, as shown in Table 2 below.

Table 2
Total Estimated Youth Employment Program Funding and Participation²
Within the Geographic Region of Los Angeles County
FY 2007-08

	FY 2007-08		FY 2007-08	
	Funding	Percent	Participation	Percent
Workforce Investment Act	\$27,504,839	60%	6,223	36%
County and Cities General Fund	12,726,410	28%	7,233	42%
Other	5,241,323	12%	3,948	23%
Total	\$45,472,572	100%	17,404	101%^a

Source: HMR 2009 CGJ Survey

^a Because of rounding, numbers add to more than 100%

¹ *One out of Five: A Report on Out of School and Out of Work Youth in Los Angeles and Long Beach*, Center for Labor Market Studies, Northeastern University, Boston, Massachusetts, November 2004, pages 1-4.

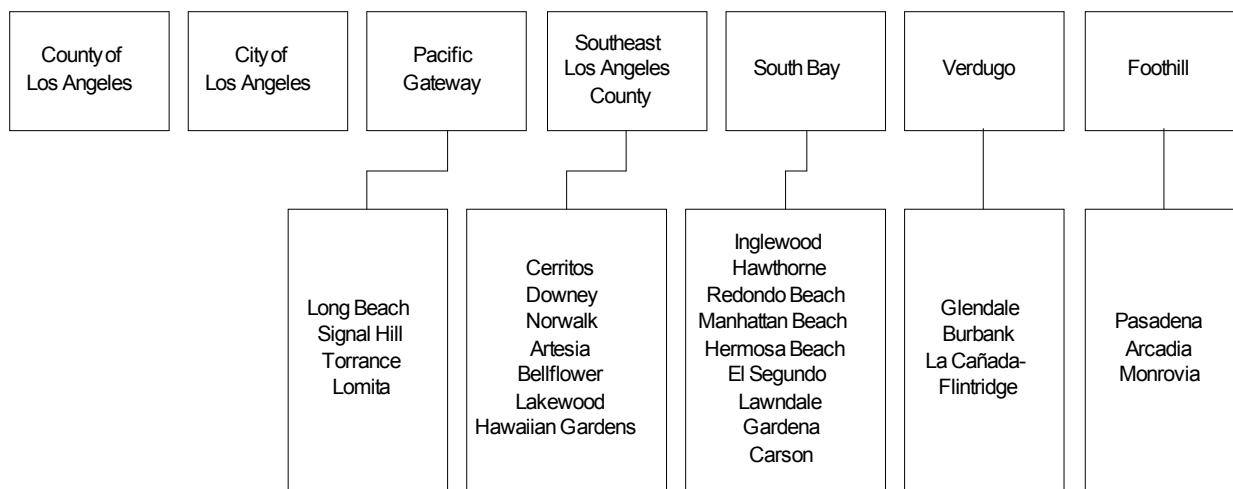
² Participation includes youth who enrolled in the program, received job readiness or other services provided by the specific program, or participated in paid or unpaid work experiences.

The Federal Workforce Investment Act

The federal Workforce Investment Act of 1998 provides funds to each state for comprehensive workforce development services to low-income adults and youth. The California Workforce Investment Board, which oversees Workforce Investment Act funding to local governments, allocates funds to seven local Workforce Investment Areas within Los Angeles County. Each local Workforce Investment Area is overseen by a local Workforce Investment Board.

Figure 1

Workforce Investment Boards in Los Angeles County



The County of Los Angeles and the City of Los Angeles

The County of Los Angeles and City of Los Angeles are the largest local government providers of youth employment programs within the geographic region of Los Angeles County.

1. The County of Los Angeles provided 50 percent of youth employment program funding within the geographic region of Los Angeles County in FY 2007-08, or \$22.9 million out of \$45.5 million countywide.
2. The City of Los Angeles provided 38 percent of youth employment program funding within the geographic county in FY 2007-08, or \$17.3 million out of \$45.5 million countywide, as shown in Table 4.

Table 3
County of Los Angeles Youth Employment Program Funding and Participation
FY 2007-08

Funding Source	FY 2007-08 Expenditures	FY 2007-08 Participants
Federal Workforce Investment Act Funds	\$11,610,000	2,797
County General Fund	8,503,874	4,576
State Juvenile Justice Crime Prevention Act Grant (JJCPA)	2,815,000	1,959
Total County Programs	\$22,928,874	9,332

Source: HMR 2009 CGJ Survey

Table 4
City of Los Angeles Youth Employment Program Funding and Participation
FY 2007-08

Funding Source	FY 2007-08 Expenditures	FY 2007-08 Participants
Federal Workforce Investment Act Funds	\$11,460,234	2,548
County General Fund	4,000,000	2,602
Other Funds	1,822,046	1,327
Total City Programs	\$17,282,280	6,477

Source: HMR 2009 CGJ Survey

Other local governments within Los Angeles County are significantly smaller than both the County of Los Angeles and the City of Los Angeles, thus providing less funding for youth employment programs. The City of Long Beach, which is the main local government entity in the Pacific Gateway Workforce Investment Area (the third largest Workforce Investment Area in the geographic region of Los Angeles County), funded \$1,652,124 in youth employment programs in FY 2007-08, or approximately 4 percent of \$45.5 million countywide.

Exhibit I, at the end of this report, provides details on youth employment programs provided by local governments in the geographic region of Los Angeles County and the associated funding.

Addressing Youth Poverty Through Employment Programs

In 2007, the County of Los Angeles' Chief Executive Officer began a move to integrate County services for transition age youth between the ages of 11 and 25. As part of this effort, the Chief Executive Officer produced a report, *Los Angeles County Services for Transition Age Youth: Programs, Data and Recommendations*, evaluating trends for the County's youth, including education and workforce readiness. According to the report, preparing youth for employment and higher education is key for the successful transition to adulthood. The report found that foster and probation youth had significantly lower educational achievement than other youth, and recommended that the Board of

Supervisors adopt shared measures to increase the number of youth prepared for employment and higher education.³

Workforce Investment Act Youth Employment Programs

The Workforce Investment Act funds 60 percent of youth employment programs in Los Angeles County, providing services to more than 6,000 youth. Workforce Investment Act programs are intended to link employment to academic achievement and prepare youth for post-secondary education or employment. Programs funded by the Workforce Investment Act provide services and support as well as work experience.

The Workforce Investment Act provides services to low-income youth ages 14 to 21 years old with one or more barriers to employment, including (1) school drop out, (2) basic literacy skills deficient, (3) homeless, runaway, or foster child, (4) pregnant or parent, (5) offender, or (6) need help completing an educational program or securing and holding a job. At least 30 percent of funds must help those who are not in school.

Youth Centers: Workforce Investment Act programs include one-stop centers where employers and job-seekers have one point of contact for job services. The youth centers provide job readiness and life skills training, other vocational training, job referrals, placement, and intensive services and case management for eligible youth.

Each Workforce Investment Area must have at least one youth center.

1. The County of Los Angeles has 19 youth centers, operated by contractors selected through a competitive process. The Department of Community and Senior Services is responsible for Workforce Investment Act programs, including youth programs, and administers youth center operator contracts. The youth center operators include non-profit, for-profit, and other government agencies; the Los Angeles County Office of Education, the Foothill Workforce Investment Board, Catholic Charities, and Goodwill are among the County of Los Angeles' youth center operators.
2. The City of Los Angeles has 13 youth centers, including three Youth Opportunity Movement⁴ centers located in Watts, Boyle Heights, and the San Fernando Valley to provide employment services and case management to youth at risk for gang involvement and other at-risk youth. The Community Development Department manages the Workforce Investment Act programs in the City of Los Angeles and has contracts with non-profit, for-profit, and government agencies to operate the youth centers. The Los Angeles Unified School District operates the Harbor Youth Center on behalf of the City of Los Angeles.

Although youth center services, such as job posting or computer access, are available to any youth coming to the center, additional services are provided to youth meeting Workforce Investment Act eligibility requirements. The youth center operators assess

³ *Los Angeles County Services for Transition Age Youth: Programs, Data and Recommendations*, Los Angeles County Chief Executive Office, pages 29-34.

⁴ The Youth Opportunity Movement centers are funded by the U.S. Department of Labor in conjunction with the Workforce Investment Act.

youth coming to the center for basic academic skills, vocational interests, and work readiness. Each eligible youth receives individual service planning and case management. Eligible youth must also participate in a mentoring or youth leadership program.

Generally, Workforce Investment Act youth services consist of:

- Tutoring, study skills training and dropout prevention strategies
- Alternative secondary school offerings
- Summer employment opportunities directly linked to academic and occupational learning (not available as a stand-alone activity)
- Paid and unpaid work experiences, including internships and job shadowing
- Occupational skills training
- Comprehensive guidance and counseling and supportive services

The Workforce Investment Act provides follow-up services, such as counseling and tutoring, to youth program participants for 12 months.

The County of Los Angeles Locally Funded Youth Employment Programs: The County of Los Angeles spent \$8.5 million in FY 2007-08 in General Fund monies for youth employment programs, as follows:

Table 5
County of Los Angeles General Fund Youth Employment Programs

Program	County Department	Services	FY 2007-08 Funding
Youth Jobs Program	Community and Senior Services	<ul style="list-style-type: none"> • Paid work experience to youth between the ages of 14 and 21 who are low-income, foster youth, or reside in CalWORKs' households; • 100 to 140 hours of paid work experience in government and nonprofit agencies, and businesses; • Minimal supportive services; • Funds allocated to seven Workforce Investment Areas in the geographic region of Los Angeles County. 	\$5.8 million
Student Worker Program	Human Resources	<ul style="list-style-type: none"> • Part time paid work experience in County departments for high school, college, and graduate students residing in Los Angeles County. 	\$1.4 million
Career Development Intern Program	Human Resources	<ul style="list-style-type: none"> • On-the-job training and mentoring for foster and probation youth with current or former eligibility for the Independent Living Program, the program to assist youth in County care to transition to living independently 	\$265,000

Table 5 continued on next page.

Youth Employment Program	Parks and Recreation	<ul style="list-style-type: none"> • Temporary paid employment to youth ages 14 to 24, who are defined as “at-risk” by federal, state, or local agencies; • General maintenance and recreation activities, with the goal for youth to develop work and social skills, identify career goals, and earn income. 	\$845,000
Students for Higher Education Program	Probation	<ul style="list-style-type: none"> • Educational services at Camp Gonzales for students who are three to six months from release, and supports participants through enrollment in technical or post-secondary schools upon release. • Services provided by the City of Los Angeles through an agreement with the Probation Department. 	\$196,400

The City of Los Angeles’ Locally Funded Youth Employment Programs The City of Los Angeles has several programs under the umbrella of its “Hire LA’s Youth” initiative, which is jointly funded by the Workforce Investment Act, County of Los Angeles Youth Jobs Program, and the City of Los Angeles’ General Fund and other funds. The City of Los Angeles spent \$4.0 million in General Fund monies on youth employment programs in FY 2007-08, as shown in Table 6.

Table 6

City of Los Angeles General Fund Youth Employment Programs

Program	City Department	Services	FY 2007-08 Funding
Summer Youth Employment Program	Community Development Department	<ul style="list-style-type: none"> • Summer paid work experience for youth ages 14 to 19; • Targeted to City of Los Angeles residents, CalWorks parenting teen or member of CalWorks family, low/moderate income, foster/probation youth. 	\$2.0 million
Learn and Earn	Community Development Department	<ul style="list-style-type: none"> • Temporary paid work experience combined with preparation to pass the California High School Exit Exam (CAHSEE); • Targeted to 10th, 11th, and 12th graders who have not passed the CAHSEE; or who have passed the CAHSEE but are credit deficient. 	\$2.0 million

Other City of Los Angeles youth employment programs within the Hire LA’s Youth initiative include:

1. Hire LA’s Youth Program: The goal is to secure private sector jobs for the City’s youth, ages of 16 to 24 years. Youth participating in the program must complete a Work Readiness Certificate endorsed by the Los Angeles Area Chamber of Commerce, the City Workforce Investment Board, and the Professionals in Human Resources Association. The program is partially funded by the Community Development Block Grant with private employers paying for youth wages.

2. Los Angeles Scholars Program: The goal is to provide paid work experience and college exposure to recent high school graduates. Students enroll in Los Angeles Community College District courses, attending class Monday through Thursday, and working on Friday. This program is partially funded by the Learn and Earn Program with program funding augmented by in-kind leverage from the Los Angeles Unified School District, Los Angeles Community College District, Los Angeles Area Chamber of Commerce, and the California School Age Consortium.

EXECUTIVE SUMMARY

More than one-fifth of youth in Los Angeles County live in poverty - or nearly 400,000 out of 1.9 million youth and young adults ages 12 years to 24 years. In FY 2007-08, local governments within the geographic region of Los Angeles County spent \$45.5 million for youth employment programs serving 17,400 youth. However, these programs provide services to only 4 percent of the approximately 400,000 Los Angeles County youth living in poverty.

Key findings and recommendations: In FY 2007-08, the County of Los Angeles under-spent federal and local funds for youth employment programs by approximately \$2.1 million, equivalent to employment services for an estimated 651 youth.

1. The County of Los Angeles reported \$792,913 in unexpended Workforce Investment Act funds allocated to youth employment program service providers, who operate the one-stop youth centers and provide job readiness, job placement, and other services funded by the Workforce Investment Act in FY 2007-08.
2. The County's Youth Jobs Program has not been fully utilized since its inception in FY 2005-06. More than 10 percent of the program's funds have remained unspent at the end of each year, with \$690,357 in unspent funds in FY 2007-08.
3. The Department of Human Resources' youth employment positions (Student Workers and Career Development Interns) were not filled to maximum capacity in FY 2007-08, resulting in under spending of \$641,045. Only 65 percent of the program positions were filled due to lack of County department participation. Only two of the County's ten largest departments participated in the County's youth employment program for foster youth in FY 2007-08.
4. Many local governments within Los Angeles County have already exceeded their required Proposition A job set asides for park capital investment and maintenance projects for low-income or at-risk youth, including the County of Los Angeles and the Cities of Los Angeles and Long Beach. However, other local governments have received their Proposition A funding but have spent little or none of the money on youth employment programs as required by the proposition. The program had a balance of \$5.4 million available for hiring at-risk youth as of February 2009.

Based on these findings, the following is recommended in this report:

1. County managers should identify reasons for underutilization of their youth employment programs and services and develop a written plan for improving utilization, to be delivered to the Board of Supervisors, and addressing issues including outreach and recruitment, transportation, appropriate clothing and other barriers.

2. The County should make its Student Worker and Career Development Intern programs mandatory for all County departments with 2,000 or more employees.
3. The Board of Supervisors should direct the Los Angeles County Regional Park and Open Space District to submit a report on Proposition A youth employment goals and results, including which local government entities have not yet met their goals and their plans for doing so.

Key findings and recommendations: Employment programs for foster and probation youth are only serving a small percentage of eligible youth and program capacity is not being fully utilized.

1. The Board of Supervisors has identified foster and probation youth as important recipients of youth employment services.
2. It is estimated that youth employment programs within the Los Angeles County region serve approximately one-fourth of foster and probation youth eligible for employment, or 3,250 employment program participants out of 12,646 eligible to participate in FY 2007-08.
3. Foster and probation youth participation in youth employment programs funded by the Workforce Investment Act is declining: foster and probation youth made up only 17 percent of County of Los Angeles Workforce Investment Act participants in FY 2007-08 compared to 21 percent of participants in FY 2005-06.

Based on these findings, the following is recommended in this report:

1. County managers should identify barriers to foster and probation youth participation in employment programs and prepare a corrective action plan for the Board of Supervisors.
2. The County Chief Executive Officer should develop procedures to coordinate foster and probation youth access to employment services.
3. The County should consider establishing a set-aside number of student worker positions for at-risk youth, particularly foster and probation youth.

Key findings and recommendations: The County of Los Angeles lacks a single point of coordination for at-risk youth employment programs.

1. Employment programs for probation and foster youth are dispersed among different County of Los Angeles agencies with no single point of contact and no single County department or agency responsible for coordination.
2. The Department of Children and Family Services and Probation Department have primary responsibility for foster and probation youth, but youth employment programs managed by the County Department of Human Resources and the Community and Senior Services Department also target foster or probation youth.

3. While the Department of Children and Family Services centralizes its youth employment program within its Youth Development Services Division, responsibility for the Probation Department's youth employment programs are decentralized with minimal coordination within the Department.
4. The Department of Human Resources' Student Worker and Career Development Intern Programs lack a single coordinating entity for developing a standardized program and ensuring that the program participants have equally valuable work experiences in the different County departments.

Based on these findings, the following is recommended in this report:

1. The County Board of Supervisors should develop youth employment program requirements and standards for its Student Worker and Career Development Intern programs.
2. The County should identify central coordination of its youth employment programs as part of its transition age youth program strategic planning process.
3. The Probation Department needs to coordinate its probation youth employment programs within the Department.

Key findings and recommendations: Youth employment program coordination among various local governments is both overlapping and not inclusive of all local governments or County of Los Angeles departments.

1. The seven Youth Councils in Los Angeles County do not work together to promote youth employment programs.
2. Several efforts are underway to improve coordination between the County and City of Los Angeles youth employment program governance bodies, as well as between the governance bodies and County departments responsible for services to foster, probation, or other at-risk youth.
3. Overlapping collaborative efforts among the County of Los Angeles Youth Council, Youth Jobs Cross Cluster Collaborative, and Youth Transition Action Team increases administrative tasks - such as increased meeting time - without improving program and service coordination.
4. Increased coordination of youth employment programs would better leverage resources, especially in providing links to private employers and recruiting youth to programs who otherwise may not be reached.

Based on these findings, the following is recommended in this report:

1. The County needs to increase its working relationship with the other Youth Councils in the region and streamline its interagency collaborative processes to achieve desired coordination without undue administrative time spent on these efforts.

2. The County should increase private employer participation on its Youth Councils.

Key findings and recommendations: The County of Los Angeles needs to prepare for Federal Stimulus funds

1. Under the American Recovery and Reinvestment Act, the seven Workforce Investment Areas in the geographic region of Los Angeles County will receive millions of dollars⁵ in federal stimulus funds to pay for work experience programs for low-income and at-risk youth. The County of Los Angeles and City of Los Angeles will receive the largest share of these funds.

Based on these findings, the following is recommended in this report:

1. The County and City of Los Angeles should increase recruitment efforts for youth employment programs to ensure effective use of the increased federal allocation.

A complete listing of the Findings and Recommendations is located at the end of this report.

⁵ The actual allocation has not yet been determined.

1. YOUTH EMPLOYMENT PROGRAM COLLABORATION AND COORDINATION

Workforce Investment Boards and Youth Councils

The Workforce Investment Act defines the governance structure for employment programs funded by the Act. According to the Workforce Investment Act, training and employment programs must be designed and managed at the local level. California has 49 Workforce Investment Areas, of which seven are in the geographic region of Los Angeles County as shown in Figure 1 of the Introduction.

Each Workforce Investment Area is overseen by a Workforce Investment Board made up of public and private sector representatives to set policy and oversee employment programs. In conjunction with local elected officials, each Workforce Investment Board develops a plan to oversee the local workforce development system. The local Workforce Investment Board:

- Selects providers to operate the one-stop⁶ and youth centers and provide workforce development services
- Monitors system performance against established performance measures
- Establishes local performance measures with approval from the state Workforce Investment Board

Local elected officials appoint the members of the Workforce Investment Board. Each Workforce Investment Board must include majority representation from the business community as well as representation from education organizations, labor unions, community based organizations, and community development agencies.

Youth Councils

The Youth Councils are subcommittees of the local Workforce Investment Boards, and are responsible for developing the local plan pertaining to youth. Youth Council members must include:

- Workforce Investment Board members with special knowledge of youth policy, including educators, human service agency representatives, and private business
- Youth service and juvenile justice representatives
- Local public housing authorities
- Local Job Corps Centers
- Former youth employment program participants or individuals from organizations providing youth activities
- Parents of eligible youth

Business representatives are optional members of the Youth Council.

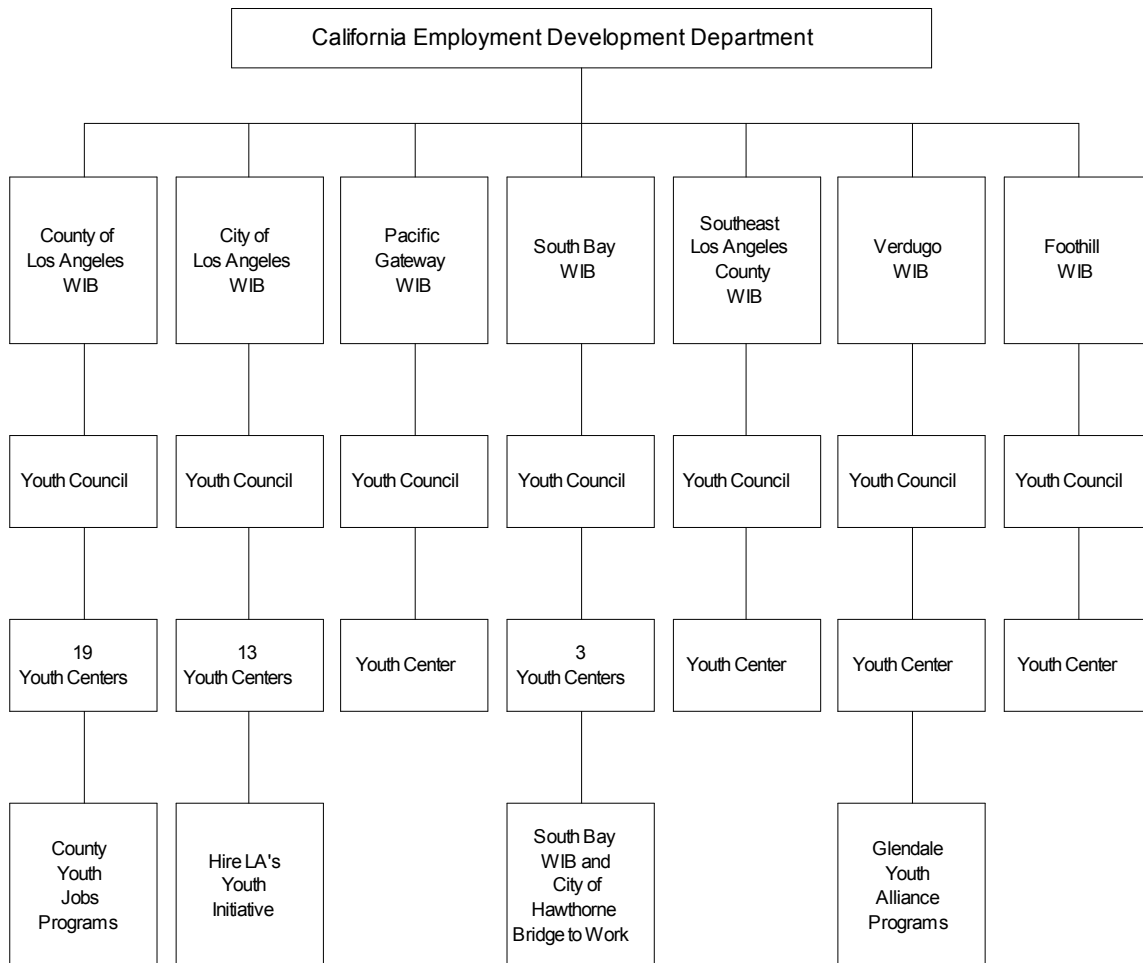
Workforce Investment Board Oversight of Youth Employment Programs

While each of the seven Workforce Investment Boards in the geographic region of Los Angeles County oversee adult and youth programs funded by the Workforce Investment

⁶ Each Workforce Investment Area must have at least one one-stop center, coordinating all workforce development services.

Act, the respective Youth Councils plan and coordinate youth programs and recommend service providers. The chart below shows the relationship of the seven Workforce Investment Boards in the geographic region of Los Angeles County.

Chart 1.1
Workforce Investment Boards in Los Angeles County



Source: HMR 2009 CGJ Survey

The Los Angeles County Youth Councils Do Not Routinely Collaborate

The Workforce Investment Act does not require coordination among Youth Councils in the same geographic region, nor does a formal structure exist within the geographic region of Los Angeles County for coordination among the Youth Councils.

The seven Workforce Investment Boards within the geographic region of Los Angeles County have developed a collaborative effort, WorkSource California, in conjunction with the Department of Public Social Services' welfare-to-work program (GAIN), the California Employment Development Department, and the Los Angeles Economic Development Corporation, to better coordinate services. WorkSource California has set up a website providing information on services provided by the seven Workforce Investment Areas within the geographic region of Los Angeles County. The WorkSource California website is designed to serve adults but does not have a link to youth programs.

Some efforts to better coordinate Youth Councils in the geographic region of Los Angeles County are in progress:

1. The City of Los Angeles and the City of Long Beach (Pacific Gateway) Workforce Investment Boards (of which the Youth Councils are subcommittees) jointly produced the *One Out of Five* report discussed in the Introduction.
2. The City of Los Angeles and County of Los Angeles Youth Councils are considering a closer working relationship. The Chair of the County of Los Angeles Youth Council attended and was introduced to the City of Los Angeles Youth Council during their January 2009 meeting.

These efforts at coordination, however, are not yet well developed.

Several Overlapping Coordinating Structures Have Developed to Oversee Youth Employment Programs.

Generally, the Workforce Investment Board Youth Councils within Los Angeles County coordinate youth programs funded by local sources as well as by the federal Workforce Investment Act. Both the County of Los Angeles and the City of Los Angeles include locally-funded youth employment programs in their Annual Workforce Investment Plan.

1. The County of Los Angeles Annual Workforce Investment Plan includes the Youth Jobs Program, funded by the County General Fund.
2. The City of Los Angeles Annual Workforce Investment Plan includes programs in the City's "Hire LA's Youth" initiative, an umbrella of youth employment programs funded by the Workforce Investment Act, City General Fund, and other sources.

Both the County and City of Los Angeles have established other collaborative efforts to oversee youth programs.

County of Los Angeles Youth Jobs Cross Cluster Collaborative In 2008 the County of Los Angeles Board of Supervisors directed the Department of Community and Senior Services to convene a Countywide collaborative to look at ways to increase

and leverage youth employment services. The Youth Jobs Collaborative is chaired by the Department of Community and Senior Services and consists of representatives from the:

- Chief Executive Office
- Department of Children and Family Services
- Commission on Human Relations
- Department of Community and Senior Services
- Department of Human Resources
- Probation Department
- Department of Public Social Services

The Youth Jobs Collaborative, formed in March 2008 and meets monthly, is intended to identify initiatives and share resources across County departments as well as recruit CalWorks, foster and probation youth to employment programs. Currently, collaborative meetings are a training session for each department to learn the other departments' programs specific to youth.

Los Angeles Youth Transition Action Team: The City of Los Angeles Community Development Department formed the Youth Transition Action Team in February 2006 to support education and employment programs for foster youth transitioning from care. The City of Los Angeles Community Development Department and the County of Los Angeles Department of Children and Family Services chair the Youth Transition Action Team. Members include representatives from:

- County of Los Angeles Department of Children and Family Services Youth Development Services
- City of Los Angeles Youth Council
- City of Los Angeles Community Development Department
- Los Angeles Unified School District
- Los Angeles County Probation Department Youth Development Services
- Education Coordinating Council⁷
- Los Angeles Area Chamber of Commerce

The Youth Transition Action Team has identified the need to create joint meetings of the City of Los Angeles and County of Los Angeles Youth Councils, as well as joint meetings of the Youth Jobs Cross Cluster Collaborative and the Youth Transition Action Team. According to the Department of Children and Family Services, the City of Los Angeles Youth Council has been actively involved with the Youth Transition Action Team but the County of Los Angeles Youth Council, while supportive, has been less involved.

⁷ The Board of Supervisors created the Education Coordinating Council in 2004 to promote educational achievement for foster youth. Membership includes representatives from the Los Angeles City Council, Superior Court, the Department of Children and Family Services, Los Angeles County Office of Education, and school districts within the County.

The Los Angeles County Youth Councils Lack Key Members

The seven Workforce Investment Board Youth Councils in the geographic region of Los Angeles County have no standard composition. While the Workforce Investment Act requires that the majority of Workforce Investment Board members represent private businesses, the Youth Councils have no such requirement. Consequently, private employers are not consistently represented among the seven Youth Councils.

The seven Youth Councils do not always have representatives from required categories. Only the Pacific Gateway Youth Council and South Bay Youth Council are fully represented by education, parents, youth, and business. Absence of key representatives reduces the Youth Councils' effectiveness in coordinating youth employment programs.

1. The County of Los Angeles Youth Council lacks an education representative although they have identified a nominee and are waiting for Workforce Investment Board and Board of Supervisors approval.
2. The County of Los Angeles, City of Los Angeles and Southeast Los Angeles County Youth Councils lack both student and parent representatives. According to the Department of Community and Senior Services, the County of Los Angeles is recruiting for a parent representative.
3. The County of Los Angeles Youth Council has only one representative from private business compared to the City of Los Angeles Youth Council with six business representatives.

The April 2002 U.S. Government Accountability Office (GAO) report, "Workforce Investment Act: Youth Provisions Promote New Service Strategies, but Additional Guidance Would Enhance Program Development", noted that Youth Councils frequently had difficulty recruiting youth and parent members. However, recruiting parent and youth members should be a priority to Youth Councils, since these members bring an important perspective in planning youth programs.

Also, although business representatives are not part of the required Youth Council membership, they could provide meaningful links to private sector jobs. Currently, many of the jobs available to youth employment program participants are through non-profit or public agencies with a need to expand job availability in the private sector.

The County of Los Angeles Youth Council Does Not Oversee Many of the Youth Employment Programs Funded by the County

The County of Los Angeles Youth Council oversees youth employment programs funded by the Workforce Investment Act as well as the Youth Jobs Program funded by the County General Fund. The Department of Community and Senior Services serves as the fiscal agent for these two programs.

However, the Youth Council does not have a significant relationship with the County's other youth employment programs managed by the Department of Human Resources, Probation Department, or Department of Children and Family Services. The Youth Council does receive periodic reports on some of these programs but they are not

included in the Annual Workforce Investment Plan. As a result, no single entity within the County has a comprehensive understanding of the existing programs and their effectiveness.

The Chief Executive Officer is developing a strategic plan for transitional youth services, including employment programs. The first strategic planning meeting was in October 2008 and included County departments and other organizations representing juvenile justice, workforce development, housing, mental health, and other sectors. As part of this strategic planning process, the Chief Executive Officer should define central coordinating responsibility for the various County of Los Angeles youth employment programs.

Findings and Recommendations

Finding 1.1.1

The seven Youth Councils in the geographic region of Los Angeles County do not work together to promote youth employment programs. Although the Workforce Investment Act does not require collaboration among the Youth Councils, increased coordination of youth employment programs would better leverage resources. Youth Councils with minimal business representation could benefit from resources provided by business members of other Youth Councils, including assistance in recruiting business members and links to private employers who could provide jobs to youth. Increased coordination would also help local Workforce Investment Areas publicize existing programs and recruit youth to programs who otherwise may not be reached.

Finding 1.1.2

The County of Los Angeles has collaborative groups with overlapping roles and responsibilities. While the County of Los Angeles needs to increase its working relationship with the other Youth Councils in the geographic region, the County of Los Angeles also needs to streamline collaborative processes. Overlapping collaborative efforts among the County of Los Angeles Youth Council, Youth Jobs Cross Cluster Collaborative, and Youth Transition Action Team increases administrative tasks - such as increased meeting time - without improving program and service coordination. The Department of Children and Family Services and Department of Community and Senior Services should work with the Chief Executive Office to develop the most effective structure for internal County and multi-jurisdictional collaboration.

Recommendation 1.1 – The Board of Supervisors

The Board of Supervisors should direct the Director of the Department of Community and Senior Services, Director of the Department of Children and Family Services, and Chief Probation Officer, in consultation with the Chief Executive Office, to develop a streamlined process for collaboration among entities overseeing youth employment programs, including the County of Los Angeles, City of Los Angeles Youth Councils, and County departments, with a report to the Board of Supervisors by December 31, 2009. As part of this effort, the Director of the Department of Community and Senior Services, Director of the Department of Children and Family Services, and Chief Probation Officer should consider increased communication and coordination with the seven Youth Councils in the geographic region of Los Angeles.

Finding 1.2

The County of Los Angeles Youth Council lacks key members representing parents and education, although they have recently nominated an education representative pending Workforce Investment Board and Board of Supervisors approval and are actively recruiting for a parent representative. The County's Youth Council also has only one business representative, compared to the City of Los Angeles Youth Council that has six. Absence of key representatives reduces the Youth Councils' effectiveness in overseeing youth employment programs. The lack of business representation especially inhibits the Youth Councils' ability to plan for private sector jobs for youth employment program participants.

Recommendation 1.2 – The Board of Supervisors

The Board of Supervisors should direct the Director of Community and Senior Services to report on outreach to parent organizations, and business organizations to recruit County of Los Angeles Youth Council representatives by December 31, 2009.

Finding 1.3

No single entity within the County of Los Angeles oversees the youth employment programs administered by various County departments. While the Youth Council incorporates the Youth Jobs Program into its annual plan for Workforce Investment Act programs, it does not have a significant relationship with the other County youth employment programs provided by the Department of Human Resources, Probation Department, or Department of Children and Family Services.

Recommendation 1.3 – The County Chief Executive Officer

The County Chief Executive Officer should identify central coordination of the County of Los Angeles youth employment programs as part of the 2009-2010 strategic planning process for transition age youth programs.

Costs and Benefits

Streamlined coordinating efforts within the County of Los Angeles and between the County of Los Angeles and City of Los Angeles should increase efficient coordination of youth employment programs.

Increased coordination of youth programs among the seven Workforce Investment Areas would better leverage business resources. Youth Councils with minimal business representation could benefit from resources provided by business members of other Youth Councils, including assistance in recruiting business members and links to private employers who could provide jobs to youth.

Increased coordination would also help local Workforce Investment Areas publicize existing programs and recruit youth to programs who otherwise may not be reached. However, redundant collaborative efforts could increase administrative tasks - such as increased meeting time - without improving program and service coordination.

2. THE DEPARTMENT OF HUMAN RESOURCES' STUDENT WORKER AND CAREER DEVELOPMENT INTERN PROGRAMS

The Department of Human Resources Student Worker and Career Development Intern Programs

The Department of Human Resources' youth employment programs, funded by the County General Fund, provide Student Worker positions and internships in County departments, as follows:

- A set-aside of Student Worker positions within County departments available for in-school youth age 16 years and older
- Career Development Intern positions designated for current and former foster youth who are enrolled, have completed, or have current or past eligibility for the Department of Children and Family Services' Independent Living Program

As shown in Table 2.1 below, in FY 2007-08, the County allocated a total of \$2,313,991 to the Department of Human Resources to reimburse County departments to employ up to 524 Student Workers and Career Development Interns.⁸ These programs and funding are separate from the federally funded Workforce Investment Act programs.

Table 2.1
Department of Human Resources'
Student Worker and Career Development Intern Programs
Budget and Position Allocations
FY 2007-08

Program	Budget Allocation	Number of Positions
Student Worker Program	\$1,876,000	441
Career Development Intern Program	437,991	83
TOTAL	\$2,313,991	524

Source: Los Angeles County Department of Human Resources

The Student Worker Program

The Student Worker Program consists of three classifications of Student Worker positions including:

1. **8242 Student Worker:** Students who are at least 16 years old and currently enrolled in an accredited college, community college, or business college having

⁸ The Department of Human Resources also administers the Community-Based Enterprise Education Program (C-BEEP) that provides college juniors, seniors, or graduate students with year-round, unpaid, project-based internships with various County departments in exchange for college credit or practical work experience. According to the Department of Human Resources, because C-BEEP is a volunteer program, it does not have an annual budget and no funds are provided by the County to the Department of Human Resources or to participating departments for indirect administrative costs. In FY 2007-08, 197 C-BEEP interns were placed in 17 County departments. C-BEEP is not a part of the Student Worker or Career Development Intern Program.

academic standing to at least a freshman in college or current enrollment as a junior or senior in high school.

2. **8243 Student Professional Worker I:** Students who are currently enrolled in an accredited college having academic standing equivalent to sophomore, junior or senior.
3. **8258 Student Professional Worker II:** Students who are currently enrolled in an accredited graduate college or university program leading to a Masters or Doctorate degree.

Each County department also has Student Worker positions (items) in their budget, separate from the Department of Human Resources' specified 441 Student Worker positions. County departments temporarily fill their Student Worker positions as needed to work part-time on a variety of departmental projects and initiatives according to their skill level.

The actual number of Student Workers in the County at any given time fluctuates depending on student availability and departmental workload needs. According to a status report on the Student Worker Program provided to the Board of Supervisors on September 29, 2008 by the Chief Executive Officer and the Director of Personnel, as of August 25, 2008 there were approximately 870 Student Workers in the Student Worker, Student Professional Worker I, and Student Professional II classifications Countywide. These 870 Student Worker positions included both County departments' and Department of Human Resources' positions.

The County of Los Angeles does not track departmental expenditures for Student Worker positions funded by department budgets (rather than by the Department of Human Resources). These expenditures could be significant. For example, the County Parks and Recreation Department's FY 2007-08 budget included \$845,000 in County General Funds to fund 270 Youth Worker positions, designated for foster youth, Cal-Learn participants, and other designated at-risk youth.

The Department of Human Resources only tracks budget and program information for the designated 441 Student Worker positions under their purview; however, similar to the County departments broader Student Worker Program, the substance of their work experience is defined by their respective department. Moreover, the Department of Human Resources does not publicize the County departments broader Student Worker Program or the Department of Human Resources' Student Worker positions, nor do they track the number of youth who transition to full-time County or private employment. Students who learn about the program through job fairs or other sources can file their applications online and departments seeking Student Workers can recruit eligible candidates from those lists.

The Career Development Intern Program

On January 25, 1994, the Board of Supervisors instructed each County department to establish a goal of 5 percent of all entry-level hiring for youth emancipating from the foster care system when appropriate job opportunities exist for this population. The motion further instructed the Director of the Department of Children and Family

Services, in coordination with the Chief Executive Officer and the Commission for Children and Families, to develop a tracking mechanism to ensure that this goal was met, including quarterly reports to the Board.

At its meeting held on August 14, 2001, the Board stated that departmental response to the January 25, 1994 motion had been “limited at best” except for the Internal Services Department’s Youth Career Development Program, which was initially piloted with 13 participants during FY 2000-01, and expanded to include 30 participants in FY 2001-02. At that time, the Internal Services Department’s Program included 12 months of on-the-job-training with journey level staff, applicable classroom training, and encouragement and feedback from volunteer staff mentors.

The Board of Supervisors through a motion “highly recommended the expansion of the Youth Career Development Program model to many other departments” and specifically instructed all County department directors to examine and promote entry-level or career-based opportunities for emancipating foster youth. Although the motion encouraged County departments to adopt the Youth Career Development Program piloted by the Internal Services Department, the motion did not require County departments to do so. Additionally, the Board of Supervisors directed the Chief Executive Officer and the Director of the Department of Children and Family Services to identify funding to defray program costs as a means to encourage County department directors to implement the Youth Career Development Program within their departments.

The Career Development Intern class specification was developed by the Chief Executive Office in coordination with the Department of Human Resources and is currently segmented into four functional areas to better match participant interests with departmental needs: (1) Office Support/ Clerical, (2) Information Technology/ Technical Support, (3) Crafts Support, and (4) Heavy Maintenance and Operational Support.

The Department of Human Resources conducts joint outreach efforts with the Department of Children and Family Services to promote the Career Development Intern Program. Interested individuals must submit an online application to take one or more of the four different job exams noted above. Each applicant’s Independent Living Program status is verified by the Department of Human Resources exam analyst in coordination with the Department of Children and Family Services. Once verified, eligible applicants can then take the Career Development Intern exam. Individuals receiving a satisfactory score will be placed on the list from which County departments can hire eligible youth for their respective programs. As noted above, in FY 2007-08, the County allocated \$437,991 to fund up to 83 Career Development Intern positions throughout various County departments. Participating departments were reimbursed for three to twelve months of intern wages depending on program structure and design.

The Student Worker and Career Development Intern programs are not Serving the Maximum Number of Participants Possible due to Lack of Departmental Participation.

Although the Department of Human Resources and the Chief Executive Officer conducted a Countywide survey to assess departmental willingness to hire additional

Student Workers in FY 2007-08, and made reasonable assumptions for facilitating increased departmental hiring of Career Development Interns, departmental participation in these programs is not mandatory in spite of available funding.

The Department of Human Resources' Student Worker and Career Development Intern Programs Are Underutilized

As shown in Table 2.2 below, in FY 2007-08, the Department of Human Resources' youth employment positions were not filled to maximum capacity resulting in a programmatic under-expenditure of \$641,045, or approximately 28 percent.

Table 2.2
FY 2007-08 Countywide Youth Employment Programs
Budget vs. Actual Expenditures

	Student Worker Program	Career Development Intern Program	Total
Budget	\$1,876,000	\$437,991	\$2,313,991
<u>Actual Expenditures</u>	<u>1,407,622</u>	<u>265,324</u>	<u>1,672,946</u>
Surplus/ (Deficit)	\$468,378	\$172,667	\$641,045
Percent of Budget Not Spent	25%	39%	28%

Source: Los Angeles County Department of Human Resources

Specifically, only 340 of the 524 available positions, or approximately 65 percent, were filled, as shown in Table 2.3.

Table 2.3
FY 2007-08 Countywide Youth Employment Programs
Budgeted Positions vs. Actual Positions

	Student Worker Program	Career Development Intern Program	Total
Budgeted Positions	441	83	524
<u>Actual Positions</u>	<u>284</u>	<u>56</u>	<u>340</u>
Surplus/ (Deficit)	157	27	184
Percent of Positions Filled	64%	67%	65%

Source: Department of Human Resources

According to Department of Human Resources staff, these youth employment positions are not being filled due to lack of eligible participants. The designated Student Worker positions are available to all in-school youth who are at least 16 years old. According to population projections calculated by the California Department of Finance, in 2001 there were approximately 1,358,303 youth age 15 to 24 living in Los Angeles County. If only

half of these youth met the eligibility requirements for Student Worker Program participation, the total pool of eligible applicants could be as many 679,152 Countywide.

Similarly, all foster youth who are currently enrolled, have completed, or have current or past eligibility for the Department of Children and Family Services' Independent Living Program are eligible to be Career Development Interns. According to the California Department of Social Services, from October 1, 2007 through September 30, 2008 alone, there were 12,646 youth in Los Angeles County who were offered Independent Living Program services. Of these 12,646 youth to whom Independent Living Program services were offered, 8,613 received services, including 3,082 youth aged 18 to 20 who were no longer in foster care. Moreover, according to the Career Development Intern Class Specification (Item Number: 8250), youth who are identified as at risk by a County of Los Angeles authorized department, other local, state, or federal agencies or school, or by a bona fide non-profit organization whose mission includes fostering or enhancement of employment opportunities for at-risk youth would also be eligible to participate in the Career Development Intern Program if other minimum requirements were met, thereby further increasing the pool of eligible participants.

The County's Ten Largest Departments Do Not Meaningfully Participate in the Department of Human Resources' Student Worker and Career Development Intern Programs

Although the County's ten largest departments comprise approximately 83.2 percent of the County's total workforce, many of these departments have not meaningfully participated in the Department of Human Resources' Student Worker and Career Development Intern Programs. Arguably, these large departments are best suited to provide diverse employment opportunities for Student Workers, Career Development interns, and other at-risk youth due to their geographic presence throughout the County and the breadth and scope of departmental programs and services and types of jobs. As shown in Table 2.4, only six of the ten largest County departments hired Student Workers as part of the Department of Human Resources' program and only two of the ten largest County departments hired Career Development Interns.

The Student Worker and Career Development Intern Programs Lack a Single Coordinating Entity

Without a single coordinating entity, the Student Worker and Career Development Intern Programs cannot (a) develop a standardized framework for program implementation consistent with Board policy priorities and known best practices, (b) provide initial and continued departmental planning and programmatic support, and (c) develop a systematic Countywide approach for evaluating, analyzing, and reporting departmental participation and youth employment outcomes. While the Department of Human Resources is responsible for coordinating the front-end procedural and administrative hiring functions related to maintenance of applicant eligibility lists and testing, the task of creating a meaningful and mutually beneficial work experience for the Student Worker or Career Development Intern is decentralized to the department level.

Table 2.4
Ten Largest County Departments' Participation in the Department of Human Resources' Student Worker and Career Development Intern Programs
FY 2007-08

Department	Number of Budgeted Positions	Number of Student Workers Hired	Number of Career Development Interns Hired
Health and Services Administration	20,496	16	0
Sheriff	17,975	11	0
Public Social Services	14,550	99	0
Children and Family Services	7,299	0	15
Probation	6,196	0	0
Public Health	4,356	3	0
Fire Department	4,294	29	0
Public Works	4,086	20	0
Mental Health	3,838	0	0
Internal Services	2,362	0	28
Top Ten TOTAL	85,452	178	43
Countywide TOTAL	102,666	284	56
Top 10 Percentage of Countywide TOTAL	83%	63%	77%

Sources: Department of Human Resources and the FY 2007-2008 County of Los Angeles Annual Report.

This decentralization does provide County departments with increased flexibility to develop youth employment opportunities that are consistent with their departmental functions and priorities. However, in the absence of standardized minimum departmental program guidelines for implementation, and centralized Countywide oversight, the work experiences provided to Student Workers and Career Development Interns may vary by department.

The Student Worker Program

Although the Department of Human Resources' student worker funding and position allocation is centralized, all matters related to the substance of the participant's work experience is decentralized to the department level. There is little departmental oversight regarding the nature of the work performed or systematic tracking of post-program participant outcomes. According to the Department of Human Resources, at the request of the Board of Supervisors, the Department is currently working on a draft proposal that would centralize coordination, policy, and planning of all departmental Student Worker positions under the Department of Human Resources.⁹ In addition to providing the County with centralized oversight of the program, including compliance

⁹ This draft proposal was provided and reviewed; however as of the writing of this report, the draft proposal has not been finalized due to ongoing and confidential labor negotiations with the Student Workers' collective bargaining unit.

with specified eligibility requirements, such restructuring could facilitate increased employment opportunities for at-risk youth through set aside positions similar to those established for the County's Youth Jobs Program (see Section 3 for discussion of Youth Jobs Program).

Career Development Intern Program

As noted above, some County departments are not participating in the Career Development Intern Program in spite of available funding and significant need. This lack of participation may be due to a variety of factors, including the real and perceived difficulties associated with employing this population of young people or the time and other resources needed to develop and implement a viable program. Many emancipated foster youth face unique internal and external barriers to employment due to limited life skills training and the lack of traditional family support systems that provide housing and other resources during the transition to adulthood. As such, any employment program specifically designed to serve this population must include comprehensive strategies to address these barriers in order to ensure youth success. While the Department of Human Resources has recently developed policies, procedures, and guidelines for the Career Development Intern Program, these policies, procedures, and guidelines are largely administrative in nature and only provide a high-level overview of a participating department's minimum role and responsibilities. Specifically, these policies, procedures, and guidelines do not provide County departments with sufficient instruction on how to effectively develop and implement viable Career Development Intern Programs – although a model for such currently exists within the County.

The Internal Services Department's Youth Career Development Program, which has been providing on-the-job-training and employment opportunities for emancipated foster youth for nearly nine years, can serve as a best practice model for Countywide implementation of the Career Development Intern Program. Through trial and error, the Internal Services Department has developed a comprehensive approach to employing emancipated foster youth that includes on-the-job and academic training, mentorship, supportive services leveraged through the County's Independent Living Program performance monitoring and evaluation, plus guaranteed full-time permanent employment pending successful completion of the year-long program.¹⁰ Of the 91 emancipated foster youth accepted into Internal Services Department's Youth Career Development Program from FY 2000-01 through FY 2007-08, 61 youth, or approximately 67 percent, have successfully graduated from the program. Of those 61 participants who graduated, 45, or approximately 73.8 percent, were hired by the Internal Services Department. The remaining 16 graduating participants found other employment.

According to the Internal Services Department staff the following programmatic elements have contributed to the success of Department's Youth Career Development Program:

¹⁰ Specifically, the Internal Services Department will only hire as many Youth Career Development Program interns as they have entry-level, full-time permanent positions within the Department.

- Developing a robust screening/interview process in coordination with the Department of Children and Family Services to select participants who will likely succeed
- Working more extensively with a smaller number of youth
- Offering the incentive of full-time permanent employment
- Identifying and addressing the practical realities of transition/emancipation that may affect work performance (i.e. transitional housing, transportation, proper work attire, etc.)
- Providing interns with designated employee mentors
- Establishing the program as departmental priority – the Internal Services Department's Youth Career Development Program is an executive program (i.e. coordinator reports directly to the Director of the Department)

While other County departments may need to make adjustments according to their departmental priorities, capacity, and functional responsibilities, the Internal Services Department's core approach to providing employment opportunities for emancipated foster youth could be replicated, adapted, and implemented by other County departments to meet the Board's fundamental policy objectives. For example, the Registrar-Recorder's two-year Career Development Intern Program, which began in FY 2007-08, is modeled after the Internal Services Department's approach and includes mentoring, career development planning, and various trainings and workshops related to departmental functional areas, applicable computer skills, and County job search and application processes. However, according to Registrar-Recorder staff, while the goal of their Career Development Intern Program is for all participating youth to secure full-time permanent employment with the County, it is not necessarily the goal to have all youth employed by the Registrar-Recorder's Office.

Findings and Recommendations

Finding 2.1

The Department of Human Resources' Student Worker and Career Development Intern Programs are underutilized with only 65 percent of budgeted positions filled in FY 2007-08. The program is not mandatory for County departments and only two of the County's ten largest departments participated in the Career Development Intern Program for foster youth in FY 2007-08.

Recommendation 2.1.1 – The Board of Supervisors

The Board of Supervisors should immediately make participation in the Department of Human Resources' Student Worker and Career Development Intern Programs mandatory for all County departments with at least 2,000 budgeted positions.

Recommendation 2.1.2 – The Board of Supervisors

The Board of Supervisors should immediately establish a designated set aside of the Department of Human Resources' Student Worker positions for at-risk youth similar to what is currently required by the County's Youth Jobs program.

Recommendation 2.1.3 – The Board of Supervisors

The Board of Supervisors should require the Department of Human Resources, in coordination with the Department of Children and Family Services, the Department of

Public Social Services, the Chief Executive Officer, the Probation Department, and other applicable County departments and agencies to develop a mechanism to identify “at-risk” youth to participate in the Career Development Intern Program and the Student Worker Program. To be completed by December 31, 2009.

Finding 2.2

While the Department of Human Resources manages the budget for the Department’s Student Worker and Career Development Intern Programs and maintains eligibility lists, each department hiring Student Workers or Career Development Interns determines the work experience for each youth. The County has not established substantive program standards, guidelines for implementation, and centralized program evaluation and oversight, including the number of youth transitioning to full-time employment with the County. This has resulted in a variation in the work experiences provided to Student Workers and Career Development Interns by County departments. Further, the County has not expanded the Internal Services Department’s successful practices for the Department’s Youth Career Development Program to other County departments

Recommendation 2.2.1 – The Department of Human Resources

The Department of Human Resources should immediately develop program objectives and standardized performance monitoring procedures to systematically evaluate departmental efforts to achieve these objectives.

At minimum, such workforce objectives should include:

- To ensure that participants are performing substantive and meaningful work, in accordance with the skill level, at all times
- To facilitate participant knowledge of County Civil Service hiring practices and procedures
- To connect participants to other available youth employment opportunities and resources available in the County or their respective City

Recommendation 2.2.2 – The Board of Supervisors

The Board of Supervisors should require the Department of Human Resources, in coordination with the Department of Children and Family Services, the Probation Department, and the Chief Executive’s Office, establish standardized minimum program requirements and guidelines for the Career Development Intern Program for use by all County departments. Such requirements and guidelines should be developed based on known best practices established by Internal Services’ Youth Career Development Intern Program and include on-the-job training, mentorship, performance evaluation, and coordination of applicable supportive services and resources as needed. To the extent possible, these program requirements and guidelines should proactively identify and address the known barriers to employment faced by this population of young people. To be completed by December 31, 2009.

Recommendation 2.2.3 – The Board of Supervisors

The Board of Supervisors should instruct the Chief Executive Office to immediately exempt from the hiring freeze requests from County departments to hire emancipated foster youth who have participated in a departmental Career Development Intern Program.

Costs and Benefits

These recommendations are intended to increase participation in the Department of Human Resources' Student Worker and Career Development Intern Programs while establishing standard minimum program requirements and guidelines. By effectively utilizing the Department of Human Resources existing funding, the County could provide work experience opportunities to an additional 184 youth each year, including 27 foster youth.

3. FOSTER AND PROBATION YOUTH ACCESS TO EMPLOYMENT PROGRAMS

Employment Programs for Foster and Probation Youth Serve only a Small Percentage of All Eligible Youth

The Board of Supervisors has identified foster youth as important recipients of youth employment services, appropriating General Fund monies to both the Career Development Intern and the Youth Jobs Programs and setting aside employment slots for foster youth. The Department of Community and Senior Services, which administers the Youth Jobs Program, includes 30 percent participation of foster, probation, and CalWorks youth in its Youth Jobs Program performance measures.

No comprehensive information exists to show the population of foster and probation youth eligible for employment and the number of youth employed through the various youth employment programs within the geographic region of Los Angeles County. However, based on available information it is estimated that youth employment programs within the geographic region of Los Angeles County serve approximately one-fourth of foster and probation youth eligible for employment, or 3,250 employment program participants out of 12,646 eligible to participate in FY 2007-08.¹¹

These youth employment programs include (a) Workforce Investment Act programs, (b) the County's Career Development Intern Program and Youth Jobs Program, (c) the City of Los Angeles' programs, and (d) the Probation Department's programs. Other youth employment programs target at-risk youth and may include foster and probation youth but do not report on their participation separate from other youth.

The County Lacks a Single Point of Contact for Foster and Probation Youth Employment Programs

No single County department or agency coordinates employment programs targeted to foster or probation youth, which are dispersed among different County departments with varying degrees of coordination.

Department of Community and Senior Services

The Department of Community and Senior Services oversees the Workforce Investment Act for the County of Los Angeles and the County's Youth Jobs Program. The Workforce Investment Act identifies foster and probation youth as a target population but does not set specific allocations for these youth. The Youth Jobs Program allocates 30 percent of program slots to foster, probation, and CalWorks youth but allows participants to self-identify their status.

Department of Children and Family Services

The Department of Children and Family Services oversees the Independent Living Program, serving probation and foster youth transitioning to independent living. The Independent Living Program's Transition Resource Centers are often co-located with the Workforce Investment Act one-stop youth centers. Independent Living Program

¹¹ In FY 2007-08, the Department of Children and Family Services reported 12,646 youth eligible for the Independent Living Program serving foster and probation youth transitioning to living independently and youth employment program providers reported 3,250 foster and probation youth participants.

youth receive life skills training (including employment training and skills assistance) through the one-stop youth centers.

The Department of Children and Family Services refers Independent Living Program youth to the City of Los Angeles' Summer Youth Employment Program, which sets aside 250 program slots for foster and probation youth, but does not directly refer Independent Living Program youth to the County's counterpart Youth Jobs Program.

Probation Department

The Probation Department oversees programs targeted to probation youth. Responsibility for youth employment programs is divided among the Department's different bureaus with minimal coordination within the Department.

Probation youth receive services while detained in the juvenile camps¹² and under community supervision to assist their transition to living in the community.

1. The Placement Bureau's Youth Development Services unit provides services to youth for the Independent Living Program. Transition coordinators assigned to probation area offices assist Independent Living Program youth with their transition to the community, including accessing Independent Living Program services upon release from the camp.
2. The Juvenile Special Services Bureau administers the High Risk/High Need Program funded by the State Juvenile Justice Crime Prevention Act grant. It provides employment services to youth transitioning from the juvenile detention centers or camps, youth in the community involved in gangs, and other at-risk youth. Services include skills assessment, job readiness or vocational training, job placement, and employment support.
3. The Juvenile Special Services Bureau administers the Youth Employment Internship Program, funded by the State Juvenile Justice Crime Prevention Act grant, with services provided by the City of Los Angeles Department of Recreation and Park under contract to the Probation Department. This program provides eight weeks of job and life skills training to probation and at-risk youth, including a weekly stipend and one-time scholarship to purchase school supplies.
4. The Juvenile Field Services Bureau's Students for Higher Education Program, funded by the County General Fund, provides enrollment into post-secondary school or training programs with support services. This program is provided to youth detained at Camp Gonzalez through a contract with the City of Los Angeles Community Development Department.
5. The Residential Treatment Services Bureau oversees the CALGrip Project. This is an 18-month demonstration project at Camps Afflerbaugh and Paige in the

¹² The Probation Department has 18 camps at 9 locations throughout the County, providing custody and rehabilitation to juveniles convicted of crimes and sentenced to incarceration. Also, the Probation department operates a residential treatment center, the Dorothy Kirby Center, in conjunction with the Department of Mental Health.

eastern part of Los Angeles County. The demonstration project provides two programs: (1) a training and job placement program for gang affiliated and at-risk youth ages 17 to 18 years serving sentences in Camps Afflerbaugh and Paige, and (2) a work experience program for gang affiliated youth ages 18 to 24 residing in San Gabriel Valley. Both programs provide job readiness training, life and basic skills training, support for earning industry-recognized “diversified occupations” credentials, and preparation to begin unsubsidized employment or advanced training. These programs are provided through an agreement between the Probation Department and LA Works, a Workforce Investment Act one-stop provider.

6. The Residential Treatment Services Bureau oversees the “Project Youth Embrace” two-year demonstration project at Camp Miller in collaboration with the Public Defender and the California Department of Corrections and Rehabilitation Division of Juvenile Justice. The program provides comprehensive re-entry services to juvenile offenders returning to the community from custody or out-of-home placement, including housing, mental health and substance abuse, education, health, and vocational services. As part of this project, a community provider, Homeboy Industries, offers job training and employment assistance. Job developers work with local employers to find available jobs and work one-on-one with probation youth to develop resumes and interviewing skills and to match youth with jobs. Youth are often placed into jobs in small businesses operated by Homeboy Industries, such as bakery, silkscreen, café, landscaping, maintenance, and other businesses.
7. The Adult Field Services Bureau administers the Day Reporting Center, which provides services to young adult men, ages 18 years to 24 years with gang involvement. The Day Reporting Center is funded by a three-year, \$5 million State grant to provide intensive employment and support services.

Youth Employment Programs Targeted to Foster and Probation Youth are Underutilized

While the number of low-income youth in Los Angeles County eligible for federal, state, and local youth employment programs far exceeds the availability of these programs, existing programs are underutilized.

For example, the County of Los Angeles under spent Workforce Investment Act funds allocated to youth employment program service providers, who operate the one-stop youth centers and provide job readiness, job placement, and other services funded by the Workforce Investment Act, in FY 2007-08. Additionally, the County’s Youth Jobs Program has not been fully utilized since its inception in FY 2005-06. More than 10 percent of the program’s funds have remained unspent at the end of each year. In FY 2007-08, the County of Los Angeles under spent for youth employment programs by \$1.5 million, equivalent to an estimated 500 youth jobs, as shown in Table 3.1.

Table 3.1
County of Los Angeles Unexpended Workforce Investment Act
and Youth Jobs Program Funds
FY 2007-08

	Youth Jobs Program	Workforce Investment Act Services Providers	Total
Budget	\$6,479,886	\$10,082,832	\$16,562,718
Expenditures	<u>5,789,529</u>	<u>9,289,919</u>	<u>15,079,448</u>
Surplus/(Deficit)	\$690,357	\$792,913	\$1,483,270
Surplus as a Percent of Budget	11%	8%	9%

Source: County of Los Angeles Department of Community and Senior Services

While unexpended Workforce Investment Act funds can be carried forward into the next year with Workforce Investment Board approval, Youth Jobs Program funds - which are County General Funds - cannot. Funding for the Youth Jobs Program is often allocated late in the year, resulting in delays in recruiting youth to the program. For example, the Board of Supervisors approved funding for FY 2008-09 during the June 24, 2008 meeting for the program to begin on July 1. Whether Youth Jobs Program funding will be available in FY 2009-10 is not yet known.

Foster and Probation Youth Participation in Workforce Investment Act Programs

While both Workforce Investment Act youth program funding and youth participation has declined from FY 2005-06 through FY 2007-08, foster and probation youth participation has declined at a greater rate. Consequently, foster and probation youth make up a smaller percentage of program participants.

From FY 2005-06 through FY 2007-08, for the County of Los Angeles:

- Total Workforce Investment Act youth program funding decreased by 1 percent
- Total youth participation decreased by 12 percent
- Foster and probation youth participation decreased by 32 percent
- Foster and probation youth were 21 percent of participants in FY 2005-06 but only 17 percent of participants in FY 2007-08

From FY 2005-06 through FY 2007-08, for the City of Los Angeles:

- Total Workforce Investment Act youth program funding decreased by 28 percent
- Total youth participation decreased by 41 percent
- Foster and probation youth participation decreased by 53 percent
- Foster and probation youth were 10 percent of participants in FY 2005-06 but were only 8 percent of participants in FY 2007-08

Probation and Foster Youth Participation in the Youth Jobs Program

The Department of Community and Senior Services implemented performance measures in FY 2007-08, requiring each contractor to report to the County on the

number of foster, probation, and CalWorks youth participating in the program. Each contractor is supposed to achieve a minimum of 30 percent foster, probation, and CalWorks youth participation, increasing that number by 5 percent per year.

The Department of Community and Senior Services does not have a formal mechanism to track foster and probation youth participation in the Youth Jobs Program. Youth self-report their status and each contractor reports this information to the Department of Community and Senior Services. As shown in Table 3.3, based on self-reporting, approximately one-third of participants in the Youth Jobs Program live in CalWorks families and 7 percent are foster youth. The Department of Community and Senior Services does not track probation youth participation separately.

Table 3.3
County of Los Angeles Youth Jobs Program Participation by
Foster, Probation, and CalWorks Status
FY 2007-2008

	Total Participants	Youth in CalWorks Families	Foster Youth
FY 2007-08	3,908	1,274	269
Percent of Total Participants	-	33%	7%
FY 2008-09 ¹	3,332	1,001	242
Percent of Total Participants	-	30%	7%

Source: County of Los Angeles Department of Community and Senior Services

¹ As of January 5, 2009.

The Department of Community and Senior Services only began tracking Youth Jobs Program participation in FY 2007-08 and can not show if foster, probation, and CalWorks participation has increased by 5 percent. FY 2008-09 data is not for a complete year.

Also, although the contractors receiving Youth Jobs Program funds are supposed to show that 100 percent of youth are referred to the County's Department of Human Resources programs - Career Development Intern and the Student Worker Programs - neither the Department of Human Resources nor the Department of Community and Senior Services track this information.¹³

Foster and Probation Youth Participation in the City of Los Angeles Summer Youth Employment Program

The Los Angeles Youth Transition Action Team has set a goal to enroll 250 foster and probation youth in the City of Los Angeles Hire LA's Youth employment programs each year. The City of Los Angeles reported that 212 foster and probation youth participated in the program during the summer of 2008, or 85 percent of the enrollment goal of 250.

¹³ In response to a request for information, the Department of Community and Senior Services began polling service providers, and as of April 10, 2009 had polled three providers who had referred all youth participants to the Department of Human Resources programs.

The Department of Children and Family Services, in conjunction with the Probation Department, are the main departments in Los Angeles County responsible for foster and probation youth. The Independent Living Program (ILP), under the auspices of the Department of Children and Family Services in conjunction with the Probation Department, is responsible for youth transitioning from foster and County care into the community, including assisting with job readiness and employment. However, ILP youth make up less than half of the 250 foster and probation youth targeted for enrollment in Hire LA's Youth.

1. In FY 2006-07, the Independent Living Program referred 163 youth to the City of Los Angeles programs, of whom 93 were hired.
2. In FY 2007-08, the Independent Living Program referred 145 Independent Living Program youth to the City of Los Angeles programs, of whom 103 were hired.

According to the Youth Development Services Division Chief, Department of Children and Family Services, the Department conducts outreach to social workers, community based organizations, and others who might recruit eligible youth, but they do not receive sufficient referrals. Further, these employment program slots are often not filled because youth are unable to complete their applications before the deadline or lack required documentation, such as a social security card.

Findings and Recommendations

Finding 3.1

Only one-fourth of foster and probation youth are served by youth employment programs earmarked for these populations. While the number of eligible youth far exceeds the number of actual youth participants, existing youth employment programs are underutilized. In FY 2007-08, the County of Los Angeles under spent available funds by \$1.5 million, representing an estimated 500 youth employment opportunities. Under the American Recovery and Reinvestment Act, the seven Workforce Investment Areas in the geographic region of Los Angeles County will receive millions of dollars¹⁴ in federal stimulus funds to pay for work experience programs for low-income and at-risk youth. The County of Los Angeles and City of Los Angeles will receive the largest share of these funds. The County of Los Angeles, as well as other local governments in the geographic region of Los Angeles County, will need to increase recruitment efforts for youth employment programs to ensure effective use of the federal stimulus funds.

Foster and youth participation in youth employment programs funded by the Workforce Investment Act has declined. Foster and probation youth made up only 17 percent of County of Los Angeles Workforce Investment Act participants in FY 2007-08 compared to 21 percent of participants in FY 2005-06. Less than one-half of the Hire LA's Youth employment program slots set aside for foster and probation youth are filled by Independent Living Program youth each year, although the Independent Living Program has primary responsibility for youth transitioning from foster and County care to living in the community, including providing job readiness and work opportunities.

¹⁴ The actual allocation has not yet been determined.

Recommendation 3.1.1 – The Board of Supervisors

The Board of Supervisors should make baseline funding for the Youth Jobs Program available on an ongoing basis, with the exception of FY 2009-10 in which one-time American Recovery and Reinvestment Act funds will supplant local funds for youth employment programs.

Recommendation 3.1.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should identify reasons for Workforce Investment Act and Youth Jobs Program underutilization, such as the need for enhanced outreach and recruitment, and documentation, transportation, appropriate clothing and other barriers; develop procedures to address underutilization; and report to the Board of Supervisors on the reasons for and procedures to address underutilization prior to December 31, 2009.

Recommendation 3.1.3 – The Directors of Community and Senior Services and Children and Family Services and the Chief Probation Officer

The Directors of Community and Senior Services and Children and Family Services and the Chief Probation Officer should identify barriers to foster and probation youth participation in employment programs, such as the need for enhanced outreach and recruitment, and documentation, transportation, appropriate clothing and other barriers; develop procedures to address these barriers, and report to the Board of Supervisors on the reasons for and procedures to address these barriers prior to December 31, 2009.

Finding 3.2

No single County department or agency coordinates employment programs targeted to foster or probation youth, which are dispersed among different County departments with varying degrees of coordination. The Department of Children and Family Services and Probation Department have main responsibility for foster and probation youth, but youth employment programs managed by the Department of Human Resources and Department of Community and Senior Services also target foster or probation youth. While the Department of Children and Family Services centralizes program responsibility within the Youth Development Services Division, responsibilities for the Probation Department's youth employment programs are decentralized with minimal coordination within the Department.

Recommendation 3.2.1 – The County Chief Executive Officer

The County Chief Executive Officer develop procedures to coordinate foster and probation youth access to employment services, as part of the current Transition Age Youth strategic planning process.

Recommendation 3.2.2 – The Chief Probation Officer

The Chief Probation Officer should develop procedures to coordinate employment services for probation youth within the Probation Department and report to the Board of Supervisors on these procedures prior to December 31, 2009.

Finding 3.3

The Department of Community and Senior Services needs to report youth employment program participation, including County-funded and Workforce Investment Act

programs, to the Board of Supervisors annually. The Department only began tracking Youth Jobs Program participation in FY 2007-08 and can not show if foster, probation, and CalWorks participation has increased by 5 percent. Also, although the contractors receiving Youth Jobs Program funds are supposed to show that 100 percent of youth are referred to the County's Department of Human Resources programs - Career Development Intern and the Student Worker Programs - neither the Department of Human Resources nor the Department of Community and Senior Services track this information.

Recommendation 3.3 – The Director of Community and Senior Services

The Director of Community and Senior Services should report youth employment program performance measures and outcomes annually to the Board of Supervisors.

Costs and Benefits

These recommendations are intended to increase overall utilization of and specific foster and probation youth access to existing youth employment programs. Increased utilization could result in an additional 500 youth receiving employment services annually.

4. YOUTH EMPLOYMENT IN PUBLICLY-FUNDED CONTRACTS AND DEVELOPMENTS

The County Should Implement a First Source Hiring Program

Several cities or agencies within Los Angeles County have programs for participation of low-income residents in the benefits of community and economic development, including requiring public contractors or developers receiving public financing to provide jobs to local residents. Such programs, called “first source hiring” can be effective in creating job opportunities for low-income residents.

City of Pasadena First Source Hiring Program

The City of Pasadena established their First Source Hiring Program in 2004 with the goal of increasing Pasadena residents’ participation in the City’s economic development projects. The City’s program has voluntary and mandatory components:

1. Under the voluntary program, contractors working on private development projects can receive a construction tax rebate, equal to 50 percent of the actual salary and benefits paid to local residents employed on the project, not to exceed 75 percent of the total construction tax owed.
2. Under the mandatory program, developers receiving financial assistance from the City or Community Development Commission (loans, grants, direct financing, or other financial assistance) must participate in the City’s First Source Hiring Program. The First Source Hiring Program requires contractors to hire a certain percentage of local residents to work on construction of the publicly-financed projects. If developers do not meet this requirement, they risk losing financial assistance from the City.
3. Developers who own their property can meet the First Source Hiring Program requirement by providing permanent employment on the developed property (such as retail jobs in a commercial development) as well as providing construction employment.

Los Angeles World Airports First Source Hiring Program

Los Angeles World Airports has required first source hiring as part of the Los Angeles International Airport’s Master Plan Program to ensure that local communities benefit from development and expansion of the Airport. In 2005 the Board of Airport Commissioners adopted a resolution, requiring Airport contractors and leaseholders (employers) to hire low income residents into non-construction jobs.

The Airport has established a referral process, requiring Airport employers to consider and hire referred applicants during a set time period. After this time period, Airport employers must make good faith efforts to hire low-income applicants referred by their employees but may hire applicants referred or recruited through other sources. The Airport can assess the employer \$1,000 in liquidated damages for failure to comply with the First Source Hiring Program provisions.

City of Los Angeles First Source Hiring Program

In December 2007 the City of Los Angeles established a First Source Hiring Program to provide employment opportunities to City residents who are unemployed, under-employed, or low skilled. City contractors or economic development grant recipients of more than \$25,000 must make employment opportunities available to low-income City residents. Although the City's First Source Hiring ordinance does not require the contractor or grant recipient to hire individuals referred by the First Source Hiring Program, contractors or grant recipients must provide reasons for not hiring the individual.

The City of Los Angeles' Ad Hoc Committee on Gang Violence and Youth Development participated in drafting the First Source Hiring ordinance, in conjunction with the Workforce Investment Board and the Community Development Department. The ordinance required quarterly reporting to the Ad Hoc Committee on Gang Violence and Youth Development through 2008 and periodic reporting thereafter.

The County of Los Angeles

The County of Los Angeles, which does not have a first source hiring program, should establish a program requiring County contractors to hire low-income adult and youth residents in conjunction with the County's Workforce Investment Board. Establishing a first source hiring program would expand job opportunities to youth and young adults participating in the County's youth employment programs, especially during a time when public employment is frozen due to budget reductions.

Not All Cities Receiving Proposition A Bond Funds Have Provided Employment for At-Risk Youth

Proposition A, the Safe Neighborhoods Parks Act, is a \$1.6 billion bond measure passed by the Los Angeles County voters in 1992, and augmented in 1996, funding park capital projects. According to Proposition A:

"All funds allocated pursuant to the Proposition for projects involving the rehabilitation or restoration of beach, park, recreation, open space or natural lands shall be used to the maximum extent practical to employ youth from the community in which the particular rehabilitation or restoration project is carried out."

Proposition A funds are allocated to park projects within the geographic region of Los Angeles County, including projects managed by the County of Los Angeles as well as projects managed by cities and other local governments¹⁵ within the county. In June 1997 the Board of Supervisors adopted rules requiring the County of Los Angeles and cities or other local governments to allocate funds provided by Proposition A to at-risk youth employment as follows:

- 50 percent of park maintenance and servicing funds or
- 10 percent of all park project (capital and maintenance) funds

¹⁵ Other local government entities include the Santa Monica Mountains Conservancy and the Mountains Recreation and Conservation Authority.

The Los Angeles County Regional Park and Open Space District set youth employment goals as part of the Proposition A allocation. These employment goals must be met through (a) employing at-risk youth during construction or maintenance of park projects funded by Proposition A, or (b) creating new employment for at-risk youth in the maintenance, operation, or programming of park facilities or services.

Proposition A created the Los Angeles County Regional Park and Open Space District to manage the bond funds. In settlement of a lawsuit against the District, the Board of Supervisors adopted a new definition of “at-risk youth” in 2002. At-risk youth eligible for employment on projects funded by Proposition A include:

- 14 years to 24 year of age
- Involved in or at risk for involvement in (a) alcohol or substance use, (b) teen pregnancy, (c) single parenting, (d) physical or emotional abuse, (e) gang activity, (f) violence and vandalism, (g) poverty or family unemployment, (h) truancy or deficient academic performance, or (i) high school drop out

Total Proposition A funding for at-risk youth employment is \$44.2 million with each city or local government required to meet their youth employment goals prior to 2019. Overall, the County of Los Angeles and cities or local governments within the geographic region of Los Angeles County had exceeded required youth employment goals by \$10.4 million as of February 2009.¹⁶

While the County of Los Angeles, City of Los Angeles, and City of Long Beach and other cities had exceeded their goals, forty-seven cities or local governments had not yet met their youth employment goals with a balance of \$5.4 million available for hiring at-risk youth. Although four of these cities or local government entities were currently spending youth employment funds, the other 43 cities were not. Proposition A youth employment goals can be met prior to 2019, but some jurisdictions have received Proposition A while spending little or no funds on youth employment programs.¹⁷

Findings and Recommendations

Finding 4.1

The County of Los Angeles does not have a first source hiring program, missing an opportunity to increase the number of jobs available to low-income and at-risk youth and young adults. The City of Los Angeles, City of Long Beach, and Los Angeles World Airports have established first source hiring programs requiring publicly-funded contractors and employers to provide job opportunities to local residents, thus increasing the availability of jobs available to low income adults and youth.

¹⁶ As of February 19, 2009, local governments receiving Proposition A funds had spent \$54.6 million on employment for at-risk youth, exceeding required spending of \$44.2 million by \$10.4 million.

¹⁷ According to the County of Los Angeles Auditor-Controller, (a) the City of Lancaster received \$1.6 million Proposition A funds in FY 2003-04 and (b) the City of Downey received \$436,861 in FY 2004-05. However, as of February 2009 (a) the City of Lancaster had spent only \$1,564 to meet its youth employment goals, and (b) the City of Downey had spent no funds to meet its youth employment goals.

Recommendation 4.1 – The Board of Supervisors

The Board of Supervisors should direct the Chief Executive Officer, in conjunction with the Workforce Investment Board, to present a proposal on implementing a First Source Hiring Program, prior to December 31, 2009.

Finding 4.2

Approximately \$5.4 million in Proposition A bond funds are available for youth employment on bond-funded park capital outlay projects. While local governments receiving Proposition A bond funds have until 2019 to spend these funds and meet their youth employment goals, some cities have received funds but spent little or no money on youth employment.

Recommendation 4.2 – The Board of Supervisors

The Board of Supervisors should direct the Director of the Los Angeles County Regional Park and Open Space District to submit a report on Proposition A youth employment goals, including which local government entities have not yet met their goals and their plans for doing so by December 31, 2009.

Costs and Benefits

These recommendations are intended to provide information to the Board of Supervisors in order to develop policies for (a) first source hiring and (b) meeting Proposition A youth employment goals. Implementation of first source hiring policies should not result in new costs, but should expand access to jobs through publicly-funded contracts and development. Also, local government entities who have not yet met their Proposition A youth employment goals could do so through \$5.4 million currently set-aside for this purpose.

POLICY VS. RESULTS
Youth Employment Programs Funded but Not Fully Utilized
FINDINGS AND RECOMMENDATIONS

Finding 1.1.1

The seven Youth Councils in the geographic region of Los Angeles County do not work together to promote youth employment programs. Although the Workforce Investment Act does not require collaboration among the Youth Councils, increased coordination of youth employment programs would better leverage resources. Youth Councils with minimal business representation could benefit from resources provided by business members of other Youth Councils, including assistance in recruiting business members and links to private employers who could provide jobs to youth. Increased coordination would also help local Workforce Investment Areas publicize existing programs and recruit youth to programs who otherwise may not be reached.

Finding 1.1.2

The County of Los Angeles has collaborative groups with overlapping roles and responsibilities. While the County of Los Angeles needs to increase its working relationship with the other Youth Councils in the geographic region, the County of Los Angeles also needs to streamline collaborative processes. Overlapping collaborative efforts among the County of Los Angeles Youth Council, Youth Jobs Cross Cluster Collaborative, and Youth Transition Action Team increases administrative tasks - such as increased meeting time - without improving program and service coordination. The Department of Children and Family Services and Department of Community and Senior Services should work with the Chief Executive Office to develop the most effective structure for internal County and multi-jurisdictional collaboration.

Recommendation 1.1 – The Board of Supervisors

The Board of Supervisors should direct the Director of the Department of Community and Senior Services, Director of the Department of Children and Family Services, and Chief Probation Officer, in consultation with the Chief Executive Office, to develop a streamlined process for collaboration among entities overseeing youth employment programs, including the County of Los Angeles, City of Los Angeles Youth Councils, and County departments, with a report to the Board of Supervisors by December 31, 2009. As part of this effort, the Director of the Department of Community and Senior Services, Director of the Department of Children and Family Services, and Chief Probation Officer should consider increased communication and coordination with the seven Youth Councils in the geographic region of Los Angeles.

Finding 1.2

The County of Los Angeles Youth Council lacks key members representing parents and education, although they have recently nominated an education representative pending Workforce Investment Board and Board of Supervisors approval and are actively recruiting for a parent representative. The County's Youth Council also has only one business representative, compared to the City of Los Angeles Youth Council that has six. Absence of key representatives reduces the Youth Councils' effectiveness in

overseeing youth employment programs. The lack of business representation especially inhibits the Youth Councils' ability to plan for private sector jobs for youth employment program participants.

Recommendation 1.2 – The Board of Supervisors

The Board of Supervisors should direct the Director of Community and Senior Services to report on outreach to parent organizations, and business organizations to recruit County of Los Angeles Youth Council representatives by December 31, 2009.

Finding 1.3

No single entity within the County of Los Angeles oversees the youth employment programs administered by various County departments. While the Youth Council incorporates the Youth Jobs Program into its annual plan for Workforce Investment Act programs, it does not have a significant relationship with the other County youth employment programs provided by the Department of Human Resources, Probation Department, or Department of Children and Family Services.

Recommendation 1.3 – The County Chief Executive Officer

The County Chief Executive Officer should identify central coordination of the County of Los Angeles youth employment programs as part of the 2009-2010 strategic planning process for transition age youth programs.

Finding 2.1

The Department of Human Resources' Student Worker and Career Development Intern Programs are underutilized with only 65 percent of budgeted positions filled in FY 2007-08. The program is not mandatory for County departments and only two of the County's ten largest departments participated in the Career Development Intern Program for foster youth in FY 2007-08.

Recommendation 2.1.1 – The Board of Supervisors

The Board of Supervisors should immediately make participation in the Department of Human Resources' Student Worker and Career Development Intern Programs mandatory for all County departments with at least 2,000 budgeted positions.

Recommendation 2.1.2 – The Board of Supervisors

The Board of Supervisors should immediately establish a designated set aside of the Department of Human Resources' Student Worker positions for at-risk youth similar to what is currently required by the County's Youth Jobs program.

Recommendation 2.1.3 – The Board of Supervisors

The Board of Supervisors should require the Department of Human Resources, in coordination with the Department of Children and Family Services, the Department of Public Social Services, the Chief Executive Officer, the Probation Department, and other applicable County departments and agencies to develop a mechanism to identify "at-risk" youth to participate in the Career Development Intern Program and the Student Worker Program. To be completed by December 31, 2009.

Finding 2.2

While the Department of Human Resources manages the budget for the Department's Student Worker and Career Development Intern Programs and maintains eligibility lists, each department hiring Student Workers or Career Development Interns determines the work experience for each youth. The County has not established substantive program standards, guidelines for implementation, and centralized program evaluation and oversight, including the number of youth transitioning to full-time employment with the County. This has resulted in a variation in the work experiences provided to Student Workers and Career Development Interns by County departments. Further, the County has not expanded the Internal Services Department's successful practices for the Department's Youth Career Development Program to other County departments

Recommendation 2.2.1 – The Department of Human Resources

The Department of Human Resources should immediately develop program objectives and standardized performance monitoring procedures to systematically evaluate departmental efforts to achieve these objectives.

At minimum, such workforce objectives should include:

- To ensure that participants are performing substantive and meaningful work, in accordance with the skill level, at all times
- To facilitate participant knowledge of County Civil Service hiring practices and procedures
- To connect participants to other available youth employment opportunities and resources available in the County or their respective City

Recommendation 2.2.2 – The Board of Supervisors

The Board of Supervisors should require the Department of Human Resources, in coordination with the Department of Children and Family Services, the Probation Department, and the Chief Executive's Office, establish standardized minimum program requirements and guidelines for the Career Development Intern Program for use by all County departments. Such requirements and guidelines should be developed based on known best practices established by Internal Services' Youth Career Development Intern Program and include on-the-job training, mentorship, performance evaluation, and coordination of applicable supportive services and resources as needed. To the extent possible, these program requirements and guidelines should proactively identify and address the known barriers to employment faced by this population of young people. To be completed by December 31, 2009.

Recommendation 2.2.3 – The Board of Supervisors

The Board of Supervisors should instruct the Chief Executive Office to immediately exempt from the hiring freeze requests from County departments to hire emancipated foster youth who have participated in a departmental Career Development Intern Program.

Finding 3.1

Only one-fourth of foster and probation youth are served by youth employment programs earmarked for these populations. While the number of eligible youth far exceeds the number of actual youth participants, existing youth employment programs

are underutilized. In FY 2007-08, the County of Los Angeles under spent available funds by \$1.5 million, representing an estimated 500 youth employment opportunities. Under the American Recovery and Reinvestment Act, the seven Workforce Investment Areas in the geographic region of Los Angeles County will receive millions of dollars¹⁸ in federal stimulus funds to pay for work experience programs for low-income and at-risk youth. The County of Los Angeles and City of Los Angeles will receive the largest share of these funds. The County of Los Angeles, as well as other local governments in the geographic region of Los Angeles County, will need to increase recruitment efforts for youth employment programs to ensure effective use of the federal stimulus funds.

Foster and youth participation in youth employment programs funded by the Workforce Investment Act has declined. Foster and probation youth made up only 17 percent of County of Los Angeles Workforce Investment Act participants in FY 2007-08 compared to 21 percent of participants in FY 2005-06. Less than one-half of the Hire LA's Youth employment program slots set aside for foster and probation youth are filled by Independent Living Program youth each year, although the Independent Living Program has primary responsibility for youth transitioning from foster and County care to living in the community, including providing job readiness and work opportunities.

Recommendation 3.1.1 – The Board of Supervisors

The Board of Supervisors should make baseline funding for the Youth Jobs Program available on an ongoing basis, with the exception of FY 2009-10 in which one-time American Recovery and Reinvestment Act funds will supplant local funds for youth employment programs.

Recommendation 3.1.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should identify reasons for Workforce Investment Act and Youth Jobs Program underutilization, such as the need for enhanced outreach and recruitment, and documentation, transportation, appropriate clothing and other barriers; develop procedures to address underutilization; and report to the Board of Supervisors on the reasons for and procedures to address underutilization prior to December 31, 2009.

Recommendation 3.1.3 – The Directors of Community and Senior Services and Children and Family Services and the Chief Probation Officer

The Directors of Community and Senior Services and Children and Family Services and the Chief Probation Officer should identify barriers to foster and probation youth participation in employment programs, such as the need for enhanced outreach and recruitment, and documentation, transportation, appropriate clothing and other barriers; develop procedures to address these barriers, and report to the Board of Supervisors on the reasons for and procedures to address these barriers prior to December 31, 2009.

Finding 3.2

No single County department or agency coordinates employment programs targeted to foster or probation youth, which are dispersed among different County departments with varying degrees of coordination. The Department of Children and Family Services and

¹⁸ The actual allocation has not yet been determined.

Probation Department have main responsibility for foster and probation youth, but youth employment programs managed by the Department of Human Resources and Department of Community and Senior Services also target foster or probation youth. While the Department of Children and Family Services centralizes program responsibility within the Youth Development Services Division, responsibilities for the Probation Department's youth employment programs are decentralized with minimal coordination within the Department.

Recommendation 3.2.1 – The County Chief Executive Officer

The County Chief Executive Officer develop procedures to coordinate foster and probation youth access to employment services, as part of the current Transition Age Youth strategic planning process.

Recommendation 3.2.2 – The Chief Probation Officer

The Chief Probation Officer should develop procedures to coordinate employment services for probation youth within the Probation Department and report to the Board of Supervisors on these procedures prior to December 31, 2009.

Finding 3.3

The Department of Community and Senior Services needs to report youth employment program participation, including County-funded and Workforce Investment Act programs, to the Board of Supervisors annually. The Department only began tracking Youth Jobs Program participation in FY 2007-08 and can not show if foster, probation, and CalWorks participation has increased by 5 percent. Also, although the contractors receiving Youth Jobs Program funds are supposed to show that 100 percent of youth are referred to the County's Department of Human Resources programs - Career Development Intern and the Student Worker Programs - neither the Department of Human Resources nor the Department of Community and Senior Services track this information.

Recommendation 3.3 – The Director of Community and Senior Services

The Director of Community and Senior Services should report youth employment program performance measures and outcomes annually to the Board of Supervisors.

Finding 4.1

The County of Los Angeles does not have a first source hiring program, missing an opportunity to increase the number of jobs available to low-income and at-risk youth and young adults. The City of Los Angeles, City of Long Beach, and Los Angeles World Airports have established first source hiring programs requiring publicly-funded contractors and employers to provide job opportunities to local residents, thus increasing the availability of jobs available to low income adults and youth.

Recommendation 4.1 – The Board of Supervisors

The Board of Supervisors should direct the Chief Executive Officer, in conjunction with the Workforce Investment Board, to present a proposal on implementing a First Source Hiring Program, prior to December 31, 2009.

Finding 4.2

Approximately \$5.4 million in Proposition A bond funds are available for youth employment on bond-funded park capital outlay projects. While local governments receiving Proposition A bond funds have until 2019 to spend these funds and meet their youth employment goals, some cities have received funds but spent little or no money on youth employment.

Recommendation 4.2 – The Board of Supervisors

The Board of Supervisors should direct the Director of the Los Angeles County Regional Park and Open Space District to submit a report on Proposition A youth employment goals, including which local government entities have not yet met their goals and their plans for doing so by December 31, 2009.

List of Acronyms

CAHSEE – California High School Exit Exam
C-BEEP – Community-Based Enterprise Education Program
DCFS – Department of Children and Family Services
ILP – Independent Living Program
HMR – Harvey M. Rose
GAIN – Greater Avenue for Independence
GAO – General Accountability Office
GREAT – Glendale’s Resource for Education and Training
GROW – General Relief Opportunities for Work
GYEP – GlendaleYouth Employment Program
JJCPA – State Juvenile Justice Crime Prevention Act Grant
YOSC – Youth One-Stop Centers

EXHIBIT I
Employment and Education Programs
and Services
for
At-Risk Youth

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
Workforce Investment Act						
County of Los Angeles Workforce Investment Board	Youth One Stop Centers, providing job readiness and job skill training, and subsidized employment	* 14 to 21 years * Low income * Deficient literacy skills, school drop out, requires educational assistance * Pregnant or parenting teen, offender, homeless	\$11,610,000	2,797	\$11,632,481	\$22,481
City of Los Angeles Workforce Investment Board			11,460,234	2,548	11,550,000	89,766
Pacific Gateway Workforce Investment Board (Long Beach)			1,652,124	216	2,953,098	1,300,974
Foothill Workforce Investment Board (Pasadena)			477,817	117	482,543	4,726
South Bay Workforce Investment Board (Hawthorne)			1,283,559	254	1,321,316	37,757
Southeast Los Angeles County Workforce Investment Board (Cerrito)			767,068	166	803,574	36,506
Verdugo Workforce Investment Board (Glendale)			254,037	125	298,000	43,963
Total Workforce Investment Act			\$27,504,839	6,223	\$29,041,012	\$1,536,173

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
County and Cities General Fund Programs						
County of Los Angeles General Fund Programs						
County Department of Community and Senior Services	Youth Jobs Program , providing subsidized paid work experience up to 140 hours	* Low income, at-risk, foster youth, CalWorks * 30 percent minimum enrollment for foster, probation, CalWorks youth	5,789,529	3,908	6,500,000	710,471
County Probation Department	Students for Higher Education , providing enrollment into post-secondary school or training program with support services	* Youth who are 3 to 6 months from release from probation camp * Enrollment into post-secondary school or training program with support services	196,400	58	196,400	0
County Department of Human Resources	Student Worker Program , providing paid employment experience in County jobs	*16 years and older *Not targeted to at-risk	1,407,621	284	1,876,000	468,379
County Department of Human Resources	Career Development Interns , providing employment in County departments as clerical intern	*Youth enrolled in Independent Living Program (DCFS and Probation) *Employment in County departments as clerical intern	265,324	56	437,991	172,667

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
County Department of Parks and Recreation	At-Risk Youth Employment Program , providing temporary paid work in the County's Parks and Recreation Department	* Ages 14 to 24 * Defined as "at-risk" by federal, state, or local agencies	845,000	270	856,000	11,000
Total County of Los Angeles General Fund			\$8,503,874	4,576	\$9,866,391	\$1,362,517

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
City of Los Angeles General Fund						
City of Los Angeles Community Development Department	Summer Youth Employment Program , providing subsidized employment	* Ages 14 to 19 * City resident, CalWorks parenting teen, member of family receiving CalWorks, low/moderate income, foster/ probation youth	2,000,000	1,350	2,000,000	0
City of Los Angeles Community Development Department	Learn and Earn , providing youth employment with CAHSEE preparation	* 10th, 11th, 12th grade, non-CAHSEE passers * Students who are credit-deficient/ may have passed CAHSEE	2,000,000	1,252	2,000,000	0
Total City of Los Angeles General Fund			\$4,000,000	2,602	\$4,000,000	\$0

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
City of Glendale General Fund						
City of Glendale Fire, Public Works, Glendale Water & Power, Glendale Recreation and Park	Brush Removal Program; summer program to clear brush	* Ages 14 and 15	222,536	55	241,382	18,846
Total City of Glendale General Fund			\$222,536	55	\$241,382	\$18,846
Total County and Cities General Fund			\$12,726,410	7,233	\$14,107,773	\$1,381,363

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
Other Programs						
State Juvenile Justice Crime Prevention Act Grant (JJCPA)						
Probation Department	High Risk High Need Employment Program , providing job readiness, vocational training, and work support	* Youth transitioning from a secure facility or probation camp into the community	2,200,000	775	2,000,000	(200,000)
Probation Department	City of Los Angeles Recreation and Park Youth Employment Internship Program , providing work experience plus a stipend	* 8th to 12th grade * Probation and at-risk youth	615,000	1,184	548,535	(66,465)
Total JJCPA Grant			\$2,815,000	1,959	\$2,548,535	(\$266,465)

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
Other City of Los Angeles Programs						
Los Angeles Conservation Corps	Clean and Green (Funded by Community Development Block Grant); high school students perform short term, part time subsidized work on urban beautification projects	* Ages 14 to 17 * must be low-income as defined by HUD guidelines * try to ensure representation from all 15 City Council districts	934,045	986	1,034,045	100,000
Department of Water and Power	Youth Services Academy, providing paid work experience and programs to earn high school credits	* Ages 16 to 20 * Students who are considered to be underserved in the community	604,100	44	605,100	1,000
Housing Authority	Summer school or other educational program combined with paid employment. This program is jointly funded by the City's Learn and Earn Program and the Housing Authority.	* Ages 14 to 21 * Residents of the City of Los Angeles who are low-income or at-risk	283,901	297	0	(283,901)
Total Other City of Los Angeles Programs			\$1,822,046	1,327	\$1,639,145	(\$182,901)

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
Other City of Glendale Programs						
Glendale Youth Alliance	Glendale Youth Employment Program (GYEP); providing subsidized employment with private employers; and Glendale's Resource for Employment and Training (GREAT), providing subsidized employment to clear brush on private property.	* Ages 16 to 24	104,500	161	92,585	(11,915)
Glendale Youth Alliance	Hospitality Training Program (Funded by United Way); Training and entry level employment in hospitality industry	* Ages 17 to 24	35,000	51	35,000	0
Total Other City of Glendale Programs			\$139,500	212	\$127,585	(\$11,915)

EXHIBIT I

City or County	Program	Target Population	FY 2007-08 Expenditures	Youth Participation	FY 2008-09 Budget	Increase/ (Decrease)
City of Hawthorne and other South Bay Workforce Investment Area Programs						
City of Hawthorne and South Bay Workforce Board	State Gang Intervention and Prevention Grant , providing gang intervention and prevention services, including education, occupational and employment training services and gang suppression services.	* High-risk, high-need youth, 14 – 24, who are gang at-risk/involved/affiliated.	0	0	800,000	800,000
South Bay Workforce Investment Board	State Department of Correction and Rehabilitation Grant , providing academic enrichment, career readiness, job training services.	* At-risk youth, 14 – 17 years of age (in-school and out-of-school).	464,777	450	464,777	0
Total South Bay and City of Hawthorne			\$464,777	450	\$1,264,777	\$800,000
Total Other Programs			\$5,241,323	3,948	\$5,580,042	\$338,719
TOTAL Youth Employment Programs			\$45,472,572	17,404	\$48,728,827	\$3,256,255

YOUTH SERVICES AND DEMONSTRATION PROJECTS

Employment and Educational Services to At-Risk Youth

Program	Department	Funding	Services	Target Population
General Relief Opportunities for Work (GROW)	Department of Public Social Services	County General Fund	Provides employment services that help General Relief employable adults remove barriers to employment and obtain financial independence.	Employable General Relief recipients. Although not specifically designed for youth, GROW provides services to young adults age 18 to 21. In FY 2007-08, the average monthly youth caseload was approximately 3,000; a total of 978 young adults were placed into employment.
Greater Avenues for Independence (GAIN)	Department of Public Social Services	State and Federal	Provide services to CalWorks recipients to help transition to the job market.	CalWorks recipients. This program is not targeted to youth or young adults but provides services to young CalWorks recipients.
Cal Learn	Department of Public Social Services	State and Federal	Provide educational support services and intensive case management to teen CalWorks recipients.	Limited to pregnant or parenting CalWORKs teenagers under the age of 20 years with no high school diploma or equivalent. December 2008 caseload was 3,622.
Independent Living Program	Department of Children and Family Services	State, Federal, and County	Provides supportive services (educational, employment, housing, and other services) to foster youth transitioning from care.	Youth in County care, including foster and probation youth, from 16 years to 21 years.
Regional Occupational Program	County Office of Education	State and County	Provides career education through school districts, including work experience and on the job training.	Students 16 years and older, in grades 11 and 12.
Work Experience Education	Los Angeles Unified School District	County Youth Jobs, City of Los Angeles	Provides vocational training, job shadowing, and subsidized/unsubsidized work experience.	LAUSD high school students.

Demonstration Projects for At-Risk Youth Employment Services

Program	Department	Funding	Services	Target Population
Florence Firestone Demonstration Project	Joint Project of the Chief Executive Office, Department of Community and Senior Services, and Probation Department	Workforce Investment Act and Youth Jobs Program	Provides work experience, career exploration, personal development, and job opportunities.	Approximately 50 at-risk youth, including foster and probation youth, living in the unincorporated area.
Day Reporting Center	Probation Department	\$5 million, 3 year State grant, from 2007 until 2010.	Provides multidisciplinary comprehensive case management, including employment and education services, and substance abuse and mental health treatment.	Young male probationers, 18 years to 25 year old, with known gang affiliation.
Foster Youth Demonstration Project	Department of Children and Family Services	Federal and State grant funds	Provides education, employment, and other supportive services.	Foster youth
RSVP	Public Defender	One-time federal grant funds of \$142,460	Eight 12- week sessions with customer service training and certification, and job placement assistance.	Probation youth

HUB CLINICS
An Underutilized Resource

Charlotte Phelps–Chair
Wolodymyr “Walter” Nasarenko–Vice Chair
Jocelyn Keene
Toribio “Trib” Medina



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

HUB CLINICS

An Underutilized Resource

INTRODUCTION

The Los Angeles County Civil Grand Jury conducted an investigation of Hub Clinics as part of its review of programs and services for at-risk youth. Hub Clinics are intended to be comprehensive medical facilities that serve children in the child welfare system and are operated by the Department of Health Services (DHS) and the Department of Children and Family Services (DCFS). The responsibilities of each department are described in this report.

The Civil Grand Jury's objectives for this investigation were as follows:

1. To analyze the capacity and infrastructure of current Hub clinics and determine how more foster and other at-risk children could be served by these facilities and the Hub clinic approach.
2. To assess the criteria governing eligibility for services provided by the Hub clinics including the protocols governing children identified to be at risk of abuse, neglect and violence.
3. To assess whether the Hub clinics and sponsoring departments are achieving their goal of providing ongoing, coordinated, integrated health, mental health and social services for children in the child welfare system, in accordance with the statement of purpose in the Memorandum of Understanding between the Department of Children and Family Services and the Department of Health Services governing clinic operations.
4. To identify the costs, revenues and number of patients seen at the Hub Clinics.
5. To evaluate the Hub Clinics' administrative structure.
6. To determine if the County is meeting the requirements of the Katie A. lawsuit settlement agreement regarding mandated age-appropriate mental health services for children in the child welfare system.
7. To determine if mental health screenings are occurring regularly at the Hub clinics as intended and if not, why not.
8. To assess the impact of the expected increase in pediatric patients at LAC+USC facilities vs. the large reduction in pediatric beds at the new hospital building.

The investigation focused on the six Hub Clinics currently in operation at the following facilities:

- LAC+USC Medical Center (under the auspices of the Violence Intervention Program)
- Harbor/UCLA Medical Center
- High Desert Multi-service Ambulatory Care Center
- Martin Luther King, Jr. Multi-service Ambulatory Care Center (MACC)
- Olive View/UCLA Medical Center
- Children's Hospital (private hospital serving as Hub Clinic)¹

A seventh Hub Clinic at the old MacLaren Children's Center site was scheduled to open while this investigation was underway but was not included in the scope.

Investigation methods included:

1. Entrance conferences and interviews with managers having Hub Clinic oversight responsibility from the Departments of Health Services and Children and Family Services.
2. Site visits and interviews with the directors and staff at the Hub Clinics at LAC+USC, Harbor/UCLA Medical Center, Martin Luther King, Jr. MACC, Olive View/UCLA Medical Center, and Children's Hospital.
3. Collection and analysis of patient statistics, allocated staffing and costs and revenues for each of the County's Hub Clinics and, to the extent available, for the Children's Hospital Hub Clinic.
4. Interviews were conducted with DCFS representatives in the following areas: Medical Services; Medically Fragile Unit; Public Health Nurses (PHNs); Katie A. lawsuit oversight; and Multidisciplinary Assessment Teams (MATs).
5. Interviews with representatives of the Department of Mental Health and the Department of Public Health regarding their roles in working with children in the child welfare system and the Hub Clinics.
6. Interviews with County Counsel representatives and review of related documents regarding the County's plan for implementing the terms of the settlement of the Katie A. lawsuit requiring expanded mental health services for children in the child welfare systems.
7. Review of plans for implementing mHub software to electronically link all Hub Clinic records.
8. Review of DCFS planning documents and policies and procedures in areas related to the subject investigation.

¹ Children's Hospital is the only non-County facility operating as a Hub Clinic in Los Angeles County. The hospital has agreed to assume this role and can receive reimbursement from Medi-Cal or other insurance for their services but does not receive payment from the County for their Hub Clinic services.

9. Interviews with LAC+USC Medical Center managers regarding the change in the number of pediatric beds at the old facility compared to the newly opened facility.
10. Interviews with attorneys and social workers at the Children's Law Center.

EXECUTIVE SUMMARY

The County Department of Health Services (DHS) and Department of Children and Family Services (DCFS) jointly operate five Hub Clinics to provide medical services for children in the child welfare system. A sixth Hub Clinic facility is operated at the privately run Children's Hospital and a seventh facility is scheduled to open this year in the former MacLaren Children's Center. The stated purpose of the clinics is to improve coordination of services and health outcomes for the children served.

The primary services provided by the Hub Clinics are California-required Initial Medical Examinations for children entering the child welfare system, mental health screening and Forensic Evaluations. DCFS mandates that all children entering the child welfare system receive their Initial Medical Examinations at the Hub Clinics. Ongoing and other medical services may be received at the Hub Clinics or from community providers.

The Hub Clinics received 15,366 patient visits in FY 2007-08. Budgeted staffing consisted of 96.7 budgeted positions as of January 2009. Actual direct costs were \$5.5 million for the County-operated facilities in FY 2007-08.

Key findings and recommendations: Though there are Hub Clinics throughout the County, staffing, resources and administrative support are not allocated equally to the facilities. Service levels and productivity vary widely.

1. All Hub Clinics have a mix of physician and nursing staff but the number and mix of staff relative to patient visits varies widely, indicating possible over- and under-utilization of some facilities.
2. The average number of patient visits per medical position in FY 2007-08 ranged from a low of 171 at the clinic at Harbor/UCLA to a high of 383 at the Olive View/UCLA clinic.
3. The average cost per patient visit ranged from a low of \$254 at the LAC+USC clinic to \$587 at the High Desert Multi-service Ambulatory Care Center.
4. While the original idea of the Hub Clinics was to foster close working relationships and better coordination with DCFS social work staff, DCFS has assigned social work staff to only two clinics and a clerical position to a third. Two clinics have no DCFS staff on site at all.
5. Some of the clinics provide a high level of follow-up care while others primarily conduct Initial Medical Examinations and Forensic Evaluations.
6. Some clinics provide a multidisciplinary range of services including mental health counseling services while others only provide core medical services.
7. The rate of positive mental health screening results at the Hub Clinics varies widely, ranging from a low of 24 percent at the Martin Luther King, Jr. clinic to a high of 88 percent at the Children's Hospital facility, indicating a lack of reliability in the screening tool and/or staff administering this process.

8. Staff at the Children's Hospital Hub stated that they were not routinely informed or invited to participate in the regularly scheduled administrative Hub meetings although DHS staff claimed that they were.

Based on these findings, the following is recommended in this report:

1. Staffing, service level, funding, service mix and outcome measure standards need to be established and implemented at all Hub Clinics, driven by formulae incorporating factors such as expected average patient visits per medical position.
2. The mix and number of DCFS staff assigned to the Hub Clinics should be rationalized and agreed to by management of DCFS and DHS.
3. The variance in the mental health screening results at the clinics needs to be analyzed by staff and procedures altered to ensure that accurate and reliable results are being obtained and all children needing mental health services are being identified.
4. DHS administration must recognize that the Children's Hospital Hub, although not a County medical facility, is an integral part of the Hub system and, as such, should be notified and asked to attend all regularly scheduled administrative staff Hub meetings.

Key findings and recommendations: Effective and systematic medical case management and coordination of services for children under DCFS jurisdiction is not being achieved though the Hub Clinics are well positioned to perform this function, particularly for children with complex medical needs.

1. Processes and systems in place at DCFS do not guarantee that follow up on the medical needs of all children under the Department's jurisdiction are being adequately addressed.
2. Though designed to improve coordination of services, the Hub Clinics are not being used effectively for oversight and coordination of medical services, particularly for children with complex medical needs who do not have a "medical home" to coordinate and oversee their care, and/or those at risk of being repeat victims of child abuse or neglect.

Based on these findings, the following is recommended in this report:

1. Criteria need to be established by DCFS and DHS to systematically identify children with complex medical needs who do not have a medical home and for whom the Hub Clinics should provide the role of coordinating or, in less complex cases, overseeing their medical care.
2. Protocols need to be established by the two departments governing the services of the Hub Clinics for recommended coordinating and oversight roles for certain at-risk children.

Key findings and recommendations: No DHS manager is responsible for managing the non-clinical aspects of Hub Clinics operations County-wide.

1. There is no long range strategic or business plan in effect for the Hub Clinics nor do they share standardized goals, objectives, written procedures or outcome measures. No uniform County-wide standards and practice guidelines regarding staff productivity and the mix of services to be provided are in place.
2. Though a new system is being planned, the Hub Clinics are unable currently to electronically share records among themselves or with DCFS.
3. The 137 Public Health Nurses (PHNs) serving children in the child welfare system are inefficiently utilized because they are assigned to two departments: DCFS and the Department of Public Health (DPH). Though they work in the same offices and serve the same children, the current structure is a rigid bifurcated system that does not best serve the children.
4. A pilot project in the DCFS Lakewood office found that better outcomes could be achieved if the two groups of Public Health Nurses were integrated into a single organizational unit, able to be assigned where the need is greatest, rather than based on their home department.

Based on these findings, the following is recommended in this report:

1. DHS should designate a high level manager with direct line authority over non-clinical operations at all Hub Clinics County-wide.
2. DCFS and DHS need to continue to work together to improve electronic information sharing between Hub Clinics, with other DHS facilities and with DCFS.
3. The Lakewood pilot project approach, integrating the two groups of Public Health Nurses, should be implemented County-wide.

Key findings and recommendations: The Hub Clinics either currently have, or could develop, the capacity to expand their Initial Medical Examinations into Multidisciplinary Assessments to create coordinated service plans for newly detained children in lieu of a separate contracted process as is planned by DCFS.

1. DCFS is planning to use contractors to conduct multidisciplinary assessments to develop coordinated service plans for all newly detained children. The Multidisciplinary Assessment Team (MAT) process contains elements of the Initial Medical Examinations now conducted by the Hub Clinics and, with the capabilities at some of the facilities, could be performed by them in conjunction with their Initial Medical Examinations when children are first detained. Other clinic facilities would need additional staff capabilities to conduct these assessments.

2. Having Hub Clinics conduct MAT assessments for at least some children would consolidate and expedite the Initial Medical Examination and MAT processes, achieve economies of scale and allow the children assessed to obtain needed services faster. Funding is available for these assessments from Katie A. lawsuit settlement funds.

Based on these findings, the following is recommended in this report:

1. The County should begin using the Hub Clinics with the capabilities in place to conduct MAT assessments; staff capacity at other clinic facilities should be enhanced over time to enable performance of this function by all clinics.
2. To ensure that medical service needs are integrated into the process, Hub Clinic and Public Health Nurse (PHN) staff should regularly participate in the MAT process, even if the Hub Clinic is not facilitating the particular assessment.

Key findings and recommendations: The new LAC+USC Medical Center has reduced its pediatric bed capacity at the same time as private hospitals are reducing their pediatric beds.

1. The old hospital facility had 194 licensed pediatric beds and the new facility has only 75. However, the number of budgeted beds has decreased by only five though the hospital is now using a number of non-pediatric beds in the adult Medical/Surgical unit as flexible beds made available to pediatric patients as needed.
2. Since the new LAC+USC facility opened, pediatric bed utilization has been near capacity. As private hospitals in the County reduce their pediatric capacity and if more children in the child welfare system increase their use of Hub Clinics, LAC+USC may face more difficulties in providing inpatient medical services to youth.

Based on these findings, the following is recommended in this report:

1. DHS management needs to collaborate with DCFS and LAC+USC management to prepare alternative plans to ensure sufficient and appropriate pediatric inpatient capacity at LAC+USC or elsewhere in the County. Creation of a separate pediatric urgent care center should be considered as an option for creating more capacity and improving other services for children.

A complete list of the Findings and Recommendations is located at the end of this report.

1. OVERVIEW OF HUB CLINICS

Los Angeles County has established Hub Clinics at each of its three hospitals and two Multi-service Ambulatory Care Centers (MACCs) to provide medical services to children in the child welfare system. A Hub Clinic has also been established at Children's Hospital, a non-County facility. A seventh Hub Clinic at the site of the former MacLaren Children's Center was due to open while the field work for this investigation was underway but had not yet opened as of the writing of this report.

The first five Hub Clinics (excluding the private Children's Hospital) were established in 2006 at the primary County medical facilities although specialized clinics with services targeted to children in the child welfare system were previously in place at some of the facilities. The arrangement with Children's Hospital was established subsequently and, as mentioned above, a seventh facility is scheduled to open in the former MacLaren Children's Center.

According to the Memorandum of Understanding (MOU) between DHS and DCFS, the purpose of the Hub Clinics is to provide medical examinations, forensic evaluations and age-appropriate mental health screenings for children in the child welfare system. Ongoing services are to be provided as capacity permits for children with identified or complex medical needs that "would benefit from management by a Medical Hub." The MOU states that the clinics are supposed to:

"improve coordination and child health outcomes...[through] a single, integrated system of medical care in DHS facilities for children in the child welfare system."

The Hub Clinics had 15,366 patient visits in FY 2007-08, shown by facility and status in Table 1.1.

For January 2009, the Department of Children and Family Services (DCFS) reported that they responded to 12,559 emergency response calls and that 33,214 children were receiving child welfare services that month. Not all emergency response calls become ongoing cases. Some reports are determined to be unsubstantiated. Many calls, however, do go on to become open cases based on the results of an emergency response investigation performed by DCFS staff.

Of the 33,214 children receiving services in January 2009, 16,429 were "detained" or in an out-of-home placement, excluding adoptive and guardian homes. The majority of the remaining children were under the jurisdiction of DCFS but remained in their family homes under the auspices of the Family Maintenance program, which attempts to keep families intact for a certain time period in the hopes that, with support services and court and Department monitoring, abuse or neglect will not occur again and the child will be able to remain with his or her family.

Table 1.1
Number of Patient Visits to Hub Clinics, By Facility
FY 2007-08

Child Status	Hub Clinic						Total
	Harbor/ UCLA^b	HD^b	LAC+ USC^b	MLK^b	OV/ UCLA^b	Childrens^b	
Newly Detained ^a	555	1,737	2,472	734	713	458	6,669
Non-Detained ^a	516	145	2,084	1,047	227	82	4,101
Detained ^a	297	265	2,226	1,004	727	77	4,596
Total	1,368	2,147	6,782	2,785	1,667	617	15,366

Source: DHS Monthly Patient Visit reports.

^a Detained means that the child is under the custody of DCFS and is in out-of-home placement such as a foster family. Newly detained are children who have just entered the system. Non-detained are those who are still in their family homes though under the jurisdiction of DCFS and the court.

^b Clinic Locations: Harbor/UCLA = Harbor/UCLA Medical Center, LAC+USC = LAC+USC Medical Center, MLK = Martin Luther King, Jr. Multi-service Ambulatory Care Center, OV/UCLA = Olive View/UCLA Medical Center, HD = High Desert Multi-Service Ambulatory Care Center, Childrens = Children's Hospital (private hospital, not operated by County Department of Health Services)

As children enter the child welfare system, and pursuant to State of California regulation, DCFS requires that an Initial Medical Examination be conducted within 72 hours of initial placement for high-risk children² and those 0 - 3 years of age and within 30 days for all other children. These Initial Medical Examinations are to take place at the Hub Clinics according to DCFS policy. Mental health screenings take place as part of the Initial Medical Examination.

DCFS requires that children who are alleged to be victims of sexual or physical abuse (as opposed to neglect) are to have a Forensic Examination, in addition to the Initial Medical Examination, within 72 hours of placement, if possible.

As of January 2009, there were 96.7 budgeted positions for the Hub Clinics, as shown in Table 1.2, including four positions assigned to the clinics from the Department of Children and Family Services.

² A high risk child is defined in the MOU between DCFS and DHS as "one with one or more of the following conditions: a past significant medical problem or chronic illness; possible contagious disease; medication; and/or social problems (e.g., language barrier) which could conceal an unmet medical need."

Table 1.2
Budgeted Hub Clinic Positions, By Facility
January 2009

Hub Clinic	# Positions^a
Harbor/UCLA	16.5
High Desert	12.7
LAC+USC	36.4
MLK	23.5
Olive View/UCLA	7.6
Total	96.7

Source: DHS

^a Part-time positions are included and reflected by amounts that are less than whole numbers.

The Hub Clinics recover most, but not all, of their direct costs from Medi-Cal, as shown in Table 1.3, since the majority of foster children are Medi-Cal eligible. In addition, the MOU between DCFS and DHS calls for DCFS to reimburse operations at each facility based on a negotiated amount each fiscal year. The actual amount reimbursed by DCFS for FY 2007-08 was \$986,443, or 17.8 percent of total direct costs of \$5,531,542, as shown in Table 1.3. The unreimbursed cost for the Clinics amounted to \$1.1 million in FY 2007-08.

The Department of Health Services also allocates a share of its departmental and hospital or multi-service ambulatory care centers overhead and ancillary costs to each clinic, resulting in clinic costs exceeding Medi-Cal and other revenue for the facilities. For FY 2007-08, the DHS overhead allocation for all the Hub Clinics was \$9,348,016 (not shown), which when added to the direct costs of \$5,531,542, shown in Table 1.3, amounted to total costs of \$14,879,923, or \$10,499,635 more than actual revenue of \$4,379,923.

Table 1.3
Hub Clinic Actual Direct Costs and Revenues
FY 2007-08

	H/UCLA	HD	LAC+USC	MLK	OV/UCLA	TOTAL
\$ Actual Expenditures	\$774,753	\$1,260,073	\$1,723,744	\$1,244,424	\$528,548	\$5,531,542
Medi-Cal, Self-pay, other revenue	250,456	181,056	1,354,747	1,024,172	583,059	3,393,490
DCFS contribution	349,469	84,275	240,000	293,133	19,556	986,433
Total Revenue	599,925	265,331	1,594,747	1,317,305	602,615	4,379,923
Net revenue	(174,828)	(994,742)	(128,997)	72,881	74,067	(1,151,619)

Source: DHS

2. RESOURCE AND SERVICE MIX AT HUB CLINICS

The purpose of the County's five Hub Clinics operated at Department of Health Services facilities is documented in a Memorandum of Understanding (MOU) between the Department of Children and Family Services and the Department of Health Services. The MOU states that the clinics will provide the following services to children in the child welfare system:

- Initial Medical Examinations
- Forensic Evaluations
- Age-appropriate Mental Health Screenings for children in the child welfare system
- Ongoing services as capacity permits for children with identified or complex medical needs that would benefit from management by a Medical Hub

The overall goal of the clinics is to "improve coordination and child health outcomes...[through] a single, integrated system of medical care in DHS facilities for children in the child welfare system." according to the Memorandum of Understanding.

In spite of this uniform statement of purpose, staffing and resources have not been allocated to the clinics in a consistent fashion and service levels vary by facility staffing and by administrative support. Standards and practice guidelines regarding the mix of services to be provided and staff productivity have not been established by the two departments to ensure reasonably comparable resource allocations for the services being provided. Table 2.1 presents the allocation of budgeted staff at the Hub Clinics as of January 2009. As can be seen, there are variations in both the number and mix of positions. DCFS staff at the Hub Clinics consists of a 0.9 Children's Social Worker (CSW) assigned to Harbor/UCLA, two CSWs assigned to LAC+USC and one Intermediate Typist Clerk assigned to the Martin Luther King, Jr. clinic. No DCFS staff is assigned to the other clinics. The additional tabulated CSWs are hospital CSWs, not DCFS staff.

While some of the staffing variances reflect differences in caseload at the facilities, Table 2.1 also shows that not all the same functions are being performed at each facility. For example, only some clinics have Social Worker, Psychologist or Ancillary (e.g., Medical Case Worker, Health Educator) positions. Even within the filled positions at some facilities there are variations, such as the near absence of administrative staff and only one clerical position at the Olive View facility. And there is only one Physician position at High Desert, though the facility has the third highest number of patient visits, as presented in Table 2.2.

Table 2.1
Budgeted Positions
Hub Clinics, May 2008

Staff Classification^a	H/UCLA	HD	LAC+USC	MLK	OV/UCLA	TOTAL
Nursing	5.6	5.4	15.4	8.0	3.0	37.4
Physician	2.4	1.0	5.6	3.5	1.4	13.9
Clerical	2.0	3.0	4.6	5.0	1.0	15.6
Administrative	3.8	1.5	4.6	2.0	0.1	12.0
Social Work	1.8	-	2.0	1.5	2.0	7.3
Ancillary Svs.	-	1.0	4.0	1.5	-	6.5
Psychological	0.9	-	-	2.0	-	2.9
Custodian	-	-	1.0	-	-	1.0
Total	16.5	11.9	37.2	23.5	7.4	96.5

Source: DHS

^a Nursing positions consist of: Clinic Nurses, Licensed Vocational Nurses, Registered Nurses, Critical Care Nurses, Nurse Practitioners, Nursing Attendants, Staff Nurses and Supervising Nurses. Physician positions consist of: Physician Specialists, Physician's Assistants, and USC/Physicians. Clerical positions consist of: Intermediate and Senior Clerk Typists, Intermediate Clerks, DCFS Intermediate Typist Clerks, Data Control Clerks, and Institutional Helpers. Administrative positions consist of: Program Managers, Administrative Assistants, Assistant Hospital Administrators, Patient Resource Workers, Patient Financial Services Workers, Staff Assistants and Community Workers. Social Work positions consist of: Children's Social Workers, Clinical Social Workers, and DCFS Children's Social Workers. Ancillary positions consist of: Health Educators, Medical Case Workers, Medical Technologists and Pharmacy Technicians. Psychological positions consist of: Clinical Psychologists.

The differences in staffing between the clinics become more pronounced when they are normalized for differences in catchment area³ population and compared to common measures such as number of patient visits and budget. Table 2.2 shows the number of patient visits in FY 2007-08 and compares it to staffing at each clinic.

As can be seen in Table 2.2, the number of patient visits per total budgeted position at each clinic varies considerably across Hub Clinics, ranging from a low of 82.9 visits at the clinic at Harbor/UCLA to a high of 225.3 at the Olive View facility. The system-wide average was 152.8 patient visits per position. A similar pattern can be seen when measuring the number of patient visits per total medical positions (physicians, nurses) only, ranging from 171 patient visits per medical position at Harbor/UCLA to 383 visits per medical position at Olive View.

³ Catchment area refers to the geographic area served by the clinic. DCFS policy calls for using the Hub Clinics closest to the child's placement.

Table 2.2
Number of Patient Visits per Budgeted Positions ^a
Hub Clinics
FY 2007-08

Staff Classification	H/UCLA	HD	LAC+USC	MLK	OV/UCLA	TOTAL
Nursing	5.6	5.4	15.4	8.0	3.0	37.4
Physician	2.4	1.0	5.6	3.5	1.4	13.9
Clerical	2.0	3.0	4.6	5.0	1.0	15.6
Administrative	3.8	1.5	4.6	2.0	0.1	12.0
Social Work	1.8	-	2.0	1.5	2.0	7.3
Ancillary Svs.	-	1.0	4.0	1.5	-	6.5
Psychological	0.9	-	-	2.0	-	2.9
Custodian	-	-	1.0	-	-	1.0
Total	16.5	11.9	37.2	23.5	7.4	96.5
# Patient Visits	1,368	2,147	6,782	2,785	1,667	14,749
# Patient Visits/ Total positions	82.9	180.4	182.3	118.5	225.3	152.8
# Patient Visits/ Medical positions^b	171	335	323	242	383	288

Source: DHS Hub Clinic staffing report and Monthly Patient Visit reports

^a These positions represent those for which funding was appropriated but, depending on turnover, all positions are not necessarily filled at all times.

^b Medical positions include physician and nursing staff.

Budgets for the Hub Clinics are presented in Table 2.3 below and compared to the number of FY 2007-08 patient visits to show average costs per visit. Expenditures are presented as total costs, including DHS allocated overhead, and direct clinic costs only, excluding DHS-allocated overhead. The latter is shown to eliminate any disparities that exist due to some clinics being located in high overhead facilities and being automatically allocated a share of high costs as compared to the clinics at the lower overhead locations. Again, using this measure, a wide range of average costs per patient visit was found, from \$254 at LAC+USC to \$587 at High Desert. The system-wide average was \$375.

Table 2.3
Average Direct Cost per Patient Visit
Hub Clinics
FY 2007-08

	H/UCLA	HD	LAC+USC	MLK	OV/UCLA	TOTAL
# Patient Visits	1,368	2,147	6,782	2,785	1,667	14,749
\$ Actl expends. (w/ overhead)	\$2,287,030	\$1,926,729	\$4,832,273	\$5,019,709	\$815,626	\$14,881,367
\$ Actl. direct costs (no overhead)	\$774,753	\$1,260,073	\$1,723,744	\$1,244,424	\$528,548	\$5,531,542
\$Direct Cost/ Patient visit	\$566	\$587	\$254	\$447	\$317	\$375

Source: DHS Patient Visit Reports and Expenditure and Revenue Reports Prepared for Grand Jury

While it is not reasonable to expect average costs and staffing to be exactly the same at each clinic due to some differences in patient makeup, medical acuity and number of visits in each area, the wide range of costs reflects the absence of centrally developed standards for the clinics in terms of resource allocations and service levels. For children in the child welfare system, service levels at the Hub Clinics vary by geographic location. A child in the Antelope Valley using his or her local Hub Clinic will have a different experience and level of resources available than a child using the clinic at LAC+USC. DCFS policy calls for use of the clinic nearest the child's placement.

A comparison of services provided by the clinics is presented in Table 2.4. As can be seen, the proportions and relative number of visit types varies widely between clinics.

While one would not expect the mix of patient visits to be exactly the same at each clinic, one would expect some utilization consistency as the clinics are all providing the same services to generally the same population. The variances point out that the clinics are not being equally used throughout the County. For example, follow up care comprises a substantial share of patient visits at the Martin Luther King, Jr. and Olive View clinics but a relatively low share at High Desert and Children's Hospital. If the Hub Clinics are providing superior medical services for foster children as intended, but some clinics are providing more ongoing care than others, at-risk foster children throughout the County are not equally obtaining the benefits of the Hub Clinics.

Table 2.4
Types of Patient Visits
All Hub Clinics
FY 2007-08

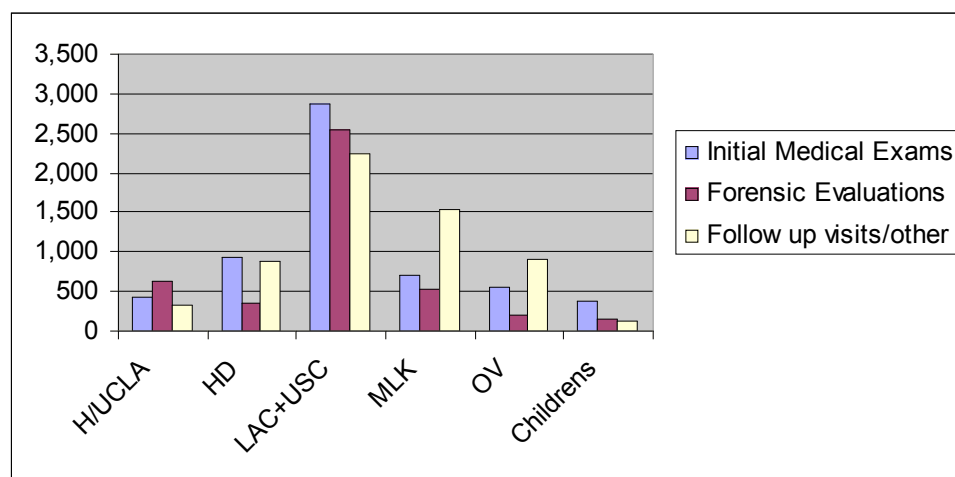
	H/UCLA	HD	LAC+USC ^a	MLK	OV/UCLA ^a	Chldrns	Total
# Visits:							
Initial Exams	424	930	2,882	715	561	390	3,824
Forensic Evals	621	348	2,550	541	206	147	4,413
Follow up	244	610	1,938	597	818	108	3,653
Other	79	259	294	932	101	17	1,682
Total	1,368	2,147	6,782	2,785	1,667	617	15,366
As % total:							
Initial Exams	31%	43%	42%	26%	34%	63%	25%
Forensic Evals	45%	16%	38%	19%	12%	24%	29%
Follow up/other	18%	28%	29%	21%	49%	18%	24%

Source: DHS monthly Patient Visit report

^a Totals add to more than total shown because some patients were counted in more than one category when visit was for multiple purposes such as a combined Forensic Evaluation and Initial Examination.

Figure 2.1 shows a graphic depiction of the relative mix of services at each Hub Clinic.

Figure 2.1
Variations in Types of Patient Visits at Hub Clinics
FY 2007-08



DCFS policy calls for Initial Medical Examinations within 72 hours of placement for children classified as high risk and those aged 0-3 and within 30 days for all other children. In FY 2007-08, DCFS reports there were 8,462 entries to out-of-home care in the County, but only 5,286 Initial Medical Examinations at Hub Clinics. The rest were assumed to be children placed out of County or children placed in-County who received their services from non-Hub Clinic community providers. It is the responsibility of the child's caregiver to make an appointment and take their foster child to the Hub Clinic nearest the child's placement location after the Children's Social Worker (CSW) makes a referral to a Hub Clinic for the child; however, the statistics show that not all children entering the County's child welfare system are getting the benefits of Hub Clinic Initial Medical Examinations.

In the case of Initial Medical Examinations, the gap in Hub Clinic utilization is probably explained by two factors: 1) the lack of enforcement of DCFS' policy of using the Hub Clinics for all newly detained children; and 2) inadequate availability of Hub Clinics to provide the services needed within the mandated timeframes. DCFS policy calls for use of the Hub Clinic resources for all Initial Medical Examinations but there is no enforcement mechanism to ensure compliance or repercussions if the policy is not followed. It is the responsibility of each child's caregiver (i.e., foster parent, guardian, etc), not the CSW, to schedule and take the child to the Initial Medical Examination appointment. Some caregivers are not able or willing to get to a Hub Clinic particularly if they don't live nearby or if they have an ongoing relationship with a community provider whom they prefer. DCFS and Hub Clinic representatives have also confirmed that appointment slots are not always available at the Hub Clinics to schedule an Initial Medical Examination within the mandated time frames.

The variances in the relative mix of types of patient visit shows that utilization of the facilities is not equally proportional and that different clinics are being used for some purposes more than others. For example, a disproportionate number of Initial Medical Examinations are taking place at the LAC+USC Hub Clinic probably because that clinic offers a more comprehensive approach to these services and is open 24 hours a day. While DCFS policy calls for the examinations to take place at the Hub Clinic nearest their placement, variances in clinic utilization contributes to under-utilization of some of the facilities and, perhaps, over-utilization of others relative to staffing and capacity.

Table 2.5 shows the services offered at the Hub Clinics. As can be seen, while all of the facilities provide the same core services, the LAC+USC Clinic offers more services and a more comprehensive approach particularly in their mental health services though it should be noted that the mental health services are provided by a Department of Mental Health contractor located on-site, not under the jurisdiction of DHS. Children's Hospital also offers a higher level of mental health services.

Table 2.5
Hub Clinic Services by Clinic

	H/UCLA	HD	LAC+USC	MLK	OV/UCLA	Childrens
Initial Medical Exam, including:	✓	✓	✓	✓	✓	✓
• Dental screening	✓	✓	✓	✓	✓	✓
• Vision & hearing screening	✓	✓	✓	✓	✓	✓
• Developmental screenings	✓	✓	✓	✓	✓	✓
Immunization reviews	✓	✓	✓	✓	✓	✓
Forensic evals., including:	✓	✓	✓	✓	✓	✓
• Forensic interviews	✓		✓			
Mental Health: CiMH screening	✓	✓	✓	✓	✓	✓
Mental Health: Comprhnsv assmt	<i>referrals^b</i>		✓	✓		
Other Mental hlth. screening	✓		✓			
Counseling/therapy on-site			✓	✓		✓
Mental Health referrals	✓	✓	✓	✓	✓	✓
Psych. Medication evaluation	<i>Some</i>		✓			✓
FASD ^a screening/assmt.	✓		✓			
FASD ^a treatment	<i>referrals^b</i>		✓			
Nutrition services consultation	✓	✓	✓	✓	✓	✓
Dental services on-site	✓		✓	✓		
Subspecialties	✓	✓	✓	✓	✓	✓
High risk newborn clinic			✓	✓		

Source: Self-reported by Hub Clinics

^a FASD = Fetal Alcohol Syndrome Diagnosis

^b Indicates that this facility refers patients to providers at other facilities for this service.

Another difference found between Hub Clinics is the mental health screening results. While all of the facilities are using the same screening tool, the rate of positive results (indicating additional mental health services are needed) varies considerably, from a low of 23.6 percent at the Martin Luther King, Jr. clinic to a high of 88 percent at the Children's Hospital Hub Clinic. Some of the difference could be explained by variations in professional qualifications of staff administering the screening at the different clinics and in whether or not mental health professionals are on staff and available at the facility. Table 2.6 presents the results of mental health screenings at the Hub Clinics for FY 2007-08. These results indicate variations in approach and/or qualifications of staff conducting these assessments.

Table 2.6
Number of Mental Health Screenings and Results
Hub Clinics
FY 2007-08

	H/UCLA	LAC+USC	MLK	OV/UCLA	HD	Chldns	TOTAL
# Screenings	1,125	4,758	1,591	708	1,016	351	9,549
# Positive Results	580	2,128	375	316	372	309	4,080
% Positive	51.6%	44.7%	23.6%	44.6%	36.6%	88.0%	42.7%

Source: DHS records

Findings and Recommendations

Finding 2.1.1

The number and professional skills of staff and funding allocations to the Hub Clinics vary considerably between facilities, resulting in wide variations in cost-effectiveness, equitable caseloads and productivity.

Finding 2.1.2

The types of patient visits and services offered are not consistently distributed across Hub Clinics, indicating variations in service levels and abilities to respond to different patient needs.

Finding 2.1.3

Some clinics are providing a much higher level of follow-up care than others, which may produce better health outcomes, though no outcome comparisons have been prepared by the Department of Health Services.

Recommendation 2.1 – The Director of the Department of Health Services

The Director of the Department of Health Services should, by June 2010, establish staffing, service level, funding, service mix and outcome standards for the Hub Clinics using formulae based on the number and nature of patient visits and services, with input from Hub Clinic directors and the Department of Children and Family Services.

Finding 2.2

Though the original concept was to include out-stationed DCFS social work and/or Public Health Nurse (PHN) staff at the Hub Clinics to facilitate communications and coordination of data, only four full-time permanent DCFS positions have been so assigned to three clinics, and one of the four positions is a clerical position rather than a Children's Social Worker (CSW) or PHN. Every Hub Clinic should have at least one DCFS CSW.

Recommendation 2.2 – The Director of the Department of Health Services

The Director of the Department of Health Services should, by June 2010, request an amendment to its Memorandum of Understanding with the Department of Children and Family Services governing Hub Clinics to include a provision for specific classifications

of out-stationed staff based on a formula such as the number and type of patient visits and/or clinic staff positions.

Finding 2.3

The different Hub Clinics have widely varying rates of positive results from the required mental health screenings conducted at the clinics, possibly indicating variation in the manner in which they are administered or in the qualifications of staff administering them.

Recommendation 2.3 – The Director of the Department of Health Services

The Director of the Department of Health Services should direct staff to analyze variances in the rate of positive Mental Health Screenings at the Hub Clinics, and report back by September 30, 2009, with possible recommendations to supplement the screening tool and to require mental health qualifications of the staff that administer the test.

Costs and Benefits

The benefits of these recommendations would include a more rationalized allocation of staff and funding to each Hub Clinic, more cost-effective operations and a more consistent mix of services and service levels. Costs could include additional staff at facilities that are understaffed relative to the number of patient visits. Such cost increments may be offset by decreases at clinics that are found to be staffed above the standards. In either case, this will not require General Fund contributions since the majority of direct staff costs at the Hub Clinics are offset by Medi-Cal revenues, and almost all foster youth are Medi-Cal eligible.

3. MEDICAL CASE MANAGEMENT AND ESTABLISHING MEDICAL HOMES

Though detention and service plans for each child in the child welfare system are ultimately approved by the court, day-to-day oversight of each child's care and status is the responsibility of an assigned Children's Social Worker (CSW) at the Department of Children and Family Services (DCFS). These responsibilities include preparing court reports, finding placements for children removed from their homes, arranging for various services needed for the child and their family, ongoing monitoring of every child's status and well-being and, for children removed from their homes, attempting to reunify the family or arrange an adoption or permanency plan. Health and mental health care are two of the many services that CSWs must oversee and document.

Health records are initiated and monitoring begins when a child enters the child welfare system. Ideally, medical histories are obtained from family members or caregivers at the time a child enters the system. This does not always occur, however, since the process of moving a child from his/her home is often tense and emotion-laden and the exchange of records may be the last concern to all parties involved.

Hub Clinics are Most Often the Source of Baseline Medical Information for Children Entering the Child Welfare System

The State-required Initial Medical Examination is the first step in medical services provided to children in out-of-home placements and, in many cases, is the beginning point for those children's medical records while they are in the DCFS system. Though not occurring in all cases, the majority of Initial Medical Examinations take place at the Hub Clinics in accordance with DCFS policy. State regulations require that such examinations take place within 72 hours of initial placement for high risk children and those between the ages of 0 – 3 and within 30 days of initial placement for all other children⁴. Children placed outside of the County are not required to use the Hub Clinics for these examinations according to DCFS policy.

Children's Social Workers are responsible for providing a Medical Hub Referral Form to the Hub Clinic (or outside caregiver if a Hub Clinic is not used) that provides the child's name and demographic information and the timeline for the examination based on the criteria described above. The results of Initial Medical Exam are to be completed by the Hub Clinic staff or private community provider and sent back to DCFS including information such as height, weight, immunizations provided, any treatment provided, follow-up care needed and the results of the mental health screening that is a routine part of the examination. All information is sent to DCFS by fax since DCFS and the Hub Clinics do not share an electronic information system.

The Hub Clinic Initial Medical Examination documents are sent via a dedicated fax line to the appropriate DCFS regional office and routed to the appropriate CSW for the child. Public Health Nurses assigned to DCFS participate in review of these charts and reports and are responsible for entering information from them into the Child Welfare

⁴ High risk is defined as a child with one of more of the following conditions: a past significant medical illness or chronic illness; possible contagious disease; medication; and/or, social problems that could conceal an unmet medical need such as a language barrier. (DCFS Policy 0600.500.00.A.)

Services / Case Management System (CWS/CMS), the Department's electronic information system.

Need for a Summary Fact Sheet Listing Age Specific Developmental Stages and Instructions for Care of Children

Staff at one Hub Clinic related that foster parents frequently ask for compact fact sheets (sized for posting on a refrigerator or note-board) giving information specific to the age of their foster child, listing normal behavior and expectations and also what steps should be taken in the event of problems.

CSWs and Public Health Nurses are Responsible for Monitoring and Managing Children's Medical Care

By DCFS policy, CSWs are responsible for ongoing monitoring of medical services for all children in their caseload, including: ensuring that the children receive all necessary follow-up medical services; discussing the medical and dental needs of the child with their caregivers (i.e., foster parents, relatives taking care of the child, etc.); providing caregivers with information about medical services available through California's Child Health and Disability Prevention (CHDP) program; explaining the benefits of preventive services; and determining if the caregiver needs assistance with transportation or scheduling medical appointments.

The CSWs are assisted in their oversight of medical care needs by approximately 137 Public Health Nurse staff assigned to DCFS. Of these 137 positions, 62 are DCFS employees and 75 are Department of Public Health positions who function within DCFS through an inter-agency agreement. The Department of Public Health provides these positions because they are funded by California's Child Health and Disability Prevention program that provides funding to the Department of Public Health for preventive and other medical services for foster children and Medi-Cal eligible youth. By being located in DCFS offices, these Public Health Nurses are able to work more directly with CSWs and access the Department's electronic information system, CWS/CMS, to ensure that CHDP-funded services are provided to foster youth. Since CHDP funds are only available for children in out-of-home placement, the Department of Public Health nurses work with those children only; the DCFS Public Health Nurses provide services to children in the child welfare system who remain in their homes under the auspices of the Family Maintenance or Voluntary Family Maintenance programs.

DCFS has identified the Public Health Nurses as a resource for the CSWs. Their services can include the following, with some variation depending on whether the Public Health Nurses are DCFS or Department of Public Health employees:

- Assisting CSWs in the assessment of health records and prioritizing follow-up needs
- Assisting in making referrals to providers in the child's community and with scheduling appointments and arranging transportation
- Participating in multidisciplinary teams for review of the child's health needs and treatment plans
- Participating in home, school or hospital visits with CSWs to collect and evaluate health information

- Updating the children's medical records in the CWS/CMS system

DCFS Systems and Processes do not Ensure that All Children Receive the Same Level of Medical Case Monitoring and Management

While the system and policies described above appear to provide for medical oversight and case management of children in the child welfare system, staff at DCFS, Clinics and Department of Public Health report this is not occurring in all cases. Several impediments to providing consistent and comprehensive case management were identified during the course of this investigation including:

1. No management system is in place at DCFS to ensure that all medical records are entered into CWS/CMS for CSW monitoring and follow up.
2. No master list is maintained of newly detained children who are required to have Initial Medical Examinations for timely comparison with Initial Medical Examinations records and reports received at DCFS to ensure that all children have received these examinations within the mandated timeframe.
3. Community medical providers do not always submit the results of their services to DCFS.
4. The system of medical providers sending medical records to DCFS by fax lends itself to errors and lost records.
5. There is no systematic tracking system to prompt review of case records at the time when follow-up medical appointments are supposed to occur.
6. Public Health Nurses attempt to prioritize their workload by placing children with known medical conditions as top priority for review, but there is no systematic process or criteria for identifying such cases Department-wide.
7. Case files and medical records for children who have changes in placement and/or CSW are often slow in getting to the corresponding Public Health Nurse to enable their monitoring of the child's medical information.
8. Public Health Nurse input on cases depends on CSWs seeking them out for advice and input.

As a result of these factors, children in the child welfare system do not always receive consistent medical case management and oversight.

The Hub Clinics Have the Capability of Serving as Medical Homes or Medical Overseers for Children at Greatest Risk Medically or of Being Repeat Victims of Abuse

There are systemic improvements that could be made at DCFS to improve the existing medical oversight and case management function. Another option to consider to better ensure medical oversight and continuity of care is establishing the Hub Clinics as medical home for at least some DCFS supervised children such as those with the most complex medical conditions and/or victims of sexual abuse. This, in fact, is supposed to

be one of the purposes of the Hub Clinics as capacity allows, according to the Memorandum of Understanding between DCFS and the Department of Health Services. Specifically, the Memorandum of Understanding states that,

As capacity permits, the Medical Hubs may provide follow-up medical care for children with identified or complex medical needs which would benefit from management by a Medical Hub. This may include serving as a “medical home” for some DCFS involved children.⁵

“Medical home” characteristics have been defined by the American Academy of Pediatrics as:

“...accessible, continuous, comprehensive, family centered, coordinated, compassionate, and culturally effective. It should be delivered or directed by well-trained physicians who provide primary care and help to manage and facilitate essentially all aspects of pediatric care.”⁶

Discussions with Hub Clinic administrators confirmed this definition. They indicated that their understanding of “medical home” includes facilitating pediatric care.

Many Children in the Child Welfare System Qualify as Having Special Health Care Needs and Need Comprehensive Coordinated Care

The American Academy of Pediatrics Policy Statement goes on to quote the U.S. Department of Health and Human Services as stating in its Healthy People 2010 goals and objectives that:

“...all children with special health care needs will receive regular ongoing comprehensive care within a medical home.”

“Special health care needs” is the term used by the federal Maternal and Child Health Bureau for children “who have or are at increased risk for a chronic physical, developmental or behavioral or emotional condition and who also require health and related services of a type or amount beyond that required by children generally.” Academic and other studies have found that between 50 and 95 percent of children in foster care have medical conditions requiring attention upon entry into the child welfare system; that approximately 25 percent have three or more conditions; and that moderate to severe mental health and behavioral problems are prevalent, with between 40 and 60 percent having at least one psychiatric disorder. Chronic medical conditions, mental health problems, dental problems and developmental delays are all common⁷.

⁵ FY 2008-09 Memorandum of Understanding between DCFS and the Department of Health Services for Countywide Medical Hub Clinics.

⁶ Policy Statement: The Medical Home, *Pediatrics* 2002; 110(1):184-186, American Academy of Pediatrics, reaffirmed in *Pediatrics* 2008; 122(2):450.

⁷ See: National Survey of Child and Adolescent Well-being # 7: *Special Health Care Needs Among Children in Child Welfare*, Administration for Children and Families, U.S. Department of Health and Human Services, 2007; and *A Guide to Developing Health Care Systems for Children in Foster Care*, UCLA Center for Healthier Children, Families and Communities, November 2001.

The Hub Clinics, in conjunction with the Public Health Nurses, could serve as medical homes for at least those children with special health care needs and those victims of sexual abuse who do not otherwise have a medical home through their current medical providers. The Hub Clinics and Public Health Nurses could together provide comprehensive, continuous care, coordination of services and ongoing oversight.

Discussions with Hub Clinic administrators confirmed that they have the expertise to be effective medical homes for foster children and youth. In addition, DCFS Social Workers, Public Health Nurses, and their supervisors and administrators, as well as Hub Clinic staff and administrators all repeatedly identified the clinics as the most qualified medical settings for foster children and youth. A secondary benefit of the Hub Clinics serving as medical homes is that clinic staff are trained and highly skilled at detecting signs of child abuse and neglect. This same level of expertise cannot be assumed for community providers.

Hub Clinics Not Needed for All Children at Medical Risk but Should Be Used for Highest Medical Risk Children Who Lack Medical Homes

While some children in the child welfare system undoubtedly have “medical homes” with community providers with whom they have ongoing relationships, many children do not, particularly those who end up changing placements while they are in the system. If these children also have special health care needs, they are even more at risk. Hub Clinic administrators interviewed for this investigation indicated that they would be open to the concept of serving as medical home for children in the DCFS system. A key concern expressed by some administrators was whether they had the capacity to serve all of these children on an ongoing basis.

While all children in the child welfare system would benefit from having a medical home, not all children in the child welfare system, even those with special health care needs, need to have the Hub Clinics and their highly specialized teams serve as their medical homes. Some may be relatively healthy and well-served by community providers. Others may not be able to access Hub Clinics easily because of transportation issues and/or the nearest Hub Clinic being a long distance from their homes. Still others may have a relationship with a community medical provider whom they trust. Also, not all children in the DCFS system are under court supervision. Children in the DCFS system include those under Voluntary Family Maintenance, which means they get services through DCFS on a voluntary basis. These families have the freedom to choose any provider they wish as the court does not order them to see a particular provider.

While there appears to be some excess capacity at certain Hub Clinics, as discussed in Section 2 of this report, expansion of staff and/or facilities might be needed at other Hubs if they were to accommodate all children needing medical homes. This consideration points to the need for a tiered approach to creating medical homes so that children needing close medical attention receive more intensive, ongoing care by the Hub Clinics as their medical home while other children receive less intensive direct service but some oversight through periodic Hub Clinic visits and reassessments. Combined with some system changes at DCFS to ensure more consistent oversight and coordination of medical services by Public Health Nurses and CSWs, more children in the system would realize the benefits of a medical home.

DCFS statistics from the past three years show that there has been a yearly average of 635 cases classified as having special health care needs and 679 sexual abuse cases per year for an average of 1,306 cases, some of which might benefit from having the Hub Clinics serve as their medical home. While some number of these children may be ongoing patients at the Hub Clinics, it is assumed that most are being seen by community providers. Depending on the number of children who transfer to the Hub Clinics as their medical home and the frequency with which they schedule appointments, this could represent a sharp increase in activity at some of the clinics. However, these children now are primarily seen by private community providers and, as stated above, may have established medical homes through them.

For children with special health care needs or who are victims of sexual abuse and don't have a medical home, the Hub Clinics should be advocated for ongoing treatment. DCFS would need to develop risk criteria to identify such cases. Besides having special health care needs or being the victims of sexual abuse, other factors to consider could include frequent changes in placement, no established medical provider and other characteristics. The CSW, in collaboration with the assigned PHN for these cases, could assess the situation and make recommendations to the court so that children who meet these criteria will be required to obtain their medical services at a Hub Clinic.

As this transition takes place and the number of new patients and patient visits for the Hub Clinics are determined, it may require staffing additions at some of the facilities. Presently, most direct costs of the Hub Clinics are recovered from Medi-Cal billings such that new positions added to see more patients should also recover the majority of their costs. However, some costs may be incurred as positions may need to be added to accommodate increases in caseload before the number of patients is sufficient to ensure full cost recovery through Medi-Cal. One-time costs may be incurred for space reconfigurations or expansions.

Stronger Systems and Controls Needed at DCFS to Ensure Consistent Medical Case Management and Oversight

In addition to directing children who meet certain criteria to the Hub Clinics for their medical home, recommended systemic changes at DCFS to improve medical case management and coordination for other children in the system include the following:

1. Enhancements to CWS/CMS or an alternate electronic system to automatically notify Public Health Nurses of the dates of medical appointments in their caseload for timely follow up to verify that the child kept the appointment and that corresponding medical records have been received and entered into CWS/CMS.
2. Master list of new cases and expected Initial Medical Examinations by their due date to be shared and reconciled by DCFS and the Hub Clinics. Referrals for Initial Medical Exams were not always provided within the time limit prescribed.
3. Follow up by DCFS CSWs and the Public Health Nurses in response to no-show reports provided by the Hub Clinics. (Section 3 discusses plans for a system that would perform the functions of the previous three points.)

4. Regular production of master lists of new placements or case reassignments in each Regional Office, flagging those with special health care needs or victims of sexual abuse.
5. A quality control process for management to verify that all medical information and reports are being input in a timely manner to CWS/CMS.
6. Medical reassessments performed at set intervals at the Hub Clinics for children who meet criteria for being at risk of further abuse or poor medical outcomes such as:
 - those who have previously been victims of physical or sexual abuse
 - those remaining in their homes with parents or guardians that have previously abused them in supervised Family Maintenance or Voluntary Family Maintenance programs
 - those whose placement is being changed while detained

It should be noted that the above activities now already occur for many cases but more often as the result of individual actions rather than as a systematic Department-wide approach.

The combination of these changes and an enhanced role for the Hub Clinics would provide assurance that medical needs of children in the child welfare system are not overlooked and that the risk of medical conditions being unattended to and children being recurring victims of abuse is minimized.

Findings and Recommendations

Finding 3.1

Foster parents and caregivers have expressed to Hub Clinic staff the need for a summary fact sheet listing age specific developmental stages and instructions for the care of children.

Recommendation 3.1 – The Director of the Department of Children and Family Services

The Director of the Department of Children and Family Services should direct the CSWs and PHNs to create age-specific information sheets to be given to foster parents or caregivers at the time the detained child is placed in their care. These sheets should be sized for easy access, such as for posting on a refrigerator or note-board, and give information listing normal behavior and expectations and also what steps should be taken in emergencies.

Finding 3.2.1

Though capable of serving in this capacity, Hub Clinics are not being used as medical homes for children in the child welfare system with special health care needs or who are sexual abuse victims who do not otherwise have a medical home.

Finding 3.2.2

Organizations such as the American Academy of Pediatrics have identified the need for children with special health care needs to have a medical home where care is continuous, coordinated and comprehensive.

Recommendation 3.2 – The Directors of the Department of Children and Family Services and Department of Health Services

The Directors of the Department of Children and Family Services and Department of Health Services should, by the end of 2009, develop criteria for identifying children in the child welfare system for whom the Hub Clinics should serve as medical home, with responsibility for their overall medical care coordination, focusing on those with special health care needs and sexual abuse victims.

Finding 3.3

The expertise at Hub Clinics is not being used to provide oversight of medical services delivered by other providers to children at risk of medical problems or of being repeat victims of abuse.

Recommendation 3.3.1 – The Directors of the Department of Children and Family Services and Department of Health Services

The Directors of the Department of Children and Family Services and Department of Health Services should, by the end of 2009, develop criteria for children in the child welfare system for whom the Hub Clinics would not serve as medical home but should provide continuity of care by:

- periodic reassessments every six months
- case reviews of children with special health care needs who are being seen by private community providers
- those at risk of being victims of abuse again, such as when changes in placement occur
- those, under the Family Maintenance program, still living in homes where they were abused

Recommendation 3.3.2 – The Directors of the Department of Children and Family Services and Department of Health Services

The Directors of the Department of Children and Family Services and Department of Health Services should develop protocols and definitions for services to be provided by the Hub Clinics as medical homes.

Finding 3.4.1

Systems in place at DCFS to coordinate and manage medical care for children in the child welfare system do not ensure that all cases are being monitored and follow-up services provided. Some of the deficiencies found were:

- the absence of control lists of scheduled medical appointments
- children who do not keep their appointments
- the lack of a quality control process for management to verify that all medical information and records have been entered into the Department's CWS/CMS system

Finding 3.4.2

System control improvements needed at DCFS include master lists shared between the Department and the Hub Clinics of children entering the system and needing Initial Medical Examinations and an electronic system for flagging missed medical appointments.

Recommendation 3.4 – The Director of the Department of Children and Family Services

The Director of the Department of Children and Family Services should, by June 2010, direct staff to develop new systems and controls to ensure that: a) all medical information is entered into CWS/CMS; b) master lists are produced of all children due for Initial Medical Examinations to be reconciled with Hub Clinic rosters; c) master lists of medical appointments are produced to facilitate follow-up by Public Health Nurses; d) master lists of children with changes in placement and/or their Children's Social Worker be established and provided to Public Health Nurses to ensure timely case management of these new cases.

Costs and Benefits

Implementation of these recommendations would improve continuity of care and reduce the risk of poor medical outcomes by providing improved coordination and case management of medical care and conditions. Children with special health care needs would be assured of a medical home responsible for providing continuous, comprehensive direct services and the coordination of care with other providers. The Hub Clinics would also monitor quality of care delivered by outside providers for all children at risk of medical problems and/or at risk of being victims of abuse again.

Some short-term new costs may be incurred if additional Hub Clinic staffing is needed to provide services to an increased number of patients. While additional staff costs should be recovered from Medi-Cal, staff may need to be added before there are a sufficient number of patients to ensure full cost recovery. Some one-time costs may also be incurred for facility expansions at some of the Hub Clinics if current space is not adequate to meet increased patient flow. The allocation from DCFS to the Department of Health Services for the Hub Clinics is negotiated each year and this amount could potentially be increased to cover some or all of the any cost increases associated with improved case management.

4. MANAGEMENT OF HUB CLINICS AND PUBLIC HEALTH NURSES

The Hub Clinics are widely praised by Department of Children and Family Services (DCFS) managers, staff and other stakeholders for being outstanding facilities for medical care of children who are the victims of child abuse and neglect. The staff at the clinics reportedly have a better understanding of these issues and their impact on health and mental health care services than many community pediatricians and other providers who do not specialize in child abuse and neglect cases. Hub Clinic staff are readily accessible to DCFS staff for consultation and discussion of cases.

The use of Public Health Nurses has been similarly praised by numerous managers and staff who work in the child welfare system for their assistance to Children's Social Workers (CSWs) in assessing health records; assisting with coordination of children's health services by making referrals to providers, participating in multidisciplinary team conferences; participating in home and school visits with Children's Social Workers when needed; updating computerized medical records in CWS/CMS, the DCFS electronic record system. Public Health Nurses are used as service providers for children in the child welfare system in recognition of the complexity of many of the children's health care needs and the health care system.

In spite of the value of the Hub Clinics and the Public Health Nurses, management of these resources and their efficiency and effectiveness should be improved. These issues are discussed below.

Individual Hubs Have Many Dedicated and Highly Qualified Managers but Direct Countywide Line Authority Management is not in Place

Hub Clinics are a relatively new development in the Department of Health Services (DHS), having been rolled out Countywide to the five County hospitals and multi-service ambulatory care centers and one private hospital in 2006. A predecessor and prototype clinic, the Community-based Assessment and Treatment Center, with a mission similar to the Hub Clinics, was in place at LAC+USC prior to that, starting in 2004 under the auspices of the Violence Intervention Program at the hospital with privately raised money. Given the relative newness of the Countywide system, oversight, coordination and vision at DHS are still being developed. Organizationally, no one DHS manager is fully responsible for management and guidance of all six Hub Clinics. Each clinic director reports to his/her facility Chief Executive Officer, some indirectly through their Pediatrics Department director, who in turn reports to a Chief Network Officer, who reports to the DHS Director.

Hub Clinics do not share a common strategic plan, long-term goals and objectives, practice standards or written policies and procedures. The absence of central management of the Hub Clinics is evidenced by the lack of a system-wide strategic plan, goals and objectives, outcome measures, system standards and practice guidelines, and policies and procedures specific to Hub Clinics. Policies and procedures were requested from all of the Hub Clinics. The two sets that were provided, from the LAC+USC and Harbor/UCLA clinics, were not the same. The other clinics at DHS facilities reported that they did not have any that were Hub Clinic specific, and that their written policies and procedures were one and the same as those of their

hospital or facility. In Section 1 of this investigation report, inconsistencies in the mix of services and staffing configurations at the different facilities were reported.

Hub Clinics expenditures and revenues are not tracked separately by DHS or Hub Clinic managers for comparison to an established budget. Another indicator of the absence of centralized management of the Hub Clinics is the absence of a system for tracking actual revenues and expenditures compared to a budget for each facility. DHS does not track its hospital and multi-service ambulatory care center costs by cost center because of its methods of Medi-Cal reimbursement. As a consequence, actual revenues and costs for the Hub Clinics are not known by DHS or clinic managers.

Budgeted and actual expenditures and revenues were requested for each facility at the outset of this investigation. DHS reported that this actual information was not available and had never been separately identified since the clinics started. Instead, each clinic's costs and revenues are absorbed in the total budget of their host hospital or multi-service ambulatory care center. Since budgeted and actual expenditure and revenue information is key management information, the fact that this information has never been assembled indicates the lack of management oversight of the cost-effectiveness of the clinics. It should be noted that budget and actual revenues and expenditure information was ultimately assembled and provided to this investigative team by DHS but it took two months for the data to be produced.

Outcome measures have not been established or tracked for the Hub Clinics. Outcomes are not tracked for the Hub Clinics. Since a key purpose of the Hub Clinics, as stated in the Memorandum of Understanding (MOU) between DCFS and DHS⁸ is to "improve coordination and child health outcomes," DHS and DCFS management should have established measures to ensure that the intended outcomes are being achieved.

The MOU describes the previous state of medical care for children in the child welfare system as being "disjointed and DCFS was not able to consistently put together a comprehensive picture of the child's health status." A key management objective for the Hub Clinics and DCFS and the Department of Health Services management should thus be establishing systems, controls and measures to ensure that this situation has improved and that DCFS is now able to assemble a comprehensive picture of the health status of children using the Hub Clinics. Clinic staff interviewed for this investigation reported that they know very little about the status of the children they see after they have completed their assessments at the clinics.

Measures of improved coordination of services could include data showing that the children using the Hub Clinics are also receiving medical and other services needed as identified in their Initial Medical Examinations, forensic evaluations or follow-up visits. Improved child health outcomes could include measures such as immunizations received, medical conditions addressed, reduced emergency room visits and others for children seen at the Hub Clinics.

⁸ Memorandum of Understanding between the Department of Children and Family Services and Department of Health Services for Countywide Medical Hub Clinics for Children Under DCFS Jurisdiction, FY 2008-09.

Plans for Implementation of a Shared Information System at all Hubs will Improve Data Sharing among Clinics, but a Long-term Systems Solution for Coordination with DCFS is Still Needed

A key to the success of any health care system is a coordinated data system. This is particularly true for a system serving the child welfare system where critically needed medical records and history are not always readily available from the child or their caregivers and multiple service providers. One way in which Hub Clinics are making an attempt to better coordinate services is in the area of information systems. The clinic at LAC+USC has been using a software product called mHUB for several years. mHUB is privately developed software that has automated this one clinic's patient records tracking and scheduling functions. DHS is planning to roll this system out to all Hub Clinics by May 2010 so that, at a minimum, all clinics will be able to electronically obtain records of children from visits to any of their five facilities.⁹ According to documentation provided by the LAC+USC clinic, the system was developed by a private vendor, Saga Technology, and cost \$540,000 to date, with some of this money coming from donations and grants.

Discussions with some Hub Clinic representatives indicate that while they believe mHUB is likely to be an improvement in the long run, it will initially represent a duplication of effort because it will require entering data into two different systems: the County Hospital Affinity system and mHUB.

The mHub system will improve the current lack of electronic information sharing between clinics but does not address the issue of improved electronic communication and data sharing between the clinics and DCFS. While DHS is supporting expansion of mHub, its initial development is due to efforts on the part of the LAC+USC clinic, not due to a DHS manager responsible for effective Hub Clinic operations.

One of the main information system needs of the Hub Clinics is tracking DCFS children's visits when they are newly detained. Since children are supposed to receive their Initial Medical Examination within 72 hours of being detained if they are three years old and under and within 30 days if they are older than three years, both Hub Clinics and DCFS need to know whether or not this occurs. The results of the Initial Medical Examinations and details on follow-up care and referrals need to be reported in a timely manner to the child's CSW to ensure the recommended follow-up occurs. DCFS representatives report that their Department is working on improvements in this area.

DCFS and DHS managers indicated that they are planning a system in the future that will enable information regarding referrals of newly detained children to be transferred to mHUB daily. The plan is to take data from DCFS's CWS/CMS system about referrals of newly detained children and transfer it to mHUB. This data will include the name of the child and caregiver and inform the Hub Clinics, via mHUB, of the required case timeline. According to current plans, mHUB would then transfer data daily to DCFS's CWS/CMS regarding actual visits, including no-shows, cancellations and cases in which the clinic was unable to contact the child's caregiver regarding scheduled appointments. The two

⁹ For more information about interoperability of the mHUB systems, see Section 8 of the "Health Information-Sharing for At-Risk Youth" report in this volume.

pieces of information would be reconciled daily, and the information given to PHNs and CSWs for follow-up.

When asked about the timing of plan implementation, DCFS reported that some of the timing depends on mHUB's ability to accept and reconcile the data with actual visits. The DCFS representative said that the mHUB system was not yet ready for this, and that other details of the plan must be resolved before its implementation, which appears to be years away.

As of the time of this writing, a meeting was scheduled involving DHS, DCFS and County Counsel to discuss the plan and work on some of its details. According to DCFS information systems staff, DCFS had developed a draft document regarding the plans, but wanted to have it reviewed by County Counsel before sharing it with our investigation team.

Implementing a procedure such as the one described above to track visits of newly detained children and subsequent follow-up referrals would be very beneficial in ensuring that children receive the medical services they need and in identifying issues that require further attention by either DHS or DCFS.

As mentioned in the FY 2006-07 Civil Grand Jury report entitled "Crisis in Communication – Preventing Child Fatality and Maltreatment," DHS has been working to develop a long-term and extensive data and information-sharing systems solution with DCFS. We believe this ultimately is a better solution than the piecemeal approaches that have taken place in the past. The State of Arizona relies on medical billing records to track and monitor such issues as no-shows, immunization needs, etc. There needs to be an information systems approach similar to this in Los Angeles County. Though DHS presently does not bill Medi-Cal for individual medical services provided, in the long run, the Department may return to that approach and could potentially work with the state Medi-Cal system to integrate patient tracking with billing records toward the ultimate goal of ensuring that the health needs of children in DCFS are tracked and met more consistently and efficiently. Among the responsibilities that should be delegated to a single DHS manager responsible for the Hub Clinics is expediting the ongoing development and maintenance of information-sharing systems between DHS and DCFS.

A High Level DHS Manager is Needed to Oversee All Hub Operations

DHS could address many of the Hub Clinic management issues by assigning an existing individual manager to include oversight and direct line authority over the non-clinical aspects of Hub Clinic operations as one of his or her responsibilities. This individual could address some of the issues identified above, including those related to policies and procedures, information technology and capacity tracking. Responsibilities of this individual and his or her staff should include:

1. Establishing a vision, mission and strategic plan and goals and objectives for the overall Hub Clinic system.
2. Overseeing the development of consistent, system-wide policies and procedures.

3. Ensuring the development and consistent monitoring of outcome measures.
4. Overseeing the continued improvement of information systems and data sharing with DCFS.
5. Establishing system wide practice guidelines, staffing and capacity standards and reconciling capacity standards with need at DCFS.

Some Improvements Have Been Made to the Public Health Nurse Program but Additional Changes are Needed to Enhance Efficiency and Effectiveness

An issue to be addressed by Hub Clinic management, in collaboration with DCFS, concerns the use of PHNs in the medical care of welfare children. Because PHNs play an important role in the coordination of medical services for children involved with DCFS, their operations and procedures were reviewed for this report.

DCFS utilizes two groups of PHNs. They are employees of two departments and managed under two different management structures. One group of PHNs are DCFS employees and are managed and funded by DCFS. The other group are Department of Public Health (DPH) employees and are managed by DPH administrators and funded by the State of California Child Health and Disability Prevention (CHDP) Program through its Health Care Program for Children in Foster Care (HCPFC) division.

The staffing of the groups is illustrated in Table 4.1.

Table 4.1
Public Health Nurses Serving the Child Welfare System
by Home Department
FY 2008-09

Department	Nurse Managers	PHN Supervisors	PHNs	Intermediate Typist Clerks	Total
DPH PHNs	1	6	68	0	75
DCFS PHNs	1	5	47	9	62
Total	2	11	115	9	137

Source: DCFS and DPH Organization charts provided upon request for this study.

Because these two groups of nurses report to two different departments, their policies and procedures, funding streams, and administrative structures are different. This has created problems in the past, as detailed in the FY 2006-07 Civil Grand Jury report, including inconsistency in productivity, accountability and services provided.

One of the key problems identified in "Crisis in Communication" has been resolved. That problem was that a group of children under DCFS supervision was not being served by either PHN group, because of conflicting policies. That group consisted of children who were under court supervision but allowed to remain in their homes. DPH nurses are prohibited by State regulations governing the CHDP program from serving children who are not in out-of-home care. In January 2009, DCFS assigned these approximately 10,700 children to the DCFS group of Public Health Nurses.

Another change that has occurred since the “Crisis in Communication” report is that the number of children in out-of-home care has dropped. This is because DCFS priorities have shifted. More emphasis is being placed on children remaining in the home and receiving services in their own homes, if the situation is safe and service provision is feasible. This has resulted in lower caseloads for the DPH Public Health Nurses.

While changes made to the program appear to be moving in a positive direction, more needs to be done to ensure that the two groups operate seamlessly. The different reporting structures had been pointed out in the “Crisis in Communication” investigation as an issue for DCFS Regional Administrators, because they had very little knowledge of the activities of DPH nurses. A recommendation that a dual reporting relationship be established between the nurses and the responsible DCFS Regional Administrators has not been implemented.

Review of the Public Health Nurse function operating under the jurisdiction of two departments indicates that DCFS Regional Administrators should have input into the evaluations of the nurses who work in their offices. This would provide DPH administrators with information that they can use to ensure maximum efficiency and effectiveness of their PHNs. This approach would require a revision of the current Memorandum of Understanding (MOU) between DCFS and DPH.

In interviews, DPH administrators reported that the two groups’ administrators and managers meet quarterly to discuss issues and address matters of mutual concern. While this is a positive step toward coordination, they reported that no CSW administrator or manager participates in these meetings, making it difficult to follow through on issues identified involving CSW policies and procedures. Having CSW participation in these meetings would appear to be a relatively easy change that can facilitate more effective management of the program.

Additionally, neither group is tracking outcomes directly. Statistics reported to the State from April through June, 2008, show an overall compliance rate of 86.6% in meeting mandated time schedules for Initial Medical Examinations. However, not recorded are the number of referral appointments never made nor attended. Neither are there any measurements of health outcomes. Both groups of nurses are reportedly working on developing criteria to track and measure outcomes. Examples of these appear below:

Failure-to-Thrive Outcome Objective:

Minimize risk factors associated with a diagnosis of Failure to Thrive by:

- Identifying those children with inadequate nutrition to maintain physical growth and development
- Assisting CSW to ensure children with diagnosis and/or at risk for Failure-to-Thrive be evaluated by an Health Care Provider and receive ongoing follow-up care.”

Diabetes Mellitus Outcome Objective:

- Identify those children who are obese and verify if exercise and diet management have been implemented

- Assist the Children's Social Worker (CSW) to ensure that children with the diagnosis of Diabetes Mellitus are evaluated by an Health Care Provider and receive ongoing follow-up care

The materials provided by the departments indicate that the groups are moving in the right direction relative to outcome tracking. They now need to begin the actual tracking.

Nurses' Caseloads are Difficult to Track due to Current Case Management Procedures

Currently, DCFS cases transfer back and forth from DCFS to DPH depending on the status of the child. For example, DCFS nurses are assigned cases in the emergency response phase of the case. Once a child is removed from home, then the case technically is assigned to a DPH nurse. These transfers have created complications in the way cases are managed, according to interviews and documentation provided.

Caseload data provided by the two groups of nurses reflect the following ratios:

- Range of children per DCFS nurse: 277 to 933
- Range of children per DPH nurse: 199 to 400

While these caseload ratios provide one view of the workload of nurses, they are difficult to interpret since they are so broad and because Public Health Nurses, as a rule, do not regularly monitor the many children with no unusual health issues. Instead, the nurses are called upon by CSWs on an as-needed basis. So, while technically the nurses are responsible for these children, in practice they are, in most cases, not serving the number of children the raw numbers indicate. Additionally, the status of cases can be somewhat fluid. A nurse responsible for a child one day may not be the next because the child has returned home or has been removed from the home. Also, as discussed below, a pilot project carried out in the DCFS Lakewood office that tracked time spent on cases by a group of nurses from both departments, found that 85 percent of both groups of nurses' time was spent on children in out-of-home care. The high percentage of children in that category points to the difficulty of attempting to delineate which children fall into the caseload of which group of nurses.

The DCFS Lakewood Office Project Could Serve as a Model for the Entire PHN Program

According to a draft summary provided by DPH in FY 2007-08, the DPH Health Care Program for Children in Foster Care (HCPCFC), which is responsible for the Public Health Nurses assigned to the child welfare system, experienced a budget deficit, and needed to bring the issue to the County Board of Supervisors. The County allocated additional funds in the amount of \$700,000 to the program. In the meantime, DPH was in the process of requesting additional funds from the California Department of Health Care Services, Children's Medical Services Branch. In September 2007, the HCPCFC program was authorized to claim an additional two million dollars in federal funds.

Due to this additional funding, The County Board of Supervisors instructed DPH to "explore the possibility of utilizing the allocated county general fund money to expand the services rendered by HCPCFC nurses." After discussions with DCFS, DPH and

DCFS embarked on a pilot project at DCFS's Lakewood office to determine whether a more seamless approach to service provision could be implemented.¹⁰

The DCFS Lakewood Office Project began May 1, 2008 and ended October 30, 2008. It was designed to assess whether case transfers between PHN groups could be eliminated, and whether all nurses could be called upon to handle any case. These changes needed to be consistent with federal funding guidelines. Thus, a representative from the Children's Medical Service Branch of the California Department of Health Care Services was involved in the pilot to assess the amount of time expended on certain activities that would be eligible for federal funding. The time study, which took place in September 2008, required nurses to track the time expended on consultation activities. Upon completion of the time study, it was determined that 85 percent of the cases tracked were in out-of-home placement. This meant that 15% would be ineligible for federal funding and could not be performed using State HCPCFC funds.

The summary provided to the study team contained the following assessment of the project:

"Since project nurses were not obligated to transfer cases due to changes in the child's status, the resulting disruption of services for health care was reduced or eliminated completely during the project as long as cases remained with the same CSW. A number of nurses noted that continuity of a case nurse and subsequent coordination of health care services was dependent on the continuity of the CSW and the CSW's willingness to communicate."

In addition, the summary noted:

"Current levels of conflict between the two nursing programs vary significantly among offices. In most offices, the nursing staffs have reached an accommodation. This project resulted in the performance of the same functions by all nurses for a common population; in addition, a formal nurse-to-nurse protocol was implemented to improve communication. As a result, the conflict level diminished, but was not eliminated, during the project's course."

DPH proposed that DCFS provide the additional funding required because some cases are ineligible for federal funding. They also proposed that an MOU be developed for the project to continue in Lakewood. And they recommended that an MOU be developed between the two departments to "implement the model department-wide."

Based on the 2006-07 Civil Grand Jury "Crisis in Communication" report and this follow-up analysis, it appears that the approach adopted by the Lakewood project is an effective approach to managing and improving the two now separate programs. Funding is one of the issues that the two departments must resolve. The DPH PHNs are now

¹⁰ For more information, see Figure 1.8 and Finding 2.2 in the "Health Information-Sharing for At-Risk Youth" report in this volume.

covered by State CHDP funding and could continue to be under the Lakewood approach for the time they spend working with foster children in out-of-home placements. Since CHDP funding can only be used for children in out-of-home placements, to the extent that DPH PHNs allocate time to children who have not been removed from their homes, State reimbursement would not be provided, in accordance with the State's regulations for this program. This could represent an additional cost for DCFS but it would also represent more staff resources to serve all children in the child welfare system, regardless of whether they are still in their homes or not.

As discussed in the next section, DCFS has allocated funding for the implementation of the Katie A. lawsuit settlement. Discussions with DCFS administrators indicated that this funding could be used in the short term to implement the Lakewood pilot. This department-wide pilot would cover any unreimbursed costs for DPH PHN time spent with children who have not been removed from their homes but are under the jurisdiction of DCFS and the court. Given the benefits that the Lakewood project demonstrated, our analysis indicates that this funding should be utilized for this purpose. In the long-run, DCFS should find a way to fund its implementation, as it represents a much more effective approach to serving children in the child welfare system.

Findings and Recommendations

Finding 4.1.1

DHS's oversight of the Hub Clinics has resulted in variations and omissions in key management systems including the absence of a strategic plan, goals and objectives, outcome measures for the Hub Clinic system and budgets for each clinic.

Finding 4.1.2

Hub policies and procedures vary from one site to another, resulting in inconsistent services and approaches in the system.

Recommendation 4.1 – The Director of the Department of Health Services

The Director of the Department of Health Services should delegate management oversight responsibility to an existing manager for all Hub Clinic operations by the end of 2009 to include development of: a) a County-wide strategic plan; b) system-wide policies and procedures and outcome measures; c) individual facility budget tracking systems; and d) a capacity tracking system. Hub Clinic directors should report directly to this manager in addition to their clinical reporting relationships.

Finding 4.2

DHS's mHUB system and DCFS's plans to track Initial Medical Exams have the potential to improve operations in the short-term. A more comprehensive data sharing approach is needed in the long-run to ensure sharing of needed children's medical records between the two departments.

Recommendation 4.2 – The Directors of the Department of Health Services and Department of Children and Family Services

The Directors of the Department of Health Services and Department of Children and Family Services should work in collaboration with the County Chief Executive Officer

and Chief Information Officer to develop a long-term data and information-sharing system by June 2011 that enables these departments and others involved with serving foster children and youth to access key information about children's health and mental health needs and case histories.

Finding 4.3.1

The Public Health Nurse (PHN) reporting structures in DCFS and the Department of Public Health create difficulties in managing the two groups, and negatively impact overall effectiveness.

Finding 4.3.2

The DCFS Lakewood Office pilot project resulted in a more seamless and effective approach to caring for children's medical needs.

Recommendation 4.3.1 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should proceed with implementing the Lakewood project model system-wide, enabling PHNs to work on any of the cases that come into the office to which they are assigned, regardless of department affiliation.

Recommendation 4.3.2 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should collaborate to implement department-wide the DCFS Lakewood Project pilot integrating the two departments' PHNs by the end of 2009. This will require DCFS to utilize Katie A. funding in the short-run for the estimated 15% of PHN time that would be not covered by the State Child Health and Disability Prevention (CHDP) funding, and identifying funding for long-term implementation.

Recommendation 4.3.3 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should research and work to resolve the funding issues introduced by the Lakewood project and the recommended organizational structure change by the end of 2009. This may be done by applying for additional funding and/or a waiver through the CHDP program. It also may involve identifying other DCFS funds to cover any balance not covered by CHDP.

Recommendation 4.3.4 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should revise the MOU between DCFS and DPH by the end of 2009 to provide for input by DCFS Regional Managers into the evaluation process for DPH PHNs.

Finding 4.4.1

PHNs do not track outcomes. They have worked on developing some outcomes measures, but have not yet begun any tracking to evaluate effectiveness.

Finding 4.4.2

PHN caseload data are difficult to track because PHNs are not assigned specific cases to follow throughout children's duration at DCFS. In actuality, case status can shift back and forth.

Recommendation 4.4 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should finalize and proceed with tracking caseload and outcomes to evaluate individual PHNs and overall effectiveness of their services.

Costs and Benefits

The recommendations above represent a number of benefits to the County and the children and families served. These include:

- More effective medical services through a coordinated and effective Hub system and PHN program
- Less difficulties and potential hardship for children and families, as their medical needs are attended to more seamlessly
- More efficient operations resulting from outcomes tracking and medical data monitoring
- Less friction among nurses from the two programs, as their reporting structure becomes more cohesive

The additional costs of implementing the Hub recommendations would be minimal, as there are currently individuals at DHS who could perform the functions recommended for Hub oversight. The long-term systems recommendation is already underway and thus would not represent additional costs.

The PHN recommendations could represent an additional cost to DCFS if the CHDP program is unable to absorb the additional nurses and if a waiver is not granted for serving all children in the system. However, based on the results of the Lakewood project, this additional cost would be minimal. Also, with the additional efficiencies achieved by the recommendations, the departments may find that fewer nurses are needed to perform the required work.

5. MULTIDISCIPLINARY ASSESSMENT TEAMS

DCFS began conducting multidisciplinary assessments in 2004 in collaboration with the Department of Mental Health and using contract community based organizations to conduct the assessments. The MAT process is intended to evaluate foster children's needs and strengths early on in their detention in the following areas:

- Mental Health
- Developmental
- Hearing/Language
- Education
- Dental
- Vocational
- Family/Caregiver

Once a child is detained by DCFS as a result of a court order, if the child is located in a regional office catchment area that has implemented MATs the child is referred by staff for a multidisciplinary assessment. These assessments are generally conducted by a Department of Mental Health contract community-based organization called a MAT Provider. The goals of the MAT assessment are a) to determine what services are needed for the child, b) identify parental issues that may result in a lengthy separation of the child and family, c) determine the most appropriate out-of-home placement of the child and d) early diagnosis and intervention of critical medical, dental and mental health issues.

The current process is that a DCFS staff member, known as a MAT Coordinator, refers the case to a contract agency MAT Provider who conducts the assessment. The MAT Provider gathers information consisting of the results of the Initial Medical Examination and collects of psychological, educational, vocational and other records. The child's parents or caregivers are interviewed and parent-child interactions are observed. A team is assembled that generally includes a mix of individuals involved with the case including the child, caregiver, family members, CSW, Public Health Nurse (PHN) and others concerned with the case. This meeting and results of the assessment need to be completed and in court within 45 days of detention.

While the program started in 2004, it is currently operational in only two of eight DCFS regional service planning areas (SPAs). Documents provided by DCFS management state that 60 to 70% of MAT eligible children in SPAs 3 and 6 were being assessed by the MAT process as of December 2008. The Department is rolling the program out to its other SPAs in 2009.

The MAT Program has Evolved into Part of the Enhanced Mental Health Services that DCFS Must Provide as Part of the Katie A. Lawsuit Settlement

The MAT program has evolved to now fall within a larger DCFS program developed in response to the Katie A. v. Bonta lawsuit. A settlement agreement to the lawsuit was entered into by the County of Los Angeles in 2003. This agreement required the County to ensure that children who are in the custody of Los Angeles County DCFS in foster care or who are at imminent risk of foster care placement by DCFS:

“...promptly receive necessary, individualized mental health services in their own home, a family setting, or the most homelike setting appropriate to their need; receive care and services needed to prevent removal from their families or dependency or, when removal cannot be avoided, facilitate reunification, and to meet their needs for safety, permanency, and stability; be afforded stability in their placements, whenever possible; and receive care and services consistent with good child welfare and mental health practice and the requirements of law.”

In response to this, the County has been working to establish an infrastructure that would facilitate compliance with this settlement. A national panel of experts has been formed to oversee compliance. Three successive versions of a Strategic Plan to implement the program have been developed.

The latest strategic plan for Katie A. implementation, dated October 2008, details the implementation strategy for ensuring that the objectives of the settlement are achieved. The plan includes comprehensive assessments, emphasizing developmental and mental health issues, to be conducted through the MAT process described above, and other less intensive assessments to be conducted for non-detained children, generally by the responsible CSW. While the Katie A. Strategic Plan calls for use of the Hub Clinic Initial Medical Examination information and reports in the MAT process, it identifies only community providers to conduct MAT assessments and does not name Hub Clinics as regular participants in the MAT process, though it does identify Public Health Nurses as participants.

Some Children Receive Mental Health and Other Assessments at Hub Clinics, Making MAT Assessments Duplicative

As discussed in Section 1, some Hub Clinics are currently conducting, or have the capacity to conduct, varying levels of multidisciplinary assessments. The clinics at the LAC+USC Medical Center and Martin Luther King, Jr. MACC report that they have the staff and capability to conduct comprehensive mental health assessments on-site, while other clinics are referring out comprehensive mental health assessments and services to local providers. Per the Katie A. lawsuit, discussed above, the County is required to conduct initial mental health screenings using the standardized California Institute of Mental Health screening tool for all children initially detained by DCFS. Currently this is being done by Hubs when children are seen there.

Given that all newly detained DCFS children and youth are required to be seen by a Hub Clinic, certain clinics are in a good position to conduct MAT assessments for at least some of these clients as well. Discussions with LAC+USC Hub Clinic administrators indicate that multidisciplinary assessments are utilized effectively at that facility and that this model could be replicated at other Hub clinics. A key consideration, again, is Hub capacity, staffing and staff qualifications. Co-location of some Department of Mental Health (DMH), DCFS and other staff may be required for other Hubs to be able to conduct MATs, and this could take between three and five years.

As discussed in Section 2, Hub Clinic capacity is difficult to determine definitively, given the data available. However, it does appear that there is additional capacity at some

Hub Clinics. Also, at least two clinics, those at LAC+USC and Martin Luther King, Jr. MACC, have the appropriate staff and are already conducting many of the activities that comprise MAT assessments. Thus, fewer capacity considerations would need to be factored into the implementation of MAT assessments at these two facilities. At the other facilities, additional analysis would be necessary to determine the best approach and advantages and disadvantages of making them MAT Providers. However, all indications are that this could be worthwhile for the County, as these children are already visiting the clinics early in their detention and receive at least some of the assessment services required by the MATs. Further, the collection of previous health, educational and other records being collected for the MAT assessment would be of benefit to the Hub Clinics and their services as well.

Without Regular Hub Clinic and Public Health Nurse Staff Participation on MAT Teams, an Opportunity is Lost to Improve Coordination and Integration of Medical and Other Care in Service Plans

Though the results of Initial Medical Examinations performed by the Hub Clinics are used in the MAT process, Hub Clinic staff do not participate in the process. While one of the goals of the Hub Clinics, according to the Memorandum of Understanding between DCFS and the Department of Health Services, is to “improve coordination and child health care outcomes”, the MAT forum is not being used to assist in the integration of health service planning with mental health and developmental planning issues. While physical presence of Hub Clinics staff on every MAT may not be necessary, children with Special Health Care Needs¹¹ and/or victims of sexual abuse would certainly benefit from their participation and input. Their participation is consistent with DCFS’s stated MAT goal of providing “early diagnostic awareness of critical medical conditions leading to early intervention and *consistent management* of such conditions”¹² (emphasis added).

Besides Hub Clinic staff, child welfare system Public Health Nurses are reportedly only called into MAT meetings intermittently, whereas they could be useful at all MATs. One DCFS administrator indicated that it would be helpful to have PHNs at all MATs involving children 0 to 3 years of age, as these children are not able to effectively communicate their needs and concerns, and a nurse may be able to determine their medical needs more readily.

PHNs represent the best link to the Hub Clinics from DCFS, because they understand medical issues and are responsible for counseling CSWs on medical issues related to their cases. Hub Clinic administrators also believe that PHNs are helpful liaisons to DCFS.

As discussed in Section 4, it is difficult to determine the case capacity of PHNs, because caseloads do not reflect the amount of time spent by a PHN on a particular case. And since they are called upon only as needed by CSWs to assist with cases, some may get more involved than others with DCFS cases. In addition, if some MATs

¹¹ Defined by the federal Maternal and Child Health Bureau as, “those who have or are at increased risk for a chronic physical, developmental or behavioral or emotional condition and who also require health and related services of a type or amount beyond that required by children generally.”

¹² DCFS Procedural Guide 0600-500.05: Multidisciplinary Assessment Team (MAT)

are conducted by Hub Clinics, as suggested above, there would be less need for PHNs to participate in those cases.

More Timely Medical Information is Needed for Community-based MATS to Operate Effectively

There are strong arguments for Hub Clinics conducting MAT assessments. First, DCFS mandates that all Initial Medical Exams be conducted by Hub Clinics. Second, according to an administrator who works with the program, is the fact that reports of Initial Medical Exams are not always being delivered in a timely manner to the MAT Providers for inclusion in their assessments. The reasons for this were unclear, but the multiple information systems currently in place both at DCFS and DHS, and the varied management systems at Hubs may be contributing to the problem.

Findings and Recommendations

Finding 5.1.1

At least two Hubs currently have comprehensive assessment capacity. In some cases, they are duplicating aspects of the assessments conducted by MAT providers and the Department of Mental Health.

Finding 5.1.2

Because children and youth who are newly detained by DCFS must be seen at a Hub Clinic, and because comprehensive assessments are currently being conducted by these facilities, some Hub Clinics are well-positioned to conduct MAT assessments.

Recommendation 5.1.1 – The Directors of the Departments of Children and Family Services, Health Services and Mental Health

The Directors of the Departments of Children and Family Services, Health Services and Mental Health should enter into an agreement wherein the Hub Clinics with the professional capabilities would become DMH-contracted MAT Providers and perform MAT assessments for children they see, whenever possible to be implemented by the end of 2009.

Recommendation 5.1.2 – The Directors of the Departments of Children and Family Services, Health Services and Mental Health

The Directors of the Departments of Children and Family Services, Health Services and Mental Health should enhance the services and staffing, including co-location of DMH, DCFS and other staff, at some of the Hub Clinics by June 2010, to enable all of them to conduct MAT assessments, using some of the Katie A. funding now being directed to contract MAT Providers.

Finding 5.2

While the stated intent of the Hub Clinics and the MAT process is improved coordination and integration of medical and mental health services, Hub Clinics are not participating in MAT teams even though they are generally the most knowledgeable about newly detained children's medical conditions and could add value to the process, particularly for children at high medical risk.

Recommendation 5.2 – The Directors of the Departments of Children and Family Services, Health Services and Mental Health

The Directors of the Departments of Children and Family Services, Health Services and Mental Health should develop revised Multidisciplinary Assessment Team procedures to ensure participation by Hub Clinic staff in the team process at least for children defined as having Special Health Care Needs and/or who are victims of sexual abuse.

Finding 5.3.1

Public Health Nurse involvement in MATs is intermittent, but would be valuable for at least children ages 0-3, if not older.

Finding 5.3.2

If Hub Clinics ultimately conduct some MAT assessments, then there would be less need for PHN participation in those assessments.

Recommendation 5.3.1 – The Departments of Children and Family Services and Public Health

The Departments of Children and Family Services and Public Health should revise their policies by the end of 2009 to ensure that Public Health Nurses participate in all MATs for all children under the jurisdiction of DCFS, when the MAT is being conducted by a contract community provider and Hub Clinic staff are not involved.

Recommendation 5.3.2 – The Departments of Children and Family Services and Public Health

The Departments of Children and Family Services and Public Health should assess the feasibility of requiring PHNs to participate in all other MATs conducted by contract community providers.

Finding 5.4

MAT Providers are conducting MAT assessments in some cases without the benefit of medical records from the Hub Clinics.

Recommendation 5.4 – The Department of Health Services

The Department of Health Services should direct Hub Clinics to provide medical reports to DCFS, and MAT Providers within two days of seeing a child.

Costs and Benefits

Because some duplication is currently occurring in the comprehensive assessment process, cost savings and efficiencies would be achieved by designating Hubs as MAT Providers in lieu of using contract organizations for all MAT assessments. In addition, medical information would be better integrated into the MAT process since this information resides at the Hub Clinics. This should result in more accurate assessments and ultimately better outcomes for children and families.

Hub Clinics that currently do not perform or have the resources to perform comprehensive assessments would need to expand their operations to include more staff to perform the assessments. This would help equalize the resources and services at the Hub Clinics. Because Katie A. dollars are being used by DMH for MAT

assessments, some of this new funding should be considered as a source to cover any expansion of staff capabilities at the Hub Clinics.

To the extent Hub Clinics conduct MAT assessments, the need for PHN participation on MAT Teams would be decreased. Thus, the additional costs for their participation in MATs for children 0 to 3 years should ultimately be minimal, if any.

6. MANAGEMENT OF PEDIATRIC BEDS AT LAC+USC MEDICAL CENTER

The Reduction in Pediatric Beds at LAC+USC is an Issue that Affects Hub Clinics and Children in the Child Welfare System

The new LAC+USC Medical Center facility opened in November 2008 with 824 licensed beds or 511 fewer than the 1,335 licensed beds at the old facility. While this appears to be a dramatic decrease, the FY 2008-09 number of budgeted beds actually available to be used is 600 (excluding psychiatric beds), the same as it was for the old facility in FY 2007-08.

The number of licensed pediatric beds was reduced from 194 at the old facility to 75 at the new facility but the reduction in the number of budgeted pediatric beds available for operations was only five, from 61 in FY 2007-08 for the old facility to 56 in FY 2008-09 for the new facility. Further, the average daily census for pediatric patients at the old facility was being accommodated by the number of budgeted beds; the full complement of licensed beds was not needed for the number of inpatient pediatric patients. The excess licensed but unbudgeted and unused pediatric beds at the old facility were mostly in the separate Women and Children's facility that was part of the old LAC+USC campus and has now been absorbed into the new facility without the excess beds. Table 6.1 shows the changes in total Medical Center and pediatric beds between the old and new LAC+USC facility, excluding psychiatric beds.

Table 6.1

Change in Number of Licensed and Budgeted Beds FY 2007-08 in the Old Facility vs. FY 2008-08 in the New Facility

Type of Beds	Licensed^a			Budgeted^a		
	Old	New	Change	Old	New	Change
Acute Pediatrics	138	25	-113	30	25 ^b	-5
Pediatric ICU	8	10	2	6	6	0
Neonatal ICU	48	40	-8	25	25	0
Total Pediatric Beds	194	75	-119	61	56	-5
Total Hospital Beds	1,335	824	-511	600	600	0

Source: LAC+USC, Various DHS reports to the Board of Supervisors

^a Licensed beds are those that the State of California has authorized for operations and thus represent total capacity, if funded, at the hospital. Budgeted beds are those for which the County has appropriated funds to operate and are usually less than the number of licensed beds.

^b DHS has been reporting 25 budgeted pediatric beds in its reports to the Board of Supervisors since the opening of the new hospital although LAC+USC management reported 30 such beds to this investigation team. The difference appears to be inclusion of some flexible beds from the Medical/Surgical ward for inclusion in the pediatric bed capacity by making them available for youths over 14 as needed.

Recognizing that the pediatric average daily census had been as high as 50 in August 2008 before the new facility was open and that the growing demand for pediatric beds might exceed supply in the new facility, the hospital made a plan to expand its pediatric bed capacity by converting 20 beds from its Medical/Surgical ward to "flexible beds" that could be used for either pediatric or adult patients. The hospital's plan is to use some of

those beds as needed for pediatric patients over the age of 14 and to have the non-pediatric beds in that ward filled by younger adult patients to minimize the age difference between all the patients and to make the environment more comfortable for youth than it otherwise might be as a traditional Medical/Surgical unit. The net effect of this plan was to increase budgeted pediatric bed capacity from the 56 shown in Table 6.1 to, on average, 61 (depending on the number of beds needed for youth in the Medical/Surgical unit).

The reduction in pediatric bed capacity at the new medical center comes at a time when the number of pediatric beds in hospitals throughout Los Angeles County and California is reportedly declining, putting pressure on the County hospitals for more pediatric services¹³. In fact, Department of Health Services reports show that the average daily census of pediatric patients at LAC+USC has increased every month since the new facility opened in November 2008 through February 2009, to approximately 60 as of February 2009. It is not known how many of these youth were in the child welfare system as the hospital does not keep track of that statistic. To meet this increased pediatric bed demand, the hospital can try to manage its flexible Medical/Surgical unit, but the effectiveness of that depends on the right mix of pediatric and non-pediatric patients on any given day. At the same time, DHS reports that total admissions hospital-wide have increased every month since the new facility opened.

With more children in the child welfare system using the Hub Clinics, consistent with DCFS policy and as recommended elsewhere in this report, there would likely be increased pressure on pediatric bed capacity at LAC+USC Medical Center as medical conditions are identified for more foster youth seen at the clinics who then need to receive treatment at the Medical Center. A secondary issue raised by some staff at LAC+USC is that the atmosphere at the new facility is that of a large, urban hospital and is not welcoming and comfortable for children as was the old facility, particularly for children who have been recently removed from their homes and or suffered other traumas associated with child abuse and neglect.

A related issue identified by Hub Clinic and other DHS personnel is that the number and/or quality of pediatric resident applicants for LAC+USC may decline as a result of the decrease in pediatric bed capacity at the facility. LAC+USC management reports this has not occurred but did not provide a statistical comparison showing multi-year trends.

The issue of service linkages and needs between the Hub Clinics and LAC+USC and the other County hospitals and Multi-service Ambulatory Care Centers (MACCs) should be one of the areas to be analyzed by the DHS manager responsible for the Hub Clinics recommended in Section 3 of this report. Hub Clinic and hospital utilization projections should be prepared and provided to LAC+USC management based on historical usage patterns for children in the child welfare system and the number of referrals from Hub Clinics. As stated above, the hospital reports that it does not keep track of the number of foster children served.

¹³ See "Pediatric Care shrinks across California", *Los Angeles Times*, January 25, 2009. Article points out that relatively low reimbursement rates for pediatric patients has resulted in many hospitals reducing or discontinuing pediatric beds at their facilities.

LAC+USC currently operates and is planning to expand an Urgent Access Diagnostic Center as one means of minimizing the number of patients and wait time at the Emergency Room. A similar approach has been proposed by the LAC+USC Hub Clinic to establish a pediatric urgent care center, with privately raised money covering a portion of the start-up costs. This would be a place separate from the main LAC+USC facility and would be accessible for a wide variety of drop-in care for youth, including children in the child welfare system. While this proposal was not analyzed as part of this investigation, if such a facility is approved by the hospital and Department of Health Services, it might also provide an opportunity for an expanded number of acute pediatric beds in a separate, more child-oriented facility if pediatric capacity continues to be an issue in the main new building. This proposal should also be considered by the recommended new DHS manager for the Hub Clinics.

Findings and Recommendations

Finding 6.1.1

The new LAC+USC Medical Center has fewer licensed pediatric beds than the old facility had though the number of budgeted beds actually being used is approximately the same.

Finding 6.1.2

To keep the number of pediatric beds available the same, the hospital has converted some Medical/Surgical unit beds to a “flexible” status, used for older pediatric patients and younger adult patients to minimize age differences in the unit. Some stakeholders think this is a less than ideal arrangement for pediatric patients who they argue should be kept separate from adults.

Finding 6.1.3

Given an overall decrease in pediatric bed capacity at other hospitals in Los Angeles County and California, and assuming increased use of the Hub Clinics, demand for pediatric beds at LAC+USC Medical Center can be expected to increase beyond what is available now, a trend already apparent from January and February average daily census data.

Recommendation 6.1.1 – The Director of the Department of Health Services

The Director of the Department of Health Services should direct senior staff to collaborate with DCFS and LAC+USC management to prepare alternative plans by the end of 2009 to ensure sufficient and appropriate pediatric inpatient capacity at the facility given the projected pediatric patient population in coming years, including more foster youth using the Hub Clinics.

Recommendation 6.1.2 – The Director of the Department of Health Services

The Director of the Department of Health Services should assess the costs and benefits by the end of 2009 of creating a pediatric urgent care center in a separate facility at the LAC+USC campus, possibly in an unused older building, that could provide some relief for pediatric beds.

COSTS AND BENEFITS

The primary benefits of these recommendations would be possible relief from current constraints on pediatric beds at the LAC+USC Medical Center. Some one-time costs could be incurred if new facility configurations are needed or for possible opening of a pediatric urgent care center. At present, the non-profit VIP Center at LAC+USC has reportedly obtained some private funding for this purpose so County costs may be reduced if this option is pursued.

HUB CLINICS

An Underutilized Resource

FINDINGS AND RECOMMENDATIONS

Finding 2.1.1

The number and professional skills of staff and funding allocations to the Hub Clinics vary considerably between facilities, resulting in wide variations in cost-effectiveness, equitable caseloads and productivity.

Finding 2.1.2

The types of patient visits and services offered are not consistently distributed across Hub Clinics, indicating variations in service levels and abilities to respond to different patient needs.

Finding 2.1.3

Some clinics are providing a much higher level of follow-up care than others, which may produce better health outcomes, though no outcome comparisons have been prepared by the Department of Health Services.

Recommendation 2.1 – The Director of the Department of Health Services

The Director of the Department of Health Services should, by June 2010, establish staffing, service level, funding, service mix and outcome standards for the Hub Clinics using formulae based on the number and nature of patient visits and services, with input from Hub Clinic directors and the Department of Children and Family Services.

Finding 2.2

Though the original concept was to include out-stationed DCFS social work and/or Public Health Nurse (PHN) staff at the Hub Clinics to facilitate communications and coordination of data, only four full-time permanent DCFS positions have been so assigned to three clinics, and one of the four positions is a clerical position rather than a Children's Social Worker (CSW) or PHN. Every Hub Clinic should have at least one DCFS CSW.

Recommendation 2.2 – The Director of the Department of Health Services

The Director of the Department of Health Services should, by June 2010, request an amendment to its Memorandum of Understanding with the Department of Children and Family Services governing Hub Clinics to include a provision for specific classifications of out-stationed staff based on a formula such as the number and type of patient visits and/or clinic staff positions.

Finding 2.3

The different Hub Clinics have widely varying rates of positive results from the required mental health screenings conducted at the clinics, possibly indicating variation in the manner in which they are administered or in the qualifications of staff administering them.

Recommendation 2.3 – The Director of the Department of Health Services

The Director of the Department of Health Services should direct staff to analyze variances in the rate of positive Mental Health Screenings at the Hub Clinics, and report back by September 30, 2009, with possible recommendations to supplement the screening tool and to require mental health qualifications of the staff that administer the test.

Finding 3.1

Foster parents and caregivers have expressed to Hub Clinic staff the need for a summary fact sheet listing age specific developmental stages and instructions for the care of normal children.

Recommendation 3.1 – The Director of the Department of Children and Family Services

The Director of the Department of Children and Family Services should direct the CSWs and PHNs to create age-specific information sheets to be given to foster parents or caregivers at the time the detained child is placed in their care. These sheets should be sized for easy access, such as for posting on a refrigerator or note-board, and give information listing normal behavior and expectations and also what steps should be taken in emergencies.

Finding 3.2.1

Though capable of serving in this capacity, Hub Clinics are not being used as medical homes for children in the child welfare system with special health care needs or who are sexual abuse victims who do not otherwise have a medical home.

Finding 3.2.2

Organizations such as the American Academy of Pediatrics have identified the need for children with special health care needs to have a medical home where care is continuous, coordinated and comprehensive.

Recommendation 3.2 – The Directors of the Department of Children and Family Services and Department of Health Services

The Directors of the Department of Children and Family Services and Department of Health Services should, by the end of 2009, develop criteria for identifying children in the child welfare system for whom the Hub Clinics should serve as medical home, with responsibility for their overall medical care coordination, focusing on those with special health care needs and sexual abuse victims.

Finding 3.3

The expertise at Hub Clinics is not being used to provide oversight of medical services delivered by other providers to children at risk of medical problems or of being repeat victims of abuse.

Recommendation 3.3.1 – The Directors of the Department of Children and Family Services and Department of Health Services

The Directors of the Department of Children and Family Services and Department of Health Services should, by the end of 2009, develop criteria for children in the child

welfare system for whom the Hub Clinics would not serve as medical home but should provide continuity of care by:

- periodic reassessments every six months
- case reviews of children with special health care needs who are being seen by private community providers
- those at risk of being victims of abuse again, such as when changes in placement occur
- those, under the Family Maintenance program, still living in homes where they were abused

Recommendation 3.3.2 – The Directors of the Department of Children and Family Services and Department of Health Services

The Directors of the Department of Children and Family Services and Department of Health Services should develop protocols and definitions for services to be provided by the Hub Clinics as medical homes.

Finding 3.4.1

Systems in place at DCFS to coordinate and manage medical care for children in the child welfare system do not ensure that all cases are being monitored and follow-up services provided. Some of the deficiencies found were:

- the absence of control lists of scheduled medical appointments
- children who do not keep their appointments
- the lack of a quality control process for management to verify that all medical information and records have been entered into the Department's CWS/CMS system

Finding 3.4.2

System control improvements needed at DCFS include master lists shared between the Department and the Hub Clinics of children entering the system and needing Initial Medical Examinations and an electronic system for flagging missed medical appointments.

Recommendation 3.4 – The Director of the Department of Children and Family Services

The Director of the Department of Children and Family Services should, by June 2010, direct staff to develop new systems and controls to ensure that: a) all medical information is entered into CWS/CMS; b) master lists are produced of all children due for Initial Medical Examinations to be reconciled with Hub Clinic rosters; c) master lists of medical appointments are produced to facilitate follow-up by Public Health Nurses; d) master lists of children with changes in placement and/or their Children's Social Worker be established and provided to Public Health Nurses to ensure timely case management of these new cases.

Finding 4.1.1

DHS's oversight of the Hub Clinics has resulted in variations and omissions in key management systems including the absence of a strategic plan, goals and objectives, outcome measures for the Hub Clinic system and budgets for each clinic.

Finding 4.1.2

Hub policies and procedures vary from one site to another, resulting in inconsistent services and approaches in the system.

Recommendation 4.1 – The Director of the Department of Health Services

The Director of the Department of Health Services should delegate management oversight responsibility to an existing manager for all Hub Clinic operations by the end of 2009 to include development of: a) a County-wide strategic plan; b) system-wide policies and procedures and outcome measures; c) individual facility budget tracking systems; and d) a capacity tracking system. Hub Clinic directors should report directly to this manager in addition to their clinical reporting relationships.

Finding 4.2

DHS's mHUB system and DCFS's plans to track Initial Medical Exams have the potential to improve operations in the short-term. A more comprehensive data sharing approach is needed in the long-run to ensure sharing of needed children's medical records between the two departments.

Recommendation 4.2 – The Directors of the Department of Health Services and Department of Children and Family Services

The Directors of the Department of Health Services and Department of Children and Family Services should work in collaboration with the County Chief Executive Officer and Chief Information Officer to develop a long-term data and information-sharing system by June 2011 that enables these departments and others involved with serving foster children and youth to access key information about children's health and mental health needs and case histories.

Finding 4.3.1

The Public Health Nurse (PHN) reporting structures in DCFS and the Department of Public Health create difficulties in managing the two groups, and negatively impact overall effectiveness.

Finding 4.3.2

The DCFS Lakewood Office pilot project resulted in a more seamless and effective approach to caring for children's medical needs.

Recommendation 4.3.1 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should proceed with implementing the Lakewood project model system-wide, enabling PHNs to work on any of the cases that come into the office to which they are assigned, regardless of department affiliation.

Recommendation 4.3.2 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should collaborate to implement department-wide the DCFS Lakewood Project pilot integrating the two departments' PHNs by the end of 2009. This will require DCFS to utilize Katie A. funding in the short-run for the estimated 15% of PHN time that

would be not covered by the State Child Health and Disability Prevention (CHDP) funding, and identifying funding for long-term implementation.

Recommendation 4.3.3 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should research and work to resolve the funding issues introduced by the Lakewood project and the recommended organizational structure change by the end of 2009. This may be done by applying for additional funding and/or a waiver through the CHDP program. It also may involve identifying other DCFS funds to cover any balance not covered by CHDP.

Recommendation 4.3.4 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should revise the MOU between DCFS and DPH by the end of 2009 to provide for input by DCFS Regional Managers into the evaluation process for DPH PHNs.

Finding 4.4.1

PHNs do not track outcomes. They have worked on developing some outcomes measures, but have not yet begun any tracking to evaluate effectiveness.

Finding 4.4.2

PHN caseload data are difficult to track because PHNs are not assigned specific cases to follow throughout children's duration at DCFS. In actuality, case status can shift back and forth.

Recommendation 4.4 – The Directors of the Department of Children and Family Services and the Department of Public Health

The Directors of the Department of Children and Family Services and the Department of Public Health should finalize and proceed with tracking caseload and outcomes to evaluate individual PHNs and overall effectiveness of their services.

Finding 5.1.1

At least two Hubs currently have comprehensive assessment capacity. In some cases, they are duplicating aspects of the assessments conducted by MAT providers and the Department of Mental Health.

Finding 5.1.2

Because children and youth who are newly detained by DCFS must be seen at a Hub Clinic, and because comprehensive assessments are currently being conducted by these facilities, some Hub Clinics are well-positioned to conduct MAT assessments.

Recommendation 5.1.1 – The Directors of the Departments of Children and Family Services, Health Services and Mental Health

The Directors of the Departments of Children and Family Services, Health Services and Mental Health should enter into an agreement wherein the Hub Clinics with the professional capabilities would become DMH-contracted MAT Providers and perform

MAT assessments for children they see, whenever possible to be implemented by the end of 2009.

Recommendation 5.1.2 – The Directors of the Departments of Children and Family Services, Health Services and Mental Health

The Directors of the Departments of Children and Family Services, Health Services and Mental Health should enhance the services and staffing, including co-location of DMH, DCFS and other staff, at some of the Hub Clinics by June 2010, to enable all of them to conduct MAT assessments, using some of the Katie A. funding now being directed to contract MAT Providers.

Finding 5.2

While the stated intent of the Hub Clinics and the MAT process is improved coordination and integration of medical and mental health services, Hub Clinics are not participating in MAT teams even though they are generally the most knowledgeable about newly detained children's medical conditions and could add value to the process, particularly for children at high medical risk.

Recommendation 5.2 – The Directors of the Departments of Children and Family Services, Health Services and Mental Health

The Directors of the Departments of Children and Family Services, Health Services and Mental Health should develop revised Multidisciplinary Assessment Team procedures to ensure participation by Hub Clinic staff in the team process at least for children defined as having Special Health Care Needs and/or who are victims of sexual abuse.

Finding 5.3.1

Public Health Nurse involvement in MATs is intermittent, but would be valuable for at least children ages 0-3, if not older.

Finding 5.3.2

If Hub Clinics ultimately conduct some MAT assessments, then there would be less need for PHN participation in those assessments.

Recommendation 5.3.1 – The Departments of Children and Family Services and Public Health

The Departments of Children and Family Services and Public Health should revise their policies by the end of 2009 to ensure that Public Health Nurses participate in all MATs for all children under the jurisdiction of DCFS, when the MAT is being conducted by a contract community provider and Hub Clinic staff are not involved.

Recommendation 5.3.2 – The Departments of Children and Family Services and Public Health

The Departments of Children and Family Services and Public Health should assess the feasibility of requiring PHNs to participate in all other MATs conducted by contract community providers.

Finding 5.4

MAT Providers are conducting MAT assessments in some cases without the benefit of medical records from the Hub Clinics.

Recommendation 5.4 – The Department of Health Services

The Department of Health Services should direct Hub Clinics to provide medical reports to DCFS, and MAT Providers within two days of seeing a child.

Finding 6.1.1

The new LAC+USC Medical Center has fewer licensed pediatric beds than the old facility had though the number of budgeted beds actually being used is approximately the same.

Finding 6.1.2

To keep the number of pediatric beds available the same, the hospital has converted some Medical/Surgical unit beds to a “flexible” status, used for older pediatric patients and younger adult patients to minimize age differences in the unit. Some stakeholders think this is a less than ideal arrangement for pediatric patients who they argue should be kept separate from adults.

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Given an overall decrease in pediatric bed capacity at other hospitals in Los Angeles County and California, and assuming increased use of the Hub Clinics, demand for pediatric beds at LAC+USC Medical Center can be expected to increase beyond what is available now, a trend already apparent from January and February average daily census data.

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The Director of the Department of Health Services should assess the costs and benefits by the end of 2009 of creating a pediatric urgent care center in a separate facility at the LAC+USC campus, possibly in an unused older building, that could provide some relief for pediatric beds.

List of Acronyms

CHDP – California’s Child Health and Disability Prevention Program
CI MH – California Institute for Mental Health
CSW – Children’s Social Worker
CWS/CMS – Child Welfare Services / Case Management System – a California centralized data system that allows child welfare workers to share information on child abuse
DCFS – Department of Children and Family Services of Los Angeles County
DHS – Department of Health Services of Los Angeles County
DMH – Department of Mental Health of Los Angeles County
DPH – Department of Public Health of Los Angeles County
FASD – Fetal Alcohol Syndrome Diagnosis
HCPCFC – Health Care Program for Children in Foster Care
HD – High Desert Multiservice Ambulatory Care Center
IME – Initial Medical Examination
LAC+USC – Los Angeles County and University of Southern California Medical Center
MACC – Multi-service Ambulatory Care Center
MAT – Multidisciplinary Assessment Team – conducts examinations of a child newly detained in the child welfare system – at this time, only in two of the DCFS SPAs.
mHUB – Automated interagency health/mental health data system for Medical Hubs, to coordinate patient information from three County of Los Angeles departments: DCFS, DHS, DMH
MLK – Martin Luther King, Jr., Multiservice Ambulatory Care Center
MOU – Memorandum of Understanding
OV/UCLA – Olive View/UCLA Medical Center
PHN – Public Health Nurse
SPA – Service Planning Area
VIP – Violence Intervention Program at LAC+USC

IT IS NEVER TOO LATE TO SAVE THE LIFE OF A CHILD
Reducing Youth Gangs

Stephanie Alexander–Chair
Donald Robinson–Vice Chair
Charlotte Phelps
Wolodymyr “Walter” Nasarenko



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

IT IS NEVER TOO LATE TO SAVE THE LIFE OF A CHILD

Reducing Youth Gangs

“...we have pushed so many children into the tumultuous sea of life in small and leaky boats without survival gear and compass. Help us now to give all our children the anchors of faith and love, the rudders of purpose and hope, the sails of health and education, and the paddles of family and community to keep them safe and strong when life at sea gets rough...”

Anonymous

INTRODUCTION

There are many stalwart advocates for at-risk children, but none more dedicated than Marian Wright Edelman, the founder and president of the Children’s Defense Fund and the author of numerous best selling books on at-risk children. She is a leading expert on the subject. In her most recent book, “The Sea Is So Wide and My Boat Is So Small,” she offers the bigger picture as it pertains to at-risk children. She reminds us of the pervasive presence of the many social ills, particularly violence, in our culture. She notes how insidiously and powerfully they impact the lives of our children.

As the Los Angeles County Civil Grand Jury (CGJ) embarked on the subject of at-risk youth, the Jury focused on several of the critical challenges children face in our County. This report addresses youth gangs and gang reduction efforts in the Los Angeles region.¹ Collectively, this has allowed the long standing crisis to reach epidemic proportions and has allowed this crisis to take hold in some of our most vulnerable communities. The aim of this investigation was to determine what is being done in the Los Angeles region to significantly reduce the influence and numbers of youth gangs.

According to U.S. Census data, Los Angeles County has over 10 million residents; nearly 4 million reside in the City of Los Angeles. It is one of the most populous cities in the nation. It also has the highest percentage of under-18 youth. According to law enforcement estimates, approximately 41,000 youth ages 10-17 are gang members in the City of Los Angeles.² Authorities also state that the suppression efforts of the past have not effectively prevented the rapid expansion of youth gangs in this County. Recent surveys indicate that children are being exposed and indoctrinated to gang culture as early as the toddler stage. In densely populated and low income communities, intergenerational gangs are entrenched and children are being recruited at their most impressionable ages.

¹ For this report, “region” includes the County of Los Angeles and all of the cities within the County, and any spillover, since gang activity does not typically respect jurisdictional boundaries.

² Source: Interviews with representatives from the Los Angeles Police Department and the Los Angeles Sheriff’s Department.

Sustainable improvements in youth gang reduction efforts will require moral and political will. All stakeholders, including the youths, their families, community leaders, spiritual leaders, schools, local, state and national officials, and all youth-serving agencies must remain vigilant and keep this issue on the top of the political agenda in our County.

Over the past 25 years the number of youngsters involved in street gangs increased by a factor of six.³ This alarming increase occurred despite law enforcement suppression tactics and high youth incarceration rates. The time for an effective sustainable remedy to this youth crisis was “yesterday”.

In the past, anti-gang programs were sponsored largely by individual organizations that did not communicate or cooperate with each other. As a result, anti-gang efforts were uncoordinated and fragmented. Consequently, they were not always working towards the same goals and objectives; there was no way to measure which programs were succeeding.

Several recent evaluations of past efforts have identified this lack of cooperation as a major short-coming and impediment to success. As part of this CGJ’s concern about at-risk youth, it was felt appropriate to identify and review current renewed emphasis on anti-gang programs.

This CGJ investigation and report will acquaint the public and government agencies of the potential positive effects these renewed anti-gang efforts will have on at-risk youth. The CGJ recommendations are intended to strengthen the region’s anti-gang initiatives that are in progress.

The objectives of this Civil Grand Jury’s investigation were:

- To identify the programs, budgets, expenditures and performance data for Government and grant-funded gang reduction services
- To examine the City of Los Angeles’ criteria and process for selecting gang reduction contractors
- To analyze the City’s progress in defining specific measurable outcomes in the area of gang reduction
- To examine Los Angeles Unified School District’s (LAUSD) programs to reduce gang activities
- To identify organizational obstacles to effective control of gang activities at both City and County level
- To provide measurable and achievable recommendations that will positively affect gang reduction in the Los Angeles region

The scope of this investigation included a review of gang reduction and youth development services provided by several City and County of Los Angeles youth-serving agencies, the Los Angeles Unified School District (LAUSD), and the Los Angeles County Office of Education (LACOE). Particular focus was directed to City

³ Source: Interviews with representatives from the Los Angeles Police Department and the Los Angeles Sheriff’s Department.

programs, including those managed by the Mayor's Office of Gang Reduction and Youth Development (GRYD).

In addition, the investigation included inquiries regarding legal barriers affecting the ability of LAUSD, other school districts, LACOE, County of Los Angeles and City of Los Angeles agencies and departments from sharing information that can serve as indicators of risk.

Investigation methods included:

1. Entrance conferences and interviews were conducted with:
 - Director of the Mayor's GRYD Office
 - Deputy County Executive Officer for Public Safety
 - LAUSD Superintendent and key District managers (including the Chief of the Los Angeles School Police Department)
 - Key managers at LACOE
 - Countywide Criminal Justice Coordinating Committee and Interagency Gang Task Force
 - Los Angeles County Probation Department
 - Los Angeles County Sheriff's Department
 - Los Angeles County Auditor-Controller's Office
 - Los Angeles Police Department
 - Los Angeles Department of Recreation and Parks
 - Los Angeles Community Development Department
 - Los Angeles City Attorney's Office
 - Los Angeles City Controller's Office
 - Representative from a community gang reduction program
2. Recent studies of gang reduction efforts in Los Angeles were reviewed and, in some cases, discussed with the source agency.
3. Examination of cost and funding data, provided by the Office of the Chief Administrative Officer, for gang reduction programs within City of Los Angeles.
4. Review of all contracts for service providers in the Mayor's GRYD Office.
5. The criteria for selection of GRYD contractors and the contracting and appeals processes were reviewed.
6. Evaluation and performance measurement practices of key City, County and school programs were assessed.
7. A site visit was conducted at the Probation Department's new pilot Day Reporting Center in South Los Angeles.

8. Many of the data sources on gang reduction in Los Angeles County were reviewed including:
- “Citywide Gang Activity Reduction Strategy,” (The Advancement Project, Los Angeles City County ad hoc Committee on Gang Violence and Youth Development 2007)
 - “Blueprint for a Comprehensive Citywide Anti-Gang Strategy,” (Los Angeles City Controller’s Office, 2008)
 - “Follow-up Audit on the Blueprint for a Comprehensive City-wide Anti-Gang Strategy,” (City Controller Laura Chick, 2009)
 - “The Comprehensive Collaboratives Addressing Youth Gangs,” (Urban Institute, 2008)

EXECUTIVE SUMMARY: GANG REDUCTION EFFORTS IN LOS ANGELES COUNTY

The Los Angeles County District Attorney's Office estimates that there are 1,400 criminal street gangs in Los Angeles County. There are reportedly at least 41,000 members in the City of Los Angeles alone and a countless number of youth at risk of gang involvement. The Los Angeles Police Department reported that the total number of gang-related crimes in 2008 was 6,877, of which 167 were homicides;⁴ an untold number of innocent by-standers were victimized as well. The collateral damage to stressed families, trauma-exposed children and vulnerable communities are immeasurable.

None of the data collected for this investigation permitted segregation of reported gang membership by level of involvement or other factors. Anecdotal comments, however, made by individuals during the course of this investigation suggest that gang members involved in violent criminal activities represent a very small portion of the County's youth and they are largely related to street drug trade, turf wars and revenge.

Unfortunately, there is no universal definition of gang membership and some statistics on gang involvement count everything from young people who dress like gang members to international drug traffickers. It has also been estimated that the most violent criminal gangs in Los Angeles County represent less than 20 per cent of the total gang membership. This means that 80 per cent of the youth involved in gangs are not career criminals or engaged in violent activities. Consequently, gang reduction, as the City of Los Angeles maintains, must include a multi-faceted strategy. The Mayor's office will continue to give priority to controlling violence through suppression tactics, while also providing prevention and intervention services to at-risk youth.

To address the youth gang problem, programs related to gang prevention, intervention, suppression, and re-entry are housed in several agencies, both public and private, throughout the Los Angeles region. Law enforcement, education, social services and health agencies offer a variety of public and private programs that range widely in degree of gang focus and level of risk targeted. These programs and services were the focus of this Civil Grand Jury investigation.

LAUSD is in a position to have a very positive anti-gang impact on its students. The District is in the process of compiling an inventory of gang reduction programs in its schools but will not have completed its survey until March 2010, and will not move forward on a comprehensive anti-gang strategy until all statistics have been analyzed.

LACOE, the Los Angeles County Office of Education, is intimately involved in the education of children already identified as being at-risk but has only one employee, a Safety Coordinator in the Safe Schools Division, dedicated to regional gang reduction efforts.

⁴ "Citywide Gang Crime Summary, December 2008" Los Angeles Police Department, Gang and Operations Support Division, January 8, 2009.

Key findings and recommendations:

Fiscal Accountability and Interagency Coordination of Gang Reduction Programs County-wide is Lacking.

1. Consolidated budget and financial data were not available from either the City or County for their gang reduction programs for the period FY 2005-06 through FY 2008-09. Neither the City nor County has assumed responsibility for oversight of City-wide or County-wide gang reduction programs and costs.
2. City, County and school officials have failed to coordinate their gang reduction and intervention efforts. While County and City leaders have recently pursued new strategies to combat the gang problem in the Los Angeles region, these efforts have failed to produce an independent body of gang reduction leaders able to effectively coordinate resources and information across the region.
3. Deficiencies in services for gang members or youth at risk of becoming gang members are not broadly identified or resolved. No entity is responsible for maintaining a regional inventory of existing efforts; therefore, no regional inventory exists.
4. In the absence of an independent entity responsible for coordination, no regional interagency goals or objectives exist to address gang reduction. Without goals or objectives against which to measure results, regional progress is undefined and unmeasured.
5. There are no standard definitions of what constitutes a youth who may be at risk of gang involvement, what constitutes gang prevention nor how each relates to a "gang reduction program," therefore existing inventories of such programs are inconsistent.

Based on these findings, the following is recommended in this report:

1. The County, City and LAUSD gang prevention activities need to be coordinated to strengthen budget and financial reporting capabilities for their youth gang prevention and intervention services. Coordination would permit more comprehensive reporting, greater transparency and more strategic resource utilization across agencies.
2. The Board of Supervisors (BOS) of Los Angeles County, along with appointed gang reduction leaders, should establish an independent, regional body to coordinate the development of regional gang definitions, gang reduction goals and objectives, a statistical reporting structure and process, and an information-sharing technology to facilitate large-scale early identification of youth at risk of gang involvement region-wide.
3. The Director of the Mayor's Office of Gang Reduction and Youth Development (GRYD) should share his knowledge of gang reduction efforts in various City agencies to all providers County-wide.

4. The Mayor's Office should establish formal mechanisms for City agencies to centrally report budgetary and performance measurement information to the GRYD Office. Using such information, the Office should monitor outcomes and maintain City-wide summary reports.
5. As described in more detail in the section entitled "Centralization in the Mayor's Office" for greater accountability and independence, the Mayor of Los Angeles should consider shifting oversight of the GRYD evaluation contract from the GRYD Office to the elected City Controller or Chief Administrative Officer (CAO).

Gang Prevention Services Are Not Being Effectively Delivered at Schools for At-Risk Youth.

1. Schools provide the best opportunity to deliver large-scale gang prevention services to all at-risk youth. County, City and school leadership have failed to aggressively use the schools as the center point for gang prevention services.
2. The leading gang reduction force in the region, the GRYD Office, does not allocate any of its \$24 million for targeted programs to the schools. The Los Angeles Unified School District's budgetary commitment is limited to the more broadly defined Youth Relations Unit, the total cost of which is only \$1.3 million.
3. The Los Angeles County Office of Education (LACOE) serves as a resource for and intermediates between the districts and the State Department of Education. It serves tens of thousands of students per year and, although positioned to have a positive anti-gang influence on students, has only one employee, the Safety Coordinator, dedicated to providing gang reduction services.
4. LACOE should examine its role in gang reduction efforts and expand its anti-gang strategies to specifically target the County's Probation Camps.
5. A LACOE representative should be a member of the CGJ-recommended independent regional coordinating commission and participate in County-wide regional anti-gang efforts.
6. County, City, and LAUSD gang prevention programming and related services are offered only to select youth, leaving an unknown number of at-risk youth without potentially life-changing services.

Based on these findings the following is recommended in this report:

1. The Superintendent of the LAUSD should expand the District's narrow definition of at-risk (solely academic failure) to include risk of gang affiliation.

2. LAUSD should enter into a formal relationship with the City's GRYD office to collaborate on the following:
 - gang prevention curriculum development
 - facilities sharing
 - referral generation
3. Through this formalized relationship the Director of the GRYD Office should consider offering resources or in-kind services to students through LAUSD, as appropriate and effective. A mechanism should be established by which contractors and schools can implement a more formal referral procedure.
4. The Superintendent of LACOE should examine LACOE's role in gang reduction services for their at-risk student population. LACOE currently has only one employee, the Safety Coordinator, who provides extremely limited gang reduction services. This can be achieved by adding additional personnel who are trained and dedicated to provide focused gang reduction services.
5. Leadership of other school districts in the region and cities should take responsibility for developing more aggressive approaches to school-centric gang reduction.
6. The Superintendent of LAUSD should define formal criteria for selecting schools for programs including the existing Youth Relations and Safe School Collaboratives. Such programs should be mandatory at schools exhibiting critical need.

A complete listing of the Findings and Recommendations is located at the end of this report.

OVERVIEW OF GANG ACTIVITY IN THE LOS ANGELES REGION

In the course of this review, individuals familiar with gang reduction programs shared observations with our CGJ about variations in gang statistics and the difficulty in collecting and maintaining accurate information on gang crime and membership. As described in the National Gang Intelligence Center's 2009 National Gang Threat Assessment, "one of the greatest impediments to the collection of accurate gang-related data is the lack of a national uniform definition of a gang used by all federal, state, and local law enforcement agencies."⁵ As a result, not only is it difficult to accurately gauge the magnitude of gang activity in the Los Angeles region, but it is also difficult to compare such activity to other regions.

Since there is no universal definition of gang membership, the statistics cited on gang involvement may include everything from young people who simply dress like the profile of a gang member, on one extreme, to international drug traffickers on the other extreme. None of the data collected for this study permitted us to segregate reported gang membership by level of involvement or other factors. Anecdotal comments made by individuals during this investigation suggest that gang members involved in violent criminal activities represent a very small portion of the County's youth.

Centralization in the Mayor's Office

In 2008, the Mayor of the City of Los Angeles established the Office of Gang Reduction and Youth Development (GRYD), partly in response to the Advancement Project (2007) and the City Controller's "Blueprint" report of February 2008,⁶ which called for a major restructuring of gang reduction and youth development efforts in the City. As part of this transition, oversight of the City's previous gang prevention and intervention programs ("L.A. Bridges I and II") was moved from the Community Development Department (CDD) to the new GRYD Office. The L.A. Bridges prevention contracts were phased out and replaced with new contracts on December 31, 2008, and the intervention contracts were phased out and replaced on March 31, 2009.

The GRYD Office, with a budget of nearly \$24 million, works primarily in 12 targeted zones, each of which has a prevention services contractor and an intervention services contractor. In addition, approximately \$2.4 million of the \$24 million budget will be directed to support prevention and intervention projects outside of the 12 target zones. The GRYD Office's budgeted appropriations for FY 2008-09 are summarized in Table 1.

⁵ "National Gang Threat Assessment," National Gang Intelligence Center, January, 2009.

⁶ "Blueprint for a Comprehensive Citywide Anti-Gang Strategy," Los Angeles City Controller's Office, February 14, 2008.

Table 1
Mayor's Office of Gang Reduction and Youth Development
Summary of Appropriations - Adopted Budget FY 2008-09

Salaries General	\$ 1,409,891
Salaries As Needed	0
Salaries Grant Reimbursed	0
Travel	35,000
Contractual Services	17,838,626
Transportation	6,000
Office and Administration	144,280
Subtotal General Fund	\$19,433,797
2008-09 CDBG ^a L.A. Bridges I & II	874,789
Grants (Pro-rated for 2008-09)	3,552,290
Total All Funds & Sources	\$23,860,876

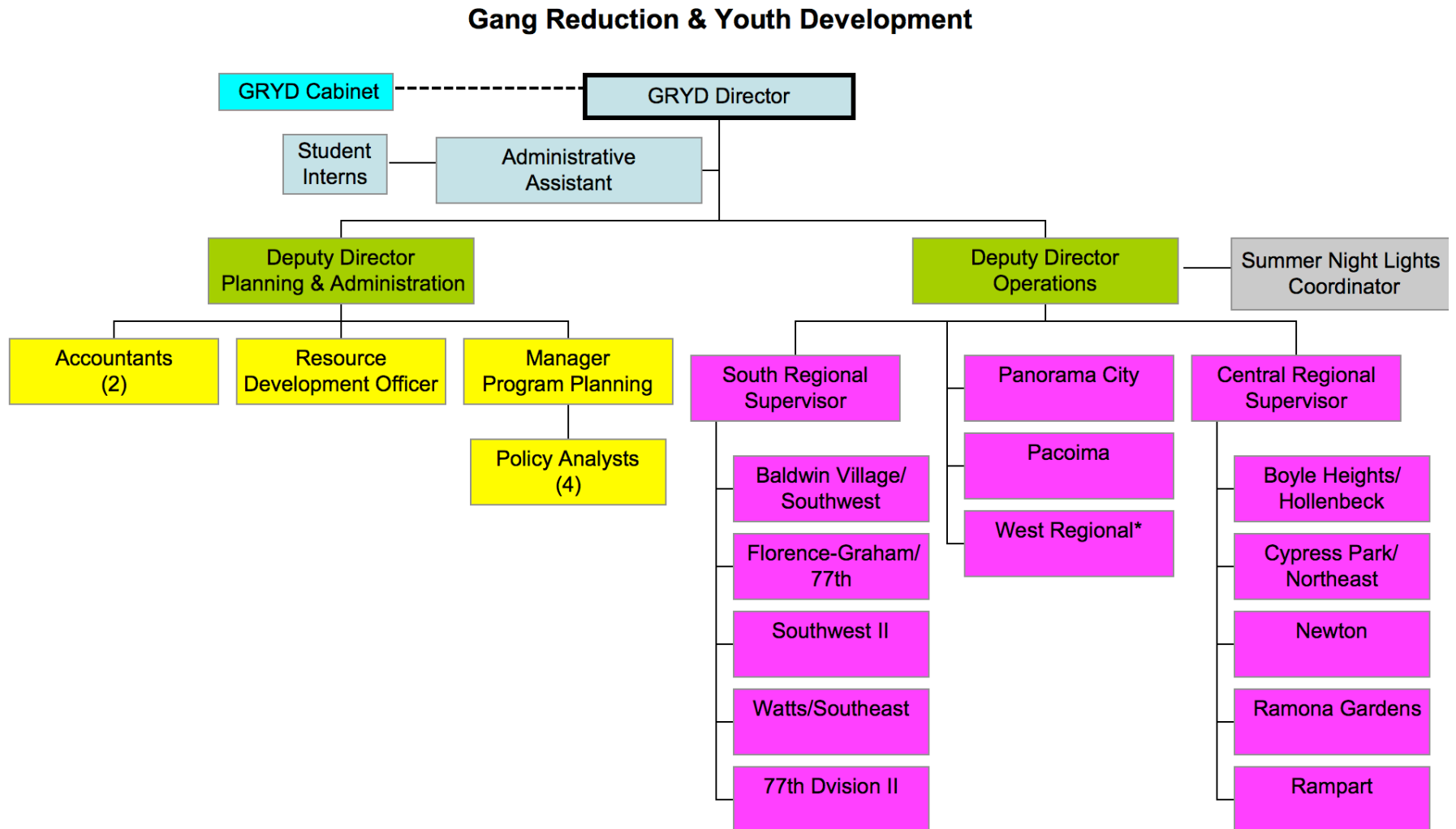
Source: Office of the City Administrative Officer, 2008-2009 Mid-Year Financial Status Report.

^a "Community Development Block Grant"

It should be noted that the total cost for contractual services is over 17 million dollars; the first anti-gang programs will be targeted to 100 youth per zone for a total of 1200 youth. This averages about \$20,000 per youth in the startup year.

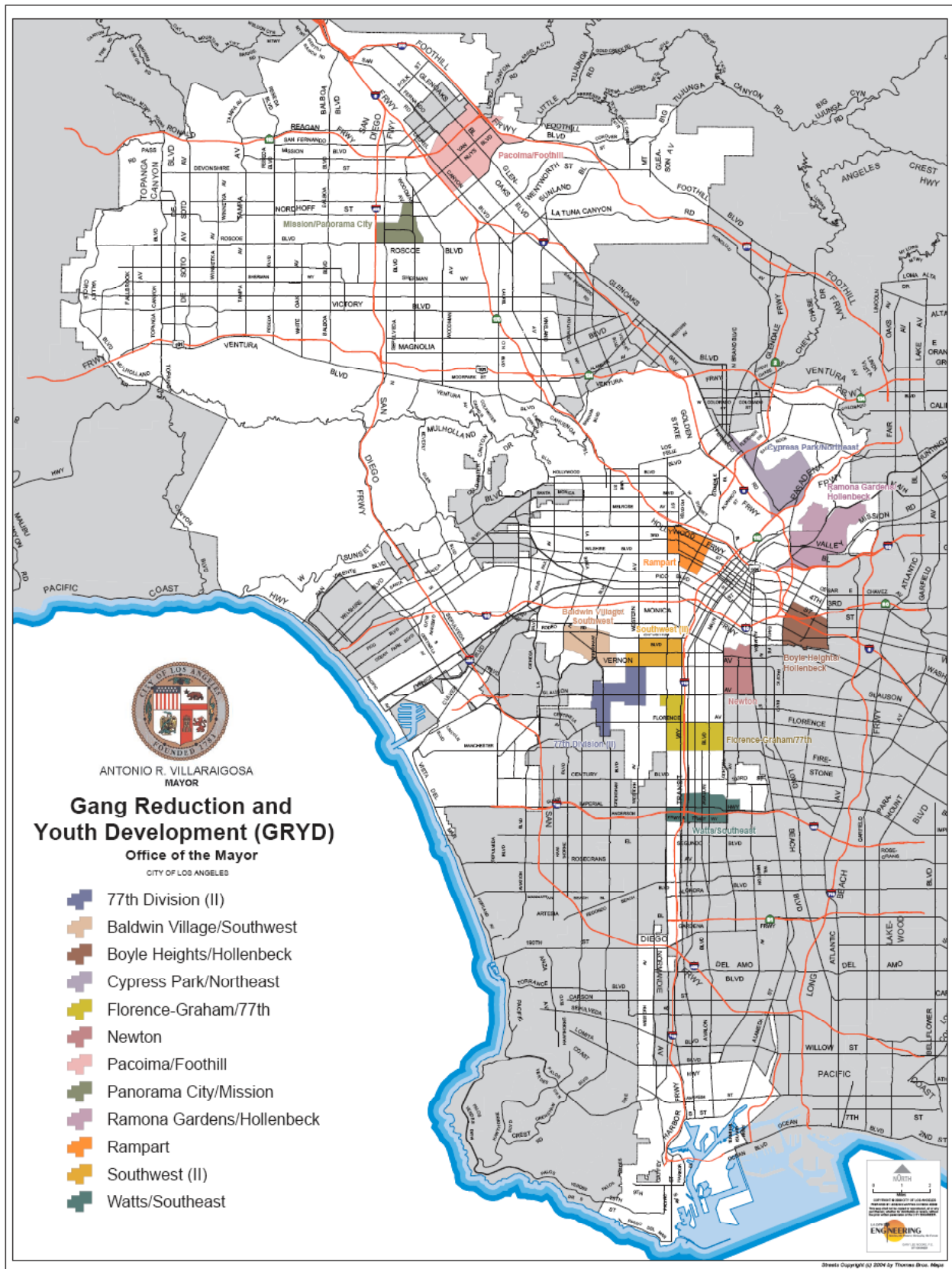
A \$900,000/year contract will be awarded to an agency charged with evaluating the effectiveness of this GRYD anti-gang effort.

The chart below shows the GRYD Office's organizational structure and the map on the following page illustrates the twelve GRYD zones within the City of Los Angeles.



* West Regional is not a primary GRYD zone. This area will receive resources separate from the 12 primary GRYD zones.

Map of GRYD Zones



During the course of this review, the GRYD Office was in the process of reviewing proposals for a number of prevention, intervention and evaluation contracts. Each of the twelve zones, when all the contracts are implemented, will have one prevention services provider, at a cost of approximately \$1 million per year, and one intervention services provider, at a cost of approximately \$500,000 per year. The evaluation services contract will amount to a reported \$900,000 per year.

The first round Request for Proposal (RFP), for the first set of six prevention providers, was released on April 15, 2008, and executed after the Mayor's Office received authority on August 28, 2008. The six contracts were executed for a total of \$2,500,000 (or \$416,667 per zone) for the nine-month period September 1, 2008 – June 30, 2009. The providers for each zone are as follows:

- Children's Hospital of Los Angeles (Cypress Park/Northeast)
- Community Build, Inc. (Baldwin Village)
- El Nido Family Centers (Pacoima/Foothill)
- L.A. Metropolitan Churches (Florence-Graham-77th)
- People Coordinated Services (Newton)
- Violence Intervention Program (Ramona Gardens/Hollenbeck)

The second round RFP, for the second set of six prevention contracts, was released on October 1, 2008, and executed after the Mayor's Office received authority on December 17, 2008. These six contracts were executed for a total of \$3,000,000 (or \$500,000 per zone) for the six-month period beginning January 1, 2009. The providers for each zone are as follows:

- Asian American Drug Abuse Program (77th II)
- Alma Family Services (Boyle Heights/Hollenbeck)
- New Direction for Youth (Panorama City/Mission)
- El Centro del Pueblo (Rampart)
- Brotherhood Crusade (Southwest II)
- Los Angeles Conservation Corp (Watts/Southeast)

The third round RFP, for the intervention contracts in all twelve zones, was released on November 5, 2008. These contracts will be executed for a total of \$3,000,000 (or \$250,000 per zone) for the six-month term April 1, 2009 – September 30, 2009.

A review process is currently underway for the RFP for prevention and intervention services in areas of the City outside the twelve zones. Up to four contracts for prevention and up to four contracts for intervention services will be awarded for a total estimated cost of \$1.2 million per six month term.

All contracts for the existing prevention service providers were reviewed and found to be in compliance. Additionally, the review and selection processes were found to be in compliance with the standards established by the City and appeared reasonable. The competitive bid process included bidders conferences, independent review panels and formal interviews. The multi-disciplinary review panels were trained in how to objectively review proposals and were required to sign "Conflict of Interest/Non-

Disclosure Statements.” Panels discussed individual reviewer’s scores, came to consensus on each proposal, and ranked proposals based on averaged scores. All available Requests for Proposals (RFP) and corresponding scoring and appeals information were reviewed in the course of this study. All appeals appeared to be treated according to City policy.

Financial audit reports were reviewed for the L.A. Bridges contracts that were in effect during the transition period, when gang reduction programs were moved from the Community Development Department to the Mayor’s Office.

In addition to management of the contracts in place for the twelve zones, the GRYD Office is charged with serving as the center of gang reduction efforts and coordination across City agencies. GRYD’s primary forum for coordination across agencies is the GRYD Cabinet, a group of directors and leaders from gang- and youth-related departments, primarily in the City of Los Angeles. The GRYD Cabinet has met monthly, since May 2008, under the leadership of the GRYD Director. The GRYD Cabinet’s member organizations include:

- Community Development Department (CDD), City of Los Angeles
- Recreation and Parks (RAP), City of Los Angeles
- Human Relations Commission (HRC), City of Los Angeles
- Office of the City Attorney, Commission for Children, Youth and Their Families (CCYF)
- Los Angeles Police Department (LAPD)
- Housing Authority of the City of Los Angeles (HACLA)
- Department of Cultural Affairs (LACDCA), City of Los Angeles
- Office of the Chief Administrative Officer (CAO), City of Los Angeles
- Office of the Chief Legislative Analyst (CLA), City of Los Angeles
- Los Angeles Unified School District (LAUSD)
- Los Angeles County Office of the Chief Executive Officer (CEO)

Interagency Coordination

The extent of coordination between youth-serving agencies varies and has been a recent focus among policy makers concerned with gang reduction. There are two County-wide coordinating bodies for gang reduction. First, the Interagency Gang Task Force (IGTF), now a subcommittee of the Board of Supervisor’s Countywide Criminal Justice Coordination Committee (CCJCC), was formed over twenty years ago to provide a forum for collaboration. Initially, the IGTF was comprised predominately of law enforcement agencies and focused on coordinating suppression efforts. However, according to the CCJCC’s Director, in recent years it has transitioned toward incorporating prevention- and intervention-driven agencies as well, and a review of meeting minutes confirms this perception.

Second, in response to direction from the Board of Supervisors in 2007, the Chief Executive Officer developed a Gang Strategy in 2008 and in 2009 established a new coordinating committee: the Los Angeles County Regional Gang Violence Reduction Committee. Comprised of representatives of the same County, City and School

agencies as the IGTF, the new committee aims to work toward a very similar mission as the IGTF.

Data Availability and Transparency

The Grand Jury had requested that budget and financial data for City and County operated programs be evaluated for the period FY 2005-06 through FY 2008-09. Significant attempts were made to collect such information from a variety of City, County and Los Angeles Unified School District (LAUSD) sources. However, none of these jurisdictions were able to fully respond to our requests for such information during the period of the Grand Jury investigation.

This inability, or unwillingness, to provide such basic information is unacceptable. Therefore, this report includes recommendations to strengthen the budget and financial reporting capabilities of all local agencies involved in youth gang prevention and intervention services, and suggests structural changes that would permit more comprehensive reporting, greater transparency and more strategic resource utilization across agencies.

However, to be successful, there must also be the political will and cooperation necessary to ensure that the Los Angeles region remains focused on cost effective solutions to the problem of youth gang involvement. The Mayor's Gang Reduction Vision states that the new direction taken by the City must emphasize both cost and accountability over programs. In addition, it asks the community to volunteer and contribute resources to make the City's efforts a success.⁷ The Mayor's GRYD Office has made significant strides, as evidenced by the City Controller's one year follow-up report on the Blueprint report, which found that the Office had implemented or partially implemented 37 of the 122 recommendations, and was in progress toward implementing another 76 of the recommendations.⁸ However, since the GRYD Office has not taken responsibility for overseeing gang reduction efforts in other City agencies, it is not able to report on program costs throughout the City.

A first step toward accomplishing these accountability objectives is to make sure that program activities, expenditures and accomplishments are fully reported, transparent and easily accessible to the taxpayers. As evidenced by this audit, the City, County, LAUSD and other local jurisdictions must make fundamental changes to ensure this will occur.

⁷ "Healing Our Neighborhood - A City-wide Partnership to Combat Gang Crime," July 2008 at <http://mayor.lacity.org/villaraigosaplan/PublicSafety/GangReductionStrategy/index.htm>

⁸ "Follow-up Audit on the Blueprint for a Comprehensive Citywide Anti-Gang Strategy," City Controller Laura Chick, February 26, 2009.

1. INTERAGENCY COORDINATION

Weaknesses in interagency coordination on gang reduction in Los Angeles have been reported in multiple studies over the last several years, dating at least as far back as a 1992 Civil Grand Jury report.⁹ Recent efforts to restructure gang reduction service delivery and set forth new strategies for collaboration demonstrate a recognition that change is needed. Some of the essential structures are now in development, however, these efforts will not be enough if substantial actions are not taken to overcome long-standing barriers to collaboration. As described in this section, major barriers include:

- The absence of an independent and effective coordinating body
- Inconsistent or unclear goals and objectives
- The lack of common program definitions
- Insufficient centralized information
- Inadequate methods for monitoring progress
- A failure to aggressively pursue information-sharing possibilities

In the absence of an independent coordinating body empowered with resource allocation authority, individual agencies and jurisdictions are left without incentives to collaborate. As long as various program leaders operate in “silos” and act only in accordance with their own respective needs and funding constraints, there will be little impetus for them to work toward common goals.

History of Deficient/Superficial Interagency Collaboration

Gang reduction poses a public policy and governance challenge because it must be carried out with the contributions and efforts of many agencies across jurisdictions. Since at-risk youth are vulnerable in many ways and at many moments in their lives, all youth-serving agencies that touch the lives of young people must share responsibility for prevention, intervention and suppression of gang-involvement. A large canon of literature discusses various approaches for reducing youth gang involvement and is nearly unanimous in its support of a collaborative and comprehensive model.

The Interagency Gang Task Force (IGTF), now a subcommittee of the Board of Supervisor’s Countywide Criminal Justice Coordination Committee (CCJCC), was formed over twenty years ago to provide a forum for collaboration. For much of its early years, the IGTF was comprised predominately of law enforcement agencies and focused on coordinating suppression efforts. Throughout the nineties and in this decade, under changing leadership, the group transitioned toward incorporating prevention- and intervention-driven agencies as well. According to leadership familiar with the task force, over time the IGTF monthly meetings became a forum primarily for information sharing.

New County-wide Efforts

With the introduction, in 2007, of new County-wide efforts to develop a fresh gang strategy, the purpose and direction of the IGTF became uncertain. In fact, the IGTF

⁹ “Gang Prevention in Los Angeles County,” Los Angeles County Grand Jury 1991-92, June 12, 1992.

was effectively dormant during 2008, as its leadership and membership awaited direction from the Board of Supervisors and the County Chief Executive Officer related to the development of the mission, goals and structure of a new coordination committee to be led by the CEO.

While the CEO's new Los Angeles Gang Violence Reduction Committee has garnered significant interest since January 2009, it appears to almost entirely duplicate the purpose of the IGTF, with the added responsibility of overseeing the Board of Supervisors' four "demonstration" sites for pilot projects. It meets monthly and is comprised of representatives of the same County, City and school district agencies as the IGTF, and aims to work toward a very similar, if not identical mission as the IGTF. It may be that this newly formed committee convened by the CEO will bring new life to interagency coordination efforts. However, if it does not proceed to develop formal roles and responsibilities of committee members and set out to achieve measurable goals, it will likely fail to achieve significant change.

While the County was formulating its Gang Strategy throughout 2008, the Mayor's Office of Gang Reduction and Youth Development (GRYD) was establishing itself as the center of gang reduction efforts and coordination across City agencies. The Office was established partly in response to the City Controller's "Blueprint" report of February 2008¹⁰, which called for a major restructuring of gang reduction and youth development efforts in the City. GRYD, with a budget of \$24 million, works primarily in 12 targeted zones, each of which have a prevention services contractor and an intervention services contractor. Approximately \$2.4 million of the \$24 million budget will be directed to support prevention and intervention projects outside of the 12 target zones.

GRYD's primary forum for coordination across agencies is the GRYD Cabinet, a group of directors and leaders from gang- and youth-relevant departments, primarily in the City of Los Angeles, that has met monthly since May 2008, under the leadership of the GRYD Director.

The GRYD Cabinet has demonstrated positive potential for cross-jurisdictional collaboration by including representatives from LAUSD and the County as members. However, the partnership has not yet built on opportunities for more structured collaboration with any of the other 79 Los Angeles County school districts or community-based or faith-based organizations involved in gang reduction services.

The initial goals of the Cabinet are to develop a citywide strategic plan, develop a set of measurable goals and outcomes, and facilitate information sharing within legal boundaries. Based on interviews and a review of meeting agendas, it seems that the Cabinet has thus far focused on startup and strategy discussions, as well as some discussion of collaboration on specific targeted areas and projects. The GRYD Office's model collaborative project, a successful parks-based nighttime activity program, started in 2008 called Summer Night Lights, relies most heavily on collaboration with agencies within the City organization (LAPD and RAP). The program, which is supported in part by private donations, will expand from eight to fifteen parks in 2009.

¹⁰ "Blueprint for a Comprehensive Citywide Anti-Gang Strategy," Los Angeles City Controller's Office, February 14, 2008.

The other collaboration is formalized in a Memorandum of Understanding (MOU) between GRYD and CDD, which has agreed to hold 500 workforce development training positions for GRYD intervention agency referrals.

At the zone level, the GRYD Office envisions that Multi-Disciplinary Teams (MDT's) will be an integral part of case management. So far, only one MDT is currently in existence and is in the Boyle Heights zone. This MDT serves as a model of sorts, since it has been functioning for several years with grants from the former Gang Reduction Program and now the CalGRIP (California Gang Reduction, Intervention and Prevention) program. This MDT is comprised of representatives from the "prevention provider" and "intervention provider" (GRYD contractors), LAPD, Department of Child and Family Services, and Probation. MDT's will meet monthly for case conferencing.

Each GRYD zone will also have a Local Advisory Group, which will be open to community members who wish to contribute feedback. The Local Advisory Group will coordinate neighborhood outreach and meet once per month. Currently, just the Boyle Heights zone has a Local Advisory Group.

The establishment of the GRYD Office has effectively elevated the profile of gang reduction efforts in the City, but GRYD efforts have focused on management of the twelve GRYD zones and not on truly centralizing or coordinating all anti-gang programs in the City. Without a formal structure to define the roles and responsibilities of the GRYD members, and without a process by which GRYD may collect, monitor and report on citywide costs, performance and progress, GRYD risks missing a key opportunity to provide leadership and significantly reduce gang violence.

No Centralized Regional Information Resource

No single entity maintains a current, accurate and functional inventory of regional gang reduction programs and no entity has claimed responsibility for actively and effectively coordinating multi-jurisdictional and multi-agency efforts. Accordingly, no regional inventory of gang programs and associated costs exists.

County and City leaders cannot effectively prioritize gang reduction efforts and coordinate them without first understanding the full set of programs in existence along with the costs, participation rates, goals and objectives and outcomes of those programs. Those inventories that do exist or are in development are jurisdiction-centric and do not consider the efforts of other jurisdictions or agencies within gang-involved communities. For example, the County Probation Department provides services to gang-involved youth and their families at certain target schools and housing developments that are within the jurisdictional boundaries of the City. However, City inventories that have been developed do not recognize this resource.

Maintaining an updated inventory of active programs is particularly important during periods of budgetary shortfall, since shrinking funding sources may result in the loss of entire programs. If leaders could understand the full set of programs and funding sources being contributed by all jurisdictions, they might be able to better understand the risk of program loss and respond in a coordinated fashion so that overall impacts on the community are reduced.

The budgeting systems in each jurisdiction currently pose a technical barrier to simplified gang program inventory development. As a long-term goal, the cities, and all school districts, and County should consider developing a coding mechanism in their respective budget and accounting systems to enable gang reduction and related program data to be extracted and more easily analyzed. In the absence of such a program budgeting system, leaders of the GRYD Office and the CEO's Los Angeles Gang Violence Reduction Committee must accept the responsibility for collecting and monitoring such information.

Status of County Efforts to Centralize Information

The County's only listing of youth gang reduction programs was developed as part of the CCJCC's Gang Funding Report. This 2007 report surveyed FY 2005-06 costs. However, a review of that document indicates that there was inconsistency in the way respondents reported and categorized programs, due to unclear definitions of reportable costs and a liberal interpretation of gang reduction related activities. A few examples include:

1. Community and Senior Services reported \$9.8 million for several general youth activity and employment programs, which were labeled gang prevention programs.
2. The Public Defender's Office reported \$18.4 million as gang suppression, although the program was for the representation of adults charged with gang-related felonies and misdemeanors.
3. The Public Defender's Office further reported \$1.4 million as gang prevention, although the program was for general psycho-social assessment of juvenile offenders.
4. The Public Library's \$166,000 library service at Central Juvenile Hall was reported as a gang prevention program.
5. The District Attorney's Office reported \$454,000 in gang suppression for its Hate Crime Section, which prosecutes all categories of hate crimes, of which only some involve gang members.

Agencies seemed to interpret "gang prevention" very broadly, as indicated by the inclusion of more general activities that may only tangentially impact youth gang involvement. As evidenced by the examples cited above, agencies seemed to include costs for general juvenile crime prevention programs that may include gang elements.

As part of the new strategy being pursued by the CEO, pursuant to direction from the Board of Supervisors, the County Auditor-Controller is currently conducting a survey to compile an inventory of the County's gang reduction programs. Discussions with staff from the County Auditor-Controller's Office and a review of the survey instrument suggests that the County is making an attempt to more clearly define youth gang categories. The survey includes five categories: prevention, intervention, suppression, re-entry and community education programs.

The survey's definition of gang prevention still allows for general recreation, social, and educational activities to be counted as prevention, although those activities are separated as "indirect" prevention services. More targeted activities are labeled as "direct" prevention. While "indirect" general youth development activities are undoubtedly an important element of gang prevention strategy, policy makers and administrators should be sure to analyze those costs separately in order to clearly understand the County's investment in targeted gang reduction.

Status of City Efforts to Centralize Information

The City of Los Angeles' most recent inventory of programs, included in the City Controller's Report in 2008, was based on the structures and arrangement prior to the establishment of the Mayor's Office of Gang Reduction and Youth Development. As of the publication of this report, the GRYD Office did not possess a functional inventory of all programs, including costs, participation rates and outcomes.

Shortly after the inception of the GRYD Cabinet in May 2008, the GRYD Office did collect listings of departmental programs from GRYD Cabinet Members. Those listings have not been compiled into a functional inventory. This condition generally comports with how the GRYD Office views its role. As described in interviews with consultants to the Civil Grand Jury, the primary goal is violence reduction. GRYD intends to sharply focus efforts on that goal through the programs being developed within the GRYD zones. GRYD provides general advisory services to the Mayor as part of the development process. The GRYD Office also provides a forum for agencies to share information. It does not actively lead non-GRYD City agencies in developing individual or collective gang reduction goals or monitoring outcomes.

Status of LAUSD Efforts to Centralize Information

LAUSD does not currently maintain an inventory of programs or services related to gang reduction. As described in Section 2 of this report, on May 13, 2008, LAUSD passed the "Resolution to Effectively Prevent Gang Violence On and Around District Campuses," directing the Superintendent to compile an inventory of gang reduction programs in the schools and to assess the effectiveness of the programs and make recommendations for improvement.

In the ten months since then, staff have conducted an ongoing internal survey process, which, at the time of this writing, had yielded approximately 700 school responses. The District's plan to respond to the full Board Resolution shows that the final recommendations are not scheduled to be adopted by the Board of Education until March, 2010.

Further, LAUSD staff report that the plan will need to be changed now that the assessment work will be completed by LAUSD analysts instead of an outside consultant. While the process appears to be very thorough, the District has sacrificed timeliness for diligence.

Definitional Problem: What is "at-risk" and what is "prevention"?

There is no standard definition of what constitutes a youth who may be at risk of gang involvement, what constitutes gang prevention and how each relates to a "gang reduction program." Existing inventories of such programs are internally and externally

inconsistent. As a result, previously stated expenditure levels generally have been inaccurate and inflated. In each survey conducted by the County, City and LAUSD, definitions of program “type” have been provided (i.e., guidelines on how to classify a program as prevention, intervention, suppression, or reentry. However, responses indicate a level of inconsistency in what various entities categorize and report as a gang reduction program in the first place.

The definitional problem is particularly acute for gang prevention programs. Some entities define prevention very broadly and include general health and well-being, sports, and educational programs for youth, while other entities assume a more narrow definition and only report prevention programs targeted toward gang-involved youth.

Gang funding should more narrowly define prevention so that policy-makers can accurately understand the resource commitments that have been made to this purportedly high priority issue. The table on the following page shows the set of City of Los Angeles programs that were identified as gang prevention and intervention in the course of this review.

While some programs are much more gang-focused than others, all of them are targeted enough to be considered targeted prevention and intervention. Program costs are estimated to be approximately \$33.7 million, of which \$26.5 million is local City cost (i.e., non-grant). The majority, almost \$19.5 million of the City’s general resource investment is directed to the GRYD Office (i.e., total cost of approximately \$23.9 million less grant funding of approximately \$4.4 million).

Table 2
Summary of Major Gang Prevention and Intervention Programs
City of Los Angeles

Program	Description	Managing Agency	FY 2009 Expenditures	Amount Of Grants	Net Local Cost
Gang Reduction & Youth Development	Prevention and intervention contractors target 100 at-risk youth in each of 12 zones	Mayor's Office	\$ 23,860,876	\$ 4,427,079	\$ 19,433,797
CLASS Parks ^a	47 Parks & Teen Clubs include special activities & resources for at-risk youth aged 11-15	Rec & Parks	6,434,322	548,535	5,885,787
Jeopardy	Targets youth 8-17 & parents	LAPD	1,283,044	1,283,044	-
Juvenile Impact Program	12 week Saturday Boot Camp for youth referred by parents	LAPD	550,000	450,000	100,000
Juvenile Impact Program-Harbor	12 week Saturday Boot Camp for youth referred by parents	LAPD	419,000	419,000	-
Gang Membership, Vandalism, & Illegal Nuisance Reduction	Gang prevention classes for elementary & middle school youth	CDD	209,475	209,475	-
Success Now	Mentors at-risk youth & parents in Pico Union	CDD	100,000	100,000	-
Fuego Tech Fire Rangers	Training & re-entry for gang involved youth aged 13-25	CDD	50,000	50,000	-
Young Women from Adversity to Resiliency	8 month program empowers young women & reduces likelihood of entering juvenile justice system	Comm. on Status of Women	246,707	246,707	-
Top Sail Program	Multi-week maritime skills course for students in 27 middle schools identified by L.A. Bridges ^b	Harbor Dept	556,972	-	556,972
Total - City of Los Angeles			\$ 33,710,396	\$ 7,127,658	\$ 26,582,738

Sources: Department reports; Department reports to Office of Chief Administrative Officer; City Budget Documents

^a Clean and Safe Spaces Parks Programs

^b L.A. Bridges was a gang reduction program operated by CDD until the establishment of the Mayor's GRYD Office in 2008. Bridges contractors provided prevention and intervention services similar to those providers by the GRYD contractors.

This list does not include dozens of general at-risk youth development and employment programs that have been included in previous studies and lists. Those programs, while important to broader prevention strategies for at-risk youth, should not be confused with gang-specific prevention programs. Our analysis does, however, generally confirm the “Targeted Prevention” costs estimated by the Controller’s Blueprint report¹¹ of 2008, after considering the City’s additional investment in the GRYD Office since the publication of that report.

For County gang prevention funding, the costs estimated in prior reports are greater than those recognized by this analysis. The CCJCC’s 2007 report, as discussed earlier in this section, categorized many general youth development and employment programs as gang prevention. That report’s estimate of the cost of County gang prevention programs was \$22 million, or 21% of total funding for gang reduction. Our review of that list found that the lower amount of between \$8 million and \$10 million could more specifically be considered targeted gang prevention.

In the course of our discussions with select County law enforcement and youth-serving agencies, the CGJ found that a large portion of the funding for targeted gang prevention and intervention comes from the State’s Juvenile Justice Crime Prevention Act (JJCPA). This grant, which is administered through the Probation Department, targets juvenile probationers as well as youth at risk of criminal behavior. In fact, a significant portion of these funds are directed toward youth who have not engaged in the criminal justice system. For example, Probation Department staff report that approximately one-third of school-based Probation Officer caseload is directed toward youths who are not on probation, and most of the housing-based caseload is comprised of youths who are not on probation. The Sheriff’s primary gang prevention programs, totaling approximately \$700,000, are primarily funded through State and private grants.

Lack of Regional Goals and Insufficient Program Evaluation

As a result of the lack of an effective and functional coordinated body of regional gang reduction leaders, there is no set of regional interagency goals or objectives to address gang reduction. Instead, each agency operates based on its own definitions and assumptions about gangs, its own outlook on the problem, and its own approach. Since there are no regional goals or objectives, there can be no regional evaluation.

For example, from the perspective of a Probation Officer, anti-gang efforts largely focus on youths who are already engaged in the criminal justice system or youths who are so near to engagement with the criminal justice system that a parent or school official refers them to the Probation Department. Conversely, from the perspective of a school official, the gang problem likely manifests itself in the form of campus and classroom behavioral problems, poor academic performance, and truancy. The concerns and approach of each of these individuals to addressing the child’s gang involvement will be very different. While it is a good thing that different kinds of service providers can employ different kinds of gang reduction techniques, if various providers are operating only with the knowledge and assumptions they develop in the course of their specialized service, they may miss opportunities to serve the larger goal of gang reduction.

¹¹ “Blueprint for a Comprehensive Citywide Anti-Gang Strategy,” Los Angeles City Controller’s Office, February 14, 2008.

The extent to which performance measurement data are currently collected throughout city and county agencies is largely dependent on the reporting requirements, if any, of the funding entity. Centralized performance criteria and data for all programs do not exist. Under these circumstances, not only do some programs operate without any specific performance goals, but regional leaders lack sufficient information to make well-informed strategic decisions.

For example, on the County level, Probation, Housing, and Parks receive funding from the Juvenile Justice Crime Prevention Act (JJCPA) and therefore are required to report participation rates and other outcomes to the State. Conversely, LAUSD's youth Relations Program, funded by District general funds, is not required to report on such measures. No reporting mechanism is in place and therefore no such data exists. While, in this example, JJCPA recipients are required to keep stronger records, in neither case do the departments report their performance to a regional monitoring body.

The GRYD Office requires zone contractors to complete weekly tracking forms, which are compiled by the central office and submitted in the form of summary reports to the Mayor's Office. However, non-GRYD City gang reduction programs do not report performance or outcome measurement information to the GRYD Office.

As of this writing, the GRYD Office is completing a selection process for a contract evaluator to be retained for \$900,000 per year for program evaluation services. Since the evaluator had not yet been chosen at the time of this publication, this assessment was limited to information available in the Request for Proposals (RFP). Based on interviews and a review of the RFP for the evaluator, the GRYD Director is prioritizing evaluation in a substantial manner and is preparing the operation to engage in standardized organizational learning and improvement.

The RFP calls for detailed assessment of 1) the 12 GRYD Zone prevention contractors, 2) the 12 GRYD Zone intervention contractors, and 3) the non-GRYD Zone strategy (the \$2.4 million investment in developing prevention and intervention strategies in areas outside of the 12 Zones). For improved transparency and assurance that evaluations will be objectively performed, the City could consider shifting oversight of the evaluation contract from the GRYD Office to the elected City Controller or the Chief Administrative Officer, who reports to both the Mayor and the City Council.

While the RFP establishes a good framework upon which the contract evaluator can build regarding the direct work of the GRYD Office, there are no plans to assess gang reduction programs in other City agencies. As discussed throughout this section, the GRYD Office must take responsibility for assessing the effectiveness of the other programs in the City if it seeks to serve as the citywide leader of gang reduction.

Develop an Independent Regional Gang Reduction Commission

An independent regional coordinating body should be established to coordinate the development of:

- Consistent definitions of “gang”, “gang program”, “at risk of gang involvement”, and “gang prevention”
- Regional goals and measurable objectives related to gang prevention, intervention, and suppression
- A statistical reporting structure and process by which identified gang reduction programs in the cities within Los Angeles County and county programs regularly report progress towards goals and objectives
- Information-sharing technology or a database to facilitate large-scale early identification of youth at risk of gang involvement

The independent commission could be modeled after local government associations like the Southern California Association of Governments. It should be comprised of not only key department directors, but also of elected members of the County Board of Supervisors, members of boards of education in the County, and members of city councils in the County.

The commission should consider applying for State and federal funding so that it can coordinate the distribution of resources throughout the County. Empowering the entity with resource allocation capability will add an incentive for member participation and confer on it a mechanism to hold members accountable.

Additionally, a commission such as the one described here should incorporate input from leading community-based and faith-based organizations involved in gang reduction. In recognition of the value of long-standing relationships that exist between some of these organizations and the community, policy makers and administrators should consider their insights by formally incorporating representative organizations into the commission’s deliberation process.

For example, since 1988, community leader Father Gregory Boyle has worked with gang-involved youth by offering free support services and job training and placement opportunities. Father Boyle’s Homeboy Industries was officially established as a nonprofit entity in 2001, as an outgrowth of Jobs For a Future. Featuring several small businesses, including the cornerstone Homeboy Bakery, the organization has reached thousands of young gang-affiliated men and women by providing jobs as an alternative to gang life. Homeboy Industries and Father Boyle have garnered national recognition. This is cited as one example of the work performed by non-profit organizations serving youth at risk of gang involvement in Los Angeles.

County and City policy makers and lead administrators must comprehensively understand the landscape of existing gang reduction efforts if they seek to make progress on stated gang reduction goals. To this end, the interagency coordinating commission should be responsible for collecting and reporting on program cost, participation, and outcome information. The information should be published for policy-makers, administrators and members of the public to assess the progress of investments in gang reduction efforts.

Findings and Recommendations

Finding 1.1

There is no set of regional interagency goals or objectives to address gang reduction in Los Angeles County.

Recommendation 1.1.1 – Los Angeles County Board of Supervisors

By December 31, 2009, the Board of Supervisors should establish an independent, regional coordinating commission to develop regional interagency goals and objectives to coordinate gang reduction efforts. It should include representation of city- and school board-level officials, along with appointed leaders of departments key to gang reduction as well as representation of community-based and faith-based organizations.

Recommendation 1.1.2 – Los Angeles County Board of Supervisors

By June 2010 the Board of Supervisors should direct the independent regional coordinating commission which would include city and school board-level officials, along with appointed leaders of the departments key to gang reduction to create a common definition of “at-risk” and “gang” terms, particularly what constitutes a gang prevention program.

Finding 1.2

There is no current accurate and functional central information resource for gang program inventory or budgetary information within the region.

Recommendation 1.2 – The Independent Regional Coordinating Commission

By June 2010, the Board of Supervisors should direct the commission cited above to develop a statistical reporting structure and process by which programs report progress on defined goals, objectives and related costs.

Finding 1.3

There is no set of city-wide interagency goals and objectives in the City of Los Angeles that addresses gang reduction.

Recommendation 1.3 – Los Angeles Mayor’s Office

By December 31, 2009, the Los Angeles Mayor should direct the Director of the GRYD office to define the goals and objectives for non-GRYD City gang reduction programs.

Finding 1.4

There is no current accurate functional central information resource for gang program inventory or budgetary information in the City of Los Angeles.

Recommendation 1.4.1 - Los Angeles Mayor’s Office

By June 2010, the Los Angeles Mayor should direct the GRYD Director to establish a formal mechanism for officials representing City Departments related to gang reduction to report budgetary and performance measurement information to the GRYD Office.

Recommendation 1.4.2 - Los Angeles Mayor’s Office

By December 2009, the Mayor should direct the GRYD Director to establish and publish formal roles and responsibilities for the GRYD Cabinet Members.

Recommendation 1.4.3 - Los Angeles Mayor's Office

By June 2010, the Mayor should direct the GRYD Director to monitor outcomes and maintain and publish City-wide summary reports using performance measurement information provided by non-GRYD City Departments.

Finding 1.5

The GRYD Office is responsible for selection and oversight of its evaluation contractor.

Recommendation 1.5 – Los Angeles Mayor's Office

By June 2010, the Mayor should shift oversight of the GRYD evaluation contract from the GRYD office to an independent entity such as the City Controller or the City Chief Administrator Officer.

Costs and Benefits

There would be no immediate costs to implement these recommendations. Certain future costs, however, would be incurred to provide staff support to the regional policy body, develop a framework for maintaining goals and objectives, establish an interagency performance measurement system and implement program changes. However, these costs could be offset with savings and increased efficiencies resulting from the enhanced program coordination that would occur.

The CGJ believes agencies within Los Angeles County would be better able to understand and coordinate gang reduction activities by implementing these recommendations. Armed with accurate information about the status, effectiveness, and progress of gang reduction programs, policy makers and administrators would be well-positioned to strategically direct resources and advocate for increased funding. Over time, and in conjunction with community members, prevention, intervention, prevention, and suppression efforts will have a greater chance to succeed in reducing the gang problem.

2. SCHOOL INVOLVEMENT IN GANG REDUCTION

As the center stage of a child's daily life and the strongest institutional facilitator of youth development, schools are particularly well positioned to provide gang prevention and intervention services. Leading research on gang reduction strategies affirms that schools must play a critical role in gang prevention and intervention. Notably, distinguished gang expert Irving Spergal wrote that "reduction and control of the youth gang problem requires that both school and community systems learn how to communicate with each other, integrate their concerns, and take collective responsibility for dealing with the problem."¹²

Out of Spergal's and other research emerged a "Comprehensive Gang Prevention and Intervention Model" adopted as the primary model for gang reduction by the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP)¹³ and highlighted in the Advancement Project's 2007 report¹⁴ on gang reduction in Los Angeles. In addition to the Advancement Project's report, the Los Angeles City Controller's "Blueprint" report¹⁵ emphasizes the importance of a school-involved approach. The Mayor's Gang Reduction Strategy¹⁶ discusses strong school involvement in its neighborhood-based approach.

Budgets do not Reflect School-Centric Commitment

Despite the widely-pronounced references to the importance of strong school involvement in gang reduction efforts, neither school nor City nor County leadership has prioritized gang -reduction programs in the schools. In a climate of budgetary shortfalls, it is understandable that policy-makers have not added large amounts of funds to establish new positions and new programs. However, leadership has failed to develop creative strategies to leverage existing resources toward the urgent need for school-based gang reduction.

The LAUSD Board of Education stated in a resolution¹⁷ on May 13, 2008, that "the District plays a key role in the anti-gang landscape... [and] has a responsibility to ensure that our scarce public resources are used strategically and effectively to provide our youth with genuine alternatives to gang activity and to make our school campuses safe and secure." The resolution went on to charge the Superintendent with the task of creating an inventory of District-supported gang prevention and intervention programs and to conduct an assessment of the programs and make recommendations for improvement. Yet, the recommendations are not scheduled to be adopted by the Board

¹² "A School-based Model," National Youth Gang Suppression and Intervention Program, School of Social Service Administration, University of Chicago, January 1993.

¹³ "Best Practices To Address Community Gang Problems: OJJDP's Comprehensive Gang Model," Office of Juvenile Justice and Delinquency Prevention, June 2008.

¹⁴ "Citywide Gang Activity Reduction Strategy," The Advancement Project, 2007.

¹⁵ "Blueprint for a Comprehensive Citywide Anti-Gang Strategy," Los Angeles City Controller's Office, February 14, 2008.

¹⁶ "Healing Our Neighborhoods: A Citywide Partnership to Combat Gang Crime," Office of the Mayor.

¹⁷ Interoffice Correspondence July 28, 2008, From Chief Operating Officer to Board of Education, regarding "Response to Board Resolution to Effectively Prevent Gang Violence On and Around Campuses."

of Education until March 2010. While the process appears to be very thorough, the District has sacrificed timeliness for diligence. Education leaders have been slow to prioritize gang reduction on campuses, even though the crisis calls for swift action. As described later in this section, the District's budgetary commitment to targeted gang reduction is essentially limited to the more broadly defined "Youth Relations Unit", the total cost of which is \$1.3 million per year.

Additionally, the premier anti-gang endeavor in the City of Los Angeles, the Mayor's \$24 million Gang Reduction and Youth Development (GRYD) Office, does not include any funding for targeted programs in the schools. In-kind GRYD contributions are limited to plans to supply GRYD intervention workers around campuses during student commute hours through the Safe Passages partnership. LAUSD staff report, and the GRYD Office confirms, that the City's gang reduction services were more involved with schools and campuses under the former L.A. Bridges program. LAUSD officials and representatives commended the work of L.A. Bridges, which served thousands of at-risk youth at various school sites.

Since the L.A. Bridges contract was terminated those gang prevention services have not been replaced. Related to the lack of structural coordination discussed later in this section, the GRYD Office funding policies fail to recognize that schools should be a focal point for prevention and intervention. Its interaction with schools is primarily related to receiving referrals and attending local Safe Schools Collaborative meetings. As experts in gang prevention and intervention, the GRYD contract providers and GRYD staff are exceptionally well suited to provide outreach to students in their school environments. GRYD and LAUSD staff should develop opportunities for GRYD staff to reach at-risk students on school campuses.

Existing Programs are Not Gang-specific and Lack Evaluation

There are 123 senior high schools, 119 middle schools, 520 elementary schools, and 123 alternative and special education schools in the Los Angeles Unified School District (LAUSD) alone. Total K-12 enrollment at all District schools is more than 688,000 students in FY 2008-09. Combined with the other 79 school districts in Los Angeles County, 1.7 million students are enrolled at the 1,975 public schools within the County.

LAUSD Youth Relations and Other Programs

LAUSD officials assert that, because it is an urban district, one hundred percent of District students should be considered at risk of academic failure, gang involvement, victimization, or general failure to develop healthfully. Therefore, the District runs many programs to prevent students from dropping out and to support students who exhibit a number of academic and attendance risk factors (see "Can LAUSD Solve its Graduation Rate and Drop Out Problems?" report in this volume). After school programs such as Beyond The Bell and L.A.'s BEST (Better Educated Students for Tomorrow) are generally supportive of positive youth development in that they offer recreational opportunities for youth as an alternative to delinquent activities. Beyond the Bell's academic intervention programs served 461,490 students in FY 2007-08 and its enrichment and recreation programs served 114,800 students daily, as reported by the District. While these programs offer an important positive alternative to antisocial behavior, they should not be considered as targeted gang prevention or intervention

programs. LAUSD does not have a specifically defined “gang reduction” unit or a staff person who is dedicated solely to gang reduction efforts.

Through a classroom program called “Second Step,” LAUSD also provides students a violence prevention curriculum throughout elementary and middle school. Lessons include skills related to empathy, impulse control, anger and emotion management, bullying prevention, problem solving and substance abuse prevention. Half-hour or one-hour lessons are taught at regular intervals, ranging from 25 lessons in the kindergarten year to 13 lessons in the eighth grade. As described later in this section, the District could build upon this foundation and incorporate a deeper and more extensive required curriculum, potentially utilizing the existing Life Skills course.

The LAUSD programs that involve gang reduction most closely are part of a more broadly defined Youth Relations Unit, which resides under Operations. The Director of Youth Relations oversees 16 Associates, all of whom broadly work toward fostering and protecting safe school environments through targeted communication and leadership building with youth at all District school sites.

Youth Relations Associates work to establish positive student and human relations, and prevent and respond to incidents involving numerous youth issues, whether they are gang-related or non-gang related. Sixty-three LAUSD high schools and 52 middle schools are assigned regular coverage by one of the Associates (i.e., an average of more than 7 school sites each); however, the Youth Relations team will respond to a crisis situation at any District school, if needed.

Target schools are selected based on a common understanding of need as well as informal information sharing between Youth Relations, local school leadership, School Police, and other law enforcement. As Youth Relations staff members are made aware of information regarding the dropout rate and crime patterns, neighborhood issues, and other group relations issues, they assess whether to identify particular schools as needing regular support from Youth Relations.

Associates build trust relationships with students and staff at the targeted campuses and reportedly are able to assist in reducing and stabilizing volatile school situations, and facilitating conflict resolution processes, when needed. Additionally, on 55 campuses (28 high schools and 27 middle schools) Youth Relations staff run a special program called Human Efforts Aimed at Relating Together (HEART), designed to “enhance the racial, cultural and social interaction among students”. Student leaders from a variety of social groups, including gang-involved youth, are recruited to be part of the HEART group. They meet once per week to discuss campus issues and may provide mediation assistance during campus incidents. Student HEART members participate in an annual Youth Summit. They discuss youth-relations concerns with peers from other schools, political leaders, educators, law enforcement officials, parents and community and government leaders.

While the Youth Relations Unit and its HEART program undoubtedly have a positive impact on youth participants and offer an opportunity for youth to be involved in a powerful leadership activity, the impact of the unit is difficult to estimate. Records on the number of participants in the programs are not maintained and there is no tracking

of outcomes such as the number of participants who graduate from high school, go on to post-secondary education, obtain gainful employment, enter the criminal justice system or leave/join a gang.

Additionally, 38 District schools have a Safe School Collaborative, comprised of local representatives of various law enforcement agencies, the City Attorney's Office and other agencies that contribute resources to support safety in each school's catchment area. Members meet once per month to develop strategies to protect students on and around campuses. The Safe Passages sub-committees focus on strategies to protect students during commute hours on their way to and from school. For example, the Sheriff's office may send extra patrols to a particular neighborhood during commute time. Public transit authorities can change bus schedules by a few minutes if officials receive information related to an anticipated incident. The Fire Department may even drive around the area during commute times to provide added safety presence. Reportedly, plans are underway for the Mayor's GRYD Office to position intervention workers in targeted neighborhoods during commute times.

Youth Relations should develop a more systematic approach to identifying target schools for its programs and the Safe School Collaboratives. While it is highly probable that all schools receiving the regular targeted services of a Youth Relations Associate are in need of those services, it is likely that there are at least some additional schools that could benefit by receiving the services. Without a method to include all schools in a standard assessment, some schools may be neglected. Worse, without this level of assessment, the District is left poorly informed of the actual level of need and cannot effectively set strategy or advocate for additional resources if necessary. Upon development of criteria for targeting schools for Youth Relations services, the District should require those identified schools to work with Youth Relations to set up HEART programs and Safe School Collaboratives.

School officials must develop evaluation criteria and a monitoring plan in order to assess the impact of the District's \$1.3 million investment in Youth Relations.

LACOE Safe Schools Division

The Los Angeles County Office of Education (LACOE) does not have a staff person dedicated solely to gang reduction efforts, and state funding for previous gang reduction activities was eliminated in recent years. LACOE serves as an intermediary between independent County school districts and the State Department of Education. It is the largest intermediate educational agency in the United States. Among its many responsibilities are:

1. It provides classroom instruction for specialized student populations and programs and services to the County's 80 K-12 school districts.
2. It serves tens of thousands of students per year through its Specialized Education Division (students with disabilities), Juvenile Court and Community Schools (juvenile offenders), and Alternate Education Division (at-risk students).
3. It provides regionalized and specialized support service for districts, educators and parents in a number of areas including school reform, school-community

partnerships, ROP, welfare-to-work and parenting programs, and the largest Head Start program in the nation.

It is generally acknowledged that schools play critical roles in gang prevention and intervention. Because of the types of at-risk children in LACOE schools and facilities it would seem that LACOE would have an enhanced capability to provide gang reduction services to their at-risk students. Virtually all of the students in LACOE schools are at risk. Unfortunately, LACOE does not have a staff person dedicated solely to gang reduction efforts. Their efforts are limited to a single staff member, the Safety Coordinator within the Safe Schools Division.

The Safety Coordinator provides several safety-related support services to schools on an as-requested or voluntary basis. These services include assistance in preparation of school safety plans (which contains gang risk intervention elements), one-time workshops on gang reduction, and other services related to school violence and youth relations issues. In addition, the Safety Coordinator provides mediation and violence suppression assistance in response to campus incidents.

Campus Crime Records are Deficient

The Los Angeles School Police Department (LASPD) is the police force within LAUSD. With a budget of approximately \$50 million and a staff of approximately 340 officers, every high school in LAUSD is assigned at least one full time dedicated Police Officer and 37 campuses have two Officers. Approximately half of the middle schools are assigned a Police Officer, and the other half are assigned a uniformed school safety officer. LASPD works in concert with Youth Relations and the Crisis Response Team, as well as the Los Angeles Police Department (LAPD), to respond to incidents on campus, though there is no specialized gang unit within LASPD.

Department management reports that the data analysis unit is short-staffed with only four analysts, and that additional staff resources are needed to reduce the backlog in processing crime reports and data. Without a current database of crime reports, routine summary reports cannot be produced and management is hindered in its ability to make informed decisions about policy and operations. The only available routine reports summarize the “calls for service” which are entered into a database on a real-time basis. (Note that this problem was also addressed at length in a 2007 study¹⁸ of LAUSD safety and security.)

Further, the State does not require that schools track campus crimes by whether such crimes are gang or non-gang related, and the District does not require that such data be compiled or reported either. Therefore, the LASPD is not able to report on the percentage of campus crimes that are gang-related. Further, it should be noted that, at the time of this report, the LASPD had a one-year backlog, or approximately 17,000 crime reports, waiting for data to be entered.

¹⁸ “A Study of Safety and Security in the Los Angeles Unified School District,” December 17, 2007, Evergreen Solutions, LLC.

Even if the data entry were up to date, however, summary reports would not offer any information related to gangs since that information is not captured on the reports. The fact that school leadership has not prioritized the collection of information related to campus crime and has not required that gang-specific information be tracked reflects a choice not to seriously prioritize gang reduction on campus. Without knowledge of the full scope of the problem, LASPD, academic staff, and student support staff cannot effectively strategize toward gang reduction. The Superintendent should require the LASPD to eliminate its data entry backlog and, if needed, redirect funding so that sufficient staff resources are available to continually manage data entry in the future. LASPD should develop and implement a policy to track campus gang incidents.

GRYD Office Collaboration is Ad Hoc

The GRYD office was established in 2008 as a strategy for centralizing gang reduction efforts and coordinating across City agencies. The Office was established partly in response to the City Controller's report of February 2008¹⁹, which called for a major restructuring of gang reduction and youth development efforts in the City. As mentioned earlier in this section, the Controller's report included a focus on strong school involvement in the centralized approach.

One mechanism the GRYD Office uses to coordinate across agencies is the GRYD Cabinet, a group of directors and leaders from gang- and youth-relevant departments in Los Angeles that has met monthly under the leadership of the GRYD Director since May 2008. The GRYD Cabinet has demonstrated positive potential for cross-jurisdictional collaboration by including representatives from LAUSD and the County as members.

However, as described in Section 1 of this report, the Cabinet has not yet built on opportunities for more structured collaboration. Based on interviews and a review of meeting agendas, it seems that the Cabinet has thus far focused on startup and strategy discussions, as well as some discussion of collaboration on specific targeted areas and projects. For example, the GRYD Office's model collaborative project, a successful parks-based night time activity program called Summer Night Lights, relies most heavily on collaboration with agencies within the City organization.

Commenting on the Summer Night Lights pilot in 2008, LAUSD staff reported that early input from schools officials could have strengthened the planning process and the program. The GRYD staff stated that they have repeatedly reached out to District managers as the Summer Night Lights program has been developed. District staff, however, expressed their hope to be more significantly involved in Summer Night Lights as the program expands in 2009.

On the zone level, partnerships with LAUSD arise in an inconsistent fashion. GRYD contractors are dependent on parents, law enforcement, schools and other community members to provide referrals, so it is critically important that relationships with each of those entities are clearly defined. GRYD contractors are encouraged to reach out to schools in their zones by contacting the regional Organizational Facilitator to set up a

¹⁹ "Blueprint for a Comprehensive Citywide Anti-Gang Strategy," Los Angeles City Controller's Office, February 14, 2008.

referral process. However, when needed, contractors set up referrals directly with the school principal. For example, GRYD staff reported resistance in at least one school so far, where the principal required that parental consent be obtained before a school official could make a referral to GRYD contractor. GRYD Staff report inconsistency in how partnerships with schools are developed, depending on the school and the local relationships, and sometimes a school requires a Memorandum of Understanding (MOU) prior to setting up a referral process.

Without a formal structure to define the roles and responsibilities of the schools and the GRYD contractors, the referrals will continue to be implemented on an ad hoc basis. Additionally, other opportunities for collaboration go undiscovered in the absence of a defined partnership. The development of a formal structure, through an MOU or other agreement, would establish clear processes for GRYD contractors and LAUSD staff to follow. This would enable a more consistent set of criteria to be applied in the referral generation process and could potentially connect a larger number of at-risk students to services. Additionally, a formally defined structure would free GRYD contractors to work more efficiently since the organizations would not have to spend time identifying the appropriate school contact person, pitching the program, and setting up guidelines for generating referrals. Under a streamlined process, the contractor would be able to focus more resources on providing quality services to the youth clients.

Leverage Existing Resources to Reach All Students

Acknowledging current budgetary shortfalls, leaders of youth-serving organizations must think creatively to leverage existing resources more effectively toward gang reduction. In addition to establishing a stronger framework for referrals, GRYD and LAUSD should work together to share in-kind resources when available and appropriate.

An example of a potential vehicle for this is the “Life Skills” course in which all California ninth graders are required to enroll. The current curriculum includes material related to career and vocational planning, personal savings, health, and transitioning to adulthood. School officials could redesign the curriculum to incorporate substantial material related to campus crime and violence, race relations, conflict resolution and the dangers of gang-involvement. GRYD representatives could present information about local services or any other content deemed appropriate in conjunction with LAUSD. The Youth Relations Unit could use the course as a recruitment tool to build HEART programs on all campuses that exhibit risk factors. In short, the course could become a way to reach every single student, including many who currently slip through the cracks under the current passive, ad hoc system.

GRYD and its contractors should also explore opportunities for facilities-sharing with LAUSD and other agencies during after school hours and on the weekends. Currently, all LAUSD campuses are open until six o'clock in the evening, which allows programs such as Beyond the Bell to offer recreational and educational programming in peak risk hours. However, schools could further serve as community centers on weekday nights and weekend hours by partnering with community based organizations or GRYD contractors. Where appropriate, LAUSD and other districts should establish agreements to formalize the use of school facilities for gang reduction and youth development programming.

Findings and Recommendations

Finding 2.1

The Los Angeles Unified School District's budgetary commitment to targeted gang reduction is essentially limited to the more broadly defined Youth Relations Unit, the total cost of which is \$1.3 million.

Recommendation 2.1.1 – The Superintendent of the LAUSD and the Mayor

The Superintendent of the LAUSD and the Mayor of the City of Los Angeles in collaboration with the GRYD Director establish an MOU in which they define a service approach that aggressively provides gang prevention services to students.

Recommendation 2.1.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should explore opportunities for facilities sharing with GRYD and other agencies in after school hours and on the weekends. Where appropriate, establish MOUs to formalize the use of school facilities for gang reduction and youth development programming.

Recommendation 2.1.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should redesign the existing "Life Skills" required course for ninth graders so that it includes material related to campus crime and violence, race relations, conflict resolution and the dangers of gang-involvement.

Finding 2.2

The Mayor's \$24 million Office of Gang Reduction and Youth Development (GRYD) does not include any funding or in-kind services for targeted programs in the schools, including referral services for zone contractors. The only program that currently exists places intervention workers in targeted neighborhoods during commute times through Safe Passages.

Recommendation 2.2.1 – The GRYD Director

The GRYD Director should establish a formal relationship with the Los Angeles Unified School District, whereby roles and responsibilities are clearly defined, and consider offering resources or in-kind services to students through LAUSD, as appropriate and effective.

Recommendation 2.2.2 – The GRYD Director

The GRYD Director should establish a policy for how zone contractors will reach out to schools for at-risk student referrals and establish a formalized mechanism by which contractors and schools will implement the referral procedure.

Finding 2.3

There is no outcome measurement of existing gang reduction related youth programs in LAUSD, and the process of selecting the schools that participate in programs is not formalized; participation is voluntary, at the discretion of school leadership.

Recommendation 2.3.1 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should track participation rates and outcomes of the Youth Relations Unit and all gang reduction programs.

Recommendation 2.3.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should establish more formal criteria for establishing a HEART/Youth Relations Associate program and Safe School Collaborative on campuses and conduct a needs assessment of all schools in the District.

Recommendation 2.3.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should require that schools exhibiting need establish a Safe School Collaborative, receive the services of a Youth Relations Associate, and/or establish a HEART program.

Finding 2.4

The Los Angeles School Police Department has a one-year backlog of 17,000 campus crime reports waiting to be input and there is no tracking of gang-specific incidents.

Recommendation 2.4 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should require the School Police Department to input its data backlog of crime reports and, if needed, redirect funding so that sufficient staff resources are available to continually manage data entry in the future and develop and implement a policy to track campus gang incidents and analyze this data for patterns that could lead to early intervention.

Finding 2.5

The Los Angeles County Office of Education (LACOE) serves as a resource for and intermediates between districts and the State Department of Education. It serves tens of thousands of students per year and, although positioned to have a positive anti-gang influence on students, has only one employee, the Safety Coordinator, dedicated to providing gang reduction services. LACOE should examine its role in gang reduction efforts and expand its anti-gang strategies to specifically target the County's Probation Camps. A LACOE representative should be a member of the CGJ-recommended independent regional coordinating commission and participate in County-wide regional anti-gang efforts.

Recommendation 2.5 – The Superintendent of the LACOE

The Superintendent of the LACOE should ensure that LACOE expands its capability to provide gang reduction services for their at-risk student population. This can be achieved by adding additional personnel who are trained and dedicated to provide focused gang reduction services.

Costs and Benefits

Implementation of these recommendations could be achieved by leveraging and redirecting existing resources. As a consequence, schools and other agencies within Los Angeles County will be better able to identify, at an early stage, youth at risk of gang involvement and will be better prepared to coordinate services to targeted youths. It is expected that connecting more youth to early identification, prevention, deterrence and intervention services, fewer youths will engage in gang activity. In conjunction with other service improvements, youth-serving agencies in Los Angeles County could dramatically reduce youth gang involvement.

IT IS NEVER TOO LATE TO SAVE THE LIFE OF A CHILD
Reducing Youth Gangs
FINDINGS AND RECOMMENDATIONS

Finding 1.1

There is no set of regional interagency goals or objectives to address gang reduction in Los Angeles County.

Recommendation 1.1.1 – Los Angeles County Board of Supervisors

By December 31, 2009, the Board of Supervisors should establish an independent, regional coordinating commission to develop regional interagency goals and objectives to coordinate gang reduction efforts. It should include representation of city- and school board-level officials, along with appointed leaders of departments key to gang reduction as well as representation of community-based and faith-based organizations.

Recommendation 1.1.2 – Los Angeles County Board of Supervisors

By June 2010 the Board of Supervisors should direct the independent regional coordinating commission which would include city and school board-level officials, along with appointed leaders of the departments key to gang reduction to create a common definition of “at-risk” and “gang” terms, particularly what constitutes a gang prevention program.

Finding 1.2

There is no current accurate and functional central information resource for gang program inventory or budgetary information within the region.

Recommendation 1.2 – The Independent Regional Coordinating Commission

By June 2010, the Board of Supervisors should direct the commission cited above to develop a statistical reporting structure and process by which programs report progress on defined goals, objectives and related costs.

Finding 1.3

There is no set of city-wide interagency goals and objectives in the City of Los Angeles that addresses gang reduction.

Recommendation 1.3 – Los Angeles Mayor’s Office

By December 31, 2009, the Los Angeles Mayor should direct the Director of the GRYD office to define the goals and objectives for non-GRYD City gang reduction programs.

Finding 1.4

There is no current accurate functional central information resource for gang program inventory or budgetary information in the City of Los Angeles.

Recommendation 1.4.1 - Los Angeles Mayor's Office

By June 2010, the Los Angeles Mayor should direct the GRYD Director to establish a formal mechanism for officials representing City Departments related to gang reduction to report budgetary and performance measurement information to the GRYD Office.

Recommendation 1.4.2 - Los Angeles Mayor's Office

By December 2009, the Mayor should direct the GRYD Director to establish and publish formal roles and responsibilities for the GRYD Cabinet Members.

Recommendation 1.4.3 - Los Angeles Mayor's Office

By June 2010, the Mayor should direct the GRYD Director to monitor outcomes and maintain and publish City-wide summary reports using performance measurement information provided by non-GRYD City Departments.

Finding 1.5

The GRYD Office is responsible for selection and oversight of its evaluation contractor.

Recommendation 1.5 – Los Angeles Mayor's Office

By June 2010, the Mayor should shift oversight of the GRYD evaluation contract from the GRYD office to an independent entity such as the City Controller or the City Chief Administrator Officer.

Finding 2.1

The Los Angeles Unified School District's budgetary commitment to targeted gang reduction is essentially limited to the more broadly defined Youth Relations Unit, the total cost of which is \$1.3 million.

Recommendation 2.1.1 – The Superintendent of the LAUSD and the Mayor

The Superintendent of the LAUSD and the Mayor of the City of Los Angeles in collaboration with the GRYD Director establish an MOU in which they define a service approach that aggressively provides gang prevention services to students.

Recommendation 2.1.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should explore opportunities for facilities sharing with GRYD and other agencies in after school hours and on the weekends. Where appropriate, establish MOUs to formalize the use of school facilities for gang reduction and youth development programming.

Recommendation 2.1.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should redesign the existing "Life Skills" required course for ninth graders so that it includes material related to campus crime and violence, race relations, conflict resolution and the dangers of gang-involvement.

Finding 2.2

The Mayor's \$24 million Office of Gang Reduction and Youth Development (GRYD) does not include any funding or in-kind services for targeted programs in the schools, including referral services for zone contractors. The only program that currently exists places intervention workers in targeted neighborhoods during commute times through Safe Passages.

Recommendation 2.2.1 – The GRYD Director

The GRYD Director should establish a formal relationship with the Los Angeles Unified School District, whereby roles and responsibilities are clearly defined, and consider offering resources or in-kind services to students through LAUSD, as appropriate and effective.

Recommendation 2.2.2 – The GRYD Director

The GRYD Director should establish a policy for how zone contractors will reach out to schools for at-risk student referrals and establish a formalized mechanism by which contractors and schools will implement the referral procedure.

Finding 2.3

There is no outcome measurement of existing gang reduction related youth programs in LAUSD, and the process of selecting the schools that participate in programs is not formalized; participation is voluntary, at the discretion of school leadership.

Recommendation 2.3.1 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should track participation rates and outcomes of the Youth Relations Unit and all gang reduction programs.

Recommendation 2.3.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should establish more formal criteria for establishing a HEART/Youth Relations Associate program and Safe School Collaborative on campuses and conduct a needs assessment of all schools in the District.

Recommendation 2.3.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should require that schools exhibiting need establish a Safe School Collaborative, receive the services of a Youth Relations Associate, and/or establish a HEART program.

Finding 2.4

The Los Angeles School Police Department has a one-year backlog of 17,000 campus crime reports waiting to be input and there is no tracking of gang-specific incidents.

Recommendation 2.4 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should require the School Police Department to input its data backlog of crime reports and, if needed, redirect funding so that sufficient staff resources are available to continually manage data entry in the future and develop and implement a policy to track campus gang incidents and analyze this data for patterns that could lead to early intervention.

Finding 2.5

The Los Angeles County Office of Education (LACOE) serves as a resource for and intermediates between districts and the State Department of Education. It serves tens of thousands of students per year and, although positioned to have a positive anti-gang influence on students, has only one employee, the Safety Coordinator, dedicated to providing gang reduction services. LACOE should examine its role in gang reduction efforts and expand its anti-gang strategies to specifically target the County's Probation Camps. A LACOE representative should be a member of the CGJ-recommended

independent regional coordinating commission and participate in County-wide regional anti-gang efforts.

Recommendation 2.5 – The Superintendent of the LACOE

The Superintendent of the LACOE should ensure that LACOE expands its capability to provide gang reduction services for their at-risk student population. This can be achieved by adding additional personnel who are trained and dedicated to provide focused gang reduction services.

List of Acronyms

BOS – Board of Supervisors of Los Angeles County
CALGRIP – California Gang Reduction, Intervention and Prevention
CAO – Chief Administrative Officer of the City of Los Angeles
CCJCC – Countywide Criminal Justice Coordination Committee
CCYF – Commission for Children, Youth and Their Families
CDBG – Community Development Block Grant
CDD – Community Development Department
CEO – Chief Executive Officer of the County of Los Angeles
CGJ – Civil Grand Jury
CLA – Chief Legislative Analyst of Los Angeles County
GRYD – Mayor’s Office of Gang Reduction and Youth Development
HACLA – Housing Authority of the City of Los Angeles
HEART – Human Efforts Aimed at Relating Together
HRC – Human Relations Commission
IGTF – Interagency Gang Task Force
JJCPA – Juvenile Justice Crime Prevention Act
LACDCA – Los Angeles County Department of Cultural Affairs
LACOE – Los Angeles County Office of Education
LAPD – Los Angeles Police Department
LASPD – Los Angeles School Police Department
LAUSD – Los Angeles Unified School District
MDT – Multi-Disciplinary Teams
MOU – Memorandum of Understanding
OJJDP – (Department of Justice’s) Office of Juvenile Justice and Delinquency Prevention
RAP – (Department of) Recreation and Parks
RFP – Request for Proposal

**CAN LAUSD SOLVE ITS GRADUATION RATE
AND DROP OUT PROBLEMS?
Failing to Make the Grade**

**Peter Doctorow–Chair
Jamesetta McDonald–Vice Chair
Robert W. Chu
Wolodymyr “Walter” Nasarenko**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

CAN LAUSD SOLVE ITS GRADUATION RATE AND DROP OUT PROBLEMS? Failing to Make the Grade

INTRODUCTION

The Los Angeles Civil Grand Jury investigated the graduation, drop-out and passage rates for the California High School Exit Exam (CAHSEE) for students of the Los Angeles Unified School District (LAUSD). The analysis focused on services provided by the Los Angeles Unified School District (LAUSD), as the largest district in the County and the second largest in the nation.

The Civil Grand Jury's objectives for this investigation were:

- To examine the definition of at-risk students within the education system
- To analyze graduation rates and California High School Exit Exam (CAHSEE) pass rates for at-risk students
- To identify the various factors and agencies that may affect success for at-risk students
- To provide measurable and implementable recommendations within LAUSD that will positively affect graduation rates and CAHSEE results

The scope of this investigation included a review of services provided by LAUSD and other local government agencies involved with at-risk youth:

- The LAUSD Dropout Prevention Program and component units, including the Comprehensive Student Support Program, the CAHSEE to College Program, and the Diploma Project
- The Los Angeles County Office of Education (LACOE), including programs that monitor and support local districts and low performing schools, as well as LACOE programs that serve those youth at greatest risk of academic failure

In addition, the investigation included inquiries regarding legal barriers inhibiting the ability of LAUSD, other school districts, LACOE, County of Los Angeles and City of Los Angeles agencies and departments from sharing information that can serve as indicators of risk.

Investigation methods included:

1. Entrance conferences and interviews were conducted with the LAUSD Superintendent and key managers and Assistant Superintendents at LACOE. A site visit was conducted at a sample LAUSD high school to observe the activities of a Diploma Project Advisor and collaborations with representatives from County departments involved with at-risk youth (e.g., Probation Department).

2. Student statistics, allocated staffing and cost and revenue information were collected and analyzed for each LAUSD program serving at-risk youth.
3. Interviews were conducted with LAUSD representatives from the Instruction Support Services Division, including the Assistant Superintendent, program managers from the Dropout Prevention and Recovery Program, program managers from the Beyond the Bell Program, and others. Interviews were also conducted with the LAUSD General Counsel's Office regarding the confidentiality of student records.
4. Interviews were conducted with LACOE representatives regarding the agency's role serving students who are at risk of academic failure.
5. County Counsel was requested to provide information on the confidentiality of juvenile records in the areas of juvenile justice, health, mental health, substance abuse treatment, children and family services, and others.

Los Angeles County Office of Education Mission and Activities

Los Angeles County is home to 80 school districts and nearly 1.7 million students. The two major educational institutions include the Los Angeles County Office of Education (LACOE) and the Los Angeles Unified School District (LAUSD).

LACOE has been designated by the California Department of Education (CDE) as the intermediary organization between local school districts and the State, providing training services for teachers, administrators and parents. In this role, LACOE also compiles countywide data and statistics for the State Department of Education, monitors low performing schools and performs a variety of consulting and support services for all 80 of the school districts in the County.

LACOE also manages three educational programs, including:

- Special Education, which provides specific services and support to students with learning and/or developmental disabilities
- Juvenile Court Schools, which provide education and support services to delinquent and dependent youth in the County's juvenile halls
- Alternative Education, which provides alternative education for students at high risk of academic failure in mainstream public school settings

Because all LACOE educational programs are directed towards students who have severe learning disabilities, are involved in the criminal justice system, or have failed in traditional school settings, LACOE representatives have indicated that these programs are directed toward students who are all at risk of academic failure. With that in mind, this report did not focus on the performance of LACOE students.

This report does, however, focus on LAUSD, the largest district in Los Angeles County and the second largest school district in the country. They do attempt to identify students at risk of dropping out or not graduating. For those so identified, they provide comprehensive services and programs for students, teachers, parents and administrators, including special education and gifted education programs, and perform

extensive educational research and planning. In 2007-2008, the District provided services to over 690,000 students, grades K through 12, with nearly 84,000 staff and an annual budget of \$13.9 billion.

Students living in the LAUSD service area are ethnically and economically diverse. Based on District statistics, between 65 and 72 percent of all students are economically disadvantaged, and over 30 percent of high school students move residence during the school year.

According to research, the demographics of the student population served by LAUSD makes them at risk of academic failure. Much has been published regarding certain predictors of dropping out of school, particularly with regards to the significant effects of poverty and ethnicity.¹ According to the California Dropout Research Project, a research institute at the University of California, the reasons that students drop out of school fall into two general categories: 1) individual factors, which include educational performance, behaviors, attitudes, and background (ethnicity, English as a second language, and gender); and 2) institutional factors, which include school facilities and resources, family makeup, and communities.²

In 2006, the Dropout Prevention and Recovery Program was established by action of the LAUSD Board of Education. This program has focused on dropout prevention and is housed within the Instruction Support Services Division,³ with a primary emphasis to “assist in reducing the number of youth dropping out of school by focusing on the prevention, intervention, and recovery efforts of potential student dropouts and address the personal and academic needs of these at-risk youth and their families.”⁴ However, because of the economic difficulties being faced by the District, this program has been targeted for elimination in FY 2009-10.

The central office staff of the Dropout Prevention and Recovery Program coordinates services at the district level to ensure schools are supported and teachers are trained regarding best practices concerning at-risk students and dropout prevention at levels of both primary and secondary education. The unit manages three dropout prevention programs, including the Comprehensive Student Support Program, the CAHSEE to College program, and the largest program, The Diploma Project. Besides running these programs, the Dropout Prevention and Recovery Program manages approximately 240 pupil service and attendance counselors, hosts an annual District-wide conference on dropout prevention, and offers ongoing professional development to staff in the District.

¹ Brooks-Gunn, J. & Duncan, G.J. (1997). The effects of poverty on children. *The Future of Children*, 7 (2), 55-71. Oakes, J. et al. (2007) “California Opportunity Indicators: Informing and Monitoring California’s Progress Towards Equitable College Access,” in G. Orfield and X. Gandara (Eds.), *Expanding Opportunity in Higher Education: California and the Nation*.

² Russell Rumberger and Sun Ah Lim, “Why Students Drop Out of School: A Review of 25 Years of Research,” California Dropout Research Project # 15, October 2008.

³ Certainly there are other divisions and units within LAUSD that work towards increasing academic success, if not all LAUSD departments. The District runs departments of physical health services, mental health services, academic counseling, and special education programs, just to name a few. However, the focus of this report is on the unit created and designated for *targeted* dropout prevention programs, the Dropout Prevention and Recovery unit.

⁴ Informational fact sheet provided by Dropout Prevention and Recovery Unit managers.

The three dropout prevention programs target different levels of the LAUSD student population. The Comprehensive Student Support Program was established as part of SB65 School-based Pupil Motivation and Maintenance Program legislation that provided funding for schools to implement a comprehensive dropout plan focused on prevention, intervention and recovery efforts, specifically in the elementary schools. The Diploma Project targets middle and high school students who are considered to be at risk based on an assessment of multiple academic and attendance factors, and the CAHSEE to College Program targets high school students who may have passed all high school graduation requirements, but have been unable to pass CAHSEE.

For FY 2009-10, the Superintendent has recommended that the Diploma Project and CAHSEE to College programs be eliminated as part of the larger budget strategy designed to deal with the current State budget crisis. Because the outcome of LAUSD Board budget deliberations is unknown at this time, this report provides analysis related to information sharing among the family of youth service providers as a first step toward establishing a more comprehensive menu of risk factors to be considered by schools and other agencies that serve at-risk youth and a strengthened system for assessing risk of individual students and the student population, as a whole.

EXECUTIVE SUMMARY

Los Angeles County is home to 80 school districts and nearly 1.7 million students. The two major educational institutions in the County are the Los Angeles County Office of Education (LACOE) and the Los Angeles Unified School District (LAUSD).

In Fiscal Year 2007-08, LAUSD served over 690,000 students, grades K through 12, with its nearly 84,000 staff and an annual budget of \$13.9 billion. District statistics show that between 65 and 72 percent of all students are economically disadvantaged and the dropout rate is approximately 30 percent, compared to a statewide average of 21 percent.

Programs and services at LAUSD to serve youths at risk of dropping out or not passing the California High School Exit Examination (CAHSEE) were the primary focus of this Civil Grand Jury investigation.

Key findings and recommendations: Early dropout prevention and intervention efforts are hindered by Countywide constraints on information sharing.

1. Early identification of at-risk youth at LAUSD and other districts in the County is hindered by the inability of law enforcement, health, mental health and social service agencies to share information with the school districts and one another in the interest of better serving these youth. More aggressive strategies are needed to identify and serve at-risk youth not yet known by the schools and agencies.
2. Without large-scale cross-departmental risk assessments, school district programs for at-risk youth rely on referrals from various County agencies with varied willingness and ability to share information. These referrals likely fail to identify many at-risk youth.
3. Information sharing in Los Angeles County is constrained by many factors, including juvenile privacy law and the perception that juvenile privacy law is restrictive. However, a number of County agencies and to some extent, LAUSD, have implemented multidisciplinary teams, authorized by State law, where information sharing between agencies regularly occurs. These programs could potentially serve as models for enhancing information sharing, dropout prevention and intervention services at LAUSD and other school districts.

Based on these findings, the following is recommended in this report:

The Superintendent of LAUSD should convene a committee of program, technology, and legal representatives of relevant departments and agencies to identify existing underutilized opportunities for information sharing as well as areas in which legislative proposals may be warranted.

Those agencies include:

- LAUSD

- LACOE
- Los Angeles Police Department
- Los Angeles Sheriff's Department
- Probation Department
- Department of Children and Family Services
- Department of Health Services
- Department of Mental Health
- City of Los Angeles Mayor's Gang Reduction and Youth Development Office
- County Counsel
- County Chief Executive's Information Management Unit

Key findings and recommendations: LAUSD's current dropout prevention efforts use a narrow definition of "at-risk" and are limited relative to District need.

1. The dropout prevention efforts within LAUSD focus most resources on youth who are already exhibiting high risk behavior, and fewer resources are focused on youth who exhibit general, or few, risk characteristics but who are in need of early intervention services.
2. Two LAUSD programs, the Diploma Project and the Comprehensive Student Support Program, provide extraordinary dropout services to a limited number of students at 80 schools. In addition to the many at-risk students not being served by these programs at the 80 schools, over 11,000 District students at other schools who have been defined as at risk of dropping out are not receiving these services either.
3. The proposed LAUSD FY 2009-10 budget recommends all non-grant programs be eliminated, which would significantly reduce, if not eliminate, the services of these two programs.

Based on these findings, the following is recommended in this report:

1. The LAUSD Board of Education should continue funding for the non-grant funded portions of the Dropout Prevention Program, given the program's significance in providing intensive dropout prevention services to the most at-risk students.
2. To increase the number of at-risk students receiving intervention services, if funding is continued or re-established at a later time, the Superintendent of LAUSD should consider alternative service models such as a tiered approach to services based on standardized risk levels to enhance the number of students served.
3. To improve program integration, the Superintendent should consider providing intervention services for at-risk youth to groupings of elementary, middle and high schools. This would also ensure an integrated continuum of service as at-risk youth progress through grade levels.

Key findings and recommendations: The results of LAUSD's current dropout prevention efforts are not well measured or documented.

1. LAUSD's key dropout prevention programs have not identified performance measures and do not collect outcome data that are clearly linked to program goals.
2. Although there are signs of improvement in some areas, the dropout prevention program data that are collected do not enable management to assess program effectiveness or the impact of resources it has allocated to the programs.

Based on these findings, the following is recommended in this report:

1. LAUSD should implement a comprehensive set of outcome-based objectives and performance measures that clearly link performance data with its dropout program goals.

A full listing of the Findings and Recommendations is located at the end of this report.

1. IDENTIFYING AT-RISK YOUTH

Current Practices and Laws Inhibit Large-Scale Service Integration and Information Sharing

In the course of interviews conducted for this study, staff of various agencies that serve at-risk youth in Los Angeles County referred to legal and practical obstacles to information sharing. The characterization of the challenge varied. However, one theme consistent throughout all of these conversations was the firm contention that agencies must approach information sharing in accordance with varied confidentiality laws and guidelines. It was asserted that because of these laws, each agency must be protective of the information it “owns” regarding the youth for whom it provides services. Since each agency is subject to a different set of rules and since program managers may not always possess the same level of information regarding legal statutes as do their respective legal staff, there is significant potential for misunderstanding within and among organizations.

Real and perceived barriers to information sharing create an environment where policy makers and practitioners may be unable to effectively collaborate on strategy or integrate services to at-risk youth. This occurs at both the organizational level, where the lack of information sharing impedes the ability to develop and implement inter-agency program strategies, and at the service level, where information sharing restrictions can impede service integration. These impediments are described below.

On an organizational level, the loose network of youth-serving agencies comprised broadly of educational institutions, law enforcement, and health, mental health and social services providers, only passively identify youth that are considered to be at risk, resulting in a lack of integrated approaches to identifying at-risk youth across departments. That is, the prevailing practice is for individual agencies to wait until youth exhibit signs of academic failure, engage in criminal activity, display health or mental health conditions, exhibit abusive behavior, or are identified as victims of abuse *before* intervention occurs. In addition, agency attention tends to focus on mission-driven objectives defined by each organization rather than on the comprehensive needs of youth (e.g., schools focus on academic achievement, law enforcement focuses on crime prevention or suppression, social services focuses on social welfare or protective services, etc.). Further, prevention programs have often been designed to be either very broad (i.e. general after-school programming for all youth in a particular neighborhood or school) or very specific directed toward youth already engaged in high-risk behavior (i.e. targeted intervention services provided to students with multiple risk factors).

At the service level, there are instances in which one agency needs or desires information owned by another, yet cannot obtain that information due to information-sharing barriers. Although informal arrangements for sharing confidential information seem to have been developed and some Multi-Disciplinary Team (MDT) processes established, collaboration is generally referral-based and depends upon obtaining formal permissions from parents or guardians before service integration can occur. Further, since so many prevention and intervention programs rely on referrals of

individuals, the network fails to identify entire groups of young people who may not yet be exhibiting risky behavior, but who may exhibit certain risk characteristics.

Dependence on Referrals and Waivers: At the service level, Multi-Disciplinary Teams (MDT) are a model for inter-agency collaboration on issues facing at-risk youth. MDTs are forums in which service providers representing law enforcement, social services, education, and other core services convene regularly to do “case conferencing” on a group of youth. For example, the Mayor’s Office of Gang Reduction and Youth Development (GRYD) will convene MDTs in each of its twelve zones so that the case workers from key organizations may share case information.

These MDTs are comprised of staff from the Police Department, Probation Department, Department of Children and Family Services (DCFS) and from both the GRYD prevention-provider organization and GRYD intervention-provider organization. They meet monthly to discuss the status of each case, especially as it relates to the context of reducing that youth’s risk or incidence of gang involvement. Similarly, the Sheriff’s Department employs the MDT approach in its “VIDA” (Vital Intervention and Directional Alternatives) program that targets youth referred by the courts and by parents. The DCFS and the Department of Mental Health (DMH) employ MDTs, which they refer to as Multi-disciplinary Assessment Teams (MAT), for coordination on child welfare cases, where it is necessary to include school district and probation personnel.

The Los Angeles Unified School District (LAUSD) also convenes MDTs on targeted campuses with large numbers of youth who are at risk of dropping out of school. Like the process used to develop an Individual Education Plan (IEP) for a student, the MDTs at LAUSD campuses develop formalized strategies and plans to ensure that individual students progress toward academic success by achieving specific academic and non-academic goals. Such planning efforts can involve multiple agencies, including school, health, mental health, probation, children’s services and other agency professionals whose services may be critical to achieving academic success for at-risk students. Like an IEP, the MDT service plan provides a roadmap that can be followed by these professionals and serve as the basis for collaboration on the student’s needs.

MDTs, in all of these examples, must obtain both a referral and a signed parental waiver form before a youth can be enrolled in a program associated with an IEP or MDT. In this way, waivers serve as a standard mechanism for addressing information-sharing challenges to collaboration on targeted cases. However, MDT members may not discuss a case prior to obtaining a waiver or there may be complications obtaining parental waivers, resulting in service integration delays.

The referral-dependent model severely limits service provider ability to integrate prevention and integration services. The lack of a proactive and large-scale risk assessment process forces programs to rely on departments and individuals to make referrals, the generation of which depends on that department’s philosophy about or perception of privacy protection, among other factors.

Further, the generation of referrals to targeted programs may depend on the *individual’s* understanding of legal privacy constraints. In at least one case, an LAUSD school has required that parental consent waivers be signed just to allow a school staff person to

make referrals to the GRYD zone provider, even though a waiver is already built into the initial GRYD risk assessment process. This situation could be avoided under a system in which guidelines for collaboration and information sharing are defined by formal agreements established by an inter-agency information-sharing committee.

The dependence on waivers as the standard strategy for addressing confidentiality concerns poses other limitations as well. In a significant number of cases of at-risk youth, staff indicated that parental consent forms are difficult or impossible to obtain, since poor parental supervision or little parental involvement often contributes to risk status. Other times, contact with parents may violate confidentiality rights of the involved youth. In other words, some parents may choose not to sign a waiver for reasons that may not be in the best interest of the child. Unless a social services agency intervenes and parental rights are suspended, children in this situation will not receive services from an MDT.

Some exceptions to this general process exist. For instance, at LAUSD, policy allows the District to release certain student directory information to the Parent-Teacher Association (PTA), Health Department, and elected officials, unless the parent directs the District not to on the “Information Release Form” that is included in the Parent-Student Handbook. This is a proactive approach that defaults to the District, which maintains the right to share particular information with those three particular entities. As will be discussed later in this section, a similar strategy could be considered for broader categories of information and recipient entities.

In some instances, information sharing may occur on an informal basis or be based on trust relationships between individual service providers, even though providers report that they are careful to respect relevant privacy protections. While it is to be expected that trust be a prerequisite to establishing information-sharing relationships, sharing should not occur, based solely on informally built trust between individuals. Information sharing should occur on a network-wide scale, based on lawfully established agreements.

Laws Governing Student Records: The Office of Juvenile Justice and Delinquency Prevention (OJJDP) at the U.S. Department of Justice identifies juvenile information sharing as “an essential tool” for youth-serving agencies to employ in order to improve services to at-risk youth.⁵ In a 2006 guide, OJJDP describes the need for inter-agency information-sharing systems and goes on to recommend guidelines that localities can use to develop effective and lawful structures and processes around information sharing about youth.

Also, the California Legislature has recognized the importance of information sharing within the juvenile justice system. The California Welfare and Institutions Code, Section 500 states:

“The Legislature further supports increased inter-agency efforts to gather comprehensive data and actively disseminate it to the agencies in the

⁵ “Guidelines for Juvenile Information Sharing,” Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, October 2006.

juvenile justice system, to produce more informed decisions by all agencies in that system, through organizational and operational techniques that have already proven their effectiveness in selected counties in this and other states.”

As cited, this section of the law references “organizational and operational techniques” for juvenile information sharing “that have already proven their effectiveness in selected counties in this and other states.” This statement suggests that systems developed in California and elsewhere may permit information sharing that is presently not occurring within the juvenile justice system.

Further, current case law has permitted the broader sharing of information among certain health, mental health and social services agencies. Governed by rulings in the “Katie A.” lawsuit (Katie A. vs. Bontá), DMH and DCFS have developed MATs to coordinate services to high-risk and foster children. The Departments reported in late 2008 that more than 1,400 MAT cases had been completed with high satisfaction ratings since the inception of MATs in 2004.

Welfare and Institutions Code Section 18986.46 also governs youth-serving agencies’ ability to form case-conferencing teams. This section allows members of children’s multidisciplinary teams to share information relevant to the formation of an integrated service plan (much like IEPs) and to the delivery of services to children and their families, so long as the minor or his/her legal representative consents to such a sharing of information. Welfare and Institutions Code section 18986.46 vests in the court that has jurisdiction over those children who are wards or dependents of the court, the power to consent to the sharing of relevant information among members of a children’s multidisciplinary services team.

LAUSD staff reported that in past years there have been inter-agency efforts to create a common database for the purpose of sharing information about at-risk youth. On one such effort, the working group on the proposed Health and Education Local Information Exchange “HELIX” system included LAUSD; the County departments of Children and Family Services, Mental Health, Health Services, and Probation; as well as technology specialists from the Chief Executive Office’s (CEO) Information Management Unit, and the City of Los Angeles. The CEO’s Information Management Unit lists the HELIX system as a current project, but staff report that it has been “pending” since 2003, because it has failed to be approved by the State. While no system has ever been realized, the efforts to develop a central system reflect an established recognition of the need for a better strategy for information sharing. According to persons interviewed for this study, these efforts failed due to the myriad of laws that govern the privacy rights and sharing of information about juveniles at both the federal and State government levels.

The primary restriction to the sharing of student information is the 1974 Federal Family Educational Rights and Privacy Act (FERPA), which governs pupil records access. Under the law, parents are allowed access to any of their child’s records. Parent consent is required prior to the school’s sharing pupil information in most cases, unless the welfare of the child is at stake. The penalty to schools for unauthorized release of

student information is the suspension of all federal education funding, a threat that substantially elevates the risk of inappropriately sharing information.

There is a “juvenile justice exemption” within FERPA that allows for greater levels of information sharing with law enforcement and other members of the juvenile justice system. However, only four states currently qualify for the exemption. According to the LAUSD Office of General Counsel, the exemption is so broadly stated that it allows school districts to employ liberal interpretations and to develop creative information-sharing techniques with other agencies. LAUSD General Counsel Office states that several attempts have been made over the years to pursue an exemption for California, but to date, the federal government has not been willing to grant the exemption.

There is also a FERPA ‘safety’ exemption, applicable to California, which allows the schools to share information if there is a threat against a child or the school community that is imminent and severe. According to LAUSD, threat assessment teams and the safe schools collaboratives determine the validity of threats. Accordingly, the application of this exemption must be limited to instances of emergency intervention and may not be helpful for the broader purpose of prevention.

As a result of the complexities of these various privacy laws, there is no single regional resource for Los Angeles youth-serving institutions to consult as a comprehensive guide to multidisciplinary information sharing. County Counsel maintains a summary of California laws related to confidential information in juvenile court, and agency in-house Counsel can provide guidance based on their knowledge of laws related to their client agency. However these relatively minor efforts are just components of a larger strategy that should be developed regionally.

New Strategies for Information Sharing

The challenges described in this section are certainly not unique to Los Angeles County. Youth-serving agencies in communities across the nation face similar coordination and information-sharing challenges. However, given the particular challenges facing the education of youth in LAUSD and other area school districts, the seriousness of youth and neighborhood gang problems in the community, the difficulties confronted by foster youth, and concerns regarding youth who require mental health services, Los Angeles area leaders should embrace the responsibility of overcoming the significant information-sharing obstacles that impact cross-agency strategic planning and impede comprehensive service delivery.

Previous work within the County, models in other jurisdictions, and the OJJDP guidelines discussed previously may serve as helpful starting points for agencies and elected leaders in Los Angeles County to address the challenges and opportunities posed by inter-agency information sharing. Importantly, the OJJDP offers a plethora of resources on information sharing that highlight best practices in jurisdictions that have successfully developed and managed juvenile information-sharing systems.

Build Effective Collaborative Structure: The Los Angeles County Civil Grand Jury perceives that the various agencies that serve youth operate in silos, using inconsistent criteria and have different methods for identifying and serving at-risk youth. Nowhere is

this more apparent than with the current systems and capabilities related to information sharing about at-risk youth.

In order to identify those youth who are the most at risk, and to establish effective and coordinated prevention and early intervention services, these agencies need to develop cooperative agreements and methods for sharing information so that the development of better inter-agency service strategies and improved practitioner collaboration can occur. This cannot be accomplished unless the leadership in each involved agency works together to aggressively pursue solutions to the legal and practical barriers described previously in this section of the report.

For example, LAUSD does not utilize non-academic data for students when evaluating risk or determining intervention strategies for students at risk of academic failure. Much has been published regarding the litany of factors that correlate with academic failure (or dropping out). The literature acknowledges that academic but also non-academic factors are important variables in predicting academic failure.

The risk assessment and referral process currently used by Diploma Project Advisors (DPA) allows only academic risk factors to indicate potential problems. This severely hampers the District's ability to identify and serve youth who may be exhibiting non-academic risks (e.g., association with known gang members, physical or sexual abuse in the home, etc.). According to one DPA, academic risk factors only begin to identify problems students exhibit in school and, if it were possible, it would be extremely helpful to have access to criminal information, parental level of education, immigration status, and poverty issues, to name a few.

Yet, as it currently stands, until youth reach a threshold of academic failure or truancy, they are not brought to the attention of the DPA. These staff, therefore, do not have the information necessary to determine whether it might be appropriate to intervene or call in representatives from other agencies through the referral process. Accordingly, intervention might not occur until academic failure has occurred, even though the child might have been exhibiting non-academic risk behaviors beforehand.

Similarly, as discussed in Gang Reduction Section 1, leaders of youth-serving agencies must develop an effective forum for strategic policy level collaboration. For the purposes of improving information sharing, careful consideration must first be given to which organizations and individuals are appropriate collaborators. At a minimum, collaboration must include representatives from:

- LAUSD and other school districts
- The Los Angeles County Office of Education (LACOE)
- Law enforcement, including the Los Angeles Police Department, other municipal police departments and the Sheriff's Department
- The Probation Department
- The Department of Children and Family Services
- The Departments of Health and Mental Health
- The City of Los Angeles Mayor's Office of Gang Reduction and Youth Development

From each of the organizations, program staff, technology staff and legal staff should participate in policy and procedure development. Additionally, County Counsel should participate to assist in overarching legal analysis. The structure must be established by formal agreement and with clearly defined roles and responsibilities.

A prerequisite to establishing information-sharing policies is building a common trust among collaborative partners. An OJJDP focus group study of individuals experienced in juvenile information-sharing collaboration revealed that members placed significant value on trust building prior to any discussion of agency wants⁶. Successful collaborations began with basic discussion about the function and purpose of each organization in order to dispel misconceptions and to establish a common understanding to build upon. Given the urgency of gang reduction in Los Angeles, and the failure of past collaborative efforts, stakeholders should approach partnership with a fresh outlook focused on improving service through information sharing.

Agree on Confidentiality Limits: Upon the establishment of a trusting framework, the group must work to identify all relevant youth privacy and confidentiality laws and clarify the variations of application. These legal discussions should not be confined to a subcommittee of attorneys, however. Rather, all members should contribute information and ideas to the process of analyzing legal constraints and opportunities. Further, it is of the utmost importance that program and technology staff operate under the same solid understanding of the legal framework as does the legal staff.

County Counsel should participate to assist in providing objective legal analysis from the countywide perspective. Additionally, the group should consider employing the resources of outside subject matter experts in youth confidentiality law as it relates to education, criminal justice, social services, mental health, health, and gang reduction services. The group must approach the information sharing in a bold and creative manner, which may include advocating for policy change on the state or federal level.

For example, if the group agreed that obtaining a California “juvenile justice exemption” to FERPA would significantly improve collaboration and service provision to at-risk youth in Los Angeles, it should develop an advocacy strategy in conjunction with the policy divisions in each agency. As a coordinated body representing millions of young people in one of the largest metropolitan areas in the United States, the group could potentially make a significant impact and provide national leadership on these issues.

Build Technological Capacity: Lack of strategic coordination and confidentiality challenges are not the only barriers to information sharing in Los Angeles. Technological barriers also pose obstacles under the current conditions since some of the youth-serving organizations are not using any kind of technology at all. For example, the Sheriff’s VIDA program uses paper files to manage its caseload, though it is in the process of developing a web-based records system. Similarly, the Mayor’s Gang Reduction and Youth Development Office is currently managing cases on paper while it develops a new case management system. It will be difficult for organizations to

⁶ “Juvenile Integrated Information Sharing Focus Group Summary Report,” Center for Network Development and Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, March 16, 2002.

collaborate on sharing information while individual entities do not even possess basic electronic information system technology.

For example, an information-sharing committee should be created to explore the possibility of establishing a system in which various departments would share redacted databases in order to identify youth individuals who may be exhibiting risk behaviors using a number of cross-departmental risk criteria. Departmental databases would feed into a central “blind” database that would use common blind identifiers linked to information about individuals. The central system would combine academic information, criminal justice information, and social services information so that cases exhibiting multiple risk factors could be identified.

As part of its policy development process, the committee would need to establish criteria for ranking or scoring youth and identify risk thresholds on which to make intervention judgments. Identities of youth would only be revealed for the cases above a pre-determined risk threshold, and in a manner compliant with privacy law and the committee’s mutually agreed upon policies.

If developing proactive preventative approaches to identifying and supporting at-risk youth is a high priority of the City, County and schools, then the leadership of these governing bodies should tackle the challenges of information sharing with urgency. Los Angeles County has an opportunity to demonstrate leadership and innovation as it addresses this widespread challenge.

Findings and Recommendations

Finding 1.1

In response to information-sharing challenges, many youth-serving agencies have established Multi-Disciplinary Teams that conference on specific cases. Much like IEPs, these MDTs coordinate services provided by professionals from multiple youth-serving agencies in an attempt to ensure student success. Most MDTs require parental consent before the service providers may discuss a particular child's case, which may result in the failure to integrate services for a significant number of at-risk youth.

Recommendation 1.1 – The Superintendent of LAUSD

The Superintendent of LAUSD should convene a committee of program, technology, and legal representatives of relevant departments* to identify existing underutilized opportunities for information sharing as well as areas in which legislative proposals may be warranted.

Finding 1.2

Many programs associated with MDTs rely solely on referrals since there is currently no mechanism by which agencies may perform proactive, large-scale, cross-factor risk assessment.

Recommendation 1.2 – The Board of Supervisors

The Board of Supervisors should explore the possibility of using a comprehensive data-based system in which various departments* could share redacted databases, such as EMPI⁷, to help identify individuals at risk on a number of cross-departmental factors. Identities of individuals would only be revealed for the cases above a pre-determined risk threshold and in a manner compliant with privacy law.

Note: * Relevant departments include: LACOE, LAPD, the Sheriff's Department, the Probation Department, DCFS, DHS, DMH, the City of Los Angeles Mayor's GRYP Office, County Counsel, and the CEO's Information Management Unit.

Costs and Benefits

Implementation of these recommendations could result in some substantial costs associated with the development of technology to facilitate information sharing, depending on the form chosen by the various stakeholders. Increased capacity to share information could result in significant improvements in service integration and facilitate much more aggressive strategies to identify and serve at-risk youth. Over time, cost increases would be largely offset through service efficiencies and enhanced services to at-risk youth.

⁷ For information about EMPI, see the "EMPI" paragraph in Section 8 of the "Health Information-Sharing for At-Risk Youth" report.

2. INTERVENTION PROGRAMS TARGET RISKIEST YOUTH

Los Angeles Unified School District

Students living in the LAUSD service area are ethnically and economically diverse. Based on District statistics, between 65 and 72 percent of all students are economically disadvantaged, and over 30 percent of high school students move between schools during the school year. According to the California Dropout Research Project, a research institute at the University of California, the reasons that students drop out of school fall into two general categories: 1) individual factors, which include educational performance, behaviors, attitudes, and background (ethnicity, English as a second language, and gender); and 2) institutional factors, which include school facilities and resources, family makeup, and communities).⁸ Much has been published regarding certain aspects of these predictors of dropping out, particularly with regards to the significant effects of poverty and ethnicity.⁹

Measures of Academic Success: There are several measures of academic success used in educational settings. In many evaluations of public school success, graduation rates are a common and important indicator. While there are several ways to calculate a school's graduation rate, the calculation most often applied, and supported by the National Center for Education Statistics, calculates the number of students graduating after four years of high school divided by the total who were originally enrolled in ninth grade.¹⁰ Using this approach, students at LAUSD graduate at a rate near 67 percent, much lower than the State average rate of approximately 80 percent.

Another measure of academic success specific to the State of California is the California High School Exit Examination (CAHSEE) passage rates. The CAHSEE was created by the CDE after determining that local proficiency standards established by the State education codes were generally set below high school level and were not consistent with the State's content standards. The CAHSEE was developed in accordance with State Board of Education (SBE) adopted content standards in language arts and mathematics. The CAHSEE was offered for the first time in the spring of 2001, and beginning with the Class of 2006, all public school students in California are required to pass both parts of the CAHSEE exam (English-language arts and mathematics) to earn a high school diploma. LAUSD student passage rates for the CAHSEE exam are among the lowest in the State, and are lower than both Los Angeles County and State averages.

A third measure of academic success (and closely related to the graduation rate) measures the percentage of students who have failed to complete public school requirements and leave school before high school graduation (i.e. dropout rate). Similar

⁸ Russell Rumberger and Sun Ah Lim, "Why Students Drop Out of School: A Review of 25 Years of Research," California Dropout Research Project # 15, October 2008.

⁹ Brooks-Gunn, J. & Duncan, G.J. (1997). The effects of poverty on children. *The Future of Children*, 7 (2), 55-71. Oakes, J. et al. (2007) "California Opportunity Indicators: Informing and Monitoring California's Progress Towards Equitable College Access," in G. Orfield and X. Gandara (Eds.), *Expanding Opportunity in Higher Education: California and the Nation*.

¹⁰ NCE Graduation Rate = Number of Graduates (in Year 4) / [(Number of grads in Year 4) + (grade 9 dropouts in Year 1) + (Grade 10 Dropouts in Year 2) + (Grade 11 Dropouts in Year 3) + (Grade 12 Dropouts in Year 4)]

to the graduation rate, there are several ways to calculate dropout rates, recognizing the complications of how to define a dropout.

LAUSD's dropout rate, based on a CDE formula, hovers around 30 percent. So, for every 100 students that begin school in grade 9 at LAUSD, 30 will drop out of school before graduation four years later. The average dropout rate for the County is slightly lower at 24 percent, and the average dropout rate for the State is 21 percent. All academic measures described in this and the previous two paragraphs are shown in Table 2.1.

LAUSD Targeted Efforts

Since the 1985-86 school year, LAUSD has collected school dropout information and reported the data as part of the California Basic Educational Data System (CBEDS). Further, with the implementation of the Federal No Child Left Behind Act of 2001, dropout statistics are widely used to measure a school and district's Adequate Yearly Progress¹¹.

In recent years, more and more attention has been placed on low graduation rates nationally, and in part due to the academic measures described above, the LAUSD Board directed the Superintendent to deliver a comprehensive, eight year strategic plan that would include specific strategies for reducing the dropout rate within LAUSD in 2007. The Superintendent responded with the "Diplomas for All Strategic Plan" which, in large part, came out of an advisory committee consisting of middle and high school administrators, support staff and parents. The committee identified specific issues that negatively impact student graduation success and came up with strategic goals and targets to increase LAUSD's graduation rate.

¹¹ The Adequate Yearly Progress (AYP) is a term defined by the State of California to measure progress in accordance with "No Child Left Behind".

Table 2.1
Academic Success
2006-2007 Indicators

Entity	CAHSEE Pass Rate in First Year (Grade 10) -	CAHSEE Pass Rate in First Year (Grade 10) –	Graduation Rate	Dropout Rate
LAUSD	61%	66%	67%	31%
Los Angeles	70%	73%	76%	24%
California – Statewide	76%	77%	80%	21%

Source: California Department of Education, Educational Demographics Office

Notes:

(a) Due to variations in student counting methodology for each category and across districts, precise and fully comparable class size data and raw numbers are not listed. Percentages are listed to easily compare rates.

(b) The dropout rates added to the graduation rates do not total 100 percent in all cases because the dropout rate calculations posted on the CDE website are adjusted numbers, and compare the counts of dropouts over the entire school year with a single day enrollment count.

The strategic plan reflects the need to provide intensive dropout prevention services, which are more direct and individualized services than teachers or academic counselors in schools can be expected to provide, given the vast numbers of students at risk of dropping out. The Board again acknowledged that it is unacceptable to lose over a third of the student body between the start of ninth grade and graduation just four years later.

The “Diplomas for All Strategic Plan” discussed the research behind the dynamics of a growing dropout rate and the needs for parental engagement, professional development for new and less experienced teachers, and the necessity of early intervention efforts. The Plan notes the vast literature in the field that posits the importance of early intervention efforts in dropout prevention.¹²

There are numerous divisions and units within LAUSD that work towards increasing academic success. It could be argued that *all* LAUSD departments and programs work with a general goal of helping children at risk of academic failure. The District runs departments of physical health services, mental health services, early childhood education programs, and special education programs, just to name a few. Further, every school within LAUSD has at least one academic counselor, yet it is impractical to assume these counselors could be expected to perform their counseling duties, as well as provide specialized attention to all students who are at the greatest risk of dropping out of school.

¹² Alexander, K.L. et al. (2001). The Dropout Process in Life Course Perspective: Early Risk Factors at Home and School. Teachers College Record, 103, 706-882.

According to the CDE, in 2007-08 there were 2,161 counselors and psychologists on staff at LAUSD schools. The total LAUSD student enrollment in the same year was 693,680, yielding a student to counselor ratio of 321:1. Thus, the LAUSD Board of Education recognized that the dropout rate in LAUSD was dire, and created another layer of dropout prevention support with the Dropout Prevention and Recovery unit.

The Dropout Prevention and Recovery Program is LAUSD's targeted unit for dropout prevention efforts and is housed within the Instruction Support Services Division. The Dropout Prevention and Recovery Program's primary focus is to "assist in reducing the number of youth dropping out of school by focusing on the prevention, intervention, and recovery efforts of potential student dropouts and address the personal and academic needs of these at-risk youth and their families."¹³

The central office staff of the Dropout Prevention and Recovery Program coordinates services at the district level to ensure schools are supported and teachers are trained regarding best practices concerning at-risk students and dropout prevention at levels of both primary and secondary education. The unit manages three dropout prevention programs, including the CAHSEE to College program, the Comprehensive Student Support program, and the largest program, The Diploma Project. Besides running these programs, the Dropout Prevention and Recovery Program manages approximately 240 pupil service and attendance counselors, hosts an annual District-wide conference on dropout prevention, and offers ongoing professional development to staff in the District.

CAHSEE to College Program: CAHSEE to College is a program that targets students who have not passed the CAHSEE after several attempts, but have otherwise completed their graduation requirements. Students that have completed all graduation requirements, except for passage of the CAHSEE, are considered dropouts.

Beginning in 2007, State law required districts that accept funding from the State CAHSEE Intensive Instruction and Services Program to offer exit exam remediation and counseling services, targeting students who do not pass the exam by the end of high school. This law provides students with access to two additional years of exit exam remediation instruction following the 12th grade. LAUSD provides several programs that fit these legislative requirements, including some academic programs offered by the Beyond the Bell Program, and CAHSEE to College.

CAHSEE to College offers CAHSEE-review courses to students at a nearby community college. The concept of the program is to get students interested in college by visiting a college campus; and, at the same time, to improve their ability to successfully pass the CAHSEE exam. In 2007-08, 470 students enrolled in the CAHSEE to College program after failing to pass the test prior to completing other high school graduation requirements. Of those, 153 have since successfully passed the CAHSEE exam. According to the LAUSD Community College Liaison, 153 out of 470 is still a positive pass rate, since these students have unsuccessfully tested several times before taking the remedial courses. The approximate LAUSD budget for the CAHSEE to College

¹³ Informational fact sheet provided by Dropout Prevention and Recovery Unit managers.

program is less than \$100,000, since most costs are incurred by the Los Angeles Community College District.

Comprehensive Student Support Program: According to the Dropout Prevention and Recovery unit, the process of dropping out, or failing in school, begins much earlier than high school. Therefore, while dropout intervention services are necessary at the high school level, they are also essential at elementary and middle school levels. With that in mind, the Comprehensive Student Support Program (CSS) and the Diploma Project are programs based on a model of targeted interventions at different levels of education. CSS was established as part of SB65 School-based Pupil Motivation and Maintenance Program legislation, which provided funding for schools to implement a comprehensive dropout plan focused on prevention, intervention and recovery efforts, specifically in the elementary schools.

This program speaks to the early intervention piece of dropout prevention, as its efforts are clearly focused on children in elementary schools. Beginning in the 2007-08 school year, the Dropout Prevention and Recovery program implemented a competitive process for Comprehensive Student Support funding. Grant awards are identified through a competitive Request for Application (RFA) review process. Individual schools apply for the funding and grant awards pay for a school to hire a fulltime Outreach Consultant. The approximate budget for the CSS program is \$2.4 million.

According to one Outreach Consultant (OC), the role of the Consultant is to coordinate a program of early intervention services for at-risk children. An OC works in collaboration with parents, administrators and community agencies at an elementary school to integrate positive change in three distinct areas: attendance, achievement, and attitude.

Because the CSS program is grant-funded, the roles of the OC are fairly specific and include creating and maintaining the school Coordination of Services Team (COST), maintaining the School Site Council (i.e. a group of parents, community members, teachers, and administrators that works with the principal to develop, review and evaluate school improvement programs and school budgets), and partnering with community agencies on different events and services that help at-risk students. Additionally, OCs provide general support to the entire school, organizing school wide recognition programs for attendance, achievement, attitude improvements and excellence.

An essential role of an OC is to provide services to students referred to the COST. COST can be made up of school psychologists, academic counselors, administrators, nurses, and Pupil Service Attendance Counselors, and allows for sharing of information across different professionals at the school site. The opportunity for several school officials to collaborate on service approaches for referred students increases coordination and reduces the probability of overlapping efforts from different providers.

Students are referred to COST mostly by teachers, but also by other school personnel because the student may be exhibiting some sort of social, behavioral or attendance problem that is preventing them from succeeding in school. A goal of COST is to identify at-risk students and intervene right away with a recommendation for specific

services. According to the Dropout Prevention and Recovery Program managers, the purpose of COST is to coordinate services and create an individualized service plan for specific at-risk students. OCs are then charged with following up with the student on whatever service or program the COST team considers appropriate. The process and goal of COST is similar to the process and goal of the Individualized Education Program (IEP) for children in Special Education services. An IEP is a written plan created by an IEP team (which typically consists of the child's school administrator, teacher, parental guardian, and other school personnel as needed) that describes a child's abilities and needs, and the placement and services designed to meet that child's unique needs. According to one OC, it is typical for her caseload to contain about 80 students (these include students currently referred to COST, students with a specific recommendation from COST or in the midst of recommended services, and those students she follows up with the first time after completing their recommended service or intervention). Her ongoing caseload consists of about 300 students, who are those students that she follows up with periodically throughout the year (after the initial follow-up), and even in subsequent years. The elementary school for this particular OC has an enrollment of approximately 960 students. For this OC, her caseload had the characteristics of the profile included in the Table 2.2.

Table 2.2
Example Outreach Consultant Caseload

Service Level	Approximate Number of Students	Percent of School Population
General Support (school wide recognition programs, attendance monitoring)	960	100 percent
Targeted Support (general follow up list)	300 ^a	approximately 31 percent
Intensive Support (students currently in COST team referrals and initial follow-ups)	80 ^a	approximately 8 percent

Source: Interviews and documents provided by Dropout Prevention and Recovery, and interviews with an Outreach Consultant.

Note: ^a These numbers illustrates an example of the number of students on an OC's caseload at one point in time during the school year and at one example elementary school.

The OC observed for this study stated that she believes her workload is significant. She noted that, despite its size, she does whatever she can to help the at-risk students on her caseload. The data in Table 2.2 support her assertion, showing that approximately 39 percent of students in elementary schools with a designated OC receive targeted support, or intensive dropout prevention services (31 percent of students receive target support, plus 8 percent of students receive intensive support, for a total of 39 percent).

The Diploma Project: The largest flagship program within the Dropout Prevention and Recovery Program is the Diploma Project, which began in 2006. With an annual budget of approximately \$10 million, the Diploma Project follows the Comprehensive Student Support Program model at secondary schools. The Project places Diploma Project Advisors (DPAs), who are similar to CSS Outreach Consultants, at middle schools and high schools to provide targeted dropout prevention services and support to students who are at the greatest risk of academic failure. The project currently funds 80 DPAs in 34 middle schools and 46 high schools.

Programs within the Dropout Prevention and Recovery unit attempt to cover all levels within the district (CSS provides targeted services at 40 elementary schools, the Diploma Project provides targeted services at 34 middle schools and 46 high schools, and CAHSEE to College provides remedial courses to 12th grade students classified as dropouts). Therefore, while the majority of dropout prevention services and significantly more resources are focused on high school-aged students, there are other efforts reaching elementary and middle school-aged students.

The 80 schools at which a DPA has been placed were chosen based on three requirements. Schools provided a DPA must:

- Be designated as a School-wide Title I site (Title 1 status is based on the percentage of students on Free and Reduced Lunch, or in other words, that the majority of the students attending fall below the federal poverty level)
- Have an enrollment of at least 1,000 students
- Have a high percentage of students at risk of not graduating from high school

The third requirement, a high percentage of students at risk of not graduating from high school, was determined using a logarithmic equation calculated by LAUSD's Planning and Assessment Division. The equation model included five key academic risk factors known to significantly impact a student's chances of dropping out:

- Age minus grade (an indicator of whether a student has been retained or is on track to graduate within four years)
- Attendance rate (less than or equal to 80%)
- Cumulative GPA (less than 2.0)
- Number of unsatisfactory (U's) in "work effort"
- Number of fails (F's) in achievement in math and English

The equation then yielded a probability statistic for each student predicting the likelihood of dropping out of school. The data for the five risk factors were collected on students in middle and high schools in LAUSD, and tallied based on the total number of at-risk students enrolled in each school. Schools were ranked, and only the top 80 (those with the most risk factors) were assigned a Diploma Project Advisor.¹⁴

¹⁴ The number of schools provided a DPA is based purely on available resources. Thus, in the ranked list, the school ranked number 81, which was not provided a DPA, is not at all different from school number 80, that was provided a DPA. LAUSD budgeting provided only enough for 80 DPA positions.

DPAs, sometimes referred to as graduation coaches, manage the dropout intervention services for the students at their school who are at risk of dropping out. DPAs coordinate intervention services to improve overall graduation rates as well as decrease dropout rates. DPAs' main responsibilities are to reduce the number of students on the potential dropout and no show lists, and to provide services to students on the risk list. Additionally, DPAs implement or help coordinate the COST team meetings and provide at least two parent group informational meetings per year on dropout prevention support and resources.

Reducing the Potential Dropout List: Three times per year, DPAs run a report from LAUSD's Decision Support System (DSS), a data warehouse that stores approximately 10 years of student data. DPAs generate a list of student data that yield a list of potential dropout students, and another described as the 'no show' list. Potential dropout students are defined as those students who successfully completed the prior school year but did not begin attending the next grade, and schools basically do not know the location of these students. Students on the 'no show' list are those who were supposed to have transferred to another educational setting, but who the school cannot confirm have transferred.

DPAs are charged with reducing the number of students on these lists by investigating what happened to these students. The Dropout Prevention and Recovery unit managers describe this as the "recovery" part of the targeted dropout services. DPAs try to locate the students to determine if they are really a dropout or if they are incarcerated, deceased, transferred to another school, etc. The impetus for reducing the potential dropout list, as well as the no-show list, is to find students and provide support interventions before they officially drop out of school. If a DPA can locate a student who is on the brink of dropping out, he/she will intervene and provide targeted services to either get the student back into school, or to help the student connect with alternative education options.

Interventions for Students At Risk: Besides their efforts to reduce the number of students on the potential dropout list, another major function of the DPA is to provide dropout intervention support to students in their school. DPAs are expected to "triage" students based on their risk level and provide appropriate intervention services. The triage system is based on three tiers:

Tier 1: Universal Support for All Students: For all students in the school, DPAs are to create incentives for attendance, based on a regular examination of school attendance to discover trends or problems areas. DPAs are further required to conduct at least two large group parent meetings per year on graduation requirements.

Tier 2: Select Support for At-Risk Students: Through LAUSD's student information database (DSS), DPAs run a report that shows how many risk factors each student in their school exhibits. There are eight academic risk factors a student may possess, which include the following:

Risk Factor	Threshold for Defining “At-Risk”
California Standards Test (CST) English Language Arts and Math	A performance level of “Far Below Basic”
English Language Arts Assessment Test	A performance level of “Far Below Basic”
Math Assessment Test	A performance level of “Far Below Basic”
Attendance Rate	Attendance rate less than or equal to 90 percent
Times Suspended	One or more suspensions
CAHSEE status	A status of “Need Both” – math and English
Cumulative GPA	A GPA of less than or equal to 1.5
Count of F marks	Two or more F’s

DPA’s take the list of all students in their school and rank them in order of risk factors exhibited. According to Dropout Prevention and Recovery, DPA’s were asked to make their caseload contain approximately 350 students, or the 350 students with the most risk factors, which seemed to be a reasonable caseload. According to DPA staff, typically those 350 students have *at least* four or five risk factors. These approximately 350 students are placed on a “risk list” that the DPA manages as his/her active caseload. For these students, DPA’s are supposed to provide outreach services, conduct parent meetings and, when possible, to match students to appropriate programs or interventions. Interventions can include monitoring, mentoring, skill development, referrals to other professionals, and hosting small workshops.

Tier 3: Targeted Support for Intensive Students: Intensive students are those who have already dropped out, have recently returned to school after a long absence, are on the potential dropout list, or exhibit extreme absenteeism, truancy or other behaviors that require more focused support than students in Tier 2. According to Dropout Prevention and Recovery staff, students move from Tier 2 to Tier 3 if they are referred to the DPA as having specific or significant problems (i.e. absenteeism, truancy, etc. that might indicate a probability of dropping out.) Students are referred to the DPA from many sources, including administrators, parents, teachers, other school personnel, or even by the students themselves. These students require highly individualized assessments to determine why they are in danger of dropping out or why previous interventions were unsuccessful. Interventions for students in Tier 3 include a careful coordination of actions and services to reengage them in school. These students are described as being ‘case-managed’, and many are case-managed through the school’s COST team meetings.

It is important to note that the risk factors (or behaviors) both the CSS and Diploma Project use to identify kids at risk of academic failure are solely *academic-related* factors. Given the legal limitations of privacy laws and information sharing across agencies, the programs of focus here cannot obtain nor utilize non-academic information in their targeting tools (this issue is discussed in more detail in Section 1). For instance, even though the literature provides strong evidence for associations of students involved in gangs and low academic performance, the Diploma Project does

not have access to gang-related activity, or any other crime-related or Probation data. Only academic indicators are used to identify those youth considered at risk.

DPA Caseload: According to the Dropout Prevention and Recovery unit, caseloads for the 80 DPAs are not manageable. DPAs are trained to triage their cases, since it is difficult for one DPA to effectively work with every at-risk student at their assigned schools. According to the Dropout Prevention and Recovery unit, DPAs have an approximate caseload of 350 students with at least four or five risk factors.

According to one DPA interviewed for this report, her list of at-risk students with four or five of the academic risk factors was actually just over 400 students. The school enrollment for this DPA's school was approximately 2,800 students. For this DPA, her caseload looked approximately like the following:

Table 2.3
Example Diploma Project Advisor Caseload

Intervention Tier	Approximate Number of Students	Percent of School Population
Tier 1 (Universal Support for All Students)	2,800	100%
Tier 2 (Select Support for At-Risk Students)	approximately 400 ^a	approximately 14 percent
Tier 3 (Targeted Support for Intensive Students)	at least 220 = 180 students on the potential dropout list + 40 students on the no show list + all the students discussed in COST meetings + students specifically referred to her by teachers or administrators, as well as students who come directly to her for help. ^b	at least 8 percent ^c

Source: Interviews and documents provided by Dropout Prevention and Recovery, and interviews with a Diploma Project Advisor.

Notes:

^a This illustrates an example of the number of students on a risk factor list at one point in time during the school year and at one example high school.

^b These numbers also represent an example of the number of students on the potential dropout and no show list at one point in time during the school year. The lists are run more than once per year.

^c This number is conservatively low, as the number of Tier 3 students is *at least* 220, since this number does not include an estimate of the number of students who are referred by other school personnel, students pursued through COST, or the number of students who come to the DPA directly for help without a referral.

In this case study, the DPA considered her caseload extremely difficult. She stated that to provide general services to 2,800 students (Tier 1), focused interventions to over 400 students (Tier 2), and intensive interventions to students in Tier 3 (at least eight percent of the school population, or 220 students) is “nearly impossible.” Instead, the DPAs must triage and prioritize their cases. In this example, the DPA provides a few general workshops on dropout prevention and academic success that are available to all

students, as well as at least two parent workshops per academic year (Tier 1). For her 400 at-risk students, she divides that list in half, and invites half to attend 10 intensive workshops during the school day that cover dropout prevention issues. (Approximately 60 percent of the 200 students she recently invited actually attended the workshops in school year 2008-09.)

The DPA spends most of her time tracking down students on the potential dropout and no show lists, and providing casework management to Tier 3 students. In fact, one DPA noted she spends as much as a full six weeks working the potential dropout list when it is first disseminated. In this one example of a DPA's caseload, targeted dropout intervention services are provided to approximately 22 percent of the students (Note: there is a possibility that a student could be double-counted in this percentage if he/she, for example, is on the risk list and is also referred to the DPA by an administrator, or comes to the DPA directly for guidance).

The Diploma Project (as well as all other programs within the Dropout Prevention and Recovery unit) was created to provide targeted intervention services to students at risk of dropping out. However, as described in sections above, it is very difficult for Diploma Project Advisors to provide sufficient support to all students that meet the District's at-risk criteria. In fact, at the example high school discussed above, the DPA noted that over half of the students in the school had at least one risk factor.

Yet due to her extreme caseload, only the *most* at-risk students are receiving targeted interventions. Certainly, the DPAs and Outreach Consultants provide invaluable services to a great number of students. In fact, last year, schools with a DPA reduced their potential dropout list by 19.3%, and increased the graduation rate by 3.6 percent.¹⁵ But the number of at-risk students receiving targeted interventions is low for schools with a DPA, and does not even begin to accommodate the number of students who are at risk at schools *without* a DPA.

Similarly, the success of the CSS program and Outreach Coordinators is described by the Dropout Prevention and Recovery unit by noting that 90 percent of CSS schools have attendance rates above the District average, and that there was a 30 percent decrease in the number of days students were retained in CSS schools. However, only about 39 percent of the students in CSS elementary schools are receiving targeted intervention services.

In 2007-08, the enrollment at the 40 elementary schools with a CSS Outreach Consultant was approximately 59,000 students. The enrollment of elementary schools without an Outreach Consultant was approximately 244,000. Further, the enrollment of the 80 middle and high schools with a DPA was approximately 207,000 students, and the enrollment of schools *without* a DPA in the same year was approximately 110,000 students. To estimate the outreach of all the OCs in the CSS program and the DPAs in the Diploma Project, the OC and DPA case studies described above can be extrapolated to reflect the larger programs.

¹⁵ Informational fact sheet provided by Dropout Prevention and Recovery Unit managers.

In the CSS example, approximately 39 percent of students in CSS schools receive targeted intervention services. In the DPA example, approximately 22 percent of students in a DPA-placed school receive targeted dropout prevention and intervention services. This leaves 61 percent of students in elementary schools with an OC and 78 percent of students in middle and high schools with a DPA *not receiving* targeted dropout prevention services, as well as 100 percent of students in schools without OCs or DPAs.¹⁶ The pie charts on the next page visually describe the reach of targeted dropout intervention services in LAUSD schools.

Charts 2.1 and 2.2 show that, overall, only about 6 percent of LAUSD elementary school students and about 14 percent of middle and high school students receive targeted dropout intervention services from the division LAUSD created to provide dropout prevention services. According to one DPA, there are hundreds of students in her assigned school that may have just one risk factor, and thus would not be on the at-risk list, yet could be extremely at risk of dropping out.

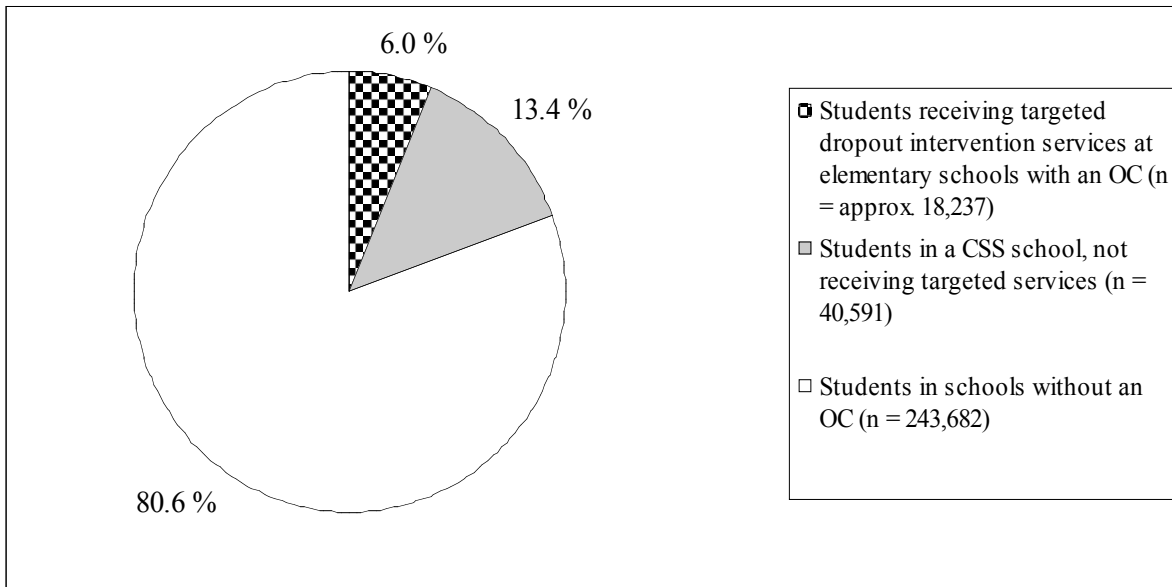
Further, according to the Office of the Superintendent of LAUSD, *every* student within LAUSD could be considered at risk, by definition of attending school in an urban environment. And, in fact, the Dropout Prevention and Recovery unit has analyzed the presence of risk factors of certain grades within LAUSD, both those in schools with DPAs and those without. According to data provided by the Dropout Prevention and Recovery Program, 23 percent of all 8th graders and 33 percent of all 9th, 10th, and 11th graders in LAUSD have academic risk factors that LAUSD defines as predictors of dropping out of high school, and whom LAUSD defines as at-risk. Of these students at risk of dropping out, 18 percent (or approximately 10,800 students in eighth, ninth, tenth, and eleventh grade) do not receive targeted dropout prevention or intervention services, nor do they even attend school with an assigned DPA.¹⁷

These statistics are important to recognize, when considering that the major portion of the LAUSD student body are known to have multiple non academic risk factors (e.g., over 65 percent are economically disadvantaged and approximately 41 percent are English learners), and that over 30 percent of LAUSD students never graduate from high school.

¹⁶ According to Dropout Prevention and Recovery, for schools without a DPA, the principal is responsible to delegate someone to take on the dropout prevention responsibilities along with their other duties.

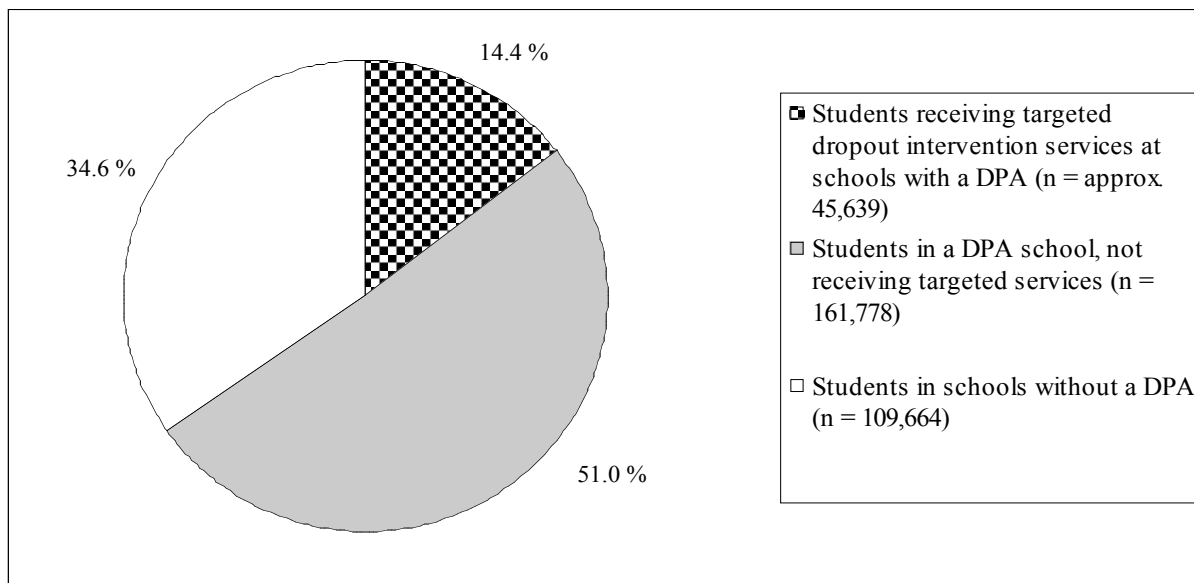
¹⁷ Note, the 18 percent figure does not represent all middle and high schools, and thus is a conservatively low estimate, as it only reflects students at-risk in the 8th, 9th, 10th, and 11th grades. It does not include students at-risk in 6th, 7th, and 12th grades with or without DPA services.

Chart 2.1
Enrollment of LAUSD Elementary School Students,
by OC presence and intervention services
(Total LAUSD Elementary School Enrollment in 2007-08 = 302,510 students)



Source: LAUSD enrollment data (www.lausd.net), and interviews with an Outreach Consultant.

Chart 2.2
Enrollment of LAUSD Middle and High School Students,
by DPA presence and intervention services
(Total LAUSD Middle and High School Enrollment in 2007-08 = 317,071 students)



Source: LAUSD enrollment data (www.lausd.net), and interviews with a Diploma Project Advisor.

Overall Assessment: This analysis indicates that LAUSD has made significant efforts in the last several years to develop a system for assessing academic risk, identifying students at the greatest academic risk and developing specialty programs designed to improve graduation rates. These services follow a continuum through all grade levels: elementary school students receive services through the Comprehensive Student Support Program; and middle, high school and potential dropout students receive services through the Diploma Project and the CAHSEE to College Program.

Although these programs are well designed, caseloads are large and significant portions of the most at-risk student population do not receive intensive services. Underserved students are (a) at schools without an assigned OC or DPA and (b) at schools with an assigned OC or DPA, but the student does not reach established intensive intervention case thresholds. In addition, a significant amount of DPA work effort involves searching for students who have stopped attending school and are at the greatest risk of academic failure.

The focus of these programs on this narrow band of students can only be attributed to the level of staffing resources LAUSD has been able to commit to the effort. As the District struggles with budget pressures and the need to sustain its core educational services, the ability to fund specialty programs at more robust levels is diminished. In fact, the CSS program is wholly grant funded, and if subject to reductions in grant awards, the District would either need to pay for services with general operating revenue or, alternatively, reduce or eliminate the program. In FY 2009-10, the CAHSEE to College and the Diploma Project programs have been recommended for elimination, due to the significant budget shortfalls facing the District and very likely reductions in its core instructional workforce.

Should the District retain or re-establish these programs in the future, the Superintendent should explore a program structure that, at a minimum, accomplishes the following: First, staffing resources at all educational levels should be made more efficient or enhanced, to the extent possible. This could include the addition of personnel, as funding becomes available, or exploring alternative strategies for deploying available personnel. For example, work could be functionally consolidated. Some DPAs could become Tier 1 service specialists and provide student, parent and staff training to a larger group of schools, standardize information and training, work with campus counselor and administrative staff to identify the most at-risk youth, and determine which of the most at-risk students for referral to Tier 2 or Tier 3 services. This would have the effect of providing consistent Tier 1 services at the various schools, while freeing other DPA and OC staff to concentrate on services to those students who are at the greatest risk of academic failure.

Second, other available DPA and OC staff could form service teams that would be responsible for multiple school sites at the elementary, middle and high school levels. These teams would act as case managers, leveraging resources for students from the District, LACOE, County departments, City departments and community-based service organizations. For example, students that primarily exhibit truancy problems could be retained on an individual school counselor caseload and intervention by the DPA could be minimized. The emphasis of a service team approach would also ensure that at-risk

youth are tracked and supported from the point of identification, until graduation or exit from the school. It would require DPA and OC staff to focus more on mentoring teachers and counseling staff, and require them to utilize the services of professionals from other agencies to provide much of the direct services necessary to ensure a student's academic success. These types of programmatic changes would allow the DPA and OC staff to cover a greater number of schools and increase the likelihood that students would receive a continuum of services as they progress through their academic career. Although these staff may serve fewer youth directly, as case managers they would be able to maximize the District's ability to leverage other available resources through an enhanced referral process.

Findings and Recommendations

Finding 2.1

LAUSD created the Dropout Prevention and Recovery Unit with programs such as the Diploma Project and Comprehensive Student Support to specifically target students at risk of dropping out of school, and to provide intervention services at all education levels. However, there are a small number of Diploma Project Advisors and CSS Outreach Coordinators given the size of the at-risk population. The current FY 2009-10 budget proposal recommends that the non-grant programs be eliminated.

Recommendation 2.1 – The Board of Education of the LAUSD

The Board of Education of the LAUSD should at least continue funding for the non-grant funded portions of the Dropout Prevention Program, given the program's significance providing intensive dropout prevention services to the most at-risk students.

Finding 2.2

The small number of DPAs and OCs provide targeted intervention services to only 22 to 39 percent of the students at the schools they serve, leaving between 61 and 78 percent of students at those schools without targeted interventions.

Recommendation 2.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should consider, if the Superintendent of the LAUSD continues or re-establishes funding for the Diploma Project and or the Comprehensive Support Services programs at a later time, alternative service models, including DPA specialization for Tier 1 services and a case management approach for the most at-risk students in need of Tier 2 and Tier 3 services to more adequately provide targeted intervention services to at-risk students.

Finding 2.3

In schools without a designated DPA or OC, no students receive targeted services, however over 11,000 of them are defined as being at risk of dropping out of school, based on a number of academic risk factors designated by LAUSD. These students do not receive any targeted dropout prevention services provided by the Dropout Prevention and Recovery unit, or the services provided by DPAs and OCs.

Recommendation 2.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should consider a service model that would also create DPA and OC teams that would be responsible for providing services for at-risk

youth at groupings of elementary, middle and high schools, to ensure an integrated continuum of service as at-risk youth progress through each level and grade. This would more adequately address dropout prevention in more than the current number of schools now assigned a DPA or OC and thus services would reach many more students than are currently receiving services.

Costs and Benefits

By implementing these recommendations, the current \$10 million cost of the Diploma Project would continue and potentially increase. However, centralization of intensive intervention services would provide the most cost effective method for ensuring the academic success of at-risk students. Further, by reorganizing services in the suggested manner, a greater number of at-risk youth would be served, the DPA and OC programs would become more integrated, and services provided by other agencies and community service providers could be more effectively leveraged.

3. OUTCOME MEASURES FOR DROPOUT PREVENTION PROGRAMS

Instruction Support Services and its Units

One of the goals of the Los Angeles County Civil Grand Jury was to identify and analyze educational programs targeting at-risk youth. As described in more detail in Section 1, Los Angeles County is home to 80 school districts and nearly 1.7 million students. The Los Angeles Unified School District (LAUSD) is one district within LA County, but contains nearly half of the students. Therefore, this study focused on programs for at-risk youth at LAUSD.

The Dropout Prevention and Recovery unit and its largest program, the Diploma Project, were created in 2006 as direct response to the Board of Education's directive to the Superintendent for a strategic plan focused on lowering the high dropout rate in LAUSD. In 2006-07, LAUSD students graduated at a rate of only 67 percent, which has been reported as one of the worst graduation rates in the State. Correspondingly, the reported dropout rate in LAUSD is equally dismal, at a rate of over 30 percent.¹⁸ These rates serve as the basis for the goals of the Dropout Prevention and Recovery Program.

Organizations, whether public or private, need to establish a set of desired outcomes and create an ongoing system of measuring organizational and employee outcomes. Without an accurate measurement of outcomes, it is difficult to determine the impact of the resources allocated to services and whether an agency is effectively carrying out the goals and objectives established by management. To achieve an accurate measurement of performance, an organization must first specify measurable goals and objectives, identify indicators that are evidence of proposed goals, and develop a system for reporting, measuring and analyzing indicator data. Data must be utilized to adequately measure performance so that management can determine program effectiveness and future resource needs.

Both processes of setting goals and establishing outcome measures can be beneficial because they require management to establish priorities, allocate resources, and to install systems and processes that will lead to the intended results. The Dropout Prevention and Recovery unit cites its mission goal as "to assist in reducing the number of youth dropping out of school by focusing on the prevention, intervention, and recovery efforts of potential student dropouts and address the personal and academic needs of these at-risk youth and their families."¹⁹ The Diploma Project, with a budget of approximately \$10 million, is the unit's primary program dedicated to the goal of dropout prevention in middle and high schools. Comprehensive Student Support, with a total budget of approximately \$2.4 million, is another dropout prevention program, this one aimed at elementary school students.

Based on research and interviews conducted for this study, neither program has a consistent system in place for measuring the effectiveness of its efforts. It is important to note that LAUSD representatives state that the programs are still young, and organizational measures are still being developed. Yet while program goals are clear

¹⁸ As will be discussed later in this report, these two statistics are calculated differently and, thus, are both relevant to gaining an understanding of student graduation success.

¹⁹ Informational fact sheet provided by Dropout Prevention and Recovery Unit managers.

and appropriate, the measurements in place are not enough to show sufficient evidence for enabling management to make informed decisions about budgeted resources and the future of the program.

Diploma Project

As described previously, the Diploma Project Program was designed to establish a range of reforms and strategies to address dropout prevention, intervention and recovery actions, all specifically targeted to reduce the LAUSD dropout rate. A critical element of the Diploma Project is the creation of a Diploma Project Advisor position in 80 secondary schools (34 middle schools and 46 high schools). Described more extensively in Section 2, Diploma Project Advisors (DPAs) manage and implement the dropout intervention services for the students at their school who are at risk of dropping out. DPAs coordinate intervention services to improve overall graduation rates as well as decrease dropout rates. The DPAs' two main responsibilities are (1) to reduce the number of students on a potential dropout and no show list (those students who completed school in the prior school year but did not begin school in the current year), and (2) to provide services to students on a general at-risk list.

To reduce the number of students on the potential dropout list, DPAs must attempt to locate the students by calling, making home visits, sending letters to families, and making other attempts at direct contact. DPAs try to locate the students to determine if they are really a dropout or if they may be incarcerated, deceased, transferred to another school or are unable to attend for some other reason. The impetus for reducing the potential dropout list is to find students and intervene before they officially drop out. If a DPA can locate a student who is on the brink of dropping out, he/she will intervene and provide targeted services to either get the student back into school, or to help the student connect with alternative education options.

Another major function of the DPA is to provide services to students on a general at-risk list. The risk list provides each individual DPA with information on students at his/her individual school from LAUSD's Decision Support System (DSS), a data warehouse that stores approximately 10 years of LAUSD student academic and demographic data. This list provides information on how many academic risk factors each student at that school exhibits. The factors include scoring on certain English and Language Arts and math tests, attendance rates, suspension rates, CAHSEE status, GPA, and number of failing marks. DPAs rank their students in order of number of exhibited risk factors, and take the top 350 as their at-risk caseload. (According to the Dropout Prevention and Recovery unit, a caseload of approximately 350 students seems to be the most reasonable, manageable number for a DPA.) For students on this list, DPAs are supposed to provide outreach services, conduct parent meetings, and when possible, match students to appropriate programs or interventions. Interventions can include monitoring, mentoring, skill development, referrals to other professionals, and hosting small workshops on relevant issues related to successful graduation. Additionally, DPAs implement or help coordinate COST team meetings, a group of many different school professionals gathered to coordinate services and create an individualized service plan for specific at-risk students.

According to the Dropout Prevention and Recovery unit, the success of the Diploma Project is based on three indicators:

- Increase in the graduation rate / decrease in dropout rate
- Reduction in the potential dropout list
- Reduction in risk factors for students considered to be at risk

As described earlier in this section, programs should identify indicators that provide evidence of achieving program goals. The Dropout Prevention and Recovery unit can only provide documented evidence of improvement in the first two indicators: graduation rates and reduction in the potential dropout list.

Graduation and Dropout Rates: An important measure of academic success, and an indicator of reduced dropout rates, is an increase in the graduation rate. In LAUSD, the overall graduation rate for 2006-07 was 67.1 percent. According to LAUSD, schools with a DPA have a higher graduation rate than the District average, and this reflects success of the Diploma Project. In high schools with a DPA in place in both project years, graduation rates increased from 2005-06 to 2006-07 by 1.3 percent, which is a larger increase than in high schools without a DPA for the same comparison years, which was 0.9 percent.

While an increase in the graduation rate is the overall goal of the program, the Dropout Prevention Recovery unit, and the expressed directive from the Superintendent of LAUSD, it cannot be clearly or solely linked to the efforts of the DPA or the Diploma Project. Certainly, the work of the DPAs is valuable, and the students with whom they intervene are undoubtedly benefited by their services. However, it is not easily provable that an increase in the graduation rate of 1.3 percent in one year is the direct result or is only attributable to the DPA and the Diploma Project. (In fact, the increases in graduation rates of high schools with a DPA ranged from 0.9 to 59.3 percent.)

An increase in the graduation rate could be the result of many factors (increased administrative support, more effort on the student body's part, or more efforts from teachers, to name a few). Further, an increase in graduation rates was found at the majority of DPA schools, but not all. Of the 40 high schools with a DPA in place in both project years, 15 high schools' graduation rates actually decreased, a fact that may or may not be related to the presence of a DPA. Finally, graduation rates are not a comprehensive measurement of Diploma Project performance because these rates only measure change at the high school level. Graduation rates do not directly reflect work being done, or efforts by the DPAs at the middle school level (of which there are currently 34 DPA assignments). Indicators of success should more clearly link efforts of the program with the desired outcomes.

Reduction in Potential Dropout Lists: The Dropout Prevention and Recovery unit often points to the potential dropout list as an important measure of the DPA role and Diploma Project. Schools that had a DPA for 2006-07 and 2007-08 were able to reduce the number of students on the potential dropout list by 19.3 percent, a significant reduction. But compared to schools without a DPA, the proportion of students recovered is not as telling. Between the months of January and November 2008,

schools with a DPA recovered 10,296 of the 19,164 students on the potential dropout list (a recovery rate of 53.7 percent). Between the same months, schools without a DPA recovered 3,135 of the 5,440 students on their potential dropout lists, or a recovery rate of 57.6 percent.

So it appears that DPAs are not recovering as many potential dropout students as schools without a person specifically assigned to recovering such students. This clearly can be related to a number of factors. However, it is important to note that the sheer number of potential dropout students is much larger at DPA schools, since they generally have a higher risk student population. Further, there were 19,164 students on the potential dropout list for DPA schools from January to November 2008, or an average of 240 students per school. Yet for schools without an assigned DPA, there were 5,440 students on the potential dropout list, or an average of 92 students per school.

Nonetheless, a good recovery rate of students from the potential dropout list appears to be a fair measurement of the program, as recovering students from the list is one of the primary roles of the DPA. According to one DPA, a large portion of her time is spent tracking down students on the potential dropout list, up to a full six weeks of her time immediately following the receipt of a new list. DPAs go to extreme lengths to locate this large number of students—making calls, making home visits, and sending out letters. While significant reductions in the potential dropout list can be linked to the Diploma Project, it is not a comprehensive indicator of the program's overall success if the recovery rate for schools without a DPA is actually slightly higher.

Reduction in Risk Factors: Another way to measure success of the Diploma Project is to measure the reduction in risk factors of students from one point in time to a later point in time, after having received services from a DPA. However, an analysis of risk factors has not yet been completed by the Diploma Project. According to the Dropout Prevention and Recovery unit, the collection of data for this analysis began in the fall of 2008, and by the end of school year 2009, the final data will be collected. At that point, a full analysis will be made of whether students on the risk list of DPAs exhibited fewer risk factors at the end of the school year as compared with the beginning of the school year. According to staff, such a comparison is one way to show the effectiveness of the DPA and Diploma Project, yet it may be less reliable than expected by the District unless the changes for a control group of students, who do not receive DPA services but have similar risk traits, are also measured.

Nonetheless, we agree that an analysis of risk factors is an essential measurement tool for the Dropout Prevention and Recovery unit. Like the reduction in potential dropout lists, a longitudinal analysis of how many risk factors students exhibit can be linked to the work of the DPA. But certainly other factors can play a role in a student's records in, for example, their attendance. There may be problems at home, discipline problems, or transportation issues that go beyond the efforts of a DPA. However, if used in conjunction with other measurement indicators (possibly including the graduation rate and an analysis of the potential dropout rate reductions), and compared against a control group, a longitudinal analysis of risk factors could provide useful information about the program's progress or success.

As described previously, measurement indicators are necessary so that program managers can use outcome data to report back to management. Data must be analyzed to adequately measure performance, and then that performance can be reported to management (or decision makers) regarding the program and its budgeted resources. As it currently stands, the only data used by management of the Diploma Project, a \$10 million dollar program, is a slight increase in the graduation rate in DPA schools (which does not clearly link to the work of the DPAs, nor does it reflect the work in the middle schools), some reduction in the potential dropout list, and anecdotal information provided by the DPAs regarding their individual successes. In our opinion, the information currently available to management does not adequately provide them with tools to thoroughly review and assess the Diploma Project program and its budgeted resources, staff productivity and caseload, or overall program improvement. Without proper outcome measurement, it is not possible to determine the impact of allocated resources or whether the program is effectively carrying-out the goals and objectives of management.

Comprehensive Student Support Program

The Comprehensive Student Support Program (CSS) was similarly placed in the Dropout Prevention and Recovery unit to address dropout prevention, and more specifically, intervention services for elementary school students determined to be at risk of academic failure. The critical element of the CSS is the placement of a fulltime Outreach Consultant at 40 LAUSD elementary schools (schools were chosen based on a competitive grant process, described more extensively in Section 2). Outreach Consultants (OCs) coordinate early intervention services for at-risk children in their assigned elementary school. OCs provide general support to the entire school, organizing school-wide recognition programs for attendance, achievement and attitude improvements and excellence. More specifically, OCs work in collaboration with parents, administrators and community agencies at an elementary school to integrate positive change in three distinct areas: (1) attendance, (2) achievement, and (3) attitudes. As the CSS program (and existence of OCs) is grant-funded, the roles of the OC are fairly specific, and include creating and maintaining the school Coordination of Services Team (COST), maintaining the School Site Council (i.e. a group of parents, community members, teachers, and administrators that works with the principal to develop, review and evaluate school improvement programs and school budgets), and partnering with community agencies on different events and services that help at-risk students.

To provide early intervention dropout services to students in elementary schools, OCs provide a number of services, as described above and also in Section 2 of this report. According to one OC and Dropout Prevention and Recovery staff, OCs are specifically required by the grantor to create and maintain COST, maintain the School Site Council, and to partner with community agencies. From these roles, OCs maintain monthly and annual logs of their activities, including how many new referrals are made to COST, how many student success teams result from COST, how many school site council meetings are held, and how many community and parent involvement activities are provided. These logs quantify and represent the work done by the OCs and relate them to the requirements of the grant, as well as to the three program goals (increased

student achievement, improved attendance, and reductions in behavioral problems, or attitudes.

According to the Dropout Prevention and Recovery unit, the success of the CSS can be based on three indicators:

- increased student achievement (Academic Performance Index (API) growth and retention rates)
- improved attendance (daily attendance rates)
- reductions in behavioral problems (days of regular suspensions and number of expulsions)

The CSS program has not clearly linked program goals with these measurement indicators. As described earlier, programs should identify indicators that are strong evidence of achieving proposed goals. The Dropout Prevention and Recovery unit can only provide some summary information regarding the progress of the CSS program. CSS program leaders point to an increase in the API score and a reduction in retention rates as evidence that OCs have increased academic achievement in their schools, as well as increased attendance rates to show evidence of OCs work in raising attendance in CSS schools. Finally, they point to decreases in regular suspension days and a reduction in the number of expulsions as evidence of improving behavior problems (or improving the “attitude” portion of the three goals.) Certainly, the statistics provided by the Dropout Prevention and Recovery unit regarding the CSS program are positive and appear promising, for example:

- The average API of CSS schools is 31 points higher than the District average
- 90 percent of CSS schools have attendance rates above the District average
- The retention rate at CSS schools has decreased 30 percent in the length of the program
- CSS schools have experienced a 63 percent reduction in the days of regular suspensions from 2004-05 to 2006-07

These statistics do provide helpful information regarding the probable benefit of the CSS program, yet they cannot be clearly or solely linked to the efforts of the OC or the CSS program. It is not easily provable that an average increase in the API is the direct result or is only attributable to the OC or CSS program. Other factors might or could play a role (e.g. improvement in teacher curriculum or increased parental involvement). Further, of the 40 CSS schools, API scores went *down* from 2006-07 to 2007-08 in 15 percent of schools, and a full 40 percent did not meet their school target API score in 2007-08. Certainly, a decrease in an API score at a CSS school should not be solely attributed to an OC, either.

Similarly, a decrease in student retention rates provides useful information regarding benefits of the CSS program, yet cannot be totally attributed to the program. While on average the retention rate in CSS schools has decreased 30 percent, the number of retentions actually *increased* in a full 35 percent of CSS schools. Another indicator of CSS success, according to the Dropout Prevention and Recovery unit, is the increase in the attendance rate. Again, this is a useful measure, but not clearly linked to the CSS

program. Even though 90 percent of CSS schools have attendance rates higher than the District average, attendance rates *decreased* from 2006-07 to 2007-08 in 35 percent of CSS schools. As these examples show, measurement indicators designated by the unit as providing evidence of the CSS program do not provide adequate linkage to achieving program goals.

Further, as described by the Dropout Prevention and Recovery unit and one of the OCs interviewed for this study, the CSS grant specifically requires that OCs (1) maintain the school Coordination of Services Team (COST), (2) maintain the School Site Council, and (3) partner with community agencies on different events and services that help at-risk students. While these three roles are probably connected with an increase in student achievement, increased attendance rates, and a decrease in behavioral problems, there is no direct link to program goals. There is no evidence or data available that show these three specified roles of the OC directly influence the measurement indicators.

Finally, OCs do not appear to take full advantage of student risk factor information that is currently available through the DSS. Just as DPAs can go onto the system and pull information (and risk factors) to identify at-risk students in their schools, so could OCs. According to Dropout Prevention and Recovery, OCs were recently trained to use the DSS, and have been encouraged to access data on their students. Yet according to the OC interviewed for this report, DSS is not used. Instead of identifying students in the elementary school level who might be at risk, students are instead identified by other school officials. If OCs were responsible for identifying at-risk students, they could then compare risk factor data on their students (or at least the students referred in COST), and then more strategically compare risk information of students who received targeted interventions to those who did not receive intervention services. Yet as it currently stands, there is no sufficient way to measure the efforts of the OC, particularly at the individual student level.

As a result of these factors, LAUSD and Dropout Prevention and Recovery management does not possess adequate data and information to fully determine CSS program effectiveness, nor to fully address resource needs.

Findings and Recommendations

Finding 3.1

Dropout Prevention and Recovery's Diploma Project currently has only two measures that provide evidence that the program is achieving its goals: an increase in graduation rate and reduction in potential dropout list. While these two methods do show positive results, the graduation rate increase is not clearly or solely linked to the work of the Diploma Project, and the reduction in the potential dropout rate does not encompass all of the efforts or work of the DPAs.

Recommendation 3.1 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should implement, by June 2010, a comprehensive set of outcome-based objectives and performance measures that clearly link available data with program goals for the Diploma Project.

Finding 3.2

The CSS program's measurement indicators (API scores, retention rates, attendance rates, and behavioral issues) do not provide convincing evidence of achieving CSS program goals, nor do they show a direct link to OC efforts. Further, OCs do not take advantage of the risk factor information available to them through the DSS, and cannot measure the benefit or extent of their intervention efforts.

Recommendation 3.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should create measurement indicators for the CSS program by June 2010 that more adequately provide evidence of program success. As part of these measurement indicators, CSS leadership should implement and encourage use of risk factor reduction analysis as part of the OC role to provide further evidence of reaching program goals.

Finding 3.3

The program data available from the Diploma Project and the Comprehensive Student Support programs do not provide management adequate information to assess the outcomes or impact of resources of the programs.

Recommendation 3.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should create and implement performance measurements by June 2010 that provide management adequate information to assess the outcomes or impact of resources of the programs. Specifically, DP measurements should reflect not only DPAs in the high schools, but should also directly reflect the work of the middle school DPAs.

Costs and Benefits

There would be no costs to implement these recommendations. However, staff time would be required to design and implement an effective performance management system. If more meaningful performance data were developed and made available, management would be better able to measure program accomplishments and make operational decisions that would improve services to at-risk students.

**CAN LAUSD SOLVE ITS GRADUATION RATE
AND DROP OUT PROBLEMS?
Failing to Make the Grade
FINDINGS AND RECOMMENDATIONS**

Finding 1.1

In response to information-sharing challenges, many youth-serving agencies have established Multi-Disciplinary Teams that conference on specific cases. Much like IEPs, these MDTs coordinate services provided by professionals from multiple youth-serving agencies in an attempt to ensure student success. Most MDTs require parental consent before the service providers may discuss a particular child's case, which may result in the failure to integrate services for a significant number of at-risk youth.

Recommendation 1.1 – The Superintendent of LAUSD

The Superintendent of LAUSD should convene a committee of program, technology, and legal representatives of relevant departments* to identify existing underutilized opportunities for information sharing as well as areas in which legislative proposals may be warranted.

Finding 1.2

Many programs associated with MDTs rely solely on referrals since there is currently no mechanism by which agencies may perform proactive, large-scale, cross-factor risk assessment.

Recommendation 1.2 – The Board of Supervisors

The Board of Supervisors should explore the possibility of using a comprehensive data-based system in which various departments* could share redacted databases, such as EMPI²⁰, to help identify individuals at risk on a number of cross-departmental factors. Identities of individuals would only be revealed for the cases above a pre-determined risk threshold and in a manner compliant with privacy law.

Note: * Relevant departments include: LACOE, LAPD, the Sheriff's Department, the Probation Department, DCFS, DHS, DMH, the City of Los Angeles Mayor's GRYD Office, County Counsel, and the CEO's Information Management Unit.

Finding 2.1

LAUSD created the Dropout Prevention and Recovery Unit with programs such as the Diploma Project and Comprehensive Student Support to specifically target students at risk of dropping out of school, and to provide intervention services at all education levels. However, there are a small number of Diploma Project Advisors and CSS Outreach Coordinators given the size of the at-risk population. The current FY 2009-10 budget proposal recommends that the non-grant programs be eliminated.

²⁰ For information about EMPI, see the "EMPI" paragraph in Section 8 of the "Health Information-Sharing for At-Risk Youth" report.

Recommendation 2.1 – The Board of Education of the LAUSD

The Board of Education of the LAUSD should at least continue funding for the non-grant funded portions of the Dropout Prevention Program, given the program's significance providing intensive dropout prevention services to the most at-risk students.

Finding 2.2

The small number of DPAs and OCs provide targeted intervention services to only 22 to 39 percent of the students at the schools they serve, leaving between 61 and 78 percent of students at those schools without targeted interventions.

Recommendation 2.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should consider, if the Superintendent of the LAUSD continues or re-establishes funding for the Diploma Project and or the Comprehensive Support Services programs at a later time, alternative service models, including DPA specialization for Tier 1 services and a case management approach for the most at-risk students in need of Tier 2 and Tier 3 services to more adequately provide targeted intervention services to at-risk students.

Finding 2.3

In schools without a designated DPA or OC, no students receive targeted services, however over 11,000 of them are defined as being at risk of dropping out of school, based on a number of academic risk factors designated by LAUSD. These students do not receive any targeted dropout prevention services provided by the Dropout Prevention and Recovery unit, or the services provided by DPAs and OCs.

Recommendation 2.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should consider a service model that would also create DPA and OC teams that would be responsible for providing services for at-risk youth at groupings of elementary, middle and high schools, to ensure an integrated continuum of service as at-risk youth progress through each level and grade. This would more adequately address dropout prevention in more than the current number of schools now assigned a DPA or OC and thus services would reach many more students than are currently receiving services.

Finding 3.1

Dropout Prevention and Recovery's Diploma Project currently has only two measures that provide evidence that the program is achieving its goals: an increase in graduation rate and reduction in potential dropout list. While these two methods do show positive results, the graduation rate increase is not clearly or solely linked to the work of the Diploma Project, and the reduction in the potential dropout rate does not encompass all of the efforts or work of the DPAs.

Recommendation 3.1 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should implement, by June 2010, a comprehensive set of outcome-based objectives and performance measures that clearly link available data with program goals for the Diploma Project.

Finding 3.2

The CSS program's measurement indicators (API scores, retention rates, attendance rates, and behavioral issues) do not provide convincing evidence of achieving CSS program goals, nor do they show a direct link to OC efforts. Further, OCs do not take advantage of the risk factor information available to them through the DSS, and cannot measure the benefit or extent of their intervention efforts.

Recommendation 3.2 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should create measurement indicators for the CSS program by June 2010 that more adequately provide evidence of program success. As part of these measurement indicators, CSS leadership should implement and encourage use of risk factor reduction analysis as part of the OC role to provide further evidence of reaching program goals.

Finding 3.3

The program data available from the Diploma Project and the Comprehensive Student Support programs do not provide management adequate information to assess the outcomes or impact of resources of the programs.

Recommendation 3.3 – The Superintendent of the LAUSD

The Superintendent of the LAUSD should create and implement performance measurements by June 2010 that provide management adequate information to assess the outcomes or impact of resources of the programs. Specifically, DP measurements should reflect not only DPAs in the high schools, but should also directly reflect the work of the middle school DPAs.

List of Acronyms

API – Academic Performance Index
CAHSEE – California High School Exit Exam
CBEDS – California Basic Educational Data System
CDE – California Department of Education
CEO – Chief Executive Office
COST – Coordination Of Services Team
CSS – Comprehensive Student Support Program
CST – California Standards Test
DCFS – Department of Children and Family Services
DHS – Department of Health Services
DMH – Department of Mental Health
DP – Diploma Project
DPA – Diploma Project Advisor
EMPI – Enterprise Master Patient Index
FERPA – Federal Family Educational Rights and Privacy Act
GPA – Grade Point Average
GRYD – Gang Reduction and Youth Development
HELIX – Health and Education Local Information Exchange
IEP – Individual Education Plan
LACOE – Los Angeles County Office of Education
LAPD – Los Angeles Police Department
LAUSD – Los Angeles Unified School District
MAT – Multi-disciplinary Assessment Team
MDT – Multi-Disciplinary Team
OC – Outreach Consultant
OJJDP – Office of Juvenile Justice and Delinquency Prevention
PTA – Parent Teacher Association
RFA – Request For Application
SBE – State Board of Education
VIDA – Vital Intervention and Directional Alternatives

**2009 – A DECISIVE YEAR FOR ARTS EDUCATION AT LAUSD
A Promise Worth Keeping**

**Peter Doctorow–Chair
Jeffery Wallace–Vice Chair
Jocelyn Keene
Luz V. Serrano
Ronald Tepper**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

2009 – A DECISIVE YEAR FOR ARTS EDUCATION AT LAUSD

A Promise Worth Keeping

“Under No Child Left Behind (NCLB), the arts are for the first time listed in federal law as a core academic subject, for which standards of teaching and learning are expected to be as rigorous and as well defined as those established for English, mathematics, science and history. For both their intrinsic value and for the ways in which they help students to succeed in school and life, NCLB makes clear, the arts are a vital part of the complete education.”

Susan Scaffani, U.S. Asst. Secy. For Vocational And Adult Education, June 2005

INTRODUCTION

In December of 2008, the Los Angeles County Civil Grand Jury (CGJ) heard from a representative of the Los Angeles Philharmonic Orchestra about the educational outreach programs offered principally to the underserved and disadvantaged youths of Los Angeles County. These programs aim to introduce music to students of all ages through several activities targeted at different demographic groups in a number of school settings. With the anticipated and announced budget cuts coming from the state, the county and in the Los Angeles Unified School District (LAUSD), it is feared that these symphony-sponsored programs will also be reduced in scope and number, if not eliminated entirely. With this in mind, the Civil Grand Jury began to look into the state of arts education countywide and at LAUSD, in particular.

Becoming familiar with some local schools where a long-term, concentrated arts education curriculum was incorporated into a public school setting was also planned. Many of the people with whom we spoke and almost all of the literature we read discussed the kind of experiential program that is referred to as continuous and sequential.

EXECUTIVE SUMMARY

The Los Angeles County Civil Grand Jury has spent the majority of its investigative energies concentrating on examining issues that affect the lives of children in the County who are at risk. With the recognition that education is a significant element in the present and future of the lives of all children, an examination of one aspect of their educational experience was undertaken. Academic achievement is a meaningful measure of present accomplishment, as well as a harbinger of future success. With that in mind, the connection between an arts education and that all-important measurement of academic achievement was explored.

In examining arts education at the LAUSD, several areas of importance were studied. First, the recent results, the current strategies, and the vision and tactics employed at the administrative level that led to the results were analyzed. Second, the direct connection between an arts education and success in academics were assessed.

Study after study has shown that a continuous and sequential exposure to an arts education has yielded a meaningful increase in academic accomplishment. Finally, it was important to understand the overall academic goals of LAUSD.

The central administration of arts education at LAUSD has been in place for the past 9 years and has produced significant results. In addition, that centralized organization parallels those that have been shown, through many professionally executed studies, to produce significant and positive increases in academic achievement. Anecdotal evidence also supports the contention that a long-term, continuous and sequential exposure to an arts education produces positive results.

Faced with what are reported as severe budget cuts at LAUSD, it is now anticipated that the current level of organization and direction of the arts education offerings in LAUSD schools may be changing. It is hoped that the results presented here will be considered by LAUSD before other actions are taken concerning the Arts Education Branch.

The goals of this report, then, are to:

- examine the state of arts education at LAUSD
- enumerate the District's stated goals to measure academic achievement
- explore the connections between arts education, academic achievement and the development of responsible individuals who will make meaningful contributions to society

The findings of the investigation show:

1. The graduation rate of high school seniors in LAUSD is lower than the average of the rates in both Los Angeles County and the State of California. In addition, the rate of passage of the State-mandated California High School Exit Exam (CAHSEE) for LAUSD is lower than that for both the County and the State.
2. There is agreement at all levels of government that an arts education is an important core element that should receive the same level of attention as mathematics, science, history and English language arts.
3. LAUSD is considering changing the structure of the current centralized administration of arts education.

A PROMISE WORTH KEEPING

Years ago, music, art and several other "elective" courses were a staple of the public school curriculum in California. Unfortunately, after 1978 and the passage of State Proposition 13, property taxes were reduced and school districts lost some of their local funding, setting off a steady decline of arts education in California schools.¹ It was decided, at that time, that it was more important to retain English, mathematics and the other core courses and to drop or significantly reduce the availability of many, if not all, of the "electives." While this may have been the fiscally responsible action to take at the

¹ 2008 Arts Education Performance Indicators Report (AEPI), published by Arts for All Executive Committee.

time, as a result students were deprived of a broader educational experience. Once the No Child Left Behind (NCLB) Act of 2001 was enacted, the situation was exacerbated due to the emphasis on numerical measurement as a way of determining the quality of the education being delivered. "Surveys of public school principals indicate that since the implementation of NCLB, 71% believe instructional time has increased for reading, writing and math (subjects tested under the law) and decreased for the arts, elementary social studies, and foreign languages."² Interestingly, NCLB mandated that the arts should also be part of the core curriculum, in addition to English, mathematics, history and science, and should receive equal attention.

Parents of students began to recognize the void that was created by the elimination of an arts education from the regular classes offered at all levels of public education nationwide. At the same time, non-profit organizations and other non-governmental organizations began to provide what the public schools could not. Funds were raised privately, and after-school programs appeared in both the public schools and through private facilities. While these were not sufficient to offer a musical experience and education to all youths, certain of them did provide exposure to a select and privileged few. Even with these programs, research has shown such exposure did not provide the long-term impact that a regular, sequential and professionally taught arts education experience has on a child.

From the outset, it was important to explore whether or not there was a direct connection between arts education and academic achievement. In recognition of the size of LAUSD and the numbers of students being educated, an examination of the manner in which the vision for and administration of an arts education program was carried out. Pursuing this line of investigation, it quickly became apparent in the research that not only is there a significant, positive and direct connection between the arts and success in academics but, in addition, such continuous and extended exposure to the arts also had far-reaching and long-term effects on the lives of those who had been fortunate enough to have had an arts experience. Evidence of the proven impact that arts education has on academic achievement has been established through a mountain of studies. The positive effects that the arts, in general, and music, in particular, have on the meaningful contribution to the long-term involvement of individuals in society, have been established in the research.

Finally, and perhaps most importantly, an examination of the current level and availability of arts education within LAUSD was conducted. Also under examination were the overarching systemic issues and problems facing the District along with an assessment of the positive effects that a continuous and sequential arts education might have on those problems.

1.0 Methodology

For a number of reasons, primary research was not undertaken for this investigation. Traditionally, to reach meaningful conclusions from primary research, trained professionals require long periods of examination and observation. With neither the

² Wikipedia website on No Child Left Behind Act of 2001.

time nor the past experience to engage in such endeavors and the easy availability of numerous long-term, longitudinal studies involving the relationship between an arts education and academic achievement, conclusions were drawn from the existing literature.

In addition to conducting a review of the available literature, the Civil Grand Jury interviewed the leadership of some of the organizations currently involved in countywide arts education programs that are producing encouraging results. They include:

- The Los Angeles County Arts Commission (LACAC)
- The Los Angeles County Office of Education (LACOE)
- The Los Angeles Unified School District (LAUSD)
- Renaissance Arts Academy
- Inner-City Arts
- USC School of Music
- UCLA School of Music
- The Los Angeles County Music Center
- The Los Angeles Philharmonic Orchestra
- The Johnny Mercer Foundation

2.0 LAUSD – Background and Measures of Success

LAUSD is the second largest school district in the country serving an area of 710 square miles, employing nearly 84,000 staff, with an annual budget of almost \$14 billion, and educating almost 700,000 students.³ With almost 1200 schools in LAUSD throughout Los Angeles County⁴ serving all grades, all socio-economic levels, and all ethnic groups, the District represents a meaningful and significant cross-section of what is occurring in all of the 80 separate public school districts throughout the County.

In school year 2006-2007, the last year currently reported on the State of California Department of Education website, the LAUSD graduation rate was a low 67.1%.⁵

This means that only 2/3 of LAUSD seniors who began in 9th grade actually graduated. In that same year, the average graduation rate for all public schools in Los Angeles County was 76% and 80% in the State of California. While there can be many caveats, conditions, explanations and reasons for such LAUSD results, they are not exemplary, by any standard. The LAUSD administration, itself, believes and admits that this number isn't acceptable as demonstrated by the establishment, in 2006, of the Dropout Prevention and Recovery Program and the Diploma Project. The primary focus of these programs is to "assist in reducing the number of youth dropping out of school by focusing on the prevention, intervention, and recovery efforts of potential student dropouts and to address the personal and academic needs of these at-risk youth and their families."

³ LAUSD web site, www.lausd.net.

⁴ LAUSD web site.

⁵ California Department of Education web site, www.cde.ca.gov.

Beginning in 2006, the State of California required all graduating seniors to have passed an exit exam (CAHSEE) that tests skills in both mathematics and English language arts. This test may be taken in 10th, 11th or 12th grades. Once passed, it does not have to be taken a second time. See Table 1 for a summary of the recent CAHSEE results.

Table 1

Rates of passage of the CAHSEE exam for LAUSD students in the class of 2007			
School Year	Grade	Mathematics	English Language Arts
2004-2005	10	16%	22%
2005-2006	11	12%	16%
2006-2007	12	29%	28%
Totals		57%	66%

These figures are among the lowest in the State and are lower than both Los Angeles County and State averages.

For the past several years, as a result of the poor CAHSEE results, special emphasis has been placed in each high school on passage.⁶ In many, if not most, high schools throughout the District, tutoring classes are made available, even on the weekend, for those students at risk of not passing the CAHSEE test.

Finding 2.1

With high school graduation rates for 12th graders among the lowest in the entire State, the LAUSD has placed great emphasis on improving that percentage.

Finding 2.2

With the LAUSD student rates of passage for the state-mandated California High School Exit Exam (CAHSEE) well below the County and State averages, a major emphasis for LAUSD is to increase this percentage.

3.0 LAUSD – Arts Education Administration

In 1999, the LAUSD Board of Education (BOE) unanimously passed a resolution to reinstate arts for all students in all grade levels, in all schools and in all four art forms (music, dance, theater and visual arts)⁷. In 2007-2008 there were 1,190 schools in the second largest public school district in the nation with 84,000 employees and an enrollment of 694,288 students. This self-described “bold” BOE arts education policy directive included the establishment of strategic initiatives as well as an annual budget

⁶ CAHSEE to College Program, begun 2007.

⁷ Arts Education Branch Strategic Plan, Richard Burrows, Director.

and operational plan. The BOE, seeking to guarantee program progress and the success of the Plan, set five specific program goals⁸:

- To provide a substantive program of sequential and comprehensive curriculum, instruction and assessment in the arts in grades K-12.
- To sponsor year-round professional development in the arts for classroom teachers, arts teachers and administrators in the arts.
- To develop articulated partnerships with community arts and educational organizations that support the Arts Education Plan and the Superintendent's goals.
- To utilize new technologies to effectively communicate the vision of the Plan to the widest constituency.
- To evaluate the impact and effectiveness of the Plan by examining data to inform progress and change.

These goals were to be used to evaluate the impact and effectiveness of the District's arts instruction efforts.

In response to the directives initiated by the LAUSD BOE, the Wallace Foundation provided a \$600,000 planning grant to develop a comprehensive 10-year strategic plan to implement the five Plan goals. The Wallace Foundation is an independent national foundation dedicated to supporting and sharing effective ideas and practices that expand learning and enrichment opportunities for all people. These funds were a significant part of the LAUSD's arts education efforts during the past decade.

Following the Wallace Foundation grant award, one of the initial actions taken by LAUSD was the creation of the Arts Education Branch. It was charged with the design and administration of district-wide arts instruction as well as the coordination of resources to improve arts learning. Reporting to the District's Chief Academic Officer, the Director of the Branch was tasked with the responsibility for the creation of a strategic plan and the oversight of the implementation of the BOE's resolution. In fiscal year 2008-2009, the Arts Education Branch has a program budget of almost \$37 million and managed an operational and administrative staff of 25 full-time employees.⁹ Included in the 25 are eight individuals who are assigned, one each, to the eight LAUSD local district offices. These individuals are responsible for providing guidance and support through the local offices to the schools within each district. In addition, the Branch directly supervises, 380 elementary school level dance, music, theatre and visual arts teachers who work in 501 schools. Decisions concerning the design, direction, scheduling and hiring decisions for secondary school arts programs are made at the school level. However, the centralized organizational structure of the Arts Education Branch includes 31 "itinerant" arts teachers that provide support to the secondary schools. According to the LAUSD, since 1999 it has invested \$195 million in supplemental funds to move the Plan forward.

⁸ LAUSD description of the proposals made to the Wallace Foundation.

⁹ Information provided by the Arts Education Branch, LAUSD.

Since the Plan was first initiated in 1999, there have been three superintendents and four system-wide reorganizations, from “clusters” to “regions” to “central” to “local districts.” The local districts have been reduced from eleven to eight. Senior management positions have changed regularly. The Director of Arts Education has reported to nine different individuals in eight years. Throughout this turmoil, the LAUSD BOE has remained steadfast in maintaining and growing the arts. The central administration of the Arts Education Branch has been an integral participant in the establishment and communication of the strategic direction to be taken in the implementation of the District policy concerning arts education.

3.1 Impact of Current LAUSD Structure

The District, while making significant progress since the 1999 BOE resolution, has not yet fully reached its originally stated goals. In the past nine years, while the number of elementary schools with arts instruction in all four BOE designated art forms has increased from 54 to 392 schools, the number of secondary visual and performing arts teachers has grown to 1,600, and 150 media arts teachers are now dedicated to the subject, only about 25% of elementary students receive regular arts instruction. Importantly, as student involvement in an arts education is tracked from elementary to middle to high school, no single group of feeder schools has a fully comprehensive program in place to serve all students in all arts forms.¹⁰

In response, the Arts Education Branch has developed its second 10-year Plan. The LAUSD BOE, District administration and outside experts have concurred that formidable and noteworthy progress that has occurred over the last ten years in arts education, driven by a centralized administrative model supported with appropriate budget resources that was instrumental in the successes. The Branch’s new 10-year strategic plan acknowledges the success of the past and builds on the challenges of the next decade in order to accomplish the BOE’s resolution to provide a sequential arts education for all students. As with the first 10-year Plan, the Second Plan embraces the original BOE commitment of and the need for a solid and dedicated organizational framework. The Plan embraces several “signature successes” of the first 10-year Plan, namely;

- involvement and buy-in from the Board of Education
- consistent integration within the instructional efforts of all divisions in the District
- a well-informed community of arts-interested public members and parents
- a combination of visionary goals and outcomes supported by adequate resources
- a leveraging of the current educational landscape and political enthusiasm in the arts for real forward motion
- creation of a dynamic in-house leadership team in the Arts Education Branch
- development and implementation of real programming that affects real students, on a regular basis¹¹

¹⁰ LAUSD description of the proposals made to the Wallace Foundation.

¹¹ LAUSD proposals to the Wallace Foundation.

On October 28, 2008, the Wallace Foundation announced a second \$600,000 grant to LAUSD to support development of a second 10-year arts education instructional plan. Such funds are to be used to build incrementally on the first successful decade of expanding arts instruction throughout the District. The grant was awarded as a result of noteworthy efforts already achieved in coordinating resources with committed District personnel and representatives of cultural organizations coupled with the demonstrated support of local funding sources.¹²

Currently, the Foundation supports the arts education activities in only two locations throughout the Country: Los Angeles and Dallas, Texas. In the October 2008 press release from the Wallace Foundation announcing a second 10-year grant award to LAUSD, they state that they are supporting a centralized model of delivering a vision, an administration and the operational control that has been demonstrated during the first 10 years.¹³

Finding 3.1.1

In 1999, the LAUSD BOE unanimously passed a resolution to reinstate arts for all students in all grade levels, in all schools and in all four art forms. In the same year LAUSD created an arts education branch that was dedicated to delivering on that promise. In response to both actions the Wallace Foundation provided a grant of \$600,000 to develop a plan to deliver on the promise. Nine years later only 25% of elementary students in LAUSD receive regular arts instruction.

3.2 LAUSD – Current Challenges

LAUSD is facing a \$700 million budget short-fall this fiscal year and the possibility of a \$300 million budget short-fall next year. As a result, these budget reductions will impact every aspect of LAUSD operations. In addition to cuts that impact direct instruction at the school level, District administration has proposed a major reduction of personnel that will result in severe organizational re-structuring. LAUSD has publicly stated that its dedication to arts education instruction is steadfast and it will, therefore, not seek to cut arts programs.

On the federal level, President Obama has recently declared that even a high school graduation is not enough for those entering the work force if they have any hope of meeting the demands of the 21st century. The President has gone further and suggested that a national policy be established that would encourage one full year of schooling past high school graduation, if our children are going to make a meaningful contribution to the global economic marketplace. Given that commitment, it is easy to understand why the recently announced Federal stimulus package will include a budget supplement of more than \$800 million over the next two years for LAUSD. As yet unannounced is the portion of this supplement that might be allocated to arts education.

Unfortunately, the budget reduction plans, as currently designed, include a dramatic re-organization of the Arts Education Branch, including the elimination of the Director level administrative position. An Administrative Coordinator is slated to fill this role. In

¹² Wallace Foundation press release of October 28, 2008.

¹³ Wallace Foundation press release.

addition, the eight local district level administrative coordinating positions are destined for elimination.¹⁴ With such dramatic staff reductions in the central administrative structure, the ability to continue to deliver the quality of performance that led to the follow-up grant from the Wallace Foundation must be questioned.

According to LAUSD administration, the new arts high school, currently designated Central L.A. High School #9, is probably the most expensive high school construction project in the nation. Because of LAUSD's commitment to arts education, in addition to past significant planning and cost issues associated with the new school, the responsibility for oversight of all aspects of the project, going forward, will be assumed by the Superintendent. This level of direct involvement in such a project at the highest level of LAUSD administration is unusual and might very well be precedent-setting.

Finding 3.2.1

In 1999, the LAUSD Board of Education unanimously passed a resolution to reinstate the arts for all students at all grade levels, in all schools and in all four art forms (music, dance, theater and visual arts). This Board policy directive served as the impetus for the first 10-year Plan that is now a nationally recognized model for delivering arts education in the public schools.

Recommendation 3.2.1 – LAUSD Board of Education

The LAUSD Board of Education should reaffirm its 1999 resolution prior to the implementation of the second 10-year plan to provide a sequential arts education for all students, at all grade levels, in all schools, in all four art forms. Reaffirmation of the resolution will provide clear Board policy direction for LAUSD administration. The robust implementation of a second 10-year Plan would predictably result in additional significant increases in the number of schools meeting the directive that will hopefully lead to continued increases in meeting district-wide goals for both graduation rates and CAHSEE results.

Finding 3.2.2

A significant re-organization of the Arts Education Branch of LAUSD is proposed in the 2009-2010 budget. It includes a re-classification from a professional level of leadership to an administrative role. As a result, this change may jeopardize the effectiveness of the overall strategic direction of the Branch.

Recommendation 3.2.2 – LAUSD Superintendent of Schools

The Superintendent of Schools for LAUSD should ensure that, before the beginning of the 09-10 school year, the newly created Administrative Coordinator position is given the responsibility for delivering the district-wide emphasis on arts education. Further, it should be clear how the delivery of that message will be articulated to the local district superintendents and the principals of the schools in each of those districts.

Finding 3.2.3

The Superintendent has assumed direct supervision of the new Central L.A. High School #9 to insure cost efficiencies and instructional quality going forward. Principally

¹⁴ The proposed new Arts Education Branch organizational chart.

focused on arts education, the new downtown school is the embodiment of the 1999 LAUSD BOE initiative. The assumption of this responsibility might well establish a precedent for assuming oversight of an individual school.

Recommendation 3.2.3 – LAUSD Superintendent of Schools

Having assumed direct control of one of the District's newest and most visible high schools, the Superintendent of Education should, in addition, assume responsibility for the Arts Education Branch itself, to guarantee program efficiencies and effectiveness. Such a reporting structure would help insure that the significant momentum of the first 10-year Plan will continue during the next 10 years.

4.0 Study Results and Statistics

There have been many studies of the benefits of an arts education for students and the transfer of those benefits to learning in other subjects. The results of research conducted by Catterall, Chapleau and Iwanaga¹⁵ on the National Education Longitudinal Survey (NELS:88), a study that followed over 25,000 American students in grades 8 through 12 for 10 years, are instructive.¹⁶ The study by Catterall et al. fell into two sections. First, they examined the effects of a generalized high arts exposure and, second, the effects of a strong concentration on either studies in musical instrument performance or drama.

First, Catterall et al. divided the studied students into two groups, those with generalized high arts exposure and those with low arts exposure. Comparing the two groups they found that high exposure to the arts produced “positive academic developments for children engaged in the arts...at each step in the research.”¹⁷ These relative gains became larger with time and were valid for children from low socio-economic status (SES) as well as those from high SES backgrounds. They found that for all students there were higher grades, fewer school dropouts, less boredom in school, more interest in community service and less watching of television for those students with high arts exposure.

They suggest some possible reasons for the differences found between the two groups:

“The arts serve to broaden access to meaning by offering ways of thinking and ways of representation consistent with the spectrum of intelligences scattered unevenly across our population. The arts have also shown links to student motivation and engagement in school, attitudes that contribute to academic achievement. Arts activities also can promote community – advancing shared purpose and team spirit required to perform in an ensemble musical group or dramatic production, or to design and paint an urban mural.”

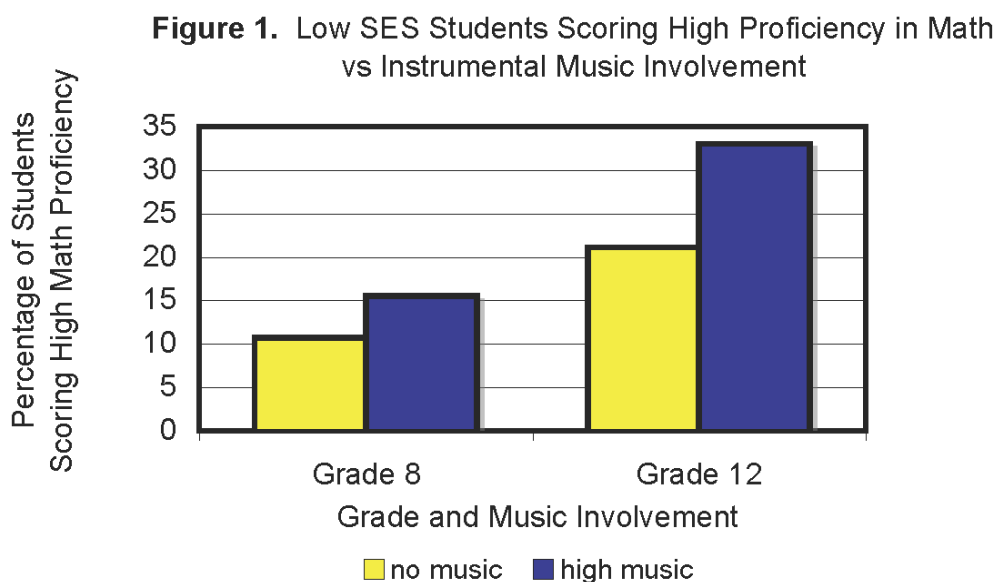
¹⁵ Catterall, J.S., R. Chapleau, and J. Iwanaga, “*Involvement in the Arts and Human Development*” published in “*Champions of Change – The Impact of the Arts on Learning*”, Ed. E.B. Fiske, 2000 (Arts Education Partnership: Washington, D.C.).

¹⁶ NELS:88 is managed by the National Center for Education Statistics at the Office for Educational Research and Improvement, United States Department of Education.

¹⁷ Catterall, J.S., R. Chapleau, and J. Iwanaga.

Although few students maintained their high arts involvement through the 12th grade, Catterall et al. found that those who did exhibited even greater benefits from their exposure – “the relative advantage of involvement in the arts increased appreciably over time.” Though the benefits of arts exposure extended to students with low SES, there were unfortunately, a far lower percentage of low SES students with high arts exposure than those of high SES students.

Second, Catterall et al. examined the effect of an intensive involvement in either instrumental music or in drama. For instrumental music they found that intensely involved students do substantially better in mathematics than students in the same SES with no involvement in music. They also found that low SES students concentrating in instrumental music do better than the average student (all SESs and all levels of musical involvement) at reaching high levels of mathematical proficiency (see Figure 1).



For students who are highly involved in theater arts programs, Catterall et al. found that the involved students outscored non-involved students in reading proficiency tests. The difference between the two groups increased steadily to the point that nearly 20% more of the high involvement group are reading at high proficiency by 12th grade.

There were other benefits accrued from a high involvement in theater arts programs; namely, considering only low SES students, the involved students were more racially tolerant and more likely to be friendly with students of other races and that they also had a higher level of self esteem. Certainly, in a county as racially diverse as Los Angeles with tensions that run as high as they do among the various ethnic groups, it is important to seek every opportunity to reduce the friction created in contiguous neighborhoods. As results have shown in the NELS:88 study, those involved in theater arts programs become more accepting of others when such exposure is sequential, introduced early in life, and continuous.

Finally, Catterall et al. noted:

“Access to the arts is inequitably distributed in our society. Students from poor and less educated families are much more likely to record low levels of participation in the arts during the middle and high school years, affluent youngsters are much more likely to show high, rather than low engagement in the arts. If our analysis is reasonable, the arts do matter, not only as worthwhile experiences in their own right for reasons not addressed here, but also as instruments of cognitive growth and development and as agents of motivation for school success. In this light, unfair access to the arts for our children brings consequences of major importance to our society.”

Finding 4.1

A sequential and continuous arts education program, especially if introduced early in a child’s life, does produce significant and meaningful increases in academic performance. Further, children who receive such exposure are able to concentrate for longer periods of time, have fewer disruptive behavioral problems, achieve higher scores in standardized tests, graduate at higher rates and are accepted for entry into four-year post-secondary institutions of higher learning in greater numbers. In addition, such a program also has a long-term impact on the positive contributions that the child can and will make later in life.¹⁸

5.0 Local Activities

Los Angeles is a center for the creative and entertainment industries, with the film and television businesses being prime examples. It is not surprising that there are many local “feeder” opportunities for students and professionals alike. California Institute of Arts (CalArts) and The Coburn School are two renowned examples. Here are a few other promising examples of such opportunities.

5.1 Renaissance Arts Academy (RenArts)

Located in Eagle Rock and established in 2003, as of 2008 this LAUSD charter school educates 290 students in grades 6-12. Its mission is to provide an integrated classical education through rigorous academic inquiry, collaborative small-group instruction, and professionally guided arts training. Selection for admission is strictly on a lottery system, due to a greater demand than spaces available. Students live in thirty different zip codes throughout the County and are 54% Hispanic, 29% Caucasian, 12% African American, 3% Asian/Pacific Islanders and 2% Native American.¹⁹

Academic instruction follows federal and state-mandated requirements and students are placed in each subject class in accordance with their achievement rather than grade level. That environment results in classes that have 10-15 students from a variety of different grade levels but similar levels of accomplishment.

¹⁸ Catterall, J.S., R. Chapleau, and J. Iwanaga.

¹⁹ Information included by RenArts in their Bravo Award entry application, 2008.

Along with the requirement to take the state-mandated academic core subjects, all students at RenArts must either learn to play a stringed instrument or to study dance. Only 5% of those entering students have had any prior experience with either. Students receive over 10 hours of instruction per week, during the regular school day, in music or dance and daily homework assignments are replaced with home instrumental or dance practice. With a curriculum that is “non-traditional”, one can assume there is a self-selection process that results in a student population that is talented and not typical of most public schools.

In 2008, the school had an Annual Performance Index (API) of 858, the highest of any high school within the LAUSD system.²⁰ The API score is a measure of the combined achievement and accomplishment of the entire student body. In addition, RenArts had a 100% graduation rate as well as a 100% passage of the California High School Exit Exam (CAHSEE). Both of these results are above those achieved at other LAUSD high schools as well as the average for the District.

What conclusions can be drawn from these results? While it may be difficult to point only to the significant exposure to and involvement in music or dance for the students, it is certainly reasonable to deduce that this element is a contributing factor to their achievement. Are there others? Of course. The individual student, the size of the classes, the emphasis placed on education at home, the pressure to be involved and to succeed that is placed on students by their peers as well as the experience and background of the teachers are factors in attaining such impressive results. However, involvement in music, dance and the arts is most certainly a factor.

5.2 Inner-City Arts

Founded in 1989, Inner-City Arts works in partnership with LAUSD to bring elementary and middle school students to their campus during the school day for instruction in the visual and performing arts. The number of students served annually has steadily grown over the years and now stands at 8,000 of the city’s most at-risk youths, grade K-8. Located in the heart of Skid Row, Inner-City Arts students are the children of the working poor. Most live at or below the poverty level. The campus represents an oasis where professional artists teach students in a real studio environment.

As indicated in the Inner-City Arts literature, programs last 75 minutes and are held for LAUSD students who are bused in twice a week from nearby schools. Each of the various classes runs for 8 weeks and accommodates an entire class of students including the teacher from the “home” school.

In 2001, Inner-City Arts received the prestigious Coming Up Taller Award from the President’s Committee on the Arts and the Humanities that recognized the contribution that the Center was making to the local community. As Bob Bates, the Co-founder said: “Our students are encouraged to explore and take risks. They learn to work with their strengths and limitations and mistakes are part of the creative process, merely road signs along a path of lifetime learning. By overcoming challenges, our students begin to recognize their potential in an ever-changing world.”

²⁰ RenArts Bravo Award entry application.

With the commitment and energy exhibited by the staff and attending students, it is not surprising that an evaluation of Inner-City Arts by the UCLA Graduate School of Education & Information Studies provided conclusive evidence that classes in which teachers and children actively participated side by side in programs scored dramatically better in math, reading and language arts on statewide standardized tests than children with no association with Inner-City Arts.²¹

It is also not surprising that studies show that arts programs, such as Inner-City Arts, help retain students and eliminate the achievement gap. Research has shown that the arts can play a uniquely transformative role for students who are having trouble achieving academically through more conventional means.²²

5.3 Arts for All

Established by the Los Angeles County Arts Commission (LACAC) on July 15, 2002, Arts for All has the mission to “bring about systemic change in the school Districts of Los Angeles County in order to implement comprehensive, sequential K-12 arts education for every public school student, adopting curricula in alignment with the State Board of Education-approved Visual and Performing Arts Framework and Standards” (emphasis added).²³

The vision of Arts for All is to provide to every public school student in the County a high-quality education of which the arts are an intrinsic part. They recognize that such an achievement will:

- strengthen a child’s academic growth and development
- prepare a child to make a positive contribution to the community
- ensure a creative and competitive workforce will be able to meet the economic opportunities of the present and the future

A sequential curriculum is one that is cumulative, with each unit of learning building upon the previous one. This means providing “repeated exposure to processes, content, concepts, questions and the opportunity to solve increasingly challenging problems as skills grow.”²⁴ The vision of Arts for All extends beyond sequential instruction to recommend art instruction during the school day be included in the budget of every County school district.²⁵

²¹ Evaluation results showed student Stanford 9 scores increased 17.8% in reading, 8.3% in language arts and 25% in mathematics. “Title VII, Project ALL Arts for Language and Learning, 1998-2002”, April 2002, Funded by the U.S. Department of Education.

²² Critical Links: Learning in the Arts and Student Academic and Social Development. Edited by Richard J. Deasy. Arts Education Partnership, National Endowment for the Arts and the U.S. Department of Education, 2002.

²³ Los Angeles County Regional Blueprint for Arts Education, published by LACAC, 2008.

²⁴ Arts Curriculum Framework web site, Mass. Department of Education, www.doe.mass.edu/frameworks/arts/1996/princ.html.

²⁵ Los Angeles County Regional Blueprint for Arts Education.

Arts for All was adopted by the Los Angeles County Board of Supervisors in 2002. At that time, the LAUSD arts education initiative, established in 1999, was already three years old. LACAC reports that in the nine years since the establishment of the LAUSD program, the forward movement shown in arts education in the District has been “remarkable.”²⁶

In measure after measure, Arts for All reports progress in achieving its goals. Perhaps most importantly, the results achieved support the contention that “the importance of laying a firm foundation for sequential arts education cannot be overemphasized.”²⁷ The report goes on to say that “the arts coordinator provides pivotal leadership to drive implementation.”²⁸

5.4 Los Angeles County Office of Education (LACOE)

LACOE is governed by the Los Angeles County Board of Education whose members are appointed by the Los Angeles County Board of Supervisors. While LACOE is driven, in large measure, to assist the 80 separate school districts within Los Angeles County in instituting the policies that are mandated by the State Board of Education, it is also involved in assisting districts in the implementation of the Federal mandates of the NCLB Act of 2001. NCLB mandates that all core subjects must be taught during the school day. For the first time, the arts were included in the list of core subjects, along with mathematics, history, science and English. Unfortunately, as school curricula become more impacted, school districts have relegated the arts to an after-school activity, thus reducing the effectiveness of the concept of sequential and continuous arts learning and exposure.

In the 2006-2007 State budget a one-time block grant (AB1802/Chapter 79) of \$500 million was dedicated to the Arts, Music and Physical Education. In addition, an annual block grant (AB1811/Chapter 48) of over \$100 million was allocated to the Arts and Music. Both grants were distributed to school districts throughout the State.

In addition to the state funds allocated for arts education, mentioned above, the Hewitt Foundation provided a grant to arts initiatives established by the California County Superintendent Educational Services Agency (CCSESA). The eleven art coordinator members of CCSESA are tasked with integration of the arts into the curriculum. It is therefore clear that the awareness of the importance of an arts education extends from the Federally mandated NCLB to the State of California as well as to the Arts Education Branch of LAUSD.

²⁶ 2008 AEPI.

²⁷ 2008 AEPI.

²⁸ 2008 AEPI.

6.0 Conclusion – A Promise Worth Keeping

“In 1999, the LAUSD Board of Education (BOE) unanimously passed a resolution to reinstate arts for all students in all grade levels, in all schools and in all four art forms (music, dance, theater and visual arts).”²⁹

As mandated by the Federal No Child Left Behind Act of 2001, the California State Board of Education and the Los Angeles Unified School District Arts Education initiative of 1999, arts education must be an integral part of the curriculum for every student. Few can dispute the value of the inclusion of such an element as one of the core curriculum subjects, along with English, mathematics, science and history. Few would disagree that providing instruction in each of these core subjects on a regular, continuous and sequential basis is the appropriate mechanism for maximizing the opportunity for learning.

With respect to arts education, study after study has shown that a continuous and sequential exposure is the most effective way of achieving benefits that go beyond the arts activity itself. Long-term longitudinal studies have clearly established the direct relationship between the introduction of arts education early in students’ careers with their ability to concentrate, to focus on learning, to achieve higher scores on standardized tests and to stay in school longer.³⁰ Additionally, such exposure has other non-academic, long-term and positive effects on growth, maturity and involvement. Experience has demonstrated that those with such exposure vote and volunteer more often, learn to work collaboratively more effectively and get accepted to four-year post-secondary education institutions in higher numbers.³¹

The Wallace Foundation, a non-profit organization dedicated to expanding participation in the arts nationwide, recognized the proposed direction of LAUSD in 1999 with a \$600,000 grant. This grant was awarded following the unanimous passage on July 22, 1999 by the LAUSD Board of Education of a resolution to “reinstate the arts for all students, at all grade levels, in all schools, in all art forms.”³² During the past 9 years, the vision of guaranteeing a student’s right to a comprehensive, coherent, sequential arts education has begun to be delivered.³³ In response to this successful beginning, the Wallace Foundation has again agreed to a second grant of \$600,000 to extend the original LAUSD vision for another 10 years beginning in September 2009. This extension clearly demonstrates the support and respect that the Foundation has for the efforts and success of the first 10-year program. The results of the first 10 years were achieved at LAUSD with the establishment of a dedicated, centralized Arts Education Branch. It is therefore important to continue to deliver the positive results throughout the District through the administration of a centralized vision, strategic plan, and management structure.

²⁹ Arts Education Branch Strategic Plan.

³⁰ Catterall, J.S., R. Chapleau, and J. Iwanaga.

³¹ Catterall, J.S., R. Chapleau, and J. Iwanaga.

³² LAUSD application to the Wallace Foundation for a second 10-year grant of \$600,000.

³³ Wallace Foundation press release of October 28, 2008.

It is instructive to note that LAUSD continues to emphasize the importance of increasing the rate of passage of the CAHSEE, as well as the graduation rate for high school seniors and a reduction of the dropout rate for all grades. With the positive results that have been established by others through their independent, long-term longitudinal studies, the direct link between arts education and academic achievement has been proven. It is also clear that local activities involved in the delivery of intensive arts instruction support the direct link.

“...the County is at a critical juncture in bringing back the arts to its schools on a truly systemic basis. In community after community, educators have demonstrated a commitment to restoring arts education in their school Districts, recognizing the vital importance of the arts in preparing students for the region’s creative economy. In the face of impending enormous state budget cuts, it is critical that local education leaders stay the course and preserve the foundation that has been built to support quality arts education. To do otherwise would be to deprive another generation of students of the well-rounded education essential for the economy of the future.”³⁴

³⁴ 2008 AEPI.

2009 – A DECISIVE YEAR FOR ARTS EDUCATION AT LAUSD
A Promise Worth Keeping
FINDINGS AND RECOMMENDATIONS

Finding 2.1

With high school graduation rates for 12th graders among the lowest in the entire State, the LAUSD has placed great emphasis on improving that percentage.

Finding 2.2

With the LAUSD student rates of passage for the state-mandated California High School Exit Exam (CAHSEE) well below the County and State averages, a major emphasis for LAUSD is to increase this percentage.

Finding 3.1.1

In 1999, the LAUSD BOE unanimously passed a resolution to reinstate arts for all students in all grade levels, in all schools and in all four art forms. In the same year LAUSD created an arts education branch that was dedicated to delivering on that promise. In response to both actions the Wallace Foundation provided a grant of \$600,000 to develop a plan to deliver on the promise. Nine years later only 25% of elementary students in LAUSD receive regular arts instruction.

Finding 3.2.1

In 1999, the LAUSD Board of Education unanimously passed a resolution to reinstate the arts for all students at all grade levels, in all schools and in all four art forms (music, dance, theater and visual arts). This Board policy directive served as the impetus for the first 10-year Plan that is now a nationally recognized model for delivering arts education in the public schools.

Recommendation 3.2.1 – LAUSD Board of Education

The LAUSD Board of Education should reaffirm its 1999 resolution prior to the implementation of the second 10-year plan to provide a sequential arts education for all students, at all grade levels, in all schools, in all four art forms. Reaffirmation of the resolution will provide clear Board policy direction for LAUSD administration. The robust implementation of a second 10-year Plan would predictably result in additional significant increases in the number of schools meeting the directive that will hopefully lead to continued increases in meeting district-wide goals for both graduation rates and CAHSEE results.

Finding 3.2.2

A significant re-organization of the Arts Education Branch of LAUSD is proposed in the 2009-2010 budget. It includes a re-classification from a professional level of leadership to an administrative role. As a result, this change may jeopardize the effectiveness of the overall strategic direction of the Branch.

Recommendation 3.2.2 – LAUSD Superintendent of Schools

The Superintendent of Schools for LAUSD should ensure that, before the beginning of the 09-10 school year, the newly created Administrative Coordinator position is given the responsibility for delivering the district-wide emphasis on arts education. Further, it should be clear how the delivery of that message will be articulated to the local district superintendents and the principals of the schools in each of those districts.

Finding 3.2.3

The Superintendent has assumed direct supervision of the new Central L.A. High School #9 to insure cost efficiencies and instructional quality going forward. Principally focused on arts education, the new downtown school is the embodiment of the 1999 LAUSD BOE initiative. The assumption of this responsibility might well establish a precedent for assuming oversight of an individual school.

Recommendation 3.2.3 – LAUSD Superintendent of Schools

Having assumed direct control of one of the District's newest and most visible high schools, the Superintendent of Education should, in addition, assume responsibility for the Arts Education Branch itself, to guarantee program efficiencies and effectiveness. Such a reporting structure would help insure that the significant momentum of the first 10-year Plan will continue during the next 10 years.

Finding 4.1

A sequential and continuous arts education program, especially if introduced early in a child's life, does produce significant and meaningful increases in academic performance. Further, children who receive such exposure are able to concentrate for longer periods of time, have fewer disruptive behavioral problems, achieve higher scores in standardized tests, graduate at higher rates and are accepted for entry into four-year post-secondary institutions of higher learning in greater numbers. In addition, such a program also has a long-term impact on the positive contributions that the child can and will make later in life.³⁵

³⁵ Catterall, J.S., R. Chapleau, and J. Iwanaga.

List of Acronyms

BOE – Board of Education

CAHSEE – California High School Exit Exam

CalArts – California Institute of Arts

CCSESA – California County Superintendent Educational Services Agency

CGJ – Civil Grand Jury

LACAC – Los Angeles County Arts Commission

LACOE – Los Angeles County Office of Education

LAUSD – Los Angeles Unified School District

NCLB – No Child Left Behind Act of 2001

RenArts – Renaissance Arts Academy

SES – Socio-Economic Status

**HEALTH INFORMATION-SHARING FOR AT-RISK YOUTH
Overcoming Obstacles**

**Ronald Petersen—Chair
Peter Doctorow—Vice Chair
Joseph H. Safier**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

HEALTH INFORMATION-SHARING FOR AT-RISK YOUTH Overcoming Obstacles

“The shocking case of a 5-year-old child, ritualistically tortured for over a year by his mother and another woman residing in the family home, was revealed in the spring of 2008 only through a bizarre series of events. A review of the case revealed that, while this child was being repeatedly abused, the child’s family had interface with local and state agencies in multiple ways. However, without a comprehensive picture of all levels of government involved in the life of this family, whether as a client or an offender, opportunities were missed to intervene earlier.

We are lucky that the child is currently alive, safe and receiving necessary services in the hope that he will have a brighter future. However, what would have been extremely beneficial, in this regard, is if the County had an automated ability to verify all the local and state agencies that are simultaneously serving or monitoring any given client. While previous efforts to electronically share information have been challenged by legislative barriers, the County owes it to its children, families, and taxpayers to save lives, ensure public safety, and prevent fraudulent activity through the use of technology.”

Thus spoke the Los Angeles County Board of Supervisors on June 24, 2008, when they directed the County Chief Executive Officer to develop a proposal to automate client information-sharing between County departments and agencies.

INTRODUCTION

The Los Angeles County Civil Grand Jury (CGJ), year after year, is challenged to identify County problems in providing services, and to recommend steps the County should take to increase efficiency, improve its services, and reduce its costs. Responding to this challenge, the 2006-2007 CGJ prepared a report entitled “Crisis in Communications” which reported on key impediments to the sharing of important healthcare information regarding at-risk children between County departments and agencies. Periodically, reports in local newspapers have highlighted situations in which youth currently under the supervision of, or receiving care from, a County department or agency, have been subjected to great personal harm, harm which might have been avoided if certain County departments had access to key information on these youth which was already on file at other County departments. The 2006-2007 CGJ “Crisis” committee investigated several County facilities and services responsible for providing supervision and care for at-risk youth, and made Findings & Recommendations directed at improving cross-departmental information sharing.

As required by California Penal Code §933, County departments and agencies named in that “Crisis” report have forwarded written responses to that CGJ’s Finding & Recommendations, identifying their planned actions. Two years have elapsed since

that original report was published. The current CGJ has chosen to review the progress made by County departments and agencies in response to the earlier CGJ's Findings and Recommendations.

The current CGJ recognizes that effective solutions will necessitate not only short-term fixes but also complex long-term measures involving cooperative efforts by multi-departmental teams, coupled with changes to Federal, State and/or County laws. In the process of looking into the results of the 2006-2007 report the investigation led into areas beyond those addressed previously. Therefore, the report will address issues raised in the earlier report as "follow-up" issues. New areas will be referred to as "follow-on". Finally, Findings and Recommendations will be provided both for follow-up areas where promised action has not yet been undertaken or completed, and for the new, follow-on areas.

The investigation revealed that technology is not the main impediment to the efficient and timely sharing of information between County agencies. The roots of the problem are political, legal, bureaucratic, and financial.

EXECUTIVE SUMMARY

All agencies named in the "Crisis" report were visited and were requested to provide an update on actions taken. These "follow-up" results are documented in Figure 1. In addition, new issues dealing with health information-sharing among agencies, especially regarding at-risk youth, were uncovered. These newly identified topics will be treated as "follow-on" items.

Information-sharing issues are not rooted exclusively in technological impediments. Privacy protection laws offer significant barriers to the interdepartmental exchange of data. Weighing privacy rights against the need to provide effective healthcare services presents a difficult County quandary. Also, the fiscal crisis now being faced by Federal, State and local government agencies severely impacts the actions needed to remedy information-sharing difficulties.

The new CEO-led governance structure has already and will continue to facilitate the interdepartmental exchange of information. This report will focus on these issues, and offer some optimistic information on current and expected progress. As will be seen in this report, the CGJ found and documented numerous issues related to information sharing. Of these, several should be given the highest priority on the County's "to do" list. These are:

1. Implementation of the Enterprise Master Person Identifier (EMPI) software (See section 8.3 below) and expanding its scope to other departmental services.
2. Strategizing for and meeting with State officials to work for legislative upgrades to key state statutes (See section 6) identified below which inhibit information-sharing on healthcare issues.
3. Upgrading the responsibilities of the County CIO to include, for all major departmental information system acquisitions, active participation in:

- preparation of functional specifications
 - definition of contractor skill and experience specifications
 - system selection process and issue resolution
 - implementation planning
4. All departments which share responsibilities for providing essential services should appoint cross-departmental coordination committees with principal responsibility for investigating problems in, and facilitating solutions of, information-sharing issues.

OVERCOMING OBSTACLES

1. Overview

The Los Angeles County Civil Grand Jury (CGJ) has chosen to follow up on a 2006-2007 Civil Grand Jury report entitled “Crisis in Communication”, which reported on problems resulting from impediments to information-sharing across County departments and agencies. Several additional key issues resulting from such failures, as well as remedial actions recently undertaken by the County, have been documented. This report will note:

- Some major reported information-sharing failures, and remedial actions undertaken
- Current significant barriers to cross-departmental information-sharing
- Measures the County is undertaking and others it should be undertaking
- Some significant obstacles hindering this resolution

2. Follow-up on responses to 2006-2007 “Crisis” Report

Meetings were held with operational staff of the following County departments and agencies:

- Chief Executive’s Office (CEO) – New Directions Task Force/Interagency Operations Group
- County Chief Information Officer (CIO)
- Department of Children and Family Services (DCFS)
- Department of Health Services (DHS)
- Department of Mental Health (DMH)
- Department of Public Health (DPH)

During each meeting, a list of the previous (2006-2007) recommendations was provided, along with that agency’s written responses. A brief description of those responses is shown in Figure 1 below, which contains only those items still not fully implemented. Discussions sometimes were conclusive and sometimes led to areas needing further investigation. These new areas are covered in the portion of this report dealing with “follow-on” items. The current status of “follow-up” issues from the 2006-2007 CGJ report is shown in the table below:

FIGURE 1 - Status of 06-07 "Crisis in Communication" open Recommendations

<u>Recom. No.</u>	<u>Dept</u>	<u>Recommendation</u>	<u>Status</u>
1.1	DCFS	Amend DCFS policies to expedite release of medical information to multidisciplinary teams and DHS.	As of March 2008, partially implemented with full implementation plan to be completed April 2009.
1.8	CEO	CEO Should assign an assistant to implement the MOU between DCFS, DHS and DMH and immediately take steps to implement data sharing between data systems mHUB and myCSW.	CEO assistant appointed to implement MOU. Direct links between mHUB and myCSW are being explored.
2.1	DCFS DHS	Implement mHUB and myCSW (software) between all HUBs. Implement mHUB and myCSW between all HUBs and DCFS.	DCFS: Linking mHUB and myCSW violates SACWIS. CIO: As of March 2008, partially implemented with full implementation targeted for Sept. 2009. DHS: SAGA Technologies is enhancing mHUB so that all HUBs can inter-communicate by end of 2009. No system to be implemented directly to myCSW.
2.2	DCFS DHS	DHS and DCFS should assess implementation of an interim system to share information.	DCFS: As of March 2008, partially implemented with full implementation plan due April 2009. DHS: See response to 2.1 above for current situation.
3.2	DCFS	Assign PHNs (Public Health Nurses) to staff HUB clinics in addition to CSWs already there.	As of March 2008, partially implemented with full implementation plan due April 2009.
3.4	DHS	Evaluate HUB workload and capacity.	San Gabriel Valley HUB to open May 2009.
3.5	DCFS DHS	Work with DCFS and DMH to ensure all children in DCFS system are assessed at HUBs.	As of November 2008 64% of newly detained children underwent a HUB assessment. Full implementation target is June 2010.
4.1	CEO	CEO should instruct DCFS to amend the MOU re PHNs.	DPH: As of 10/29/08, MOU still not finalized, nor approved. Lakewood pilot was successfully run but funding issues remain.

“Follow-up” Issues

As seen in the above table, some Recommendations are still not fully implemented.

Finding 2.1

Although sharing information for youth under County care is beneficial, electronic links between certain County systems are legally prohibited.

Recommendation 2.1 – DCFS and DHS

As direct electronic links between mHUB and myCSW software programs would violate the Statewide Automated Child Welfare Information System (SACWIS) regulations, DCFS and DHS should set up non-electronic processes for information-sharing (See Recommendation 1.8 in Figure 1).

Finding 2.2

The “Crisis in Communication” CGJ report of 2006-2007 recommended that Public Health Nurses (PHNs) from DCFS be assigned to work under the direction of DPH at DPH facilities. The CAO (now CEO), in collaboration with DCFS and DPH, assessed the possibility of having a central point of authority similar to that in Shasta and San Bernardino Counties for Public Health Nurses providing services to children in foster care.

In a May 8, 2007, CAO memorandum to the Board of Supervisors, it was recommended that, while a centralized point of authority has both advantages and disadvantages, the public health nursing functions should remain bifurcated between DCFS and DPH. DCFS and DPH conducted a feasibility study at a single DCFS office (Lakewood) to determine whether a blended funding model could be implemented under the recommended bifurcated structure, as recommended in the May 8, 2007 memorandum.

A pilot project was completed at the DCFS Lakewood office on November 1, 2008. The pilot demonstrated that a blended funding model could be implemented under the bifurcated structure if DPH were able to offset the revenue loss that would occur from providing services to non-detained children.

An MOU delineating the specific roles, responsibilities, and supervision of all PHNs to serve all children regardless of a child’s placement status was developed. The two departments have had an initial meeting with the CEO to discuss how the revenue loss to DPH could be offset before making a final decision to implement the funding blended model. Another meeting is scheduled for April 6, 2009 to continue this discussion.¹

Recommendation 2.2 – The County Chief Executive Officer

The CEO should ensure that DCFS and DPH create an MOU addressing how best to utilize Public Health Nurses in serving at-risk children.

3. “Follow-on” Issues

During “follow-up” meetings, County information-sharing initiatives as well as various legal restrictions beyond the scope of the 2006-2007 report were discussed. Meetings with representatives of the following additional County departments and outside agencies were part of our information gathering process:

- Association of Community Human Services Agencies
- Children’s Law Center of Los Angeles
- Department of Public Social Services (DPSS)
- Deputy CEO, Children & Families Well-being Cluster

¹ For additional information see Section called “DCFS Lakewood Office Project” in the “Hub Clinics” report.

County-wide Interagency Information Automation Initiative

At the direction of the Board of Supervisors, 70 County department work groups developed a conceptual framework and the following 3-point approach:

- LA County Connections
- Co-located and integrated County departmental facilities
- Family and Children's Index

that address current legal restrictions on sharing information across County departments and systems.

LA County Connections

LA County Connections (formerly "LA County Cares"), a fourteen-department study and planning group, is focused on "getting ahead of the curve" by identifying families at risk. This will be done through an automated approach that will evaluate a family based on its needs and strengths. An interdepartmental work group will evaluate the results of this matching process across systems and make a referral to an agency that already has a relationship with the family. Data from the findings of LA County Connections is planned to be indexed and stored utilizing the augmented Family and Children's Index (see section 3.1.3). The goal of this primary prevention effort is to anticipate and provide the best possible services to at-risk residents.

Successful County Cooperative Programs

At two locations, Magnolia Place and 8300 Vermont, the County has clearly demonstrated how agencies, when working together and sharing information in a cooperative environment, can bring about very significant benefits for at-risk families. Both sites are based on an integrated County-community partnership consisting of County departments and, at Magnolia Place, an extended network of local service providers and non-service partners that will serve as the foundation for an integrated continuum of services and community-based supports. This arrangement is designed to assist families in meeting their needs in an integrated, client-centered manner. Resources available are designed to reduce the possibility of having family circumstances and needs escalate into crises. Families coming into the network will:

1. Receive a user-friendly orientation of services and support that are available to them on-site and via the broader network.
2. Obtain expedited support and services to meet client needs and build on their strengths and assets.
3. Achieve tangible progress that can be tracked as they move or exit the network.
4. Help to measure, in real-time, the quality and timeliness of the services and support that were provided to clients.

Each of these sites will serve as:

1. The initial point of eligibility for County services.

2. A proving ground for the integrated service delivery approach – including staff that are trained and knowledgeable in the co-located agency resources and activities.
3. A shared platform for aligning with other County-community investments/efforts.

Magnolia Place: Magnolia Place is one of two County Service Integration Demonstration Sites that are based on an integrated network of local providers and County departments including: DCFS, DPSS and CSSD (Children's Social Services Department). At the heart of the Network is the Magnolia Place Family Center located in the Pico/Union-West Adams areas of the City of Los Angeles. The Center serves as a community hub for at-risk families and provides comprehensive services and programs along four key areas:

- nurturing parenting
- economic stability
- good health
- school readiness

A health clinic, reading library, and legal and renting assistance, to name just a few non-profit services, are also available free of charge. Since the opening of Magnolia Place in October of 2008, usage of its space has grown to 30% even though not all of its services are yet in place and functional. Magnolia Place leaders anticipate full utilization of its services will occur as they come on-line. Full on-line activity is expected in April 2009.

8300 Vermont: The County facility at 8300 Vermont is primarily focused on ensuring that economic aid, much of which must come from single or separated parents, is provided to needy children. DCFS, DPSS, DMH, and CSSD are the principal agencies at this site. All of these departments reported that the experience of being co-located in one three-story building enhanced both their sense of cooperation and the actual quality and promptness of the services they provided. Because some DCFS clients being served at 8300 Vermont must also be in contact with Probation Department officials, County managers at the site stated that their work could be greatly facilitated if reaching Probation involved no more than a visit "down the hall" to a Probation office, rather than the usual telephoning back-and-forth, and waiting for fax-backs. The on-site managers we interviewed strongly supported extending the 8300 Vermont cross-agency cooperation concept throughout the County.

Also, while they recognize that existing state laws block automated information sharing regarding individuals, the improvement in the quality and promptness of the work these County officials were able to perform led them to make suggestions which they said would have been unthinkable before the 8300 Vermont concept was implemented. Specifically they are now hoping to persuade State officials to set up access at 8300 Vermont to key State of California automated databases, specifically the Department of Motor Vehicles (DMV) and the California Law Enforcement Telecommunications System (CLETS), because these 8300 Vermont officials, particularly CSSD, said that they needed continuous access to that State information. Accessing at present requires

numerous phone calls, fax messaging, offsite visits to State offices, and other time-consuming duties, reducing the promptness, reliability, timeliness, volume, and therefore the overall effectiveness of their services.

Those top managers interviewed by the CGJ were not aware of the EMPI project (see section 8.3 EMPI) being undertaken by healthcare agencies but, upon hearing our explanation of EMPI, believed it could also be a very useful tool to assist their services because it can be used to identify, and ultimately access, all County services being provided to an individual.

Finding 3.1

The Center under development at Magnolia Place is a community-based facility that offers services and support to local residents in a nurturing and welcoming manner.

Recommendation 3.1 – DCEO of Children and Families Well-Being Cluster

The Deputy Chief Executive Officer (DCEO) of the Children and Families Well-Being Cluster should take immediate action to extend the agency cooperation concept of Magnolia Place.

Finding 3.2

As described in section 8.3 of this report, EMPI can facilitate the legally permissible exchange of important patient/customer/client information to a variety of agencies.

Recommendation 3.2 – The County Chief Executive Officer and Chief Information Officer

The CEO and the CIO should extend the EMPI usage concept beyond healthcare to other multi-agency cooperative environments, such as Magnolia Place and 8300 Vermont, so that all may benefit from information-sharing that does not infringe state laws.

Finding 3.3

Many DCFS client services require coordination with the Probation Department.

Recommendation 3.3 – The County Chief Executive Officer

The CEO should add a Probation Department office to 8300 Vermont to facilitate coordination with DCFS.

Finding 3.4

CSSD needs regular access to California Department of Motor Vehicles (DMV) and California Law Enforcement Telecommunications System (CLETS) to establish information about non-custodial parents and improve the ability to detect fraud.

Recommendation 3.4 – The County Chief Executive Officer

The CEO should reinstate CSSD access to the DMV, CLETS and incarceration records to assist in determining whether the non-custodial parent could make support payments.

Family and Children's Index (FCI)

The Interagency Council on Child Abuse and Neglect (ICAN), was established in 1979. The Council's mandate is to improve the lives of abused, neglected and at-risk children through multidisciplinary and cross-departmental efforts that support the identification,

prevention and treatment of child abuse and neglect. Under ICAN's sponsorship, their Policy Committee developed a plan to implement a computer data base and indexing technology known as the Family and Children's Index (FCI) for the collection and sharing of information about investigations into child abuse, injury, neglect, and death. This concept is a model for cross-departmental and cross-agency information-sharing.

In 1992, California authorized counties to establish database systems to allow specified provider agencies to collect and share information regarding families at-risk for child abuse or neglect for the purpose of forming multi-disciplinary response teams. While this was an important step forward in information-sharing, the California Welfare and Institutions Code (WIC) limited the FCI to utilize only a very short list of identifiers, thus preventing the database from containing any significant at-risk factors, such as diseases or family problems. Only if the WIC limitations are lessened, can the FCI begin to perform usefully for at-risk youth. These risk levels are not standardized across County departments.

Since 2001, when FCI was approved for implementation, new County committees whose purpose has been to reflect more deeply on how tragedies involving youths could and should have been anticipated have been established. The LA County Connections group (see section 3.1.1), for example, recommended that the FCI should be enhanced through a series of technical improvements that will empower Children's Social Workers (CSWs) and Multidisciplinary Teams with the most comprehensive set of information available during investigations into alleged cases of child abuse/neglect. The new information-sharing approach offered by EMPI, as discussed below, can provide ICAN much more complete information and greatly facilitate the breadth and immediacy of its services.

Finding 3.5

Despite the fact that, during the past two years, considerable effort has been applied by several cooperating County agencies to develop and finalize their recommendations regarding much greater cross-departmental applicability of the Family and Children's Index, presentation of these recommendations to the Board of Supervisors has been slow.

Recommendation 3.5 – The County Chief Executive Officer

The CEO should present the findings, conclusions and recommendations of the work groups and agencies named to the Board of Supervisors as soon as possible for approval and implementation.

4. The County Chief Information Officer (CIO)

The County CIO is responsible for setting standards and selecting tools for information systems County-wide, as well as for negotiating enterprise-wide agreements with vendors for IT hardware, software, and services. However, the authority of this function is limited. Many County departments have their own IT organization and can choose to ignore County CIO-negotiated agreements and tools. During the fall of 2008, the CGJ heard from high-level speakers that their departments' database systems were antiquated and limited in functionality. The speakers admitted that their staffs were not

professionally qualified to specify and procure the technically sophisticated systems needed.

Finding 4.1

The CGJ understands that the CEO has directed staff to evaluate the role of the CIO. This evaluation highlights the need for the role of the County CIO to be expanded and enhanced to provide a coordination point for all IT needs within the County. However, the recommendation does not include giving the County CIO the responsibility for conducting procurements of sophisticated information systems County-wide in conjunction with the departments which will be utilizing the systems. Procurement of sophisticated information systems requires the application of highly technical skills including:

- writing functional specifications for systems
- defining the skills and experience that bidding contractors must possess
- drafting contracts that specify required results and threaten penalties for failures
- defining how the procurement process will run
- overseeing contractors' work during the development phase
- establishing and supervising acceptance criteria for the new system

These skills are gained only through professional training and experience.

Recommendation 4.1 – The County Chief Executive Officer and Chief Information Officer

The CEO should mandate that the County CIO be included from the beginning in the development and procurement of all sophisticated IT systems, utilizing the CIO's professional expertise with extensive cooperation from each user organization. There should only be very limited and specific instances, mandated by the County CIO's office, in which user organizations may bypass CIO procurement services. The County CIO should work with the user organization at the beginning of the project development cycle to identify the respective roles and responsibilities to be assumed by the CIO and the user department staff.

5. The Comprehensive Case Management System (CCMS)

A CCMS team involving representatives of 14 County departments has been formed for the purpose of creating a coordinated program for facilitating greater function and use of IT capabilities within the current legal impediments to cross-departmental information-sharing.

Finding 5.1

The DCEO of the Children and Families Well-Being Cluster has been tasked with spearheading the CCMS effort. The results have not yet been presented to the Board of Supervisors for approval and subsequent implementation.

Recommendation 5.1 – DCEO of Children and Families Well-Being Cluster

The DCEO should present the results of the coordinated CCMS effort to the Board of Supervisors as quickly as feasible for approval and implementation.

6. Limitations imposed by legal restrictions

A major factor confronting many County agencies that keep extensive computer-based records for youth under their care is that existing Federal and State information handling rules and privacy protection statutes actually are intended to prevent the release of patient information, except in special pre-approved circumstances. Only limited off-line, non-automated exchange and sharing of information through Multi-Disciplinary Teams is available. This is a time-consuming process requiring pre-coordination and significant paperwork.

The standards for limiting information sharing have been set by several California and Federal statutes, as occasionally modified in Federal Court legal actions (see section 7.0 Katie A.) The dual purpose and effect of these rules and actions has been to provide guidelines for acquiring, processing, interchanging, and storing healthcare information while protecting the privacy of persons receiving care. The key statutes affecting personal privacy and information-sharing are described below:

CAPTA

The Federal Child Abuse and Prevention Treatment Act (CAPTA) requires child protective services to refer children aged 0-36 months, who are victims of substantial child abuse or neglect, to Early Intervention Services. In order to provide services to these children, DCFS has coordinated this referral effort between Regional Centers, medical HUBs, and the Department of Mental Health (DMH) to screen these children for developmental or mental health problems, and then refer them as needed to Regional Centers for necessary care. This process, and the necessary coordination between these agencies, is carefully done so as to ensure both the confidentiality of these minors' personal information and of their care and safety, as required by two other statutes, HIPAA (Health Insurance Portability and Accountability Act, and CMIA (California Confidentiality of Medical information Act).

HIPAA

HIPAA was enacted by the U.S. Congress in 1996. According to the Centers for Medicare and Medicaid services (CMS) website, HIPAA protects health insurance coverage for workers and their families when they change or lose their jobs and requires the establishment of national standards for electronic health care transactions and national identifiers for providers, health insurance plans, and employers. It helps patients keep private the personal health information they have submitted to insurers. Other provisions address the security and privacy of health data. The idea is that, if individuals know that personal health information submitted to their insurers is carefully managed and protected, they will be more willing to submit that information. Thus HIPAA both encourages and supports electronic patient care information-sharing but only if rules for protecting patient information are followed.

CMIA

The State of California, in 2007 and 2008, implemented AB 1687 and AB 2352. This legislation is intended to deal affirmatively with health record-keeping and processing under HIPAA and CMIA. These statutes state that there are no legal barriers preventing a health or mental health care provider from disclosing medical information

to a County social worker, a probation officer, or any other person who is legally authorized to have custody or care of a minor, for the purpose of coordinating the provision of healthcare services to the minor. This form of disclosure, however, must be recognized as being different from giving social workers unlimited, on-line access to a minor's complete electronically stored medical history files. Such on-line access is still prohibited by law.

SACWIS and CWS/CMS

DCFS is required to utilize California's Child Welfare Services/Case Management System (CWS/CMS), an automated database system that contains all case-related information on each DCFS client, as its sole electronic system for child welfare case management. CWS/CMS users are mandated to comply with the rules of the Federal Statewide Automated Child Welfare Information System (SACWIS) because California received Federal funding to create and maintain the CWS/CMS system. Consequently, if the Federal government determined that the County's management and handling of CWS/CMS records was not in compliance with SACWIS requirements, Federal funding could be disallowed.

SACWIS rules include prohibition of many information-handling activities, including, but not limited to, prevention of the utilization of competing data systems, duplicative data entries into more than one system, and duplicative functionality. Consequently, if a County department, such as DCFS, were to create a centralized database (in addition to CWS/CMS) which housed the same detailed client information as does CWS/CMS, and was accessible at one or more levels of confidentiality to all DCFS employees, it could be deemed a competing system by the Federal government and thus violate SACWIS.

One methodology successfully employed by the County which does involve cross-departmental information-sharing (although not on-line sharing) is the use of "Multi-Disciplinary Teams" composed of health and other professionals assembled from several departments to plan health diagnosis and treatment of juveniles under County care. These teams meet and use health information on specific individuals extracted from multiple databases to plan the minor's care. This kind of information-sharing is legally permitted because it does not require cross-departmental electronic file access by County personnel. Each health professional accesses only his or her own database.

Finding 6.1

Differing views concerning the protection of individuals' healthcare privacy rights and sharing information openly between agencies have been voiced. Information technology can offer a solution to this dilemma.

Recommendation 6.1 – DCFS, DHS, DMH and DPH

To the extent permitted by law, DCFS, DHS, DMH, and DPH should provide skilled healthcare professionals access to a youth's healthcare information regardless of the department in which the information was originally obtained. However, such access should be limited to those personnel who have been provided confidential user names and passwords. Requiring the use of user names and passwords for maintaining

information privacy is a proven tool which makes the control of such access safe and feasible.

7. Katie A.

In July 2002, a class-action lawsuit, hereinafter referred to as “Katie A.”, was filed in Federal District Court against the State of California and the County of Los Angeles. The suit alleged that children in contact with the County’s foster care system were not receiving mental health and other foster care services to which they were entitled, potentially creating or aggravating mental health problems for those youth.

In 2003, the County entered into a Settlement Agreement under which the Court established an Advisory Panel to monitor, evaluate, and report to the Court on County plans and efforts to fulfill their obligations under the Agreement. On August 16, 2005, the Advisory Panel issued its fifth report concluding that the County had not developed a sufficient plan nor taken sufficiently effective steps to meet the needs of the plaintiff class, and was therefore, not meeting the obligations of the Settlement Agreement. In response, the County first developed the 2005 County Plan and then the 2007 Corrective Action Plan (CAP) and now has developed the targeted enhancements and coordinated vision of the Strategic Plan in consultation with the Advisory Panel. The Strategic Plan, along with the accountability oversight provision, has been developed to fulfill the terms of the Settlement Agreement and provide a viable exit from Court jurisdiction.

An important change occurred when the County and plaintiffs joined to obtain a Court order which permitted the two County agencies to conduct data matches and exchange information for planning and service purposes. More specifically, DMH, and DCFS, were allowed by Court order to share specific patient/youth records. Before this order, the ability to share such information was limited because of strict Federal and State confidentiality provisions, which in part led to the initiation of the lawsuit and presented a major barrier preventing compliance with the Settlement Agreement.

To understand the financial magnitude of the settlement, it is important to understand that the County is now estimated to spend over \$200 million dollars annually to provide intensive and individualized mental health care services in conjunction with qualified staff, and medical HUB services deemed reasonable and necessary by the Court and its Advisory Panel for members of the settlement class. Initial steps have been taken by DMH to facilitate information sharing using the data warehouse/data-mining software. In addition, efforts are underway at the HUBs to assess 100% of newly detained children through the Multidisciplinary Assessment Teams (MAT) Program. The plan is to require that all CSWs similarly screen all children for mental health issues in newly detained open cases as well as children in existing open DCFS cases.

Finding 7.1

The Katie A. case demonstrates how the inability or unwillingness to share vital information between departments, and bureaucratic reluctance to accept and respond to serious complaints of inadequate care-giving, can prove damaging and expensive to the County. The State’s resistance to settling their case with the plaintiff class, and to

assist in seeking solutions to the information-sharing dilemma, presents unnecessary barriers to the performance of the County's goals.

Recommendation 7.1.1 – The County Chief Executive Officer

The CEO should caucus with DCFS and DMH, as well as with the DCEO of the Children and Families Well-being Cluster and the County Counsel, to develop strategies for implementation of standards, remedies, and legislative changes at both County, State and Federal levels that will enable continuing improvement of healthcare delivery to County residents, consistent with the improvements which have been achieved as a result of Katie A. Court and Advisory Panel supervision.

Recommendation 7.1.2 – The County Chief Executive Officer

Following Recommendation 7.1.1, the CEO should request the Board of Supervisors to direct the County Counsel to advocate on behalf of the County for the easing of State and Federal restrictions against electronic sharing of information among County health and mental health agencies.

Finding 7.2

Following the expiration of the Katie A. Advisory Panel oversight, the impact on County activities relative to information-sharing by the state's refusal to settle their portion of the case is unclear.

Recommendation 7.2 – The County Chief Executive Officer

The CEO should work with DCFS and DHS to develop written assurances from the State that County actions taken in response to Katie A. rulings are continued beyond the expiration of the Federal court order(s).

8. Recent County Initiatives

Recognizing that more expeditious healthcare information-sharing between County departments will greatly assist and improve the County's delivery of such services, the County is in the process of implementing several new policies and technical innovations that offer hope for the future.

A Memorandum of Understanding (MOU) re Healthcare Information Disclosure

On May 9, 2007, the County Board of Supervisors gave final approval to an MOU "regarding disclosures of health and mental health information to and from County departments that have custody of minors (DCFS, DHS, DMH, and Probation)". The "Operative Principle" of this MOU is:

"that those (departmental personnel) who have custody of a minor should have all the health and mental health information they reasonably need and are legally entitled to, in clear and unambiguous terms that a layperson can understand, in order to be able to perform their job duties and appropriately deal with the minor's health and placement needs and provide for the health and safety of the minor while in the County's custody."

The legal impetus for this MOU was the findings of the Advisory Panel in the Katie A. case that County custodians of minors were too often not getting relevant information. The fact that the Board of Supervisors had to put this cooperation MOU into effect indicates that many County health and custody-care employees previously did not know, or did not agree, that this requirement for cooperative behavior was actually their responsibility.

Finding 8.1

Of the County departments identified in the May 9, 2007 MOU mandated by the Board of Supervisors to take action, only DCFS has implemented a policy.

Recommendation 8.1 – DHS, DMH and Probation

DHS, DMH, and Probation should each immediately develop and implement policies based on the May 9, 2007 Board of Supervisors MOU.

Information Technology Developments

Significant information technology developments identified below are under way in the County at this time.

Redesign of LEADER: While the County Department of Public Social Services (DPSS) is not seen as a key health care provider, it does provide key services to the needy, many of whom are also receiving health care from DCFS, DHS, or DMH, and thus needs to share information with these departments on services being provided to these persons.

Finding 8.2

DPSS's present efforts to choose a capable information technology provider to redesign DPSS's current Los Angeles Eligibility, Automated Determination, Evaluation and Reporting (LEADER) System into a web-based application will result in making available numerous interfaces across State and local agencies that will promote information-sharing and County effectiveness in providing services.

Recommendation 8.2 – The County Chief Executive Officer and Board of Supervisors

The CEO and the Board of Supervisors should fully fund the LEADER update and replacement system and complete implementation by 2010.

HUB systems and E-mHUB: The HUB System is the basis of the County's effort to create a system to record all health information on newly-detained youth, and on existing DCFS referrals and cases. The mHUB software, to be employed in all HUBs, was purchased by the non-profit Violence Intervention Program initially for use at the LAC+USC HUB. Subsequently, the Board of Supervisors agreed that mHUB should be "rolled out" to all County hospital HUBs and the related Multi-service Ambulatory Care Centers (MACCs) for healthcare screening of at-risk youth brought to any of the six County HUB sites. Once implemented at all HUBs, an important capability of mHUB (then to be known as "E-mHUB" where "E" represents enterprise-wide) is that it will enable telecommunication-based information-sharing between all HUB sites. Available funding will enable multi-site development, and planning is expected to be completed by late 2009.

HUBs are clinics in County health facilities devoted to providing medical examinations and mental health screening to newly detained DCFS youth. It should be noted that children in existing open cases are also to be screened for mental health needs by the child's CSW. The mHUB software system supports health treatment, patient screening, record-keeping, and staff management functions. The plan is that each medical HUB will schedule its own patients. Other medical HUBs, through use of E-mHUB's telecommunications capability, will then be able to view any patients' appointments and clinical information previously recorded at any HUB. Additional E-mHUB planned application modifications, which will enhance information-sharing, include:

1. Receiving child referrals from DCFS electronically, thereby populating E-mHUB screens and creating work queues for the DHS medical HUBs.
2. Providing an interface with DHS's "Affinity" hospital information system for medical records and account information.
3. Attaching electronic documents to patients' E-mHUB records.

E-mHUB will allow for the results of the mental health screen to be included on the Los Angeles County Department of Children and Family Services Medical Examination Form 561 (a) form sent electronically back to DCFS in PDF format. DCFS and DMH staff will not be directly accessing patient information in the E-mHUB system; thus, there will be no violation of SACWIS rules.

Finding 8.3

County staff members who are assigned to the DHS HUBs are less than enthusiastic about the rollout of mHUB software, because it will require personnel to enter the same patient information into both Affinity and mHUB systems.

Recommendation 8.3 – DHS

DHS should ensure that both of the healthcare computer systems in use at HUBs, Affinity and the soon-to-be-rolled-out mHUB system, should interface with EMPI (see section 8.3), so that inputting patient information into either system would make that information available to both systems. The elimination of the double-entry burden could accelerate the availability of intra-HUB-system telecommunication capabilities which E-mHUB makes available.

Finding 8.4

DCFS intends to expand the LAC+USC mHUB system to all other HUBs. Funding was identified in an August 14, 2008 memo from the CEO to the Board of Supervisors. The County is currently actively negotiating a contract to expand mHUB to all six HUBs.

Recommendation 8.4 – The Board of Supervisors and County Chief Executive Officer

The Board of Supervisors and the CEO should immediately approve all additional funding necessary to expand the mHUB to all other HUBs.

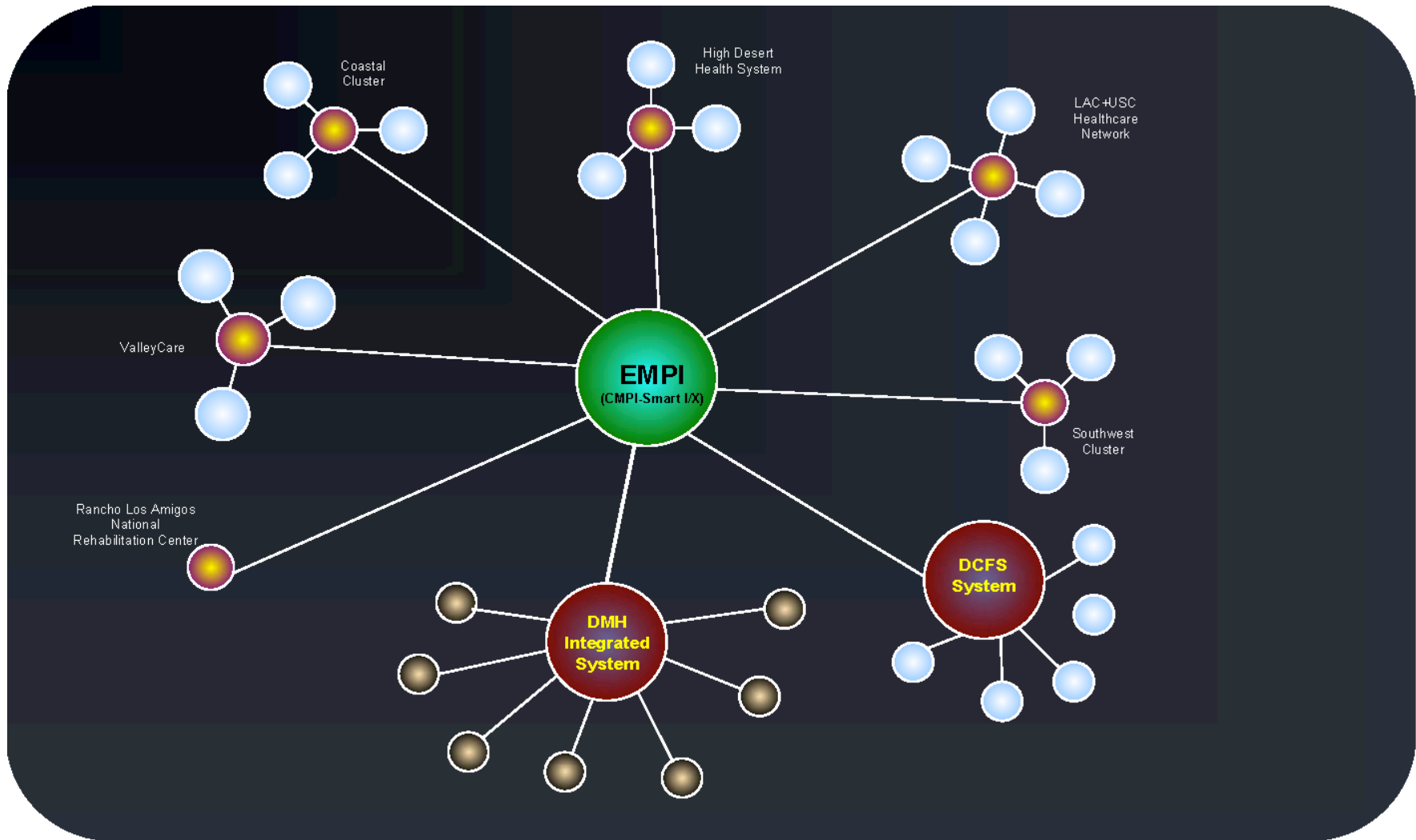
EMPI

The Enterprise Master Person Identifier, or “EMPI”, is a probabilistic software tool under implementation by the County. The objective of EMPI is to permit access to multiple departmental healthcare information systems from a single preauthorized facility.

EMPI Logic: An authorized individual at a pre-authorized facility will be able to input identifying data with respect to a client who requires County assistance. EMPI will identify the individual, produce a list of County databases that contain their information, and, as required, also the data that is stored about them.

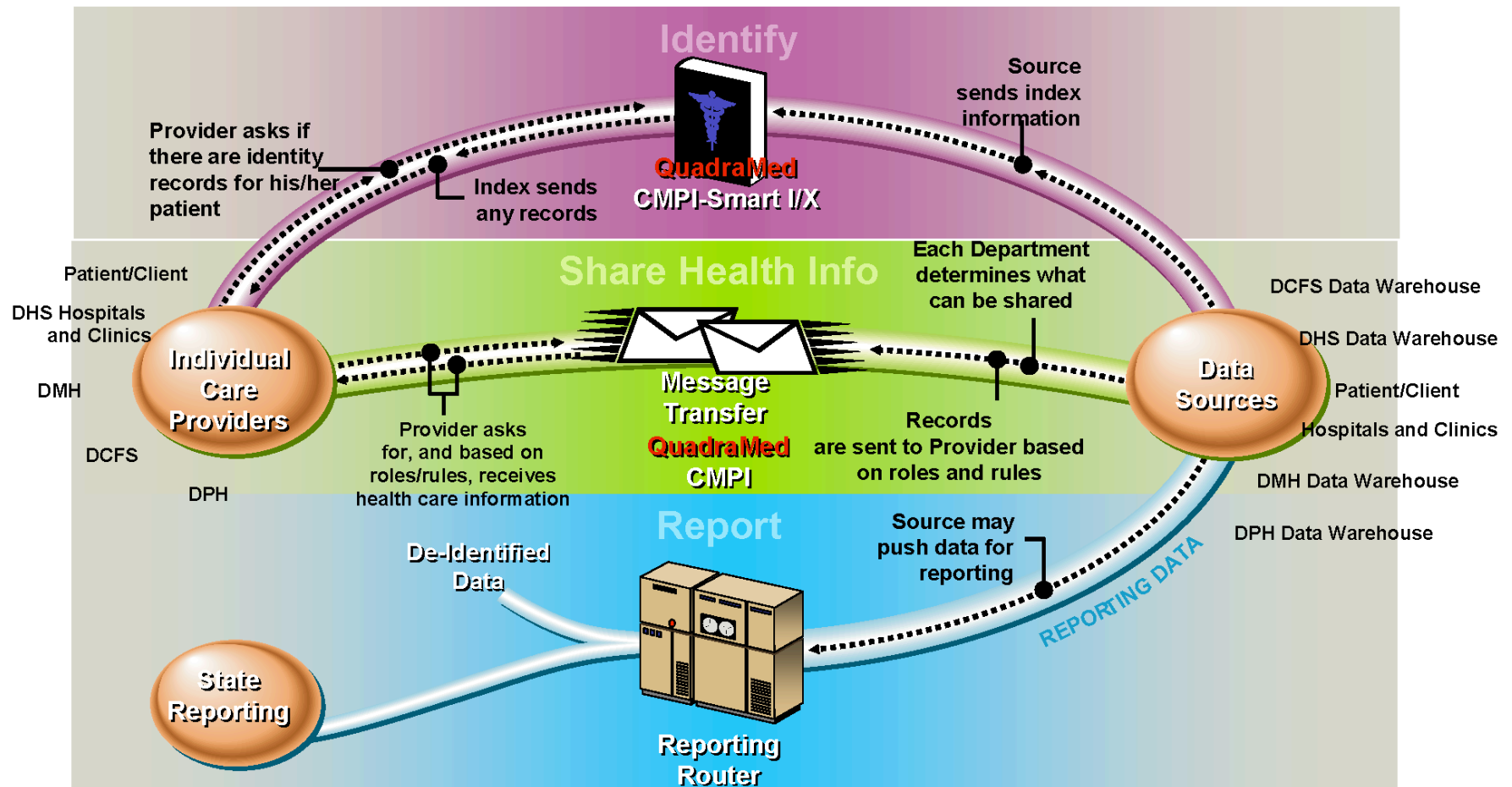
EMPI Healthcare System Interfaces: Figures 2 and 3 below are conceptual graphics which aid in the understanding of how EMPI will function. EMPI will interface simultaneously with DMH and DCFS patient healthcare information systems, as well as those serving DHS healthcare facilities at Rancho Los Amigos, Valley Care, Coastal Cluster, High Desert, LAC+USC, and the Southwest Cluster. This will greatly improve cross-departmental information-sharing. The County has determined that it now has in its files 45,000 first name synonyms, or aliases, which will, without use of further information associated with these persons, result in frequent ambiguity as to exactly which person is being referenced.

Figure 2 – Interconnected Healthcare Sites



Source: Los Angeles County Department of Children and Family Services – Information Technology

Figure 3 – Patient Data Collection, Sharing & Reporting



Source: Los Angeles County Department of Children and Family Services – Information Technology

Information Accessed by EMPI: Healthcare staff at facilities utilizing EMPI will enter into EMPI an individual's identification, including:

- Social Security Numbers
- First names (phonetic), plus all possible first name aliases (also phonetic)
- Last names (phonetic) and middle initial
- Gender
- Month-day-year of birth
- Telephone number
- Mother's maiden name
- Address
- City, state, and zip code
- Race/ethnicity
- Marital status

Why is EMPI Legal?: The key factor which keeps EMPI from violating State or Federal rules or privacy laws is that a patient's actual health or treatment information will not be stored; just the index or pointers to other County systems that have patient information.

Finding 8.5

Full cross-departmental cooperation regarding the intended creation, implementation, and employment of EMPI has occurred. However, full County funding for EMPI development (estimated at \$5.46 million) has not yet been approved, although County approval of \$1.8 million for DHS's initial EMPI work is adequate for the current state of implementation. Full and complete implementation of EMPI is not expected until June 2013. A sign of optimism regarding the expected greater utility and sophistication to become available under EMPI is that DMH is already seeking software contractor bids for the development of its new Integrated Behavioral Health Information System (IBHIS), which will be linked to EMPI. Magnolia Place is intended to be the County's test bed for putting EMPI into use. This testing, under the auspices of the Comprehensive Case Management group named in section 5.0, will identify all County services (and others for which the client may qualify) being provided. EMPI will be a very effective tool for improving cross-departmental information-sharing. To date, the County CIO has not been involved in this critical electronic system acquisition.

Recommendation 8.5.1 – The Board of Supervisors

The Board of Supervisors should fully fund EMPI development with all possible speed and direct DHS to complete implementation no later than the end of 2010.

Recommendation 8.5.2 – The County Chief Executive Officer

The CEO should fully involve the County CIO in any remaining EMPI procurement and implementation efforts.

Recommendation 8.5.3 – DHS

DHS should undertake necessary testing and validation on EMPI as soon as possible.

9. SCAN reports

Suspected Child Abuse reports, authored on paper by the Suspected Child Abuse and Neglect (SCAN) team operating at each health facility, report cases of suspected injury to a child and are subject to review by the HUB SCAN team. When SCAN documents reach DCFS offices, they are stored electronically. SCAN teams are multi-disciplinary and are comprised of medical, social work, mental health, DCFS staff and Sheriff's personnel. DCFS refers youth determined to require forensic evaluation to HUBs, where SCAN teams conduct their studies.

Finding 9.1

SCAN reports at HUBs are not kept in an automated database, so, as paper documents, they are subject to being misplaced or lost when sent out to a requestor.

Recommendation 9.1 - DHS

DHS should direct that SCAN reports (officially entitled "California Office of Emergency Services – Medical Report: Suspected Child Physical Abuse and Neglect Examination – OES 900 form) be entered electronically at HUBs by the end of September 2009 so that:

1. There will be no risk that they become lost.
2. DCFS office personnel are not obliged to decode someone else's handwriting in taking the data from the SCAN reports.

10. Conclusion

Through this CGJ's "follow-on" investigation, we documented a number of issues related to information-sharing. Of those issues, there are several that the CGJ intends should be given the highest priority on the County's "to do" list. These are:

1. Implementation of EMPI and expanding its scope to other departmental services.
2. Strategizing for and meeting with State officials to work for legislative amendments to key state statutes itemized in this report which inhibit information-sharing on healthcare issues.
3. Redefining the responsibilities of the County CIO to include, for all major departmental information system acquisitions, active participation in:
 - implementation planning,
 - preparation of functional specifications,
 - definition of contractor skill and experience specifications, and
 - system selection process and issue resolution;
4. All departments which share responsibilities for providing essential services to County citizens should caucus and appoint cross-departmental coordination

committees with principal responsibility for investigating problems in, and facilitating solutions of, information-sharing issues.

HEALTH INFORMATION-SHARING FOR AT-RISK YOUTH

Overcoming Obstacles

FINDINGS AND RECOMMENDATIONS

Finding 2.1

Although sharing information for youth under County care is beneficial, electronic links between certain County systems are legally prohibited.

Recommendation 2.1 – DCFS and DHS

As direct electronic links between mHUB and myCSW software programs would violate the Statewide Automated Child Welfare Information System (SACWIS) regulations, DCFS and DHS should set up non-electronic processes for information-sharing (See Recommendation 1.8 in Figure 1).

Finding 2.2

The “Crisis in Communication” CGJ report of 2006-2007 recommended that Public Health Nurses (PHNs) from DCFS be assigned to work under the direction of DPH at DPH facilities. The CAO (now CEO), in collaboration with DCFS and DPH, assessed the possibility of having a central point of authority similar to that in Shasta and San Bernardino Counties for Public Health Nurses providing services to children in foster care.

In a May 8, 2007, CAO memorandum to the Board of Supervisors, it was recommended that, while a centralized point of authority has both advantages and disadvantages, the public health nursing functions should remain bifurcated between DCFS and DPH. DCFS and DPH conducted a feasibility study at a single DCFS office (Lakewood) to determine whether a blended funding model could be implemented under the recommended bifurcated structure, as recommended in the May 8, 2007 memorandum.

A pilot project was completed at the DCFS Lakewood office on November 1, 2008. The pilot demonstrated that a blended funding model could be implemented under the bifurcated structure if DPH were able to offset the revenue loss that would occur from providing services to non-detained children.

An MOU delineating the specific roles, responsibilities, and supervision of all PHNs to serve all children regardless of a child’s placement status was developed. The two departments have had an initial meeting with the CEO to discuss how the revenue loss to DPH could be offset before making a final decision to implement the funding blended model. Another meeting is scheduled for April 6, 2009 to continue this discussion.²

² For additional information see Section called “DCFS Lakewood Office Project” in the “Hub Clinics” report.

Recommendation 2.2 – The County Chief Executive Officer

The CEO should ensure that DCFS and DPH create an MOU addressing how best to utilize Public Health Nurses in serving at-risk children.

Finding 3.1

The Center under development at Magnolia Place is a community-based facility that offers services and support to local residents in a nurturing and welcoming manner.

Recommendation 3.1 – DCEO of Children and Families Well-Being Cluster

The Deputy Chief Executive Officer (DCEO) of the Children and Families Well-Being Cluster should take immediate action to extend the agency cooperation concept of Magnolia Place.

Finding 3.2

As described in section 8.3 of this report, EMPI can facilitate the legally permissible exchange of important patient/customer/client information to a variety of agencies.

Recommendation 3.2 – The County Chief Executive Officer and Chief Information Officer

The CEO and the CIO should extend the EMPI usage concept beyond healthcare to other multi-agency cooperative environments, such as Magnolia Place and 8300 Vermont, so that all may benefit from information-sharing that does not infringe state laws.

Finding 3.3

Many DCFS client services require coordination with the Probation Department.

Recommendation 3.3 – The County Chief Executive Officer

The CEO should add a Probation Department office to 8300 Vermont to facilitate coordination with DCFS.

Finding 3.4

CSSD needs regular access to California Department of Motor Vehicles (DMV) and California Law Enforcement Telecommunications System (CLETS) to establish information about non-custodial parents and improve the ability to detect fraud.

Recommendation 3.4 – The County Chief Executive Officer

The CEO should reinstate CSSD access to the DMV, CLETS and incarceration records to assist in determining whether the non-custodial parent could make support payments.

Finding 3.5

Despite the fact that, during the past two years, considerable effort has been applied by several cooperating County agencies to develop and finalize their recommendations regarding much greater cross-departmental applicability of the Family and Children's Index, presentation of these recommendations to the Board of Supervisors has been slow.

Recommendation 3.5 – The County Chief Executive Officer

The CEO should present the findings, conclusions and recommendations of the work groups and agencies named to the Board of Supervisors as soon as possible for approval and implementation.

Finding 4.1

The CGJ understands that the CEO has directed staff to evaluate the role of the CIO. This evaluation highlights the need for the role of the County CIO to be expanded and enhanced to provide a coordination point for all IT needs within the County. However, the recommendation does not include giving the County CIO the responsibility for conducting procurements of sophisticated information systems County-wide in conjunction with the departments which will be utilizing the systems. Procurement of sophisticated information systems requires the application of highly technical skills including:

- writing functional specifications for systems
- defining the skills and experience that bidding contractors must possess
- drafting contracts that specify required results and threaten penalties for failures
- defining how the procurement process will run
- overseeing contractors' work during the development phase
- establishing and supervising acceptance criteria for the new system

These skills are gained only through professional training and experience.

Recommendation 4.1 – The County Chief Executive Officer and Chief Information Officer

The CEO should mandate that the County CIO be included from the beginning in the development and procurement of all sophisticated IT systems, utilizing the CIO's professional expertise with extensive cooperation from each user organization. There should only be very limited and specific instances, mandated by the County CIO's office, in which user organizations may bypass CIO procurement services. The County CIO should work with the user organization at the beginning of the project development cycle to identify the respective roles and responsibilities to be assumed by the CIO and the user department staff.

Finding 5.1

The DCEO of the Children and Families Well-Being Cluster has been tasked with spearheading the CCMS effort. The results have not yet been presented to the Board of Supervisors for approval and subsequent implementation.

Recommendation 5.1 – DCEO of Children and Families Well-Being Cluster

The DCEO should present the results of the coordinated CCMS effort to the Board of Supervisors as quickly as feasible for approval and implementation.

Finding 6.1

Differing views concerning the protection of individuals' healthcare privacy rights and sharing information openly between agencies have been voiced. Information technology can offer a solution to this dilemma.

Recommendation 6.1 – DCFS, DHS, DMH and DPH

To the extent permitted by law, DCFS, DHS, DMH, and DPH should provide skilled healthcare professionals access to a youth's healthcare information regardless of the department in which the information was originally obtained. However, such access should be limited to those personnel who have been provided confidential user names and passwords. Requiring the use of user names and passwords for maintaining information privacy is a proven tool which makes the control of such access safe and feasible.

Finding 7.1

The Katie A. case demonstrates how the inability or unwillingness to share vital information between departments, and bureaucratic reluctance to accept and respond to serious complaints of inadequate care-giving, can prove damaging and expensive to the County. The State's resistance to settling their case with the plaintiff class, and to assist in seeking solutions to the information-sharing dilemma, presents unnecessary barriers to the performance of the County's goals.

Recommendation 7.1.1 – The County Chief Executive Officer

The CEO should caucus with DCFS and DMH, as well as with the DCEO of the Children and Families Well-being Cluster and the County Counsel, to develop strategies for implementation of standards, remedies, and legislative changes at both County, State and Federal levels that will enable continuing improvement of healthcare delivery to County residents, consistent with the improvements which have been achieved as a result of Katie A. Court and Advisory Panel supervision.

Recommendation 7.1.2 – The County Chief Executive Officer

Following Recommendation 7.1.1, the CEO should request the Board of Supervisors to direct the County Counsel to advocate on behalf of the County for the easing of State and Federal restrictions against electronic sharing of information among County health and mental health agencies.

Finding 7.2

Following the expiration of the Katie A. Advisory Panel oversight, the impact on County activities relative to information-sharing by the state's refusal to settle their portion of the case is unclear.

Recommendation 7.2 – The County Chief Executive Officer

The CEO should work with DCFS and DHS to develop written assurances from the State that County actions taken in response to Katie A. rulings are continued beyond the expiration of the Federal court order(s).

Finding 8.1

Of the County departments identified in the May 9, 2007 MOU mandated by the Board of Supervisors to take action, only DCFS has implemented a policy.

Recommendation 8.1 – DHS, DMH and Probation

DHS, DMH, and Probation should each immediately develop and implement policies based on the May 9, 2007 Board of Supervisors MOU.

Finding 8.2

DPSS's present efforts to choose a capable information technology provider to redesign DPSS's current Los Angeles Eligibility, Automated Determination, Evaluation and Reporting (LEADER) System into a web-based application will result in making available numerous interfaces across State and local agencies that will promote information-sharing and County effectiveness in providing services.

Recommendation 8.2 – The County Chief Executive Officer and Board of Supervisors

The CEO and the Board of Supervisors should fully fund the LEADER update and replacement system and complete implementation by 2010.

Finding 8.3

County staff members who are assigned to the DHS HUBs are less than enthusiastic about the rollout of mHUB software, because it will require personnel to enter the same patient information into both Affinity and mHUB systems.

Recommendation 8.3 – DHS

DHS should ensure that both of the healthcare computer systems in use at HUBs, Affinity and the soon-to-be-rolled-out mHUB system, should interface with EMPI (see section 8.3), so that inputting patient information into either system would make that information available to both systems. The elimination of the double-entry burden could accelerate the availability of intra-HUB-system telecommunication capabilities which E-mHUB makes available.

Finding 8.4

DCFS intends to expand the LAC+USC mHUB system to all other HUBs. Funding was identified in an August 14, 2008 memo from the CEO to the Board of Supervisors. The County is currently actively negotiating a contract to expand mHUB to all six HUBs.

Recommendation 8.4 – The Board of Supervisors and County Chief Executive Officer

The Board of Supervisors and the CEO should immediately approve all additional funding necessary to expand the mHUB to all other HUBs.

Finding 8.5

Full cross-departmental cooperation regarding the intended creation, implementation, and employment of EMPI has occurred. However, full County funding for EMPI development (estimated at \$5.46 million) has not yet been approved, although County approval of \$1.8 million for DHS's initial EMPI work is adequate for the current state of implementation. Full and complete implementation of EMPI is not expected until June 2013. A sign of optimism regarding the expected greater utility and sophistication to become available under EMPI is that DMH is already seeking software contractor bids for the development of its new Integrated Behavioral Health Information System (IBHIS), which will be linked to EMPI. Magnolia Place is intended to be the County's test bed for putting EMPI into use. This testing, under the auspices of the Comprehensive Case Management group named in section 5.0, will identify all County services (and others for which the client may qualify) being provided. EMPI will be a very effective

tool for improving cross-departmental information-sharing. To date, the County CIO has not been involved in this critical electronic system acquisition.

Recommendation 8.5.1 – The Board of Supervisors

The Board of Supervisors should fully fund EMPI development with all possible speed and direct DHS to complete implementation no later than the end of 2010.

Recommendation 8.5.2 – The County Chief Executive Officer

The CEO should fully involve the County CIO in any remaining EMPI procurement and implementation efforts.

Recommendation 8.5.3 – DHS

DHS should undertake necessary testing and validation on EMPI as soon as possible.

Finding 9.1

SCAN reports at HUBs are not kept in an automated database, so, as paper documents, they are subject to being misplaced or lost when sent out to a requestor.

Recommendation 9.1 – DHS

DHS should direct that SCAN reports (officially entitled “California Office of Emergency Services – Medical Report: Suspected Child Physical Abuse and Neglect Examination – OES 900 form) be entered electronically at HUBs by the end of September 2009 so that:

1. There will be no risk that they become lost.
2. DCFS office personnel are not obliged to decode someone else’s handwriting in taking the data from the SCAN reports.

List of Acronyms

CAPTA – Child Abuse and Prevention Treatment Act
CEO – Chief Executive Office(r)
CIO – Chief Information Office(r)
CGJ – Civil Grand Jury
CLETS – California Law Enforcement Telecommunications System
CMIA – Confidentiality of Medical Information Act
CSSD – Children’s Social Services Department
CSW – Clinical Social Worker
CWS/CMS – Child Welfare Services/Case Management System
DCEO – Deputy Chief Executive Office(r)
DCFS – Department of Children and Family Services
DHS – Department of Health Services
DMH – Department of Mental Health
DMV – California Department of Motor Vehicles
DPH – Department of Public Health
DPSS – Department of Public Social Services
E-mHUB – Enterprise-wide version of mHUB
EMPI – Enterprise Master Person Index
HIPAA – Health Information Portability and Accountability Act
HUB – (not an acronym, but a generic name for a County hospital health screening clinic)
ICAN – Inter-Agency Council on Child Abuse and Neglect
ISD – Internal Services Department
LEADER – Los Angeles Eligibility, Automated Determination, Evaluation and Reporting System (a software system)
LAC/USC – Los Angeles County/ University of Southern California Hospital
mHUB – Name of Software system to be used at County HUBs
MOU – Memorandum of Understanding
myCSW – Name of Software System
OES 900 - California Office of Emergency Services - Medical Report: Suspected Child Physical Abuse and Neglect Examination form
PHN – Public Health Nurse
POE – Point of Engagement (Community-based service for families)
SACWIS – Statewide Automated Child Welfare Information System
SCAN – Suspected Child Abuse and Neglect
SPA – Service Planning Area

BE PREPARED – KEEPING KIDS SAFE
Disaster Preparedness for Youth in County Custody

Thomas E. Stewart–Chair
John A. Kincaid–Vice Chair
Joseph H. Safier



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

BE PREPARED – KEEPING KIDS SAFE

Disaster Preparedness for Youth in County Custody

INTRODUCTION

In the wake of Hurricane Katrina it came to light that there was a serious lack of planning for the welfare and safety of children in a disaster in major cities throughout the United States. The Federal Government's Disaster Preparedness Advisory Council and the National Commission on Children and Disasters were formed to identify gaps in such planning and to recommend policy solutions.

The 2007-2008 Civil Grand Jury (CGJ) investigated (see the "Emergency Preparedness" reports) County-wide problems but did not specifically address those issues for youth at-risk. Their recommendations did not specify what should be done for juveniles in the care of the Department of Children and Family Services (DCFS) or in custody of the Probation Department.

Congress passed the Child and Family Services Improvement Act of 2006 (PL 109-288). Among other changes, PL 109-288 established, in the child welfare section 6(a)(16), disaster planning requirements for states. Accordingly, all California counties were requested to address the Child Welfare Services Disaster Response Plan (CWSDRP). Each County received a template (form) and was given an implementation date of September 28, 2007.

Since the main focus of this Civil Grand Jury is youth "at-risk", the CGJ decided to investigate the effectiveness of the implementation of CWSDRP by those Los Angeles County departments responsible for youth in County care.

The CGJ's goal was to review the achievement by department of the goals of PL 109-288, and hold accountable those departments responsible for the welfare of children under County care and supervision.

EXECUTIVE SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) Public Safety Committee identified Los Angeles County departments responsible for youth in County care or custody. The Committee met with the representatives of three County departments: DCFS, Probation, and the Auditor-Controller, to understand their roles in the supervision of children in the event of a disaster. The Auditor-Controller has responsibility for monitoring provider contract compliance.

Supporting documents were evaluated and a number of facilities that house detained youths were visited. In addition, efforts were coordinated with the CGJ's Foster Care and Jails Committees to expand the extent of our field visits and findings. Finally, the County Auditor-Controller and the California Department of Social Services, Community Care Licensing Division were interviewed to assess the extent of contract monitoring relating to disaster preparedness.

Although preparedness generally appeared adequate and procedures were in place and operational, sufficient weaknesses were found a number of recommendations are included at the conclusion of the report to improve current plans.

THE PROBATION DEPARTMENT AND DCFS FOSTER CARE FACILITIES

The Probation Department is responsible for minors in its custody. They have three juvenile halls, 18 camps, and one treatment facility throughout the County. Either the Public Safety Committee or members of other Civil Grand Jury committees visited all Probation facilities. In addition, a transcript of the report on the Merek brush fire of October 2008 at Camp Holton was reviewed, as well as the Probation Department's emergency plan revised January 05, 2009. Disaster preparedness was generally found to be in place except for the specific recommendations noted at the end of this report.

As used in this report, foster care facilities include group homes, foster care families and foster family agencies. Foster care facilities, licensed by the State of California, contract with counties to house minors. Emergency preparedness at each facility consists primarily of a completed and current form LIC 610 Emergency Disaster Plan for Child Care Centers. There are slight variations for the different types of facilities. The form includes, among other information:

- responsibilities during a disaster
- emergency names and phone numbers
- utility shut-off information
- temporary relocation sites

In addition, each facility is required to perform and document fire drills at least monthly. Based on the facilities visited, documentation was generally current and complete. The State and County departments responsible for oversight include:

- DCFS
- Auditor-Controller Audit Division
- State of California Department of Social Services, Community Care Licensing Division

The latter two include questions about safety in their site visit checklist. Based on a review of recent visits, the Auditor-Controller reported that they found no safety exceptions, but they did not have a specific step to examine the LIC 610 Disaster Plan or review the log of fire drills conducted. However, California Department of Social Services Community Care Licensing Division inspections have found that, with respect to the posting of the LIC 610 forms and the regular testing of evacuation procedures, the deficiencies were very minor.

Conclusions

Disaster preparedness is generally in place for the County departments with responsibility for minors under their care. But the extent of this planning is a problem. The Probation Department's current Emergency Plan does not fully address a major disaster, such as an earthquake of magnitude 7.9 or greater, whether to adequately

“Shelter in Place”, or to evacuate the camps and halls when needed. This will require coordination with the State of California Standardized Emergency Management System (SEMS)¹. There may also be a need for Probation to coordinate and cooperate with other County departments, as well as with the Red Cross and the California National Guard, and to assist in both “Shelter in Place” and evacuation.

¹ As required by Title 2 Chapter 7, Section 8607 of the California Government Code, entitled California Emergency Services Act.

BE PREPARED – KEEPING KIDS SAFE
Disaster Preparedness for Youth in County Custody
FINDINGS AND RECOMMENDATIONS

Finding 1

DCFS facilities housing foster care children had appropriate documented plans and procedures for handling youths during a disaster. In addition, fire drills were performed and documented on a routine (monthly) basis. Although they did not meet the state deadline for implementation, DCFS has prepared and distributed their CWSDR Plan.

Recommendation 1 – Director of DCFS

The Director of DCFS should incorporate relevant sections of their plan into all new standard contracts with group homes, foster care families and foster family agencies where appropriate. At a minimum, the contracts should add a section reinforcing caregiver responsibilities for preserving records and maintaining possession of the records at all times during a disaster.

Finding 2

Although Probation department camps and juvenile halls were conducting monthly fire drills and do have formal written emergency plans, the department itself had not prepared the required CWSDR Plan, and its emergency plan did not address the issues in Recommendations 3 through 6 below.

Recommendation 2 – Chief Probation Officer

The Chief Probation Officer should prepare their version of the CWSDR Plan within six months.

Finding 3

Three camp sites did not have emergency generators to power lights, refrigerators and other camp equipment. Since the camps are in remote areas of the County, a power outage would make them solely reliant on batteries, therefore limiting the period of time the camp staff and detainees could be sheltered before they could be evacuated.

Recommendation 3 – Chief Probation Officer

The Chief Probation Officer should continue with the Department's existing plan to install a generator for Camps Miller and Kilpatrick. The Chief Probation Officer, within the next six months, should obtain a special use permit for U.S. Forestry land that would allow them to install a generator at Camp Headquarters and Camp Holton. Finally, the Chief Probation Officer should, within the next six months, install a generator at Camp Routh.

Finding 4

There was no evidence that breathing masks and goggles were available and distributed at Camp Holton during the Merek fire to minimize the impact of breathing problems during the emergency.

Recommendation 4 – Chief Probation Officer

Accordingly, the Chief Probation Officer should, within the next six months, ensure adequate supplies of goggles and masks are stored at each facility and distributed when air quality is impaired during a brush fire or similar problem.

Finding 5

The Probation Department plan does not specify who will provide secure transportation in the event an evacuation is required. The Los Angeles County Sheriff's Department has buses which are designed to move inmates securely. Because of the risk of escape, unsecured buses are not a viable option.

Recommendation 5 – Chief Probation Officer

Within the next six months, the Chief Probation Officer should formalize an agreement with the Sheriff to ensure availability of buses, or explore alternative options such as acquiring a fleet of appropriately configured vehicles to evacuate at least one full camp.

Finding 6

Based on the Merek fire transcript, the primary access route to Camp Holton was blocked by downed power lines. In the event an evacuation had been ordered, buses would have been prevented from reaching the camp.

Recommendation 6 – Chief Probation Officer

Based on this experience, the Chief Probation Officer should, within the next six months, review each camp to ensure that there is a secondary ingress/egress route for transportation vehicles.

Finding 7

The Auditor-Controller does not have in their DCFS Group Home Program Review Checklist specific procedures to ensure each foster care facility has a complete and current version of the LIC 610 Disaster Plan and a log of fire drills conducted.

Recommendation 7 – Auditor-Controller

The Auditor-Controller should incorporate a specific procedure to verify that each foster care facility has the two documents identified in Finding 7.

LIST OF ACRONYMS

CWSDRP - California Child Welfare Services Disaster Response Plan

DCFS - Los Angeles County Department of Children and Family Services

LIC 610 - California Department of Social Services, Emergency Disaster Plan for Child
Care Centers form 610

SEMS - Standardized Emergency Management System

PL - Public Law

EXTENDING FOSTER CARE FROM AGE 18 TO 21
“So I’m Eighteen, Now What?”

Woodrow “Woody” Hollier–Chair
Gloria J. Williams–Vice Chair
Nora Clark
Jamesetta McDonald



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

EXTENDING FOSTER CARE FROM AGE 18 TO 21 “So I’m Eighteen, Now What?”

Nearly one hundred times a day, a child in California is placed in foster care. Los Angeles County alone “parents” just under 30,000 abused and neglected foster youth. Too often, however, the dependent children in LA County lag behind national standards in relation to the minimal care and protection we strive to achieve for foster youth. As a result, today’s troubled foster youth may become tomorrow’s troubled adults. More than half will be unemployed, almost a third will become homeless, and one in five will be incarcerated within two years of leaving foster care.¹

INTRODUCTION

The need to shore up the foster care system in Los Angeles County has been the topic of many Civil Grand Jury (CGJ) reports in the past. However, this year there is a new element that deserves consideration. Specifically, in 2008 the U.S. Congress passed HR6893, a new law that addresses how foster care children are treated. Though the issues faced by the foster care system are varied and complex, this CGJ chose to examine that single issue; the new law that now must be considered here in the State of California. Based on a number of existing studies, this report has focused on one area: “So I’m eighteen, now what?”

Current laws dictate that Los Angeles County services for those youths in foster care terminate when they reach the age of eighteen. As a result, the skills that must be mastered in order to become a mature contributing member of society must be learned by the time they leave the care and oversight of their adult guardian. Unfortunately, the data show clearly that many of them are not capable of assuming a productive role in society. With that in mind, the concept of extending governmental oversight and guidance for an additional three years offers the opportunity to elongate the period during which an adult is supervising their growth. It is this issue that has been examined in this report. And, the report will show that such an extension will not only provide the additional time needed, but will be a cost-effective solution, in the long term.

During this investigation, several sites were visited and interviews were conducted in order to gain a firmer understanding of the situation surrounding the current foster care environment. Included in this list were:

- group homes
- transitional housing arrangements
- legislative offices
- Department of Children and Family Services
- the Probation Department

¹ Children’s Law Center of Los Angeles web site, www.clcla.org.

EXECUTIVE SUMMARY

In the fall of 2008, the U.S. Congress passed the “Fostering Connections to Success and Increasing Adoptions Act”. Designated HR6893, California Assembly Speaker Karen Bass was instrumental in its formation and passage. She has already begun to campaign for the passage of Assembly Bill 12 (AB12), here in California. This bill provides the opportunity for the State to take advantage of the features of HR6893. Its passage, in California, will provide an additional three years of care, service and funding for foster youth by extending the “age-out” period from eighteen to twenty-one. The majority of funding will be borne by the federal government. Therefore, additional services and support will become available to those in foster care.

HELP IS ON THE WAY

1.0 The Current System and Its Consequences

At eighteen, foster care children exit the system. Most do so without any benefits and with substandard educations. Fifty-one percent who “age-out” of the foster care system are unemployable, and as a result, are homeless within eighteen months. Nearly 70% of those incarcerated in California are products of the foster care system, in some manner². The system has failed these youths.

In 2008, new federal legislation was passed that provided the opportunity to extend the age of governmental oversight from eighteen to twenty-one. The responsibility to enact that legislation now falls to the individual states. To date, California has not moved to pass the bill, as some other states have already chosen to do. It is therefore the goal of this report to encourage those individuals and agencies within Los Angeles County to vigorously encourage the state lawmakers to enact Assembly Bill 12 (AB12) and accept the additional federal funding associated with enactment.

Finding 1.1

At the present time, many foster care children exit the system around the age of 18 without the proper preparation for adult living or the necessary survival skills.

2.0 Edelman Children’s Court

Located in the bucolic hills of Monterey Park, stands a remarkable building: the Edmund D. Edelman Children’s Court. Completed in 1992, it is a purpose-built facility about five miles east of downtown Los Angeles. It resembles not a courthouse but the campus of some high-tech company in the hills of Silicon Valley. Twenty-five courtrooms provide a warm and friendly place in which juvenile dependency issues are discussed for almost 20,000 individuals each year.³

The Edelman Children’s Court works to ensure that all youth receive permanent homes in a timely fashion, either through reunification with their rehabilitated parents or through adoption, legal guardianship, or long-term foster care. Notwithstanding the efforts of the

² Website www.fostercaremonth.org.

³ Family Court Chronicles web site, www.familycourtchronicles.com.

people involved in the proceedings at the court, examination of the overall foster care system leads one to conclude that the long-term outlook for those youths who, of necessity, become wards of the court is not good.⁴

3.0 HR6893

Introduced in the U.S. Congress on September 15, 2008, and on October 7, 2008, President Bush signed the “Fostering Connections to Success and Increasing Adoptions Act” into law. One of the proponents for and a driving factor in the passage of this bill, HR6893, was California Assembly Speaker Karen Bass. The bill will allow states to receive federal funds to provide foster care, kinship-guardian and adoption assistance benefits to support youths until age twenty-one. HR6893 provides a significant opportunity for states that subsequently enact legislation to accept the financial assistance and the corresponding regulations governing the usage of such funds. Some of the many benefits available to states through their enactment include:

1. An annual grant of \$15 million. This grant will be available from 2009-2013 and would require that an extensive search be conducted for suitable relatives with whom a foster child may be placed. These supplemental funds would be used to expand the existing “Family Connections Grant.” These grants are competitively awarded to public welfare agencies and/or eligible private non-profit agencies for residential family treatment centers.
2. It would also mandate that 3% of these funds be used to evaluate and oversee grantee programs such as intensive family-finding efforts and family group decision-making meetings.⁵

4.0 AB12

Existing law, through the Kinship Guardianship Assistance Payment Program (Kin-GAP), which is a part of the CalWorks program, provides aid on behalf of eligible children who are placed in the homes of relative caretakers. The program is funded by state, county and available federal funds.

California Assembly Bill 12 was introduced in the State Legislature on December 1, 2008. If adopted, it would become effective on January 1, 2010, would repeal the Kin-GAP Program and would require the state to exercise its option under specified federal law to establish a new kinship guardianship assistance payment program.

Existing law establishes the Aid to Families with Dependent Children-Foster Care (AFDC-FC) Program, under which counties provide payments to foster care providers on behalf of qualified children in foster care. The program is funded by a combination of federal, state and county funds. Under existing law, AFDC-FC benefits are available, with specified exceptions, on behalf of qualified children under 18 years of age. Moneys from the State of California General Fund are continuously appropriated to pay for the state’s share of AFDC-FC costs.

⁴ Family Court Chronicles web site, www.familycourtchronicles.com.

⁵ Congressional Research Service, memorandum, Washington, D.C., September 15, 2008.

AB12 would require the California Department of Social Services (CDSS) to amend its foster care state plan required under specified federal law, to extend AFDC-FC benefits, commencing October 1, 2010, to specified individuals up to 21 years of age, in accordance with a designated provision of federal law. This bill would provide that no appropriation from the general fund would be made for the purposes of implementing these provisions.

By increasing duties of counties (including Los Angeles) administering the AFDC-FC program, AB12 also would impose a state-mandated local program. The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement. AB12 would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.⁶

These changes represent what most legislators believe are socially responsible improvements to the current California foster care system. Enactment of AB12 would mean that California “would use federal funds for costs that are currently borne by the state and counties. This would achieve substantial savings from declines in homelessness, teen pregnancy, unemployment, public assistance, and other expensive outcomes for young adults who would otherwise be forced out of foster care at the age of eighteen.”⁷

Currently, California assumes the responsibility of a parent for children in foster care who have been removed from their homes as a result of abuse or neglect. That responsibility continues until foster children exit the system, either through reunification, adoption or “emancipation” by reaching the age at which foster care benefits and services are no longer provided.⁸

Information revealed in the AB12 Fact Sheet provided by Assembly Member James T. Beall, Jr., shows that in 1998, California created a new means of permanency for abused and neglected children by enacting `SB1901 (McPherson). SB1901 established the Kinship Guardianship Assistance Program (Kin-Gap) to allow children to exit the child welfare system to stable and permanent relative guardianships. The Kin-Gap Program has been extremely successful. In 2007-2008, there were approximately 14,000 former foster children living with relative guardians and supported through Kin-Gap. Unlike foster care or adoption, however, there have been no federal funds available until now for relative guardianship; all Kin-Gap costs have been borne by California.

Annually, around 5,000 young people emancipate from California’s foster care system. Research shows that youth who “age-out” of foster care without having had permanent guardians have lower educational achievement and are more likely to experience homelessness, unemployment, unplanned pregnancies, and involvement with the legal system. Although evidence from other states demonstrates that providing an option for

⁶ Total Capital web site, www.totalcapitol.com, author James T. Beall, Jr., California Assembly Member.

⁷ Assembly Speaker Karen Bass AB12 Fact Sheet, December 5, 2008.

⁸ AB12 Fact Sheet.

foster care until age 21 dramatically improves these outcomes, federal and California foster care assistance now stop at age 18 or 19.⁹

The bottom line is clear. By enacting state Assembly Bill 12, the State of California (and the County of Los Angeles) would be required to establish a Kinship Guardianship Assistance Payments Program similar to the one that already exists. However, this new program would extend such services to qualifying children and their families until the child reaches age 21. The State, and subsequently the counties would receive funds from the federal government for extending foster care to age 21.

Finding 4.1

As of April 2009, other states have already enacted bills similar to AB12 that establish their commitment to the principles outlined in HR6893.

Recommendation 4.1 – Board of Supervisors

The Los Angeles County Board of Supervisors should actively lobby the California State Legislature to enact Assembly Bill 12 so that foster care services can be extended to youths until age 21.

5.0 Department of Children and Family Services (DCFS)

Foster care is designed to provide supportive services and safe shelter for children who can no longer be maintained in their home. The ultimate focus is to attempt to reunite the child with the parents or alternatively with a relative who can act as guardian. Unfortunately, some children return to the same abusive environment from which they were removed. In the interim, DCFS seeks to provide the most suitable living arrangement for the child. And, while it is certainly less than optimal, such contracted living arrangements may well become the eventual “home” for many children.

Unfortunately, caseloads for the Children’s Social Workers (CSWs) within DCFS are significantly higher than the optimum recommended. Current caseloads can be as high as 27 youth per CSW (1:27); whereas, the optimum caseload should be no greater than 1:16.¹⁰ As a result, the youths assigned to CSWs may not receive the service and support that is expected and should be delivered.

DCFS currently provides several important programs and services that are designed to provide for the well-being of the child. The goal of these programs is to keep the family unit intact, whenever possible. In addition, where siblings are involved, every attempt should be made to keep them together in the living arrangement.

Family Preservation – This program is designed to bring intensive short-term services to strengthen parents’ ability to function effectively, keep the child safe at home, and reduce the need for out-placement.

Wraparound – With 15 interagency screening committee teams and probation officers in the program, the Wraparound Program has been available since 1998. As

⁹ AB12 Fact Sheet

¹⁰ California Research Bureau, Washington, D.C, report of July 1, 2006.

conceived, a team is formed whose responsibility is the on-going well-being of the child. Unfortunately, it is still not well publicized and is, therefore, under-utilized due to lack of funding.

Under the federal HR6893 act, states are required to have procedures to ensure that 90 days before a child in foster care reaches his/her 18th birthday¹¹ the child's caseworker and other representatives (as appropriate) must help the child develop a personal transition plan. This plan must include specific options on housing, health insurance, education, local opportunities for mentors, continuing support services, workforce supports and employment services. Will this require CSWs to meet the required conditions mandated by HR6893? Yes, it will. However, the individual CSWs should already be providing these services and offering this level of support to each youth during the normal course of their responsibilities.

Staff members of the Probation Department report that forms required to process youths who have "aged-out" of the system into some form of housing, usually require a minimum of 90 days to be processed through the court system. During this period, the youth is either on the street, with someone who might be able to provide shelter or incarcerated. None of these alternatives are desirable nor should they be acceptable.

The DCFS and the Probation Department provide a variety of training and services to dependent youth and wards of the courts. Some of these include:

- financial assistance for education
- reimbursement for health services not covered by Medi-cal
- transportation
- employment assistance
- occupation training
- training for independent living skills

Finding 5.0.1

The Los Angeles County Wraparound Program is not widely publicized among those citizens who would be the primary recipients of the services and support that it offers. In addition, those within DCFS who might otherwise raise the awareness of the program are not completely fluent in its operation, function and structure. As a consequence, many children and families that might otherwise benefit from its services are deprived of its availability.

Recommendation 5.0.1 – DCFS

DCFS should ensure that all CSWs are aware of and are trained in the services offered through the Wraparound Program by creating a training program by June 2010.

Finding 5.0.2

Currently, the DCFS processing time for assisting youths who "age-out" of the system in locating alternative housing arrangements is approximately 90 days. During that time, children fall prey to the inadequacies of other coping mechanisms. In all too many

¹¹ States have the option to decide on which birthday – the 18th up to the 21st – to provide Social Security Act Title IV-E assistance.

cases, they are undereducated and become homeless, unemployable and in astoundingly high numbers intersect with the judicial system. Their long-term prospects are limited and they are at risk of living a life of unfulfilled opportunities.¹²

Finding 5.0.3

If AB12 is enacted by the State of California, in accordance with the conditions enumerated in HR6893, CSWs working with foster care children will be required to provide a specific list of services prior to emancipation for each child about to “age-out” of the system.

Finding 5.0.4

Caseloads for CSWs within DCFS are too high to enable the delivery of service and support that might well lead to more successful outcomes for the youths under their care. The passage of AB12 may provide funding to reduce CSW caseloads.

Recommendation 5.0.4 – DCFS

DCFS should advocate for passage of AB12 so that reimbursement funding will become available from the federal government that may then be used to reduce CSW caseloads. Such a reduction will certainly be a significant and contributing factor to the increase in attention that is given to each individual foster care child in the DCFS system.

5.1 Housing Programs

Transitional Housing Placement Program (THPP) - In addition to participating in the Independent Living Program (ILP), some foster youth participate in the Transitional Housing Placement Program (THPP). The THPP is a community-care licensed placement opportunity for youth in foster care. The goal of THPP is to help participants emancipate successfully by providing a safe environment for youth to practice the skills learned in ILP. Participants may live alone, with departmental approval, or with roommates in apartments and single-family dwellings with regular support and supervision provided by THPP agency staff, county social workers and ILP coordinators. The support services available through the THPP staff include regular visits to participant residences, educational guidance, employment counseling and assistance, training leading to the creation of transitional independent living plans and the establishment of the emancipation readiness portion of youths’ case plan.¹³

Applicants must be at least 16 years old and not more than 18 years old, unless they are, in all probability, going to finish high school before their 19th birthday. They must be in out-of-home placement under the supervision of the county Department of Public Social Services (DPSS) or the county Probation Department and actively participating in an ILP. This program costs the County \$3.4 million per year.

Transitional Housing Program for Emancipated Foster/Probation Youth (THP-Plus) - In a California Department of Social Services (CDSS) report for youths who

¹² Assembly Speaker Karen Bass, “Foster Care Advocates and Stakeholder Call for Overall System Reform”, July 31, 2008

¹³ THPP Fact Sheet, Department of Children and Family Services.

were emancipated from foster care in 2000-2001, it was determined that 65% of those surveyed in the state were in need of safe and affordable housing. To address this problem, Assembly Bill 1198 (AB1198) was passed to assist their efforts to provide housing for this population (THP-Plus). Assembly Bill 2774 (AB2774) raised the age limit for emancipated youth participating in a THP-Plus program to age 24.¹⁴

In order for youth to become eligible for a THP-Plus Program, they must satisfy a list of state requirements, including:

- must be age 18-24
- at risk of homelessness
- have a history of multiple placements and/or substance abuse
- have no GED or high school diploma
- are pregnant or parenting
- have been involved in the juvenile justice system

In no case will they be eligible for more than 24 cumulative months. This is a program that is limited to 150 beds and costs the County \$2.5 million. THP-Plus currently provides service to about 5% of those who are eligible. The services include:

- furnished housing
- food stipend
- bus passes
- educational assistance
- employment assistance

Finding 5.1

Both the THPP and THP-Plus transitional housing programs are underutilized. Empty beds, inadequate oversight and underfunding contribute to a system that could make a significantly greater contribution than is currently achieved for those transitioning from a foster care setting to an independent living arrangement.

6.0 Education

While there are many factors that may contribute to the growth and maturation of youths, it is indisputable that education is certainly one of them. It is most especially true as the country searches for opportunities to compete in the global marketplace. It is, therefore, not surprising that the current recently announced federal stimulus package has a significant portion dedicated to educational initiatives. While the No Child Left Behind Act of 2001 has its supporters, there are many educators who believe that the methods employed for achieving goals of providing a quality education to all children in the country is flawed.

It is also important to note that each of the various transitional housing programs also provides not only an emphasis on but also funding for continuing education. President Obama, himself, spoke passionately about the need for an education that goes beyond

¹⁴ Department of Social Services memorandum, dated November 14, 2001.

simply a high school diploma. Over the past decade, our children have lost ground to other countries because they have spent more per student and they have placed a greater emphasis on academic achievement. The President clearly stated that if we are to gain back some of the lost ground, our concern for and commitment to more aggressive educational goals, must become paramount.

According to the Congressional Research Service, House Bill HR6893:

1. Requires states to plan for and enable educational stability for children placed in foster care, including by working with the relevant local school authorities.
2. Permits a state to claim federal reimbursement for the cost of transporting a child to his/her "school of origin" at the same reimbursement rate as is provided the state for foster care maintenance payments.
3. Requires a state to provide assurances that each school-age child who receives federal (Title IV-E) assistance (whether in foster care, kinship guardianship or adoption) is enrolled in school full-time (or has completed high school).¹⁵

HR6893 clearly states its commitment to additional funding for both academic pursuits as well as vocational training. Therefore, the energy expended in supporting the passage of AB12 must be definitive and unclouded.

Finding 6.1

If AB12 is enacted by the State of California, in accordance with the conditions enumerated in HR6893, specific educational requirements will need to be met for all children in foster care. Such requirements will certainly have costs associated with the required provisions. However, it is important to note that HR6893 also provides for such services to be reimbursed by the federal government.

7.0 Conclusion

"At eighteen, foster care children currently exit the system. Most do so, without any benefits. They have a substandard education. Fifty-one percent who "age-out" of the foster care system are unemployable, and as a result, are homeless within eighteen months. Nearly 70% of those incarcerated, in California, are products of the foster care system, in some manner. The system has forsaken these youths."¹⁶

By almost any standard, the foster care system has failed to provide the nurturing and healthy environment that children need if they are to grow to be mature adults capable of competing in the world of the 21st Century. This is not to say that the agencies involved in servicing these youths lack good intentions. Nor can it be said that the individuals who are charged with providing support in the affected agencies are not interested in helping the children. However, the caseloads of CSWs are too great. The systemic and endemic problems associated with growing up in the second largest city and the largest county in the nation are complex. The financial obligations of the State

¹⁵ Congressional Research Service, memorandum, Washington, D.C., September 15, 2008.

¹⁶ AB12 Fact Sheet

and the County to care for those who have the weakest voices, is a heavy burden. It is incumbent upon those engaged in these efforts to seek every available opportunity to offer more, to seek to provide a better long-term outcome and to continue to fight against all odds on behalf of our at-risk youth.

In states that currently do provide foster care to children until age 21, the evidence is clear. The long-term outcomes for these children are dramatically improved. Now, the State of California has the opportunity to enact legislation that will do exactly what other states have already chosen to do, specifically, extend the age at which children continue to be able to receive the services and support of the County agencies until they reach 21. This can be accomplished with no increase in costs to the County.

With this in mind, it is important for those in the County to continue to advocate on behalf of those who can't speak for themselves and to strongly support the enactment of state Assembly Bill 12. Passage of AB12 would demonstrate the on-going government commitment to those who cannot advocate for themselves.

EXTENDING FOSTER CARE FROM AGE 18 TO 21

“SO I’M EIGHTEEN, NOW WHAT?”

FINDINGS AND RECOMMENDATIONS

Finding 1.1

At the present time, foster care children exit the system around the age of 18 without the proper preparation for adult living or the necessary survival skills.

Finding 4.1

As of April 2009, four states have already enacted bills similar to AB12 that establish their commitment to the principles outlined in HR6893.

Recommendation 4.1 – Los Angeles County Board of Supervisors

The Los Angeles County Board of Supervisors should actively lobby the California State Legislature to enact Assembly Bill 12 so that foster care services can be extended to youths until age 21.

Finding 5.0.1

The Los Angeles County Wraparound Program is not widely publicized among those citizens who would be the primary recipients of the services and support that it offers. In addition, those within DCFS who might otherwise raise the awareness of the program are not completely fluent in its operation, function and structure. As a consequence, many children and families that might otherwise benefit from its services are deprived of its availability.

Recommendation 5.0.1 – DCFS

DCFS should ensure that all CSWs are aware of and are trained in the services that are offered through the Wraparound Program by creating a training program this fiscal year.

Finding 5.0.2

Currently, the DCFS processing time for assisting youths who “age-out” of the system in locating alternative housing arrangements is approximately 90 days. During that time, children fall prey to the inadequacies of other coping mechanisms. In all too many cases they are undereducated and they become homeless, unemployable and in astoundingly high numbers intersect with the judicial system. Their long-term prospects are limited and they are at risk of living a life of unfulfilled opportunities.¹⁷

Finding 5.0.3

If AB12 is enacted by the State of California, in accordance with the conditions enumerated in HR6893, CSWs working with foster care children will be required to provide a specific list of services prior to emancipation for each child about to age out of the system.

¹⁷ Assembly Speaker Karen Bass, “Foster Care Advocates and Stakeholder call for Overall System Reform”, July 31, 2008

Finding 5.0.4

Caseloads for CSWs within DCFS are too high to enable the delivery of service and support that might well lead to more successful outcomes for the youths under their care. AB12 will provide funding to reduce CSW caseloads.

Recommendation 5.0.4 – DCFS

DCFS should advocate for passage of AB12 so that reimbursement funding will become available from the federal government that may then be used to reduce CSW caseloads. Such a reduction will certainly be a significant and contributing factor to the increase in attention that is given to each individual foster care child in the DCFS system.

Finding 5.1

Both the THPP and THP-Plus transitional housing programs are underutilized. Empty beds, inadequate oversight and underfunding contribute to a system that could make a significantly greater contribution than is currently achieved for those transitioning from a foster care setting to an independent living arrangement.

Finding 6.1

If AB12 is enacted by the State of California, in accordance with the conditions enumerated in HR6893, specific educational requirements will need to be met for all children in foster care. Such requirements will certainly have costs associated with the required provisions. However, it is important to note that HR6893 also provides for such services to be reimbursed by the federal government.

List of Acronyms

AB – Assembly Bill

AFDC-FC – Aid to Families with Dependent Children – Foster Care

CDSS – California Department of Social Services

CGJ – Civil Grand Jury

CSW – Children’s Social Worker

CWS – Child Welfare Services

DCFS – Los Angeles County Department of Children and Family Services

DPSS – Los Angeles County Department of Public Social Services

SB – Senate Bill

THPP – Transitional Housing Placement Program

THP-Plus – Transitional Housing Program Plus

ON THE HORIZON: THE SENIOR TSUNAMI
An Investigation of Elder Abuse Prevention Services
And Programs in Los Angeles County

Judy Farris-Phares—Chair
Luz V. Serrano—Vice Chair
Robert W. Chu
Fred Medina



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

ON THE HORIZON: THE SENIOR TSUNAMI

An Investigation of Elder Abuse Prevention Services and Programs in Los Angeles County

INTRODUCTION

The elder population is exploding in Los Angeles County. According to the California Department of Finance (CDOF), there were less than 1,000,000 seniors in the County in 2000. The CDOF estimates there will be 2.2 million in 2030, nearly a 138 percent increase in 30 years. This pending “Senior Tsunami” will dramatically impact the need for senior services for elders. It demands the investigation into the planned investment in the prevention of abuse and neglect within this burgeoning age group.

A Civil Grand Jury investigation of Senior Services in 2002-2003 provided budget and service numbers indicating very few seniors, versus the size of the population were being served. Survey findings also showed very few seniors were aware of the scope of the services available through the County. Agencies stated they rarely advertised for fear the “demand for services would far exceed the capacity of the system.”

How can we raise the awareness in the general population on means to help the elderly abused and neglected? Information dissemination can only aid recognition and prevention. How can we be assured the needy elderly will be served effectively in Los Angeles County?

Federal and State law requires each county welfare department to establish and support a system of protective services for elders (age 65 and older) and dependent adults (physically or cognitively impaired 18-64 year olds) who may be subjected to neglect, abuse or exploitation, or who are unable to protect their own interest. The services are defined in law as preventative and remedial services aimed at elders and dependent adults and are to be comprised of investigations, needs assessments, the use of multidisciplinary teams, emergency shelters, adult respite care, and a 24-hour a day hotline (877-477-3646) for reporting of suspected elder and dependent adult abuse.¹

The Los Angeles County Civil Grand Jury (CGJ) conducted an investigation of elder abuse prevention services and program in Los Angeles County. While the investigation perspective was County-wide, the investigation focused primarily on the core agencies involved in the provision of these services.

The CGJ’s objectives for this investigation were to:

¹ California Welfare and Institutions Code Section 15610.07 defines “abuse of an elder or dependent adult” as either of the following: (a) physical abuse, neglect, financial abuse, abandonment, isolation, abduction or other treatment with resulting physical harm or pain or mental suffering; or (b) the deprivation by a care custodian of goods or services necessary to avoid physical harm or mental suffering.

1. Determine the number of County agencies, task forces, advisory councils and advocacy organizations, and programs funded to provide elder and dependent adult abuse prevention services, including those where elder and dependent adult abuse prevention may be a secondary function.
2. Identify the methods by which the County and contract entities provide elder and dependent adult abuse prevention services and how the contractors are paid for these services.
3. Identify and assess how the public is informed of elder and dependent adult abuse prevention services available in Los Angeles County.
4. Assess and evaluate the processes, procedures and accountability structures governing contracts with third party agencies and organizations that are providing elder and dependent adult abuse prevention services on behalf of the County.

This investigation comes at a time when the elderly population and number of reported cases of elder abuse is growing dramatically in Los Angeles County.

The United States Census Bureau projects that California's elderly population will more than double, from approximately 3.6 million to more than 8.3 million, by the year 2030. The County of Los Angeles, which had a population of nearly 10 million people in 2000, has more residents than any county in the nation. According to the California Department of Finance (CDOF), there were 937,442 seniors in Los Angeles County in 2000, and the elderly population is growing steadily as the Baby Boomer generation ages.

The CDOF estimates that the County's elderly population will reach approximately 1.2 million by 2010, 1.6 million by 2020, and 2.2 million by 2030, which is nearly a 138 percent increase in 30 years. In addition, while seniors comprised only about 10 percent of the total population in 2000, they will comprise about 19 percent of the total population by 2030.

In Los Angeles County, there are numerous County and local agencies, private contractors, task forces and advisory committees involved in elder abuse prevention services either directly or as a secondary component of their services (e.g., the Department of Mental Health serves all ages but is involved in preventive activities for elder clients vulnerable to abuse). The scope of this investigation includes the cost, management oversight and administration of elder abuse services provided by County agencies and contractors to the County.

The County's Community and Senior Services (CSS) Department is responsible for operating the federal- and State-mandated² Adult Protective Services (APS) program. APS operates a 24-hour a day hotline for reporting suspected elder abuse. Social Workers investigate these reports and, if confirmed, develop service plans to remedy the situation in which the abuse is occurring.

² The Older Americans Act and Older Californians Act delineate these mandates.

APS Social Workers coordinate their efforts with outside public and private agencies, including law enforcement, the County Department of Mental Health (DMH), the Public Guardian, Senior Centers and other private nonprofit and public agencies. To varying degrees, these partner organizations also play a role in elder abuse prevention and are staffed by mandated reporters.³

Another service for elders at CSS, but separate from APS, is the **Area Agency on Aging (AAA)**, which is also a federal- and State-mandated program responsible for identifying unmet needs, planning, coordinating and implementing programs that promote the health, dignity and well-being of elders.

The AAA contracts with 49 community agencies to deliver services to promote elder independence, including senior lunches, home-delivered meals, nutrition programs, care management and home-based care.

One of AAA's non-profit contractors, WISE & Healthy Aging, administers the Long-Term Care Ombudsman Program and an Elder Abuse Prevention Program, and another contractor, Bet Tzedek, provides legal services to the elderly population.

Other County agencies and programs that are involved in aspects of elder services include:

- Department of Public Social Services (DPSS), which administers the In-Home Supportive Services program⁴
- Office of the District Attorney's Elder Abuse Section, which prosecutes cases involving elder abuse
- Department of Consumer Affairs (DCA), which provides fraud prevention and protection services to elders and dependent adults
- Department of Health Services (DHS), which administers a hospital-based elder and dependent adult abuse assessment and intervention program at two medical facilities within the County health services system

While elder abuse prevention is not necessarily the key function of these organizations, they play a role in elder abuse prevention services through their regular contact with elders in potentially abusive situations.

The following procedures were performed:

Entrance Conference: An entrance conference was held with the Director of Community and Senior Services (CSS) and pertinent managers of Adult Protective Services (APS) and the Area Agency on Aging (AAA) to initiate the investigation,

³ California Welfare and Institutions Code Section 15630 defines specific professions that are mandated reporters, including APS workers, law enforcement, health practitioners, staff of facilities that provide care of services for elders, staff of AAA and similar agencies, In-Home Supportive Service workers, and others.

⁴ In-Home Supportive Services (IHSS) is a program that helps pay for services such as meal preparation and household assistance, provided to eligible persons who are 65 years of age or over, or legally blind, or disabled adults and children, so they can remain safely in their own homes. IHSS is considered an alternative to out-of-home care such as nursing homes or board and care facilities.

describe the investigation's objectives and timeline, obtain an overview of elder and dependent adult abuse prevention services, and respond to questions. A request for background information was also submitted prior to the entrance conference.

County Chief Executive Office Interview: An interview was conducted with representatives of the County Chief Executive Office. County-wide information on elder and dependent adult abuse prevention services was also collected and analyzed.

Community and Senior Services Interviews: Interviews were also conducted with representatives of CSS, including the Director of the Department and managers of APS, for details on elder and dependent adult abuse prevention services.

Strategic Planning Documents: The County's strategic and other planning documents related to elder and dependent adult abuse prevention services were collected and evaluated. Caseload and other measures of effectiveness were also reviewed.

Agency Interviews: Interviews were also conducted with representatives of at least six other agencies and organizations involved in elder and dependent adult services to obtain complete descriptions of and information about their services and how they interact with APS:

- Office of the District Attorney
- Department of Health Services
- Department of Mental Health
- Public Guardian
- Department of Public Social Services
- The non-profit contractor, WISE & Healthy Aging

An interview was also conducted with the Elder Abuse Task Force, which is a partnership of the Los Angeles County Superior Court and various public and private agencies and organizations.

Expenditure Records: The County's expenditure records for major elder and dependent adult abuse services were obtained and analyzed. This included identifying administrative costs, an inventory of contract services costs, and basis for payment of contractor fees.

Elder and Dependent Adult Abuse Hotline Calls: Trends and distribution of calls to the elder and dependent adult abuse hotline administered by APS were reviewed to assess the effectiveness and awareness of elder abuse reporting by County agencies and programs. This included an assessment of the means by which information about APS is disseminated to other County agencies and the public.

Policies and Procedures on Reporting Abuse: The consistency of written policies and procedures and employee awareness of protocols governing other agencies' identification and reporting of suspected elder and dependent adult abuse to APS were assessed.

Draft Report: On March 31, 2009, a draft report was prepared and provided to CSS. The draft report presented the following findings, conclusions and recommendations:

- The County's strategic planning for elder and dependent adult abuse prevention
- Elder and dependent adult abuse outreach and publicity efforts
- APS monitoring of hotline calls
- The APS current and projected caseload
- Referrals to other agencies and case outcomes
- APS analysis and management of other agency activities
- APS training
- APS utilization of multidisciplinary teams for elder and dependent adult abuse prevention

Exit Conference: An exit conference was held with pertinent managers of CSS to obtain their views on the report findings, conclusions and recommendations, and to make corrections and clarifications as appropriate.

Final Report: A final report was prepared following the exit conference.

Adult Protective Services and its Key in Abuse Prevention

The County Adult Protective Services (APS) program helps elders (65 and older) and dependent adults (physically or cognitively impaired 18-64 year olds) living in the community who are suspected victims of abuse or neglect (including self-neglect). APS Social Workers investigate reports of alleged abuse in the community; assess an individual's abilities and limitations; provide referrals to community services; and provide general case management to help those that are unable to protect themselves.

APS Budget and Staffing

In FY 2008-09, APS has a current modified budget of \$28,168,750. As shown in Table 1.1, the FY 2008-09 budget consists of \$24.2 million for APS staff salaries and administrative support, \$3.7 million for operating costs, including approximately \$1.4 million for services provided by the program's partner agencies based on Memorandums of Understanding (MOUs), and another \$240,000 for APS contractors that provide emergency services to seniors. The \$3.7 million also includes \$2.3 million in other operating costs, such as rent on commercial property, custodial services, information technology services, supplies, and mileage reimbursement.

The APS emergency shelters, which include board and care homes, guest homes, retirement homes and residential facilities, are under contract to provide emergency services to elders referred by Community and Senior Services. Each shelter is allocated \$30,000 per fiscal year but is paid based on reimbursement of costs for actual services provided.

In FY 2007-08, \$300,000 was budgeted for 10 APS emergency shelters, but only \$120,544 was paid for actual services provided. Furthermore, the number of emergency shelters for which APS was budgeted funds has reduced from 18 in FY 2006-07 to eight in FY 2008-09.

In addition to APS's budgeted costs, another \$4.7 million is allocated to elder abuse prevention through the Area Agency on Aging, which is also housed in Community and Senior Services. A full description of this amount is provided at the end of this Introduction.

Assistance Budget Decreased and Administrative Costs Increased

Table 1.1 also provides a comparison of the APS budget in FY 2006-07, FY 2007-08 and FY 2008-09. As shown, the APS program's total budget has increased by about 7 percent from FY 2006-07 to FY 2008-09. While both administrative and operating costs have increased, the assistance budget has decreased by about 85 percent, resulting primarily from the elimination of Integrated Care Management (ICM) contracts from the APS budget. The funds were moved within CSS to the Area Agency on Aging. The number of board and care homes, guest homes, retirement homes and residential facilities was funded with assistance monies has also decreased from 18 homes and facilities in FY 2006-07 to eight in FY 2008-09.

Table 1.1
Adult Protective Services Current Modified Budget
Including Contract Services
FY 2006-07, FY 2007-08 and FY 2008-09

	FY 2006-07	FY 2007-08	FY 2008-09	3-Year Percent Change
APS Operations				
Salaries	\$14,869,000	\$15,923,000	\$17,901,000	20%
Admin Support (CSS + APS)	6,875,000	6,459,000	6,313,500	-8%
<i>Total Admin</i>	<i>21,744,000</i>	<i>22,382,000</i>	<i>24,214,500</i>	<i>11%</i>
Partner Agencies/Operations				
Consumer Affairs	\$200,000	\$200,000	\$200,000	0%
District Attorney	142,000	142,000	142,000	0%
Health Services: MLK MACC	460,409	421,375	457,500	-1%
Health Services: LAC+USC	454,591	454,591	457,500	1%
Mental Health: GENESIS	71,000	71,000	71,000	0%
Mental Health: Public Guardian	71,000	71,000	71,000	0%
Other Operating Costs	1,657,000	2,058,034	2,315,250	40%
<i>Total Operating</i>	<i>3,056,000</i>	<i>3,418,000</i>	<i>3,714,250</i>	<i>22%</i>
Direct Services				
Emergency Shelters	\$540,000	\$300,000	\$240,000	-56%
Integrated Care Management	1,108,734	0	0	-100%
<i>Total Assistance</i>	<i>1,648,734</i>	<i>300,000</i>	<i>240,000</i>	<i>-85%</i>
Total APS	\$26,448,734	\$26,100,000	\$28,168,750	7%

Source: Adult Protective Services, FY 2006-07, FY 2007-08 and FY 2008-09 Budget

By comparison, the APS budget for MOUs with partner agencies, including the Department of Consumer Affairs, Office of the District Attorney, Department of Health Services⁵, and Department of Mental Health⁶, has remained relatively constant at about \$1.4 million.

The MOUs require APS's partners to submit monthly financial status and progress reports, as well as a bill or internal voucher showing expenditures for prior month activities. APS bases payments on actual costs justified by supporting documentation.

In FY 2007-08, each of APS's partners except the Department of Health Services Martin Luther King Jr. Multi-Service Ambulatory Care Center (MLK MACC) expended all funds that were budgeted. Actual costs for MLK MACC totaled \$381,334, or \$40,041 short of the budgeted amount. Similarly, MLK MACC spent only about 47 percent of budgeted funds in FY 2006-07.

The majority of the APS budget is funded by federal and State sources. Based on the FY 2008-09 Proposed Budget, the County's net cost of the APS program amounted to \$271,000, or about 1 percent.⁷ The Proposed Budget included 223.0 budgeted positions for the APS program.

Memorandums of Understanding with Partner Agencies

In FY 2008-09, APS has entered into six Memorandums of Understanding (MOUs) with other County departments or programs for the provision of services related to elder and dependent adult abuse. The services and budgeted cost of these MOUs are summarized below:

Department of Consumer Affairs (DCA): DCA receives \$200,000 annually to provide expanded fraud protection services to abused, neglected and financially exploited seniors and dependent adults. DCA agrees to provide fraud prevention and protection services to clients referred by APS, including: (1) problem assessment and evaluation; (2) counseling, educational and outreach services; (3) information and assistance; (4) complaint investigation and mediation; and (5) consultation to APS staff and other service agencies assisting the client.

Office of the District Attorney (DA): The DA receives \$142,000 annually to enhance the investigative, prosecutorial and educational resources that are dedicated to protecting the elderly and dependent adult population from abuse and to maximize their safety and dignity. The MOU with the DA provides for the following: (1) site visits to law enforcement facilities for the purpose of investigative collaboration; (2) consultation with APS staff and law enforcement officers regarding the viability of case prosecution and preparation; (3) maintenance of a list of physicians with expertise in geriatric and forensic medicine for case referrals; and, (4) at least eight trainings of APS staff in legal

⁵ Includes both LAC+USC Medical Center and Martin Luther King Jr. Multi-Service Ambulatory Care Center.

⁶ Includes both the Geriatric Evaluation Networks Encompassing Services, Intervention and Support Field Capable Clinical Services Program and Public Guardian.

⁷ County of Los Angeles, *FY 2008-09 Proposed Budget*, Volume One, Page 15.10.

issues encountered in criminal cases of elder abuse, as well as procedures encountered in criminal court.

Department of Health Services (DHS) LAC+USC Medical Center: DHS receives \$457,500 annually to expand the availability of early hospital-based intervention, medical treatment, forensic services, discharge planning and follow-up care, community outreach, and community-based medical assessments for victims of elder and dependent adult abuse through the Violence Intervention Program at LAC+USC Medical Center. Funds for this project are exclusively for clients or potential APS clients.

Department of Health Services (DHS) Martin Luther King Jr. Multi-Service Ambulatory Care Center (MLK MACC): Similar to the MOU with LAC+USC just discussed, DHS receives \$457,500 annually to expand the availability of early hospital-based intervention, medical treatment, forensic services, discharge planning and follow-up care, community outreach, and community-based medical assessments for victims of elder and dependent adult abuse through the Geriatrics Program at MLK MACC. Funds for this project are used exclusively for APS clients or potential APS clients.

Department of Mental Health (DMH) Geriatric Evaluation Networks Encompassing Services, Intervention and Support (GENESIS) Field Capable Clinical Services (FCCS) Program: DMH receives \$71,000 annually to expand the availability of geropsychiatric assessments for APS clients age 60 and over, who exhibit mental health problems or symptoms which appear to jeopardize their safety and/or the safety of others. The GENESIS FCCS Program provides comprehensive mobile mental health assessment and intervention services to APS clients referred by APS, whose safety and protection would be enhanced through the provision of such services. The program is targeted to serve an average of seven new APS clients per month, as funding allows.

The GENESIS FCCS Program typically expends all APS funding within the first half of the fiscal year, usually by November or December. Upon depletion of APS funding, APS continues to make appropriate client referrals to the GENESIS FCCS Program, but these cases are not subject to the same timeframe and reporting requirements as those covered under the MOU. The total cost of APS clients served by the GENESIS FCCS Program amounted to \$319,139 in FY 2007-08 and \$204,469 during the first half of FY 2008-09. Furthermore, APS client costs comprise only about 9 percent of the total cost of the DMH program.

Department of Mental Health (DMH) Public Guardian (PG): DMH receives \$71,000 annually to provide probate conservatorship services to APS clients, including those with dementia, for their safety and protection. With the funds, PG staff are made available to serve an average of eight clients per month.

APS funding covers very little of the Public Guardian's expense to serve elders and dependent adults because of the attorney, probate investigation and health care costs that are typically involved. According to PG staff, a case can cost an average of between \$8,000 and \$15,000 the first year the PG is appointed. After the first year, a case may cost an average of \$2,000 to \$6,000 per year. These expenses are taken out of the PG's operating budget, which amounted to \$15,443,147, including \$4,475,746 for

probate cases, in FY 2007-08. The budget increased by nearly \$2.0 million in FY 2008-09, though the probate portion increased by only \$288,130 to \$4,763,876.

APS Caseload Grows by 10 percent in Four Years

Studies indicate that each year, an estimated 2.5 million Americans are the victims of elder and dependent adult abuse or neglect. In Los Angeles County alone, APS, in recent years, has received approximately 1,800 to 2,200 new referrals per month, or more than 22,000 new referrals per year. The APS caseload is projected to increase from 25,518 clients served in FY 2005-06 to 28,000 clients expected to be served in FY 2008-09, nearly a 10 percent increase in caseload in just four years.

In FY 2007-08, based on data reported to the State, APS received a total of 26,278 unduplicated reports of alleged abuse through its Central Intake Unit, which operates the Elder Abuse Hotline.⁸ Of these reports, almost half, or 14,784 were for elder abuse and 11,494 were for dependent adult abuse. During the same period, the APS caseload included the following (note: these are not unduplicated counts so they cannot be added together to equal the total number of cases opened):

- 25,130 cases opened
- 24,823 cases closed
- 647 cases where the report was evaluated, but no in-person investigation was conducted⁹
- 25,890 investigations were completed
- 110 cases where the client received emergency shelter
- 1,706 cases where the client received tangible or non-tangible support services

Based on the Proposed Budget, the FY 2008-09 projected caseload for APS includes the following:

- 28,000 clients served (unduplicated annual total)
- 2,370 reports of alleged abuse or neglect received per month on average
- 2,230 investigations conducted per month on average
- 1,250 persons receiving preventative services
- 1,200 cases with inconclusive evidence of abuse or neglect
- 110 reports received after business hours that required an on-call worker to respond (monthly average)
- 225 reports of alleged abuse or neglect received after business hours
- 750 cases with confirmed financial abuse¹⁰

The Long-Term Care Ombudsman Program Has Been Severely Cut

Similar to the APS program, the Long-Term Care Ombudsman is a federal- and State-mandated program whose mission is to protect the rights and dignity of residents in skilled nursing and residential care facilities throughout Los Angeles County.

⁸ California Department of Social Services, Data Systems and Survey Design Bureau, Adult Protective Services and County Services Block Grant Monthly Statistical Report (SOC 242).

⁹ This may include referrals that were forwarded to the Information and Assistance Unit or clients that refused services because of their right to self-determination.

¹⁰ County of Los Angeles, *FY 2008-09 Proposed Budget*, Volume One, Page 15.10.

Ombudsmen staff educate residents and their families about their rights in these facilities, help resolve complaints and address a variety of issues.¹¹ WISE & Healthy Aging administers the Long-Term Care Ombudsman Program through a contract with both the City and County of Los Angeles Area Agency on Aging (AAA).

In FY 2007-08, the Long-Term Care Ombudsman Program conducted 14,433 unannounced visits to skilled nursing facilities and 9,139 unannounced visits to residential care facilities for the elderly in the City and the County of Los Angeles.¹² Primarily as a result of these visits, the program investigated a total of 19,970 complaints, including 2,086 complaints of abuse, that same year. Whereas, many elder abuse cases were previously identified during unannounced visits conducted by Ombudsmen staff, the program is currently reliant on calls from residents, family members, friends, staff and mandatory reports for complaints as a result of a State budget cut.

In September 2008, the Governor utilized his line item veto authority to cut State General Fund funding for local ombudsman programs retroactive to July 1, 2008. Although local programs retained federal funding and citation funding, the State program also redistributed federal funds at the local level.

These changes resulted in a loss of \$1,109,783 million in funding, or 49 percent of the Long-Term Care Ombudsman Program's budget, in FY 2008-09. Since federal and State monies for local ombudsman programs are passed through the AAA, program revenues from both the City and the County of Los Angeles were affected. For example, program revenues from the County of Los Angeles dropped from \$1,353,020 in FY 2007-08 to \$518,096 in FY 2008-09.

To deal with the State budget cut, the program was forced to eliminate 22 positions and four locations throughout the City and the County of Los Angeles. While the total impact of the State budget cut on services is yet unknown, program staff estimate that more than 12,000 unannounced visits, the primary source of complaints, will not be conducted in FY 2008-09. This is approximately a 50 percent reduction in the number of visits that they will perform. Staff also estimate that more than 11,500 cases, including allegations of abuse or neglect, will not be investigated.

There is currently no plan to reinstate or provide alternative funding for this program in the County.

Area Agency on Aging

While CSS management reports that the Area Agency on Aging (AAA) functions and responsibilities will eventually be merged with APS, it is currently separate from APS

¹¹ This includes facility staff training, attitudes, response and behavior; admission and discharge matters; nutrition and dietary concerns; physical therapy; matters of dignity; Medicare, Medi-Cal, and SSI; and other relevant issues.

¹² There are 388 skilled nursing facilities with the capacity to serve 38,631 residents, and 1,428 residential care facilities for the elderly with the capacity to serve 34,855 residents, resulting in a total of 1,816 long-term care facilities with the capacity to serve 73,486 residents in the City and the County of Los Angeles. Wise and Healthy Aging Agency, *Facility and Bed Count*, 2008.

under the CSS umbrella. As previously mentioned, the AAA contracts with 49 community agencies to deliver services to promote elder independence, including:

- Senior lunches
- Home-delivered meals
- Nutrition programs
- Care management
- Home-based care

The AAA also provides funds to non-profit and public agencies to provide job skills to unemployed low-income individuals 55 years and older.

Table 1.2 provides the current performance measures utilized by the AAA and some context for the level of services provided through AAA nutrition, Integrated Care Management, and Family Caregiver Support programs. Table 1.3 provides a summary breakdown of budgeted funds for all AAA programs for FY 2006-07 through FY 2008-09. Congregate meals are provided by a combination of the local community-based organizations and city agencies. Almost half of the budget goes to meals.

Table 1.2
Area Agency on Aging Performance Measures

Performance Measures	Actual 2005-06	Actual 2006-07	Estimated 2007-08	Projected 2008-09
Indicators				
Percent of clients who reported that it would be difficult to remain independent in their home without home delivered meals	84%	85%	85%	85%
Percent of clients who reported they ate more food because they attended the Senior Nutrition program	72%	73%	73%	75%
Percent of clients who reported they enjoyed the healthy food at congregate meal sites	91%	91%	91%	95%
Operational Measures				
Number of home delivered meals served	936,464	858,977	984,200	922,300 ^a
Cost per home delivered meals served	\$4.46	\$4.46	\$4.75	\$4.75
Unduplicated number of senior nutrition congregate meal participants	27,564	26,080	26,100	26,100
Number of congregate meals served	1,348,755	1,350,843	1,350,800	1,273,700 ^b
Cost per congregate meals	\$3.90	\$4.10	\$4.35	\$4.35
Number of Integrated Care Management clients served	10,081	10,224	10,000 ^c	10,000
Family Caregiver Support clients served	2,675	2,568	2,580	2,600
Family Caregiver Support cost per client	\$1,190	\$1,000	\$1,000	\$1,000

Source: CEO's Recommended CSS Budget, FY 2008-9.

^a Decrease is attributable to an increase in the average cost per meal.

^b Decrease is attributable to an increase in the average cost per meal.

^c Decrease is attributable to a decrease in funding.

Table 1.3
Area Agency on Aging Budget
FY 2006-07, FY 2007-08 and FY 2008-09

	FY 2006-07 Final	FY 2007-08 Final	FY 2008-09 Original	3-Year Percent Change
Administration				
Area Plan Admin	1,500,449	1,535,614	1,555,790	3.7%
HICAP Admin ^a	57,632	57,880	58,089	0.8%
Title V Admin ^b	145,266	161,496	161,496	11.2%
<i>Total Admin</i>	<i>1,703,347</i>	<i>1,754,990</i>	<i>1,775,375</i>	<i>4.2%</i>
Area Plan- Direct Services				
Supportive Services	837,034	1,569,418	1,254,837	49.9%
Family Caregiver Support	262,001	1,587,559	768,329	193.3%
<i>Total Direct Services</i>	<i>1,099,035</i>	<i>3,156,977</i>	<i>2,023,166</i>	<i>84.1%</i>
Area Plan- Contracted Services				
Supportive Services/ Elder Abuse Prevention/ Ombudsman	5,799,940	5,036,477	4,693,443	-19.1%
Nutrition/Home Delivered/Congregate Meals Programs	10,676,817	11,595,117	10,343,785	-3.1%
Disease Prevention	408,339	465,956	443,590	8.6%
Family Caregiver Support	3,245,891	1,810,532	1,471,889	-54.7%
Community Based Services Program	1,173,094	1,173,094	1,079,243	-8.0%
Federal Citation Penalty Account	280,127	294,048	295,367	5.4%
<i>Total Contracted Services</i>	<i>21,584,208</i>	<i>20,375,224</i>	<i>18,327,317</i>	<i>-15.1%</i>
HICAP Program	922,431	797,578	789,871	-14.4%
Title V Program	2,323,131	2,715,469	2,324,165	<0.1%
PROGRAM (Area Plan, HICAP, Title V)	25,928,805	27,045,248	23,464,519	-9.5%
Total AAA (Admin and Program)	27,632,152	28,800,238	25,239,894	-8.7%

Source: CSS AAA Programs, FY 2006-07, FY 2007-08 and FY 2008-09 Budget.

^a HICAP: Health Insurance Counseling and Advocacy Program

^b Title V programs provide part-time jobs for unemployed low-income people aged 55 and older.

Seamless Senior Services Initiative Attempts to Coordinate 20 Agencies

More than 20 County departments and agencies provide services to seniors and as a result of the large and growing elderly population in Los Angeles County, the County Chief Executive Officer launched the Seamless Senior Services (S3) Initiative in April 2008. This began a process to integrate senior services. While the overall objective of the S3 Initiative is to implement a fully integrated case management system to deliver services to seniors in the County, the more specific objectives are to:

- Identify the multiple programs in the County that provide services to seniors and the collection of associated data
- Draft a plan to address the needs of seniors
- Establish performance outcomes
- Design systems and organizational structures to support an integrated case management system

The County Chief Executive Office appointed the Director of CSS to lead this County-wide effort through a Committee on Seamless Senior Services. An inventory of services available to seniors in the County has been completed in draft form¹³ and is provided as Exhibit I at the end of this report.

In addition, the following four work groups have been established to complete the above objectives: 1) Prevention and Intervention; 2) Supportive Services; 3) Income Support and Volunteerism; and 4) Health and Well Being.

These groups have developed a total of 37 recommended actions, a small number of which pertain to APS, such as improved coordination of elder abuse outreach and education efforts with other County agencies, establishment of a more multi-disciplinary and integrated approach to case management, and information and referral services.

One or more lead agencies will oversee the implementation of each recommended action in the short- or long-term. A more specific County-wide plan addressing the needs of seniors and all County services directed to seniors is due in June 2009, with implementation timelines as yet undetermined.

¹³ County Chief Executive Office *Draft Matrix of Services*, compiled by Seamless Senior Services, February 2009.

EXECUTIVE SUMMARY

The senior population of Los Angeles County was 937,442 in 2000 and is projected to reach 1.2 million by 2010 and 2.2 million by 2030, according to the California Department of Finance. The over-65 age group will comprise 19 percent of the County's population by 2030, a 138 percent increase from the year 2000.

This Civil Grand Jury investigation shows the County is not adequately prepared as the population ages for the significant increase in demand for elder abuse prevention programs and services.

The Adult Protective Services (APS) division of the County's Community and Senior Services department is the primary agency responsible for responding to allegations of elder abuse. APS conducted approximately 26,000 investigations of suspected elder and dependent adult abuse and opened approximately 25,000 cases in FY 2007-08. The APS budget is approximately \$28 million for FY 2008-09, with revenues mostly from federal and State sources; only approximately 1 percent of the budget is contributed by the County General Fund.

Key findings and recommendations: The County does not have a strategic plan in place with specific goals, objectives, outcome measures and a fiscal plan to guide the provision of elder abuse prevention services and programs for the next several years.

1. The County's Community and Senior Services department (CSS) does have its own strategic plan but it is focused primarily on internal, administrative operations, not on services for its elder abuse clients.
2. The County is embarking on a broad planning effort for all programs for seniors, though it is not specifically targeting elder abuse prevention services and programs.
3. Though much of APS's role is reactive by definition, since it is responsible for responding to reports of suspected elder abuse and neglect, the absence of a strategic plan and long-term goals and objectives contributes to the agency and County failing to develop alternative and prevention-oriented programs and services to stem cases of abuse before they occur.
4. APS does not know if its efforts are helping to efficiently and effectively assist those who require its services, because little data is tracked and analyzed to monitor APS staff performance and outcomes.

Based on these findings, the following is recommended in this report:

1. The County needs a long-term strategic plan specifically dealing with elder abuse prevention services and programs including specific goals and objectives and a fiscal plan for dealing with growth in demand for APS services. This planning effort should be completed with the County-wide Seamless Senior Services initiative and the Area Agency on Aging's planning efforts.

2. APS needs to develop outcome measures that can be used on an ongoing basis to determine if its strategic plan goals and objectives are being achieved.

Key findings and recommendations: The County's elder abuse program outreach efforts are more reactive than proactive, uncoordinated, and are not based on a targeted approach where risk of elder abuse is highest.

1. APS and other County agencies are involved in outreach efforts to seniors; however their results are not well coordinated and they do not share a consistent message about elder abuse identification and reporting programs and services.
2. The effectiveness of County efforts to maximize its outreach efforts requires a coordinated, cost-effective approach based, in part, on analysis of where the risk is greatest for elder and dependent adult abuse. For example, only one of APS' community in-service trainings in 2007 and 2008 took place in the geographic areas of the County with the highest number of reports of suspected elder abuse.
3. County agencies do not actively engage the media through press releases and interviews which are key methods to coordinate the County's message and to keep elder and dependent adult abuse in the public eye. For example, press releases were issued by the District Attorney's Office for only 2.5 percent of elder abuse cases filed by that office in 2008.
4. The internet is not effectively used by the County to communicate information about elder abuse outreach efforts to the public.

Based on these findings, the following is recommended in this report:

1. APS should analyze its case data to determine where risk is highest and its outreach efforts should be targeted to these areas.
2. The County should develop a single message and set of materials regarding elder abuse prevention services, to be used by all agencies for distribution to the public, including use of the internet.
3. Reallocation of dollars for current outreach efforts should be considered as one source of funding for the recommended approach.
4. County public information offices should work together to develop a County-wide communications plan to include a) press releases to communicate messages and information about elder abuse prevention services and programs, b) more press attention to elder abuse prosecution efforts as a means of discouraging abuse, c) public service announcements, d) traditional methods of reaching the public through the media.

Key findings and recommendations: Current County management practices do not ensure that APS staff are receiving ongoing training or that mandated reporters in other County agencies who regularly work with seniors are receiving training on elder abuse identification and reporting requirements.

1. Though APS has developed an in-house staff training curriculum, procedures are not in place to ensure that APS social work staff receive ongoing training. No documentation is in place indicating which training sessions have been attended by which staff members.
2. Responsibility for training mandated elder abuse reporters who regularly work with seniors in other County agencies is dispersed and is not systematically tracked or monitored by CSS or management of the other agencies.
3. As an example, there has been little coordination between CSS and the Department of Public Social Services (DPSS) to ensure that the approximately 700 In-Home Support Services Social Workers at DPSS receive adequate ongoing training in elder abuse. There is no County training requirement for recognizing and reporting elder abuse for the approximately 142,000 In-Home Supportive Services providers that contract with the County to provide direct services to seniors in their homes.

Based on these findings, the following is recommended in this report:

1. APS should systematically monitor its staff training to ensure that staff is receiving its entire ongoing training curriculum, and that they receive benefit from the training and maintaining a certain level of professional development and expertise.
2. To ensure that all cases of suspected elder abuse identified by County employees are being reported, APS should develop control mechanisms to ensure that employees in other County agencies that work with seniors are receiving a baseline of training in elder abuse detection and reporting requirements.

Key findings and recommendations: Current performance measures used by APS focus on output and caseload rather than outcomes.

1. APS performance measurement focuses on total caseload rather than outcome measures such as number of cases under conservatorship, number of cases successfully prosecuted and number of repeat cases, all of which should be measured against established goals and objectives.
2. Comparative performance measures readily available from the State of California show that Los Angeles County takes longer to close cases and receives fewer referral calls than other large counties in California, adjusted for population differences.

3. While there are many possible explanations of the State data, APS management should track and analyze this information to determine if changes are needed in current processes to improve public awareness of elder abuse prevention programs and services and/or to improve staff productivity.

Based on these findings, the following is recommended in this report:

1. CSS and APS management should develop outcome measures, such as number of cases under conservatorship and prosecuted and number of repeat cases, and direct staff to collect data from its case files and Hotline call referral records to assess its performance against these and other measures.
2. APS performance measures should be annually reported to the Board of Supervisors.
3. To determine if changes are needed in current processes, outreach efforts, staffing or funding, APS should evaluate readily available State data which shows that Los Angeles County receives fewer Hotline calls and opens a smaller percentage of cases relative to its population and takes longer to close cases than other large California counties.

Key findings and recommendations: The County's elder abuse prevention efforts and use of multidisciplinary teams are small in cost and quantity compared to the resources allocated to the more traditional reactive approach of responding to cases of suspected elder abuse.

1. Targeted before-the-fact elder abuse prevention efforts are small in cost and quantity compared to County resources allocated to responding to after-the-fact reports of suspected abuse and neglect.
2. APS sponsored programs in effect at two County hospitals screen at-risk senior patients for possible signs of abuse or neglect. This targeted, proactive approach appears promising and, if program data confirms its effectiveness, the approach should be applied to other County hospitals and expanded to community-based prevention efforts for identified at-risk elder groups.
3. Many elder and dependent adult abuse victims have multiple problems requiring multiple service providers. Some such cases appear to be benefiting from the two elder abuse multidisciplinary teams now in place in the County; one for complex cases and one for financial abuse cases, a fast growing part of the APS caseload. The multidisciplinary team approach is generally regarded as effective in many jurisdictions nationwide.
4. Unfortunately, the results of the multidisciplinary team approach in Los Angeles County have not been verified through outcome data and use of the teams by APS staff is limited relative to total caseload. On average, only 120 APS cases per year are referred to the multidisciplinary team, which is designed for more complex cases, compared to 26,000 elder and dependent adult case investigations conducted per year.

Based on these findings, the following is recommended in this report:

1. The County should systematically measure the results of its hospital-based elder abuse screening program and replicate it at other County medical facilities if the results are proven effective.
2. APS should develop proactive elder abuse prevention pilot programs directed to the segments of the elder population identified through data analysis as most at risk of elder abuse.
3. The County should develop measurements of case outcomes comparing the multidisciplinary team approach to the regular case approach. If the results show that the multidisciplinary approach is more effective, the teams should be expanded to allow for greater use of this approach for more APS cases.

A complete listing of the Findings and Recommendations is located at the end of this report.

1. STRATEGIC PLANNING FOR ELDER AND DEPENDENT ADULT ABUSE PREVENTION

Previous Los Angeles County Audit by the Auditor-Controller Identified Problems within CSS

A previous audit in 2004 of Community and Senior Services (CSS) found a long-term lack of leadership, accountability, poor program management, and problems with program monitoring and funding.¹⁴ The auditors recommended that the Department embark on an integrated planning process to develop and reinforce a culture of responsibility and accountability in order to drive the required organizational change.

CSS is addressing some of these issues through staff training, but this is a work in progress. For example, for new Social Workers within Adult Protective Services (APS), rather than provide all instruction upfront, APS now spreads instruction over a three to six month period and incorporates it with on-the-job experience. APS also offers training every two to three months for existing Social Workers. However, as discussed in Section 3, there are various limitations and weaknesses of training for existing staff.

The structure and culture of CSS is also changing. According to APS staff, much more communication takes place within the Department, and technology is utilized to a greater extent now than before the previous audit. By merging APS and AAA, the goal is to “break down the silos” that exist among various programs. As part of this effort, staff will be cross-trained and more data will be shared in the interests of continuously serving clients as their needs change.

Part of the explanation for the problems previously identified in the Department is the absence of clearly communicated goals and objectives, such as those that would be incorporated into a strategic plan. At the time of the 2004 audit, while the Department had its own strategic plan, the auditors found that:

1. The 2003-05 Strategic Plan was motivational and visionary versus concrete and directive, and lacked clear accountability for plan implementation.
2. Planning was used to “buy time” to resolve difficult situations.
3. The programs and services listed in the Strategic Plan differed from those in the approved budget and other documents reviewed during that audit.
4. Administrative processes did not link strategies to operations.

The Department resolved these problems with the development of a new strategic plan. The strategic planning process began with a series of management meetings in FY 2005-06 and resulted in town hall meetings with all CSS personnel in FY 2006-07.¹⁵

¹⁴ Office of the Auditor-Controller, *Management Audit of the Department of Community and Senior Services*, Submitted July 2, 2004 by blueConsulting, Inc.

¹⁵ Community and Senior Services, *County of Los Angeles Department of Community and Senior Services Strategic Plan 2007-2010*.

The current 2007-10 Strategic Plan, which is consistent with the vision, goals and objectives of the County-wide strategic plan, identifies five goals, 24 strategies and 80 more specific implementation objectives to improve performance and overcome major organizational challenges in response to changing regulations, community needs and fiscal realities.

The plan is focused, for the most part, on the Department's internal administrative matters, such as

- Assessing the effectiveness of contract management structures
- Strengthening staff knowledge
- Development and recognition of staff
- Improving the use of information technology
- Improving service delivery
- Facilitating access to program information
- Better integrating services with other County departments

With the plan, the CSS Department's goals are to:

- Provide the public with easy access to quality information and services that are both beneficial and responsive
- Enhance the quality and productivity of the Department workforce
- Ensure that service delivery systems are sufficient, effective and goal-oriented
- Strengthen the Department's fiscal capacity
- Improve the well-being of children and families in Los Angeles County as measured by the achievements in the five outcome areas adopted by the Board: good health; economic well-being; safety and survival; social and emotional well-being; and educational workforce readiness

Only four objectives are specific to APS:

- Publishing an APS Handbook promoting services available to residents of the County
- Initiating executive meetings with the Department of Public and Social Services (DPSS) to review coordination of the APS and Domestic Violence programs
- Working with DPSS to increase the County's legislative efforts to increase funding for APS
- Implementing an automated APS system that allows Social Workers the ability to store and access critical caseload information

It is important to note, there is no specific focus on the development of programs for the recognition and prevention of elder abuse.

Seamless Senior Services (S3) Strategic Plan is Too Broad

The County Chief Executive Officer, CSS Director and APS Program Managers all referred to the S3 Initiative as the single strategic planning going on now related to senior services. The S3 Initiative was launched in April 2008 and began a process to integrate services among the more than 20 County departments and agencies provide

services to seniors. The goal of the initiative is to identify existing programs and resources and create a seamless services model for seniors that will be assessed through performance outcome measures and supported by new systems and organizational structures. The Chief Executive Officer directed the CSS Director to chair the Committee on Seamless Senior Services, and the goal of the committee is to adopt a County-wide plan by June 2009.

While the County has embarked on the S3 initiative to develop a County-wide plan for all services for seniors, including elder and dependent adult abuse prevention and intervention, no such endeavor is underway for Adult Protective Services (APS), the agency that is the first responder in most cases of suspected elder abuse. APS is a federally and State-mandated program that provides crisis intervention and case management services to elderly and dependent adults who are victims of neglect, abuse or exploitation, or who are unable to protect their own interests, and to family members on behalf of the victims.

Recommended actions by the S3 Initiative have been categorized into four work group areas: 1) Prevention and intervention; 2) Supportive Services; 3) Income Support and Volunteerism; and, 4) Health and Well Being. There are a total of 37 recommended actions to be implemented within each area, a number of which pertain to APS, such as improved coordination of elder abuse outreach and education efforts with other County agencies and establishment of a more multi-disciplinary and integrated approach to case management and information and referral services.

The S3 Initiative does not contain recommendations pertaining specifically to APS's processes, policies and procedures or measures of the effectiveness of its intervention efforts, such as determination of whether elder abuse victims remain safe after APS intervention, or whether prosecutions of abusers have been successful.

Key topics such as these would be more appropriately included in an APS-specific strategic plan and are not addressed in the County-wide plan with its much broader perspective.

APS Lacks a Strategic Long-Term Plan

Because APS lacks a strategic plan, many of its efforts are not focused on any specific long-term goals and objectives with a time line for tasks and areas of improvement but rather on more short-term goals and objectives. The nature of much of APS's role is reactive by definition. They respond to cases only when called. The absence of a self-assessment process and establishment of long-term goals and objectives also contributes to the division continuing to operate reactively and failing to develop alternative and prevention-oriented programs and services.

Organizations utilize strategic planning to help guide them over the course of a year or several years. Strategic planning helps organizations to determine where they are going over this time period, how they are going to get there, and how they will know if they got there. While there are many approaches to strategic planning, a three step process is typically used: (1) evaluate the current situation and how it came about; (2) define goals and/or objectives; and (3) map a possible route to the goals/objectives.

APS also does not know if its efforts are helping to efficiently and effectively assist those who require its services because very little data is tracked and analyzed to monitor outcomes. Based on the “Departmental Program Summary and Performance Measures” for APS in the Proposed Budget for FY 2008-09, indicators of performance are limited to:

- Percent of investigations whose findings confirmed abuse or neglect
- Percent of investigations that had inconclusive evidence of abuse or neglect but still received preventative services
- Percent of investigations conducted after business hours that resulted in crisis intervention
- Average rate of risk reduction¹⁶

Two of the objectives of the S3 Initiative are to identify data from County programs and establish performance outcomes. However, the tracking and monitoring of this data will be done at a high level for the County as a whole and will not be specific to APS. Section 4 includes a more thorough review of existing performance measures and the need for better measurement of outcomes within APS.

Other Strategic Plans can serve as Models

Within CSS, strategic planning has taken place in recent years for specific programs or issues, some of which deal tangentially with elder abuse. The structures put in place to develop the planning process and plan documents provide evidence that creating a strategic plan for elder and dependent adult abuse and neglect can and should take place.

Long-Term Care Strategic Plan

In March 2000, CSS and the Department of Health Services issued the report “Preparing for the Future: A Report on the Expected Needs of Los Angeles County’s Older Adult Population.” The Los Angeles County Board of Supervisors subsequently adopted the report and directed CSS to develop a community planning process that would enable the County to begin to prepare for the anticipated demographic changes of the next 30 years. The goal of the planning process was to produce a Long-Term Care Strategic Plan for Los Angeles County.¹⁷

The planning process began in the spring of 2001 and three planning bodies were created: Community Roundtable, Interdepartmental Planning, and the Strategic Planning Work Group. In August 2001, CSS hired a strategic change consulting company specializing in long-term care integration and systems change to assist with managing the project. The consulting agency facilitated the long-term care planning activities and development of the County-wide Long-Term Care Strategic Plan.

¹⁶ Unless a senior or dependent adult is “cognitively impaired,” they may refuse assistance that could potentially improve their living conditions and reduce their risk of abuse and neglect. The average rate of risk reduction is thus a measure of the percent of seniors who accept assistance, thereby reducing their risk of abuse and neglect.

¹⁷ Community and Senior Services, *Long-Term Care Strategic Plan Final Report*, October 2, 2006.

County of Los Angeles Strategic Plan for the Aged and Disabled

In January 2003, the Board of Supervisors adopted the *County of Los Angeles Strategic Plan for the Aged and Disabled*, as submitted by CSS and 17 other County departments. The plan originally consisted of seven broad goals, 24 general strategies to advance the goals, and 47 specific objectives to implement the strategies. The goals of the plan were to:

- Stimulate the coordination of long-term care services
- Advance health care services for the aged and disabled
- Enhance mental health care services for the aged and disabled
- Promote home and community-based services for the aged and disabled
- Cultivate caregiver and kinship services for the aged and disabled
- Grow housing services for the aged and disabled adults
- Strengthen transportation services for the aged and disabled adults

A Long-Term Care Coordinating Council (LTCCC) was established to implement the objectives of the plan. With the direction of the LTCCC, a revised plan merged four specific objectives into two, and deleted three objectives, resulting in 42 specific objectives for which work group tasks were developed and eventually completed. Furthermore, 13 of the revised plan's 42 objectives were aligned with the FY 2005-09 Area Agency on Aging Area Plan, as discussed below.

Area Plan for the Area Agency on Aging

The Los Angeles County Area Agency on Aging (AAA) is a separate division within the Aging and Adult Services Branch of CSS and is responsible for identifying unmet needs of older County residents, as well as planning, coordinating and implementing programs that promote health, dignity, and well-being. The AAA serves as the coordinator of programs under the Older Americans Act as well as other Federal, State, County and private sources of funding directed for services to the elderly.

In April 2005, a four-year plan was developed for the AAA, as required by the California Department of Aging under the Older Americans Act and Older Californians Act.¹⁸

With the FY 2005-09 Area Plan, the AAA adopted mission and vision statements. The AAA's strategic themes or initiatives, which were derived from the Long-Term Care Strategic Plan, were shaped into the following three goals and priorities:

1. Innovation and Growth – Mobilize change through strategic awareness, alignment and readiness. This involves leadership through various methods including convening of interagency work groups, model-building and pilot-testing.
2. Customer Value – Optimize the quality of life through service excellence and customer satisfaction. This demonstrates our commitment to provide services that are beneficial and responsive, including proactive outreach to underserved populations.

¹⁸ County of Los Angeles Area Agency on Aging, *2005-09 Area Plan – Future-Focused Leadership: Building and Reinventing*, April 2005.

3. Operational Excellence – Strengthen the infrastructure of home and community-based services. This builds upon the power of collaboration to improve access to services and better coordinated care.

The AAA also incorporated 13 objectives from the Long-Term Care Strategic Plan into the Area Plan and various Mental Health Services Act (Proposition 63) initiatives, particularly related to the expansion of training and case management services.

The Senior Tsunami will require a Strategic Plan

Studies indicate that each year, an estimated 2.5 million Americans are the victims of elder and dependent adult abuse or neglect. In Los Angeles County alone with more residents than any County in the nation, APS receives approximately 1,800 to 2,200 new referrals per month, or more than 22,000 new referrals per year. The elderly population is growing steadily as the Baby Boomer generation ages. There is thus a great need for a strategic plan that provides goals, objectives, targets and outcome measures for addressing what is likely to become an even greater problem.

While most APS funding is from federal and State sources, it is unknown how this source will grow over time to keep pace with the predicted explosive growth in the elder population. Population growth and funding needs for the future should be considered in the Plan, including possible reallocations of existing funding to best meet future needs.

The CSS Director should therefore develop a framework for preparing an elder and dependent adult abuse strategic plan specific to APS that addresses expected future growth in the elder population and the associated funding needs. The plans developed for The Long-Term Care Coordinating Council and the Area Agency on Aging, including their planning framework, should be used as models. Goals and objectives developed for an elder and dependent adult abuse strategic plan should also be aligned with the other plans where practical. Finally, as part of the strategic planning process, outcome measures should be developed to determine whether the goals and objectives of the elder and dependent adult abuse strategic plan were met.

The most significant benefit of creating an APS-specific strategic plan would be to help guide the APS program and staff over the course of the next several years as the elderly population grows. At the same time, while no new direct costs are anticipated, implementation of the plan would require the time and dedication of existing staff.

Findings and Recommendations

Finding 1.1

Neither the County nor Adult Protective Services (APS) currently has a strategic plan in place with specific goals, objectives, targets, fiscal needs and plans and outcome measures to guide the provision of services and programs for the prevention and intervention of elder and dependent adult abuse for the next several years.

Recommendation 1.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop a framework by June 2010 for preparing an elder and dependent adult abuse strategic plan specific to Adult Protective Services that addresses expected future growth in the elder population and

related funding needs, using the plans from the Long-Term Care Coordinating Council and the Area Agency on Aging as models.

Finding 1.2

Because APS lacks a strategic plan, many of its efforts are not focused on any specific long-term goals, objectives or areas of improvement but rather on more short-term goals which are reactive in nature aimed at preventing and remedying abuse or neglect of elder adults.

Recommendation 1.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should by June 2010 align goals and objectives of the elder and dependent adult abuse strategic plan with those of the Long-Term Care Coordinating Council, the Area Agency on Aging and the County-wide Seamless Senior Services plans where practical.

Finding 1.3

APS does not know if its efforts are helping to efficiently and effectively assist those who require its services because very little data is tracked and analyzed to monitor APS staff performance and program outcomes.

Recommendation 1.3 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop outcome measures by June 2010 that can be used to determine whether or not the goals and objectives of the strategic plan were met and the clients were the focus.

Costs and Benefits

Implementation of these recommendations would have the benefit of helping to guide the APS program and staff over the course of the next several years as the elderly population grows. At the same time, while no new direct costs are anticipated, implementation of the recommendations would require the time and dedication of existing staff.

2. ELDER AND DEPENDENT ADULT ABUSE OUTREACH AND PUBLICITY EFFORTS

Adult Protective Services and Partner Agencies Currently Perform Limited and Uncoordinated Outreach

County outreach related to elder abuse prevention is currently conducted by APS, as well as by partner agencies, including the Office of the District Attorney (DA), Department of Consumer Affairs (DCA), Department of Health Services (DHS), Department of Mental Health (DMH), and WISE & Healthy Aging.¹⁹ As shown in Table 2.1, APS and its partner agencies conduct a variety of outreach – from passing out brochures, fact sheets and other materials to organizing trainings and presentations. The quantity of materials distributed is not known.

Table 2.1
Outreach Related to Elder Abuse Prevention
Performed by Adult Protective Services and Partner Agencies

Type of Outreach	County Department/Contractor					
	Adult Protective Services	District Attorney	Consumer Affairs	Health Services	Mental Health	WISE & Healthy Aging
Brochures, Fact Sheets, etc.	Yes	Yes	Yes	Yes	Yes	Yes
Community Forums	Yes	Yes	Yes		Yes	Yes
Open Houses	Yes					
Symposiums/Conferences	Yes	Yes		Yes	Yes	Yes
Trainings/Presentations	Yes	Yes	Yes	Yes	Yes	Yes

Source: Interviews with Staff, Calendars, Memorandum of Understanding and Monthly Progress Reports.

According to staff, APS relies on networking and relationships with its County partners to make events happen because APS does not have the staff or funding to support all outreach events. APS has only one trainer who is not only responsible for coordinating the training of new and veteran staff, but also tries to accommodate every organization that calls requesting a training session.

APS Information and Assistance Unit also tries to reach out to organizations and the public, but the public may be provided with information if it contacts the Information and Assistance Unit directly by phone or via the Centralized Intake Unit. In FY 2007-08, based on data reported to the State, APS responded to an average of 32,519 requests for information and referral per month, or 390,228 per year.²⁰

¹⁹ WISE & Healthy Aging is a nonprofit organization that contracts with the Area Agency on Aging for the City and the County of Los Angeles to provide a variety of services directed to seniors, including serving as the Long-Term Care Ombudsman and managing the multidisciplinary Fiduciary Abuse Specialist Team.

²⁰ California Department of Social Services, Data Systems and Survey Design Bureau, Adult Protective Services and County Services Block Grant Monthly Statistical Report (SOC 242).

As shown in Table 2.2, every agency reaches out primarily to County and/or City staff, in the form of symposiums, conferences, trainings and presentations related to elder and dependent adult abuse, as well as to seniors and/or their caregivers. One or more agencies are typically responsible for reaching out to other audiences through forums, open houses, trainings and presentations although the numbers are small in comparison to the senior population. For example, APS and the DA's Office have taken the lead on reaching out to law enforcement, though the Elder Abuse Forensic Center at LAC+USC Medical Center within DHS is in the process of developing training for detectives, and WISE & Healthy Aging also facilitates training for law enforcement through the Fiduciary Abuse Specialist Team.

WISE & Healthy Aging is also the only agency performing outreach among staff and residents at skilled nursing facilities and residential care facilities for the elderly.

Table 2.2
Audiences Reached through the Outreach Efforts of
Adult Protective Services and Partner Agencies

Type of Audience	Adult Protective Services	District Attorney	Consumer Affairs	Health Services	Mental Health	WISE & Healthy Aging
Community-Based Organizations	Yes	Yes			Yes	Yes
County and/or City Staff	Yes	Yes	Yes	Yes	Yes	Yes
Financial Institutions	Yes	Yes				Yes
Hospitals	Yes			Yes		Yes
Law Enforcement ^a	Yes	Yes		Yes		Yes
Other Medical Staff ^b	Yes	Yes			Yes	Yes
Residential Care Facilities						Yes
Seniors and/or Caregivers ^c	Yes	Yes	Yes	Yes	Yes	Yes
Skilled Nursing Facilities						Yes

Source: Interviews with Staff, Calendars, Memorandum of Understanding and Monthly Progress Reports

^a The Elder Abuse Forensic Center operated out of LAC+USC Medical Center is in the process of developing training for detectives.

^b Other medical staff typically includes Licensed Clinical Social Workers, Registered Nurses, Psychiatrists and other medical professionals.

^c Seniors are oftentimes targeted at places where they gather, such as senior centers or community centers.

In addition, since the Office of the Attorney General/California Department of Justice declares every May as Elder and Dependent Adult Abuse Awareness Month, various agencies, including APS, try to conduct outreach during the month of May. For APS, this includes working with partner agencies to try to plan a Smarter Senior Forum, which is organized by the Department of Consumer Affairs. If the forum cannot be held, APS

holds a training or presentation in the community on its services at which Elder and Dependent Adult Abuse Awareness Month is recognized.

Specifics of each agency's outreach efforts are discussed throughout the remainder of this section.

Adult Protective Services' Outreach Efforts Attract Small Numbers of the Public through Community-Based Organizations

The federal- and State-mandated Adult Protective Services (APS) program conducts community in-service trainings and presentations with financial institutions, hospitals, law enforcement, seniors and community-based organizations that provide services to seniors. These trainings allow APS to teach organizations and individuals in the community about what it does and why, and they are separate from trainings for APS staff. APS also engages in community outreach through open houses, Smarter Senior Forums, SAFE (Seniors Against Financial Exploitation) Senior Forums, career fairs, senior fairs, conferences, and other events at which promotional items and other outreach materials are provided.

APS participated in an estimated 128 community trainings, presentations, forums and other events in 2008. This includes approximately 100 community presentations and events in which the Information and Assistance Unit participated and another 28 community in-service trainings, presentations, forums and open houses in which the APS program's single trainer (a Staff Development Specialist in Field Operations) participated.²¹

While it is unknown how many people were reached through the outreach efforts of the Information and Assistance Unit, the APS trainer's events reached an estimated 1,053 individuals in the community. In addition, since the trainer was on leave for a portion of 2008, he held fewer community in-service trainings, presentations and forums that year than in previous years. For example, in 2007, he held a total of 42 events, reaching an estimated 1,142 individuals.

The Information and Assistance Unit estimates that it will participate in more than 100 presentations and events in 2009 because of efforts to be more proactive in scheduling outreach.

Furthermore, in 2008, the majority of the APS trainer's events were held with community-based organizations, rather than financial institutions, hospitals or law enforcement. Of the 28 events held in 2008, 20 were held with community-based organizations, while only one was held with a financial institution and three were held with hospitals. According to APS staff, it is their practice to provide in-service training on protocols to hospitals every other year.²² APS also has a law enforcement liaison that meets with agencies throughout the County to provide training on elder and dependent adult abuse. In 2008, the liaison participated in a total of 31 trainings with

²¹ This figure does not include law enforcement trainings that are presented jointly with the District Attorney's Office and trainings provided to APS staff.

²² APS developed hospital protocols in 2005 to provide guidance to hospital staff on the identification and reporting of elder and dependent adult abuse.

law enforcement, many of which were collaborated with the District Attorney's Elder Abuse Section.

As mentioned previously, APS has established agreements with partner agencies, such as the Office of the District Attorney and Department of Health Services, to help target specific audiences.

Department of Consumer Affairs is Responsible for Senior Forums on Elder Abuse and Reaches a Limited Audience

Based on its Memorandum of Understanding (MOU) with Adult Protective Services, the Department of Consumer Affairs (DCA) is required to organize and present a minimum of 10 Elder Fraud and Abuse forums, typically called Smarter Senior Forums, annually in locations throughout the County. In organizing the forums, DCA is responsible for:

- Identifying the host agency and audience to be addressed
- Providing logistical support to the host agency as needed
- Contacting panelists and confirming their participation
- Preparing announcement flyers for the host agency
- Providing needed outreach assistance
- Preparing and distributing releases to community newspapers and the *Los Angeles Times*
- Developing forum program agendas for distribution at forums
- Administering audience evaluations

In FY 2007-08, DCA held a total of nine forums, reaching an audience of 1,066. While DCA fell one forum short of its MOU requirement that year, it held a total of 11 forums the previous year, in FY 2006-07, reaching an estimated 1,534 individuals. The forums address a variety of consumer-related issues.

District Attorney's Efforts Reach Law Enforcement and the Community

According to its Memorandum of Understanding with Adult Protective Services, the Office of the District Attorney (DA) is required to attend the Fiduciary Abuse Specialist Team (FAST) meetings, Elder Abuse Forensic Center, Elder Death Review meetings, Smarter Senior Forums and other events supported by Adult Protective Services.

The DA is also required to hold regular trainings with law enforcement throughout the County. While the MOU requires a minimum of four trainings with law enforcement and other appropriate personnel during the fiscal year, the DA held a total of 21 trainings, reaching more than 400 detectives, officers and other law enforcement, in FY 2007-08.

Within the community, the DA's Office conducts regular trainings on elder abuse with various organizations, including the Jewish Family Service of Los Angeles and Sojourn Services in Santa Monica. The Deputy-in-Charge of the DA's Elder Abuse Section is currently a member of the KEEP-SAFE (Keep Every Elder Protected - Stop Abuse and Financial Exploitation) Coalition, a South Bay non-profit that is dedicated to preventing financial abuse among the elderly population, and speaks to bankers and financial advisors at their meetings. He has also spoken to the City of Long Beach's Elder Abuse

Prevention Team, which is similar to a multidisciplinary team but is open to members of the public.

In addition, the DA's Office participates in a variety of symposiums on elder abuse. For example, the Deputy-in-Charge of the Elder Abuse Section was a guest lecturer at a symposium called "Confronting Elder Financial Abuse" that was sponsored by Fremont Investment and Loan. The DA's Office also holds an annual Elder Abuse Symposium, which is attended primarily by service providers and staff from other County departments, including APS and the Department of Mental Health.

Department of Mental Health Participates Primarily in Other Agencies' Events

Within the Department of Mental Health (DMH), staff with both the Geriatric Evaluation Networks Encompassing Services, Intervention and Support (GENESIS) Field Capable Clinical Services (FCCS) Program and Public Guardian (PG) make presentations to the community only when requested. They also participate in the Smarter Senior Forums and Elder Abuse Symposium, described above, as well as the Fiduciary Abuse Specialist Team, described below. Furthermore, DMH holds an annual conference on hoarding behavior that covers an issue facing many elders, though it targets a broader audience.

The Public Guardian reports that it is concerned that it might not be able to keep up with the additional referrals it supposes it would receive as the result of more outreach efforts, since it has a fixed amount of resources and its funding sources (primarily the County General Fund) are not necessarily stable.

Department of Health Services Conducts Primarily Hospital Staff Outreach

Prior to FY 2007-08, DHS hospitals, specifically Martin Luther King Jr.-Drew Medical Center (MLK-Drew) and LAC+USC Medical Center, were participating in public education in addition to hospital-based training, as part of their Memorandum of Understanding (MOU) with Adult Protective Services (APS). For example, staff with MLK-Drew would visit senior centers to take their blood pressure and talk about elder and dependent adult abuse.

APS decided that the community efforts were taking away from the hospitals' efforts to teach their own staff how to identify elder abuse and removed the requirements for public education from the MOUs.

According to APS staff, they wanted to maintain a hospital-based system of early intervention services, including medical treatment, forensic services, discharge planning and follow-up care, and community-based medical assessments, for victims of elder and dependent adult abuse.

The current MOUs with DHS require both Martin Luther King Jr. Multi-Service Ambulatory Care Center (MLK-MACC) and LAC+USC Medical Center to provide training to a monthly average of 20 and 56 medical professionals, respectively, at their facilities and at other facilities/institutions. Similar requirements are not in place for DHS's two other medical centers and one other Multi-Service Ambulatory Care Center though they may receive training from staff at MLK-MACC or LAC+USC Medical Center.

Members of the Elder Abuse Forensic Center, which is a multidisciplinary team of professionals that works to provide expert and comprehensive case examination, documentation, consultation and prosecution of elder and dependent adult abuse cases, also perform outreach. In 2008, members of the Forensic Center participated in a total of 51 events, reaching an audience of more than 2,092. However, since members include staff from:

- LAC+USC Medical Center
- APS
- The Long-Term Care Ombudsman Program
- District Attorney's Office
- Geriatric Evaluation Networks Encompassing Services, Intervention and Support Field Capable Clinical Services Program
- Public Guardian
- Law enforcement

Some or all of the events may also be included in their individual listings and are potentially duplicated.

Contract Organization WISE & Healthy Aging Plays a Role in Outreach

As Long-Term Care Ombudsman for Los Angeles County, WISE & Healthy Aging probably plays the largest role of any nonprofit participating in adult protective services outreach. The major services that WISE & Healthy Aging provides related to elder and dependent adult abuse prevention are:

Long-Term Care Ombudsman Program

The Long-Term Care Ombudsman Program is a federal- and State-mandated program whose mission is to protect the rights and dignity of residents in skilled nursing facilities and residential care facilities for the elderly throughout the City and the County of Los Angeles. Ombudsmen staff educate residents and their families about their rights in these facilities, helping resolve complaints and address a variety of issues, including facility staff training, attitudes, response and behavior, admission and discharge matters, nutrition and dietary concerns, physical therapy, matters of dignity, and Medicare, Medi-Cal, and Social Security Income. The program provides information on residents' rights, including information on abuse and neglect, to residents and family members at resident and family council meetings and on a one-on-one basis.

The Long-Term Care Ombudsman Program provides presentations to facility staff, on elder abuse and mandatory reporting, as well as the use of directives and restraints. In the City and the County of Los Angeles, there are 388 skilled nursing facilities with the capacity to serve 38,631 residents, and 1,428 residential care facilities for the elderly with the capacity to serve 34,855 residents, resulting in a total of 1,816 long-term care facilities with the capacity to serve 73,486 residents.²³ The program also has grant funds from The Archstone Foundation's Elder Abuse and Neglect Initiative to present at 81 hospitals County-wide. This grant-funded project is targeting hospital discharge planners and social workers to instruct them on their responsibility to report unlicensed

²³ WISE and Healthy Aging, *Facility and Bed Count*, 2008.

facilities and on their responsibility not to place elders or dependent adults who require care and supervision in unlicensed care facilities. The Long-Term Care Ombudsman Program, along with Community Care Licensing in conjunction with the Residential Placement Protocols Task Force, receives and investigates complaints of abuse and neglect perpetrated by operators of unlicensed care facilities.

The Long-Term Care Ombudsman Program does not have a targeted outreach effort that includes training in the community. Rather, program staff report that because of funding limitations, they are currently more reactive than proactive. However, they do participate in cross-trainings with members of the Residential Placements Protocols Task Force, which includes County departments and law enforcement.

In light of the 49% cut to the Long Term Care Ombudsman Program's budget for FY 2008-09, it is not known how this will affect their current agency-to-agency outreach.

Elder Abuse Prevention Program Reaches 600 Attendees at Two Senior Action Fairs

The Elder Abuse Prevention Program within WISE & Healthy Aging coordinates two Senior Action Fairs with the community annually. The focus of these fairs is to educate seniors about abuse and neglect, and steps they can take to protect themselves from becoming victims of abuse, with an emphasis on financial abuse and fraud. Speakers include representatives from the Postal Inspector's Office, Federal Trade Commission, Department of Consumer Affairs, local law enforcement, City Attorney's Office and Long-Term Care Ombudsman Program. About 300 people attend each fair.

Staff with the Elder Abuse Prevention Program also speak at nursing homes, hospitals and various groups, including State Bar committees on elder law, and train volunteers to serve as Fraud Fighters. In this role, they call seniors and visit them at homes to discuss current scams, offer tips on avoiding fraud, and provide referrals to local agencies. Similarly, WISE & Healthy Aging has partnered with the California Department of Corporations to administer the Seniors Against Investment Fraud Program, through which presentations are given to seniors at senior centers, senior clubs and independent living centers on how to protect themselves against investment fraud.

The Elder Abuse Prevention Program also oversees the Fiduciary Abuse Specialist Team (FAST), a multidisciplinary team that was established to combat the rising tide of financial abuse through cross-training and case consultations. FAST consists of members of the public and private sector, such as law enforcement investigators, prosecutors, private and public interest attorneys, conservators, bankers, securities and real estate brokers, and experts in insurance, case management, probate, gerontology, geriatrics and psychiatry. This includes staff from APS, the Long-Term Care Ombudsman Program and Public Guardian. Meetings take place monthly for 10 months of the year. While most meetings consist of an hour of training followed by two hours of case consultation, two or three meetings a year consist only of training.

Partnerships Created with the Superior Court

Various partnerships have also been created with the Los Angeles County Superior Court, some of which perform outreach. For example, the Elder Abuse Prevention

Program with WISE & Healthy Aging partnered with the Court to establish Advocates for Conserved Elders (ACE). Through ACE, volunteers are trained to visit seniors who have been conserved. The seniors selected for the visits are those deemed to be “high risk”. This typically means that they don’t have any family or friends who visit.

The Elder Abuse Prevention Task Force, a partnership between the Court and various County agencies and departments, has done some community outreach but this is not their primary role. Rather, the task force serves an educational purpose for those involved and tries not to replicate what the Fiduciary Abuse Specialist Team or Elder Abuse Forensic Center is doing.

County Needs a Targeted Outreach Effort

Most outreach that APS conducts is currently more reactive than proactive. Aside from annual conferences, symposiums and forums and the efforts of partner agencies, APS for the most part provides presentations only as they are requested. One exception is the Information and Assistance Unit within APS, which is now basing some of its outreach on where seniors reside and/or where senior centers are located. Up until this year, the Unit waited until they were contacted by the community to provide a presentation or attend an event.

Analysis of Referral Data does not Target Outreach

APS should analyze data on reports of abuse or referrals to field offices by location and then target its outreach accordingly. APS currently generates a report that tracks caseload (i.e., referrals to field offices) by the geographical zip code boundaries within Los Angeles County, but this report is not used to identify the areas generating the greatest and/or lowest number of cases. Rather, the report is used to divide zip codes among the field offices, so that they receive an equitable number of referrals based on their staffing level.

Utilizing zip code reports for 2007 and 2008, the number of cases by zip code was analyzed and compared to the location of community in-service trainings, presentations, forums and open houses that appeared on the APS in-service training calendar in 2007 and 2008.

Based on this comparison, of 285 zip codes in the County of Los Angeles, APS planned only one event in a zip code with one of the 10 largest caseloads in both years²⁴, while six events were planned in a zip code with one of the lowest caseloads in one year, 2008. However, no events were planned in any of the zip codes with zero referrals.

In 2008, the zip codes with the highest and lowest caseloads in which events were planned were zip codes 90650 and 90010. These zip codes referred 187 and 15 cases, respectively, to APS compared to an average of 70 referrals per zip code County-wide. However, as Table 2.3 illustrates, the average referral rate for zip codes in which APS outreach events were planned in 2008 was slightly higher at 74 referrals per zip code.

²⁴ In 2007, the largest number of cases in a zip code was 278, and the zip code with the largest number of cases in which an event was planned was zip code 91331 (Northeast San Fernando Valley & Pacoima) with 156 cases. In 2008, the largest number of cases in a zip code was 273, and the zip code with the largest number of cases in which an event was planned was zip code 90650 (Norwalk) with 187 cases.

Table 2.3
Elder Abuse Outreach Events
Organized by the APS Trainer in 2008
Sorted Based on Number of Case Referrals

City	Zip Code	Number of Events Held	Number of Cases Referred
Norwalk	90650	1	187
Panorama City	91402	1	136
Los Angeles	90032	2	112
Van Nuys	91406	2	95
Compton	90221	1	83
Burbank	91505	2	82
Whittier	90606	1	82
Los Angeles	90020	2	72
Downey	90242	2	60
Los Angeles	90014	1	59
Los Angeles	90012	2	53
Santa Fe Springs	90670	1	49
Alhambra	91803	1	47
Redondo Beach	90278	1	42
Pasadena	91748	1	40
Culver City	90232	1	39
Los Angeles	90010	6	15
Average per Zip Code			74

Source: APS In-Service Calendar and Zip Code Report for 2008

Although APS does base some of its outreach on groups that are at risk, such as ethnic and cultural groups in which abuse is almost never reported because of cultural values and beliefs, APS should, first, analyze data that is available on reports of abuse and referrals to field offices, as well as third party research, to determine where the risk of abuse and need for services is greatest and then target its community outreach accordingly.

APS should make an effort to reach out to both areas where referrals are low and areas where they are high to address possible issues of under and over-reporting.

Financial Abuse

Even though financial institutions became mandatory reporters on January 1, 2007²⁵, they are not required to receive training on reporting requirements, and few trainings have been conducted with financial institutions. For example, APS held only one training with a financial institution in 2008, none in 2007 and five in 2006, just prior to the new State law taking effect. WISE & Healthy Aging has also taken a role in providing training to financial institutions via the Fiduciary Abuse Specialist Team, which

²⁵ Senate Bill No. 1018 Chaptered Text, Filed August 29, 2005.

involves members of the public and private sector, including bankers, as previously discussed. Each meeting involves at least an hour of training, and two or three meetings consist only of training directed at members of the team. Because financial abuse is becoming a greater problem, APS should work with its partner agencies to provide additional training in this area.

County Lacks a Master Calendar or Listing of Outreach

The County and Adult Protective Services (APS) lack a master calendar or listing of all trainings, presentations, forums, open houses, symposiums, conferences and other events available to seniors, caregivers and professionals on elder and dependent adult abuse.

Currently, the APS program's single trainer maintains a matrix of trainings, presentations and forums, while the Information and Assistance Unit also maintains its own matrix of presentations and other events. However, the latter matrix was not even created until 2009. Prior to then, the Unit maintained a notebook of materials, such as flyers, from events that were held.

While the Community and Seniors Services' Intranet provides a master calendar of events being held by APS and other programs within the Department, it does not include other agencies' events and it is only available to staff; the public cannot access this information.

The only information available on the APS website is a link to a page for seminar information that, at the time this investigation was underway, only contained one listing for an event in 2007.

To address these problems, the County Chief Executive Officer's Seamless Senior Services (S3) Initiative is recommending that a master calendar of trainings and conferences on elder abuse prevention be created to provide information on a multitude of services available to seniors, caregivers and professionals on the prevention and intervention of elder abuse related issues. This may help staff provide information to the public.

The S3 Initiative is also recommending the creation of a Speakers Bureau, which would provide a listing of focused training for a cadre of agencies that provide abuse prevention and intervention services to seniors and their caregivers. These are both short-term goals of the S3 Initiative that are being jointly led by the Community and Senior Services Department, District Attorney's Office and Sheriff's Department.

The Department of Public and Social Services (DPSS) is the only County department with a stake in elder and dependent adult abuse prevention that currently posts a calendar of events on the public Internet. The DPSS website has an interactive list of various events, including those in the community that the public can search. A fact sheet on the S3 Initiative indicates that the master calendar may be made available on the Internet, Intranet and/or Microsoft Shared Server. Consequently, the County Chief Executive Officer should ensure that the S3 Initiative's master calendar and listing are posted on the public Internet in addition to any internal Intranets or servers. This could include creating a website dedicated to senior services.

County Lacks a Cohesive set of Outreach Materials

The County's lack of a single comprehensive brochure, fact sheet, poster and/or other materials on elder abuse identification and reporting is problematic. Messages are fragmented and housed in many locations. The few and uncoordinated messages that the public receives from the existing materials can confuse and overwhelm seniors and their caregivers. Individual brochures may not provide the correct information or the best and most direct contact point to report abuse or obtain help for victims.

Each County agency utilizes its own brochures, fact sheets, posters and/or other materials on elder and dependent adult abuse prevention because of their different missions, though many of them list each other's contact information. Agencies produce the following:

1. The Department of Mental Health's Geriatric Evaluation Networks Encompassing Services, Intervention and Support Field Capable Clinical Services Program (GENESIS) produces a brochure that lists the services that it offers and the benefits of those services.
2. As part of the Violence Intervention Program at LAC+USC Medical Center, the Adult Protection Team has a brochure that focuses on the hospital-based services that it provides related to examinations, screenings and referrals.
3. The Public Guardian has a brochure that explains the legal process known as conservatorship and the persons served.
4. Adult Protective Services produces a brochure on reporting elder and dependent abuse that includes information on what the law requires, who must report, exemptions to the reporting requirement, penalties for not reporting, and where to report.
5. WISE & Healthy Aging also has several brochures, including one that provides an overview of its Elder Abuse Prevention Program, another that provides an overview of the Long-Term Care Ombudsman Program, and yet a third that serves as a resource guide related to elder abuse.

If the County would like to wage an effective campaign publicizing elder abuse identification and reporting, it should develop a unified, cohesive and complementary set of materials that can be used by multiple agencies and at various events. It should provide all the resources available in one document and identify the attributes of abuse. While this would not preclude agencies from continuing to provide their own brochures to clients, it would assist the County in sending a clear message about elder and dependent adult abuse to the public at large.

The new materials would also provide seniors and their caregivers with a first point of contact, such as APS and the Long-Term Care Ombudsman.

The Public Information Office, which is one of three sections of the Chief Executive Office's Public Affairs Office, should be tasked with this responsibility since it serves as

the County's centralized source of information for the public. For example, the Public Information Office is responsible for:

- Developing informational materials about the County
- Responding to public inquiries via telephone, mail, e-mail, and at its public counter
- Disseminating County documents (such as the budget, Civil Grand Jury reports, and audits)
- Serving as the media liaison for the County, both as spokesperson and in the capacity as landlord of the pressrooms in County buildings
- Developing materials for the County Internet home page
- Responding to the e-mail sent via the home page

County fails to engage Media to Publicize Elder and Dependent Adult Abuse

County agencies, APS and DA, do not actively engage the media through press releases and interviews. The issuance of press releases and scheduling of interviews is important because of the role they play in helping to control the message and keep elder and dependent adult abuse in the public eye.

When asked about media outreach, APS listed interviews with the Los Angeles Daily News, Telefutura Channel 46, Telemundo Channel 52, Supervisor Burke's Television Show, KABC Channel 7, Super Estrella Radio, Cable Television, and Guadalupe Radio. These interviews took place between FY 2006-07 and FY 2008-09, with an average of only three interviews conducted per year. Staff with APS stated that they have targeted Spanish media because within the Spanish community, abuse is almost never reported as a result of cultural values and beliefs. APS also hopes to have an interview with an Armenian television station in the near future.

While the DA's Elder Abuse Section files hundreds of cases each year, few cases are publicized. In 2008, the DA's Office issued only four press releases on elder abuse cases²⁶ but filed a total of 157 cases throughout the year. Based on filings, only about 2.5 percent of cases are being publicized. DA staff report that deputies in the Elder Abuse Section refer all major crimes and significant cases of public interest to Media Relations. However, even if a case is not referred, cases that are filed are a matter of public record. Crime reporters at various news agencies track these cases and report on those that are newsworthy.

Since many victims of elder abuse are reluctant to report their abusers to law enforcement, many of whom are family members and/or caregivers, DA staff believe that greater press coverage may have a further chilling effect on the willingness of witnesses to come forward.

Information is Prevention

According to staff with the Superior Court, if elder and dependent adult abuse cases were publicized more, it might become more socially unacceptable – similar to domestic violence – and take place less often. The DA's Director of Communications should

²⁶ Figure based on the press releases shown on the website of the District Attorney's Office.

therefore attempt to increase the number of press releases that are issued on elder and dependent adult abuse cases that are filed, including cases that are taken to trial, while continuing to provide victims and witnesses of abuse some protection. This may require the Elder Abuse Section to increase the number of cases that it refers to Media Relations.

County Needs an Overall Communications Plan

Subsequent to the adoption of an APS elder abuse strategic plan, the Directors of the Department of Community and Senior Services and Public Information Office should work together to develop a County-wide communications plan for publicizing elder abuse, reporting avenues, service eligibility requirements for the public, and services for victims.

The Communications Plan for publicity and outreach goal should be:

- To reach the widest possible audience in Los Angeles County
- To improve awareness and identification of elder abuse
- To tell clearly how and where to report abuse and what to do about it

Combining budgets and/or costs of current materials by several of the 20 agencies could result in significant savings allowing for the printing of outreach materials that would be used County-wide. Requiring the Public Information Office or other personnel to devote time to writing and issuing press releases would not create an additional cost. Public Service announcements to educate the community on elder abuse identification and reporting can be free (by FCC regulations) and the Internet is free.

At the same time, by utilizing demographic, zip code data to better target outreach efforts, the County should be able to identify ways to utilize existing funds in a more cost-effective manner.

Findings and Recommendations

Finding 2.1

Current outreach conducted by APS is more reactive than proactive and not based on any analysis of demographic data showing where the risk of abuse or need for services may be greatest.

Recommendation 2.1.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should direct APS management, by June 2010, to analyze third party research and its own data on reports of abuse and referrals to field offices to determine where the risk of abuse and need for services is greatest and then target community and media outreach accordingly.

Recommendation 2.1.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should direct APS management to work with partner County agencies and contractors to provide additional training to financial institutions on financial abuse related to the elderly population and their mandatory reporting requirements.

Finding 2.2

The County and APS both lack a master calendar and/or listing of all trainings, presentations, forums, symposiums, conferences and other events available to seniors, caregivers and professionals. To address these problems, the County Chief Executive Officer's Seamless Senior Services (S3) Initiative is creating a master calendar of trainings and conferences on elder abuse prevention, as well as a Speaker's Bureau that would provide a listing of focused training by a cadre of agencies that provide abuse prevention and intervention services to seniors and their caregivers, and they may be made available on the Internet, Intranet and/or Microsoft Shared Server.

Recommendation 2.2 – The County Chief Executive Officer

The County Chief Executive Officer should ensure that by June 2010 the S3 Initiative's master calendar and listings related to elder abuse are posted on the public Internet in addition to any internal Intranets or servers. This could include creating a website dedicated to senior services.

Finding 2.3

Every agency in the County utilizes its own brochures, fact sheets, posters, events and/or other materials on elder and dependent adult abuse because of their different missions, though many of them list each other's contact information. The issuance of so many messages may confuse and overwhelm seniors and their caregivers who have a need to contact the County to report abuse and/or obtain help.

Recommendation 2.3 – The Director of the Chief Executive Office's Public Information Office

The Director of the Chief Executive Office's Public Information Office should develop by June 2010, a set of marketing materials, such as a brochure and fact sheet, that can be used by multiple agencies and at various events to publicize elder and dependent adult abuse. While individual agencies could continue to provide their own materials to clients, the new materials would serve to send a clear message about elder and dependent adult abuse to the public at large and provide seniors and their caregivers with a first point of contact, such as APS and the Long-Term Care Ombudsman.

Finding 2.4

County agencies do not actively engage the media through press releases and interviews, even though doing so would help to control the message and keep elder and dependent adult abuse in the public eye.

Recommendation 2.4 – The Director of Communications of the District Attorney's Office

The Director of Communications of the District Attorney's Office should attempt to increase the number of press releases that are issued on elder and dependent adult abuse cases that are filed, including cases that are taken to trial, while continuing to provide victims and witnesses of abuse necessary protection. This may require the District Attorney's Elder Abuse Section to increase the number of cases that it refers to Media Relations.

Finding 2.5

A better targeted and coordinated outreach effort may not exist because of the fragmented system that has been created to serve the elderly population. Currently, more than 20 County agencies and departments provide services to seniors.

Recommendation 2.5 – The Directors of Community and Senior Services and the Chief Executive Office’s Public Information Office

The Directors of Community and Senior Services and the Chief Executive Office’s Public Information Office should work together to develop a County-wide communications plan, by June 2010, for the purpose of publicizing elder abuse identification, reporting requirements and services for victims with the goal of informing a wider audience.

Costs and Benefits

Implementation of these recommendations would have the benefit of helping to create a better targeted and coordinated outreach effort. There would be a cost to implementing a County-wide communications plan that would depend on the type of tools, such as public service announcements and printed materials, used to communicate the County’s message. At the same time, by utilizing data to better target outreach efforts and developing a communications plan to establish a course of action, the County may be able to identify ways to utilize existing funds now being spent on multiple printed materials and other outreach efforts in a more cost-effective manner.

3. MONITORING & EVALUATION OF TRAINING FOR PREVENTION, DETECTION AND REPORTING OF ABUSE

Stronger Controls Needed for APS Social Worker Training

As the administrator of the Adult Protective Services (APS) program, CSS has responsibility for ensuring that all staff members assigned to it are properly trained on topics that are pertinent to successful execution of their job responsibilities.

Other than a provision in the Memorandum of Understanding between Los Angeles County and the Social Worker Employee Representation Unit that management will make “every reasonable effort to ensure the availability of in-service training in areas that relate to the functions of the job for classes in this unit”²⁷, there are no specific legal requirements pertaining to APS Social Worker training.

Federal and state law requires that each County establish a specialized entity with lead responsibility for the operation of the Adult Protective Services program. While “lead responsibility” is not defined in statute, it should reasonably include provision of appropriate training and preparation of instructional materials for APS staff responsible for responding to and investigating accusations of elder and dependent adult abuse as well as for other mandated reporters in the county. Deficiencies were found in APS program oversight and monitoring in both areas.

The ongoing APS Social Worker training program is sporadic and lacks consistency and strong controls. Although an ongoing Social Worker training curriculum has been created by APS Training Staff, the program lacks strong controls to ensure that Social Workers receive training consistent with its requirements. According to available records, actual ongoing Social Worker training consists of sporadic training sessions provided by the APS Training Staff and external County agencies that have Memorandums of Understanding (MOUs) with CSS as well as funding-dependent trainings provided by a statewide APS consortium.

Although several County agencies have agreed to provide a minimum level of training to APS workers on topics related to elder and dependent adult abuse, not all of these agencies are complying with their MOUs with CSS. Additionally, training records indicate that seminars provided by County agencies are inconsistent across APS’s field offices. Furthermore, existing controls for ensuring that a minimum amount of training is provided by agencies; also Social Worker attendance records are weak.

Training records indicate that ongoing in-service training provided by in-house staff for APS Social Workers is sporadic. In 2008, three trainings were provided to Social Workers by APS training staff. There is no evidence to suggest that any in-service training was provided by APS training staff to APS Social Workers in 2007. Furthermore, there is no centralized tracking or monitoring of attendance at courses taken through the statewide APS consortium.

²⁷ Article 17, Memorandum of Understanding between Los Angeles County and the Social Workers Employee Representation Unit

Despite the creation of a comprehensive continuing education curriculum, actual in-house ongoing Social Worker training topical choices lack a strong rationale. This curriculum includes 216 hours of classroom instruction in the following core training subjects:

- Development Disabilities
- Cognitive Impairment and the Elderly
- Mental Illness
- Conservatorships
- Emergency/Crisis Services
- Protective Orders
- Financial Abuse
- Interviewing and Assessment Skills
- Physical/Sexual Abuse/Mental Suffering
- Investigative Skills/Interventions
- Self-Neglect Issues
- Senior Health and Medical Needs
- Safety in the Field
- Policy and Procedure Training
- Self Awareness/Time Management
- Housing and Residential Facility Issues
- Standards of Conduct/Social Work Ethics

Training records do not indicate that actual in-service courses provided have been consistent with the ongoing Social Worker curriculum developed by APS training staff. The only topic covered by APS training for incumbent APS Social Workers in 2008 was “Integrated Care Management.” Training records do not indicate the rationale behind this choice of topics.

The ongoing training program for APS workers lacks controls to ensure that APS Social Workers attend mandatory trainings. APS training staff maintains an “In-Service Training Calendar” that records all in-service trainings for APS workers, outreach activities, and the number of attendees at both type of events. Despite language asserting that APS training staff will track and report staff attendance to each employee and his/her supervisor, attendance is not centrally tracked and monitored. Rather than being centrally monitored and controlled, responsibility lies with Social Service Supervisors to ensure that their staff attends mandatory trainings.

Training provided to APS Social Workers by other County agencies is sporadic, uneven across field offices, and often inconsistent with service requirements. For instance, the Department of Mental Health’s GENESIS program workers are to provide trainings to APS workers on a quarterly basis according to the Department’s MOU with CSS. APS reports that due to the limited funding in the MOU the Department of Mental Health only provides training for the first few months of each fiscal year.

Between FY 2006-07 and FY 2007-08 a total of three trainings were provided. Two of these trainings were provided to the Burbank field office only while the third training was

provided at APS administrative offices. The Department of Consumer Affairs also provided a total of three trainings over the same time period. All three of these trainings were provided to the Burbank field office only.

According to MOU requirements, the District Attorney is to coordinate with APS training staff to develop training programs for APS staff on legal and court issues. The MOU stipulates that the course will be at least two hours and will be offered at least eight times each year. The MOU also states that CSS/APS staff should assist the District Attorney in making arrangements for APS training including arranging appropriate training sites and publicizing trainings to APS workers.

During FY 2007-08 the District Attorney presented a total of six trainings to APS workers. Two of these trainings were held at Financial Abuse Specialty Team (FAST) meetings and a third training was held at an International Conference for Elder Abuse. Both of these forums were only partially comprised of APS Social Workers with no records to indicate which or how many workers were in attendance.

In the first half of FY 2008-09 the District Attorney held five trainings for APS workers, at least three of which were at APS administrative offices. The District Attorney is on pace to provide the minimum level of training under the FY 2008-09 MOU with CSS. Although external agencies generally report monthly to APS management on their APS Social Worker training activity, this practice has not ensured that required levels of training are provided.

Weak Oversight of County Agencies that Work with Elders and Dependent Adults

No County agency has broad statutory oversight for ensuring that all County employee mandated reporters²⁸ are adequately trained in detecting and reporting elder and dependent adult abuse. Instead, authority for this function is decentralized to management of the various County agencies whose staff includes mandated reporters.

CSS, the administrator of the APS program, has not assumed a lead role in ensuring that all mandated reporters in County agencies that regularly work with seniors at risk of elder and dependent adult abuse are properly trained on topics that are pertinent to successful execution of their mandated reporting responsibilities.

Although APS is not legally obligated to do so, prudent management practices should include a County entity ensuring that mandatory reporters are trained regularly in an ongoing manner on elder and dependent adult abuse topics. Most of these agencies are already under contract with APS for various services that includes a requirement that CSS conduct periodic Quality Assurance Monitoring.

A mechanism already exists for the existence and oversight of such training requirements at other County agencies. In fact, while these other agencies provide required monthly progress reports with certain required statistical information, CSS management has failed to conduct Quality Assurance Monitoring in accordance with MOU standards for the Department of Health Services' LAC+USC and MLK Multi-Ambulatory Care

²⁸ California Welfare and Institutions Code Section 15630 defines specific professions that are mandated reporters. See footnote 3.

Centers, the Department of Mental Health's GENESIS and Public Guardian programs, and for services provided by the Department of Consumer Affairs.

Although initial elder and dependent adult abuse training for Department of Public Social Services (DPSS) is centrally coordinated and tracked, ongoing training is not centrally tracked or monitored by DPSS or CSS management. Rather, ongoing training is coordinated by DPSS regional offices with no department-wide requirements.

There is little coordination between DPSS and CSS to ensure that the approximately 700 In-Home Supportive Services (IHSS) Social Workers, employed by DPSS, receive adequate ongoing training on how to prevent, detect, and report elder abuse. It should be noted, however, that during the audit field work period, DPSS and APS management began planning for a training, scheduled for June 2009, to be provided to IHSS Social Workers. DPSS management reports that coordination efforts will be enhanced in the near future.

IHSS Caregivers are trained by the IHSS Personal Assistance Service Council (PASC) of Los Angeles County, the Public Authority for IHSS in the County. However, this training is not mandatory.

According to its website, as the Public Authority for IHSS in Los Angeles County, PASC serves as the employer of record for over 142,000 IHSS providers who serve seniors primarily in their homes. PASC was established by the County Board of Supervisors in 1997 and its main goal is to enhance the IHSS Program. PASC serves its employees:

- Collective bargaining over wages and benefits
- Operating a Registry to provide referrals for IHSS consumers and providers
- Providing access to training for IHSS consumers and providers
- Providing an array of support services to improve the IHSS program in general

Service Employees International Union (SEIU) 6434, which represents 190,000 long term care workers from 10 counties across the state including Los Angeles, also provides some training, but attendance is not mandatory.

Responsibility for elder abuse training for Department of Health Services (DHS) staff is also dispersed with no systematic oversight by CSS management to ensure that a minimum level of training is provided.

A review of elder abuse training provided at County hospitals found varying quality in management oversight, written protocols, and controls to ensure DHS workers are properly trained. Los Angeles County High Desert hospital had no staff member assigned to oversee training until just before the investigation, had no written protocols in place, and did not have annual verification forms on hand. Additionally, there is apparently no staff member assigned responsibility for ensuring DHS staff are adequately trained at LAC+USC Medical Center, the largest County hospital in Los Angeles County.

Other County hospitals have written protocols and a written "Agreement of Understanding" that includes a statement that the employee has read and reviewed the

notice on Elder and Dependent Adult abuse reporting. In addition to signing the annual agreement stating that they have read and reviewed the notice, DHS employees may receive training through their license recertification process or occasional training provided by APS training staff.

Although Department of Mental Health (DMH) GENESIS and Public Guardian program staff are provided ongoing training through a mix of ad hoc presentations at weekly staff meetings, occasional workshops, and sporadic trainings provided by APS training staff, there is no systematic monitoring of training by DMH, the Public Guardian or APS management outside of the license recertification process.

GENESIS Social Worker and Registered Nurse staff must fulfill a minimum number of continuing education units by completing training modules provided by the California Board of Behavioral Science Examiners. Similarly, Public Guardian staff must complete a minimum amount of training modules provided by the California Association of Public Administrators, Public Guardians and Public Conservators. Neither DMH nor APS systematically track or evaluate training received by DMH GENESIS or Public Guardian staff who regularly work with seniors.

The District Attorney's Office provides extensive training on Elder Abuse to law enforcement agencies throughout the County. The District Attorney's Office Elder Abuse Section tracks and reports this training monthly to APS staff.

CSS management has not taken the lead in proactively ensuring that its private contract providers of services to seniors have adequate training on elder abuse detection and prevention.

APS management does not require or monitor a minimum level of elder abuse training by all contractors that perform services for APS or the Area Agency on Aging.

Contracts between CSS and APS emergency shelters make no mention of training requirements for staff. Similarly, most contracts between AAA and contracted service providers have no training requirements for staff that regularly work with elders and their supervisors. Also, oversight of training for APS and AAA contractors is weak. Although CSS conducts on-site monitoring of APS emergency shelters and AAA service providers on an annual basis, these monitoring activities do not check to ensure that staff are trained on elder abuse prevention, detection, and reporting.

Efforts to Increase Level and Consistency of APS Referrals to Forensic Center Needed

As an example of an APS training opportunity stemming from current operations, low staff usage of the County's Elder Abuse Forensic Center is a problem that could be addressed through training. The Elder Abuse Forensic Center provides a forum for a multidisciplinary team of professionals to provide expert and comprehensive case examination, documentation, consultation and prosecution of elder and dependent adult abuse cases.

In order for the Forensic Center to be fully effective it is essential that representatives from APS regularly refer difficult, complicated, and high-risk cases of elder abuse that require the input of at least one other discipline.

Lack of Guidelines for APS Workers

APS management lacks a comprehensive risk-based process for identifying cases to be referred to the Forensic Center at LAC+USC Medical Center. After a period of low participation with the Forensic Center, APS management began taking steps to increase the number of referrals sent to the Forensic Center. These included instituting a policy of requiring at least two referrals per field office on a rotating basis. In addition, management began periodic queries of the referral database for cases that have been opened for a fourth time. While these steps have increased the number of APS referrals to the Forensic Center, comprehensive risk-based guidelines have not been developed and made available to staff through training to help determine whether the case should be referred.

Logistical issues present somewhat of a barrier to regular APS referrals from across the County. Contrary to the San Francisco and Orange County Forensic Centers, the Los Angeles County Forensic Center is not housed in an APS facility and therefore cannot take advantage of informal face-to-face interactions between APS staff and Forensic Center staff.

The housing of these Forensic Centers within APS facilities also allows APS to meet one-on-one with representatives of other county agencies (when they come to the weekly meetings) to expedite the handling of cases. Several sources have indicated that once a Social Worker experiences and understands the mission and process of the Forensic Center, that worker is more likely to refer additional difficult cases. Forensic Center staff has attempted to circumvent this logistical issue by using video teleconference equipment. However, Forensic Center and APS staff have not been able to resolve technical issues preventing the use of the joint technology.

No Systematic Monitoring of Referrals to Forensic Center

APS management does not actively monitor the detailed source of APS referrals to the Forensic Center from APS Social Workers. Therefore, referrals to the Forensic Center could be unevenly distributed amongst Social Workers based on motivation, worker training and knowledge of the Center.

Ideally, the Forensic Center should receive referrals from APS Social Workers based strictly on the level of risk and complication that a case presents. However, anecdotal evidence suggests that APS referrals to the Forensic Center are unevenly distributed amongst Social Workers.

Although requiring field offices to submit at least two referrals on a rotating basis has increased knowledge of and referrals to the Forensic Center, management does not systematically monitor the detailed source to ensure that referrals are not withheld from the Forensic Center based on the worker's level of motivation, training or knowledge of the Center.

Findings and Recommendations

Finding 3.1

While APS program management has established a comprehensive ongoing training curriculum for its social work staff, adherence to the training curriculum does not appear to be taking place. The Department does not have any documentation indicating that all of the trainings have been presented or which APS social work staff attended them.

Recommendation 3.1 - The Director of Community and Senior Services

The Director of Community and Senior Services should develop control mechanisms by June 2010 to ensure that all Social Workers receive the required minimum level of ongoing training and outside agencies provide a minimum number of trainings to APS workers.

Finding 3.2

CSS management has not taken a leadership role to ensure that County providers of services to seniors have adequate training on elder abuse detection, prevention and reporting. APS management does not require or monitor a minimum level of elder abuse detection and reporting training at all County contractors that perform services for APS or the Area Agency on Aging under signed Memorandums of Understanding and contracts. Similarly, responsibility for ensuring that all mandated reporters are sufficiently trained in elder abuse detection and reporting at other County agencies that regularly work with seniors is dispersed. It is not consistently tracked or monitored by management of those agencies.

Recommendation 3.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop control mechanisms by June 2010 to ensure that all non-APS County employees and contractors that are mandated reporters are provided a minimum level of training on elder and dependent adult abuse prevention, detection, and reporting.

Finding 3.3

APS management lacks a comprehensive risk-based process for identifying cases to be referred to the Forensic Center at LAC+USC Medical Center. After a period of low participation with the Forensic Center, APS instituted a policy of requiring at least two referrals per field office on a rotating basis. In addition, APS management periodically queries the referral database for recidivist cases that have been opened for a fourth time. However, there is no comprehensive assessment of strong indicators for elevated risk and therefore referral to the Forensic Center.

Recommendation 3.3.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop comprehensive risk-based guidelines for workers by June 2010 in order to identify cases for referral to the Forensic Center.

Recommendation 3.3.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should work with Information Technology and the Forensic Center staff by June 2010 to eliminate technical issues

preventing the use of teleconference equipment to allow for increased participation in a multidisciplinary approach to case review.

Finding 3.4

APS management does not actively monitor the detailed source of APS referrals to the Forensic Center from APS Social Workers. Therefore, referrals to the Forensic Center could be unevenly distributed amongst Social Workers based on motivation, worker training and knowledge of the Center.

Recommendation 3.4 – The Director of Community and Senior Services

The Director of Community and Senior Services should work with APS management to develop by June 2010 a system to track and monitor referrals to the Forensic Center to ensure referrals are distributed appropriately by caseload.

Costs and Benefits

Implementation of these recommendations would have the benefit of ensuring all County mandated reporters are adequately trained and improving referral activity to the Forensic Center. Implementation of the recommendations would require the time and dedication of staff, but would not require additional County General Fund monies with the possible exception of covering the relatively low one-time costs or teleconference equipment for participating in the Forensic Center reviews.

4. PERFORMANCE AND OUTCOME MEASURES FOR ADULT PROTECTIVE SERVICES

DPSS Oversight lacks Comprehensive Review of Outcome Measures

As the County agency with ultimate responsibility for the Adult Protective Services (APS) program, DPSS monitors the performance of CSS, the agency contracted to administer APS. In its MOU agreement with CSS, DPSS stipulates that a high standard of performance for the required services is expected.

Performance requirements in the agreement include reducing the risk to clients, as measured at the time of clients' initial assessment and development of the service plan, compared to clients' risk measured after the service plan has been implemented.

An objective of the County's Seamless Senior Services initiative, launched by the County Chief Executive Officer in April 2008 to address the expected major increase in the senior population, is to establish performance outcomes for services to seniors.

Under the monitoring plan to evaluate the performance of CSS in administering APS, the County Contract Administrator is instructed to conduct monitoring on not less than a bi-annual basis. The principal methods for conducting this monitoring include on-site observation of services, review of CSS files during the selected evaluation period, review and inspection of CSS-provided reports, and review of records of complaints. The monitoring program, known as the Quality Assurance Monitoring Plan (QAMP), reviews the performance of CSS according to standards articulated in the Performance Requirement Summary of the MOU. The Summary includes 13 performance indicators that cover aspects of training, confidentiality, subcontracting, case processing, performance requirements, and fiscal provisions.

The scope of bi-annual DPSS reviews of APS has focused on compliance with output-based standards with little attention paid to client outcome-based performance standards. While ensuring compliance with state regulations and county procedures is an important function of the QAMP, adding a review of client-based outcome measures would provide DPSS with a more complete picture of APS program effectiveness. The two most recent reviews were conducted in October 2007 and May 2008. The scope of the October review included:

- Ensuring compliance with state regulations, and County policy and procedures on appropriate response timeframes to APS Emergency/Immediate Response referrals
- Ensuring compliance with County policy and procedures on the completion of mandatory APS forms
- Establishing uniformity on the use of most recently revised mandated state and county APS forms
- Ensuring compliance with County policy and procedures on the completion, and acceptance or rejection of the *APS Screener's Evaluation* (PA 1978 form) by Centralized Intake Unit (CIU) staff

The scope of the May 2008 review included:

- Ensuring uniformity and accuracy on the use of *APS Control Log* (PA 1972 form)
- Ensuring compliance with policies and procedures on carrying out the APS Crisis Intervention and Resolution phases

Although the QAMP stipulates that DPSS will review performance requirements, specifically the degree to which the APS program has reduced the risk to clients, the reviews to date have lacked a focus on client outcomes.

The May 2008 compliance review included a look at certain technical aspects of the APS Client/Risk Assessment form, APS Service Plan form, and Closing Summary form among other documents. However, the review did not focus on the level of risk to the client at the initial assessment compared to after implementation of the service plan.

The review also looked at Social Workers' ability to timely and effectively carry out the various activities and components associated with the crisis intervention and resolution phases of the services provided to clients. However, as it relates to case outcomes, the scope was limited to accurate and timely documentation of reasons for case closing.

The review did not include a comparative analysis of the risk of clients at initial assessment against risk after service plan implementation. Reviewing outcome measures, such as assessed risk level at case closure, client recidivism, prosecutions, conservatorship, and restitution would provide DPSS and APS with a more complete assessment of the clients' benefit from the agency's actions.

Since CSS Social Workers do not conduct risk assessments at the time of case closing, auditors would be limited in their analysis of client outcomes based on APS case records. Furthermore, auditors would have to work with other agencies to obtain case outcome data such as prosecutions as this is not tracked by CSS.

CSS Management not Fully Utilizing Existing Data to Analyze Performance

In addition to APS performance measures that CSS is required to provide to DPSS pursuant to its MOU, CSS also maintains its own internal performance measurement system. In its annual budget preparatory process, CSS reports on performance measures of the APS program. As shown in Table 4.1, these performance measures are shown between "indicators" and "operational measures."

The performance measures collected by CSS management and reported to the Board of Supervisors in its annual budget submittal, while important and useful to understanding Departmental performance, are primarily measures of outputs rather than client outcomes.

To have a complete understanding of a program's effectiveness, it is important to establish indicators that measure both. An output measure is a quantifiable indicator of the number of goods or services an agency produces whereas an outcome measure is a quantifiable indicator of the clients' benefit from the agency's action.

For example, the “percent of investigations whose findings confirmed abuse or neglect;” the “percent of investigations that had inconclusive evidence of abuse or neglect but still received preventative services;” and the “percent of investigations conducted after business hours that resulted in crisis intervention” are measures of the level of services the agency provides. These indicators provide little insight into the benefit received by the client.

The Operational Measures reported by CSS, such as number of clients served and number of investigations conducted, are also quantifiable indicators of services and important for measuring staff productivity that the agency provides rather than indicators of the clients benefit from the agency’s action.

The one client outcome-based measure that the Department reports in its budget submittal called “average rate of risk reduction,” is a limited indicator of performance. The Average Rate of Risk Reduction is a measure of the percent of seniors who accept assistance, thereby reducing their risk of abuse and neglect. Although it is an important indicator of service levels, it is an unduly narrow indicator of the outcome and quality of services provided to clients.

Table 4.1
Adult Protective Services Performance Measures

Performance Measures	Actual 2005-06	Actual 2006-07	Estimated 2007-08	Projected 2008-09
Indicators				
Percent of investigations whose findings confirmed abuse or neglect	48%	47%	50%	50%
Percent of investigations that had inconclusive evidence of abuse or neglect but still received preventative services	95%	95%	96%	97%
Percent of investigations conducted after business hours that resulted in crisis intervention	41%	42%	45%	50%
Average Rate of Risk Reduction ^a	12%	25%	40%	50%
Operational Measures				
Number of clients served (unique annual total)	25,518	26,450	27,200	28,000
Reports of alleged abuse or neglect received (monthly average)	2,038	2,167	2,260	2,370
Number of investigations conducted (monthly average)	1,894	2,013	2,120	2,230
Percent of investigations completed timely ^b	n/a	n/a	n/a	n/a
Number of persons receiving preventative services	892	970	1,130	1,250
Number of cases with inconclusive evidence of abuse/neglect	941	1,022	1,175	1,200
Number of reports received after business hours that required an on-call worker response (monthly average)	64	72	96	110
Reports of alleged abuse/neglect received after business hours	155	173	200	225
Number of cases with confirmed financial abuse	745	721	750	750

Source: CEO's Recommended CSS Budget, FY 2008-09

^a Unless a senior or dependent adult is "cognitively impaired," they may refuse assistance that could potentially improve their living conditions and reduce their risk of abuse and neglect.

^b n/a = not available.

Data Reported to the State Allows for Comparative Analyses

The Monthly Statistical Reports, known as SOC 242 Reports, that APS is required to send to the State Health and Human Services Agency are a source of data that could be used to enhance understanding of program performance. For instance, the data could be used by CSS to conduct comparative APS performance analyses between Los

Angeles and other large counties around the State. The SOC 242 Report collects county level data on:

- Case Movement (cases opened; cases carried forward; total active cases; and cases closed)
- Reports to APS - Unduplicated number of unique reports of alleged abuse received during the month
- Investigation Findings - Unduplicated reports evaluated with no in-person investigation; investigations completed during the month; investigations conducted after business hours that required on-call worker to respond
- Types of Abuse - self neglect vs. perpetrated by others; inconclusive vs. confirmed
- Support Services - In-Person cases receiving emergency shelter, temporary in-home protection; tangible or non-tangible support services
- Information and Referral - number of responses for information and referral during the month
- Out-of-Home Care Adults (cases carried forward; cases opened; cases active; cases closed).
- Optional Services cases receiving optional services during the month
- Financial Abuse Reports number of reports of suspected financial abuse received by financial institutions

An analysis of SOC 242 data reported to the State Health and Human Services Agency by CSS for FY 2007-08, and readily available for monthly analysis by CSS, found that Los Angeles County lags behind the average of the ten other counties²⁹ with the largest elderly populations in the state in percentage of cases closed within one month (see Table 4.2). At the same time the County has more cases taking between one and six months to close compared to the comparison counties.

While there are many possible explanations for this gap including differences in staffing levels, data such as this should be used by CSS and APS management with the assistance of the newly created Research and Statistics Section as benchmarks for ongoing evaluation of its own performance.

Identifying trends such as the Department's relatively longer cycle time to close cases could provide management with information on the need to review its current processes, workload distribution and other factors to determine how it can process cases more expeditiously.

²⁹ The ten peers were selected based on California Department of Finance Demographic Research Unit population data and included the following counties: Alameda, Contra Costa, Fresno, Orange, Riverside, Sacramento, San Bernardino, San Diego, Santa Clara, and Ventura.

Table 4.2
SOC 242 Large County Comparative Analysis of Caseload Movement
Fiscal Year 2007-2008

Measure	LA County	10 County Average ^a	Number Difference	Percent Difference	Summary
Percent of cases closed within one month	23.4	46.1	(22.7)	(49.2)	LA APS is closing fewer cases within one month vs. other 10 county average
Percent of cases closed, one month or more, but less than two months	36.4	27.2	9.2	33.8	LA APS has more cases taking between 1-2 months to close vs. 10 county average
Percent of cases closed, two months or more, but less than three months	20.3	10.9	9.4	86.2	LA APS has more cases taking between 2-3 months to close vs. 10 county average
Percent of cases closed, three months or more, but less than six months	15.4	10.4	5.0	48.1	LA APS has more cases taking between 3-6 months to close vs. 10 county average
Percent of cases closed, six months or more	4.4	5.5	(1.1)	(20.0)	Comparison counties have more cases taking six months or more to close cases vs. LA APS.

Source: CSS SOC 242 Data, Fiscal Year 2007-2008

^a The ten county average excludes the County of Los Angeles.

As another example of how the readily available data reported to the State could be used by CSS to evaluate its own performance, the State data shows that, as of June 2008, 43 of 58 counties had implemented the provisions of waiving face-to-face investigations when an elder is not in imminent danger.

Reviewing comparative data such as this combined with the finding above that Los Angeles County is taking longer to close its cases than most of the other large counties in the State, should lead to CSS management considering and taking action regarding waiving face-to-face interviews, as allowed under the State Welfare and Institutions Code §15763. This action could lead to greater case processing efficiencies.

Los Angeles County was also below the 10 county average for cases opened, active and closed per 10,000 elderly residents. Similarly, it was below the average for unduplicated (counted once) confirmed abuse by others and unduplicated (counted once) self-neglect confirmed per 10,000 elderly (See Table 4.3). This may indicate a lack of community awareness about APS.

CSS management, with the assistance of the Research and Statistics Section, should use statistics, such as, these along with their own referral data when assessing and planning their outreach efforts (see Section 2 for further discussion about APS outreach). Furthermore, while decreasing, the high percentage of seniors that continue to refuse services (See Table 4.1, Average Rate of Risk Reduction) from APS coupled with the lower rate of opened cases and confirmed abuse and self-neglect compared to the 10 county average raises questions about the methods the SOC investigators are using.

Table 4.3
SOC 242 Large County Comparative Analysis of Caseload
Fiscal Year 2007-2008

Measure	LA County	10 County Average^a	Percent Difference
Cases opened per 10,000 elderly	10.7	13.0	-17.7
Cases active per 10,000 elderly	26.8	36.1	-25.8
Cases closed per 10,000 elderly	10.5	13.0	-19.2
Unduplicated confirmed abuse by others per 10,000 elderly	1.7	2.7	-37.0
Unduplicated self-neglect confirmed per 10,000 elderly	2.4	4.1	-41.5

Source: CSS SOC 242 Data, Fiscal Year 2007-2008

^a The ten county average excludes the County of Los Angeles.

Aggregate Referral Data Presents Opportunity for Performance Analysis

Data collected from referrals received by the Central Intake Unit (CIU) present another opportunity for enhanced performance analysis. The CIU data includes all the fields that are included on the Report of Suspected Dependent Adult/Elder Abuse (SOC 341 form). Fields of information from this form that could be helpful to program management include zip code of victim, reporter occupation, and reporter agency/name of business.

Tracking the geographic location of victims could help management in determining if resources are allocated efficiently across field offices. At the same time, tracking

reporter occupation and reporter agency/name of business could assist management in gauging the effectiveness of training and outreach for various mandatory reporters, especially at County agencies.

CSS management currently quantifies and reports to DPSS management on a monthly basis the number of referrals that come from In-Home Supportive Services (IHSS) Social Workers, but they do not quantify referrals from other County agencies. Information such as this should be collected and reviewed to identify the reasonableness of reporting rates for various departments and for comparisons of like entities.

Referrals from regional offices of the same agencies such as the Public Guardian or the various County hospitals could be compared to determine if there are significant differences in reporting rates at the different facilities that may indicate problems in staff training or management oversight of the elder abuse mandated reporting function.

CSS management would need to make some minor changes to the way that its Central Intake Unit staff collects data, such as standardization of County agency name, so that referrals could be easily quantifiable by agency.

CSS could also expand the information collected by the Central Intake Unit and Social Workers beyond the fields that are found on the SOC 341 form. Additional useful fields could include marital status, details on living arrangements, ambulatory status, and details on cognitive status.

Expanding Management Reports to Include Outcome Measures

CSS management does not track key performance outcome measures such as prosecutions, restitution, client recidivism, or conservatorships. Such measures could be monitored by working with County agencies such as the District Attorney, Department of Consumer Affairs, and the Public Guardian.

Additionally, recidivism could be tracked internally using existing CIU data. CSS management is already doing this on a periodic basis for clients who have had cases opened four or more times in order to select referrals for the Elder Abuse Forensic Center (Forensic Center) at LAC+USC Medical Center. CSS management has indicated that they are pursuing upgrades to their information systems that would enable automatic flagging when cases are opened four or more times. This upgrade presents an opportunity to set up a mechanism that could monitor all cases of recidivism.

CSS management should collaborate with the Forensic Center to establish and enhance tracking of outcome measures. Management of the Forensic Center currently tracks prosecutions, conservatorships, and mental health screenings of cases that have been reviewed by the Center.

Forensic Center management is able to track these outcomes by working closely with staff at the District Attorney, the Los Angeles City Attorney, the Office of the Public Guardian, and the Department of Mental Health's GENESIS program. Tracking these outcomes will be challenging in some cases as prosecutions and conservatorships

cannot be tracked in real time. However, long term tracking of outcome measures, as demonstrated by the Forensic Center, is achievable.

Findings and Recommendations

Finding 4.1

Department of Public Social Services (DPSS) oversight of the Community and Senior Services' (CSS) performance in administering the Adult Protective Services (APS) program lacks a comprehensive analysis of client outcome measures.

Recommendation 4.1 - The Director of the Department of Public Social Services

The Director of the Department of Public Social Services should coordinate with APS management to expand the Quality Assurance Monitoring Plan compliance reviews, by June 2010, to include a review of outcome measures such as prosecution, restitution, and conservatorships as well as a comparative analysis of risk levels at initial intake and case closing.

Finding 4.2

CSS does not fully utilize existing data to analyze performance measures, including outcome measures, of APS case processing.

Recommendation 4.2.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should instruct the new Research and Statistics Section and APS management to develop methods, by June 2010, for regularly reporting and analyzing data reported to the State to gauge program performance.

Recommendation 4.2.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should instruct the new Research and Statistics Section and APS management, by June 2010, to develop and enhance existing Hotline referral data to gauge program performance.

Recommendation 4.2.3 – The Director of Community and Senior Services

The Director of Community and Senior Services should work with other County agencies, including members of the Seamless Senior Services initiative, to develop, by June 2010, methods for monitoring outcome measures.

Recommendation 4.2.4 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop a formalized reporting mechanism for the selected performance measures, by June 2010, to be presented to the County Chief Executive Officer and Board of Supervisors annually.

Recommendation 4.2.5 – The Director of Community and Senior Services

The Director of Community and Senior Services should Evaluate State data by June 2010 showing the Department's lower rate of case closure compared to other counties, prepare an explanation for the difference and, if needed, an action plan to improve performance in this area, to be presented to the County Chief Executive Officer.

Costs and Benefits

Implementation of these recommendations would have the benefit of providing a more complete assessment of program performance. At the same time, implementation of the recommendations would require additional time and dedication of staff, but should not require additional County General Fund monies.

5. PREVENTION SERVICES AND USE OF MULTIDISCIPLINARY TEAMS FOR ADULT PROTECTIVE SERVICES

Most APS Services are for Cases Where Abuse has Already Occurred

The State law that mandates that each county operate protective services for the elderly and dependent adults defines those services to include,

“...investigations, needs assessments, remedial and preventive social work activities; the necessary tangible resources such as food, transportation, emergency shelter, and in-home protective care; the use of multidisciplinary teams; and a system in which reporting of abuse can occur on a 24-hour basis.”³⁰

All of these activities are taking place in Los Angeles County, though some are consuming more staff time and resources than others. The core activities of the Adult Protective Services (APS) agency that consume the most staff time and resources are operating the 24-hour hotline, conducting investigations on reports of suspected abuse and neglect and providing remedial and preventive services.

State law does not define preventive services or specify how local APS agencies are to allocate their time and resources between preventive and remedial services. Preventive services at APS are generally provided in three ways:

1. By intervening and remedying substantiated cases of abuse that are reported to the department so that further abuse or neglect of the elder or dependent adult is prevented.
2. By providing information and education through general outreach efforts to elders and dependent adults that may assist in preventing them from becoming or remaining victims.
3. By providing programs and services to a defined population with characteristics that place them at risk of abuse or neglect.

The first type of effort provided by APS in Los Angeles County is, by definition, reactive and provides secondary prevention. It doesn't discourage or prevent the abuse from occurring in the first place.

The second type of preventive service in which APS engages is outreach and education to the senior and dependent adult populations through community presentations, media appearances and dissemination of educational materials and brochures. Numerous County departments in addition to APS are involved in these outreach efforts and, as discussed in the Section 2 findings of this investigation report, the County's elder and dependent adult abuse outreach efforts lack a consistent message and are not based on a targeted, risk-based approach to where education and information dissemination will be most effective.

³⁰ California Welfare and Institutions Code § 15760

The County has not explored possible cost savings that might be achieved through coordinated outreach efforts. The number of clients reached is low in comparison to the population total.

Proactive Prevention Programs at Two County Hospitals are Provided to Targeted At-Risk Populations

Elder and dependent adult abuse and neglect preventive programs and services for a defined population are provided by the Department of Health Services (DHS), under an interagency agreement with APS, through a program entitled, “Early, Medical-based Detection of Elders and Dependent Adults who have been Abused and/or Neglected, and Provision of Appropriate Services.”

This program is in place at LAC+USC Medical Center and the Martin Luther King, Jr. Multi-service Ambulatory Care Center (MACC). In both of these programs, DHS staff screen a defined at-risk population, consisting of patients at the facilities aged 65 and over, for elder abuse and neglect. At LAC+USC, caregivers to the elders are also screened for indicators of being at risk for abusing the elders under their care. APS provides \$915,000 to the two medical facilities to provide these services under the terms of a Memorandum of Understanding with the Department of Health Services. Half of the funding is County matching funds.

While in many ways the services provided to victims of elder abuse and neglect at the two medical facilities are ultimately reactive and in some ways similar to those provided to APS on cases that are referred to the agency, the difference is that the services are being provided proactively to a defined at-risk population: seniors with medical conditions in hospitals and medical facilities.

The prevention may still be after-the-fact but it is preventing abuse and neglect that otherwise may not have come to the attention of APS, through proactive contact with an at-risk population. As a secondary benefit of these programs, before-the-fact preventive efforts may also be occurring through the communications between staff, patients and caregivers that take place as a result of screening and assessment processes.

The results of the programs at the LAC+USC and Martin Luther King, Jr. facilities are presented in Table 5.1 for FY 2007-08. As can be seen, both facilities are detecting and reporting a substantial number of cases of suspected elder abuse and neglect and reporting them to APS. While it cannot be discerned from the data as reported by the Department of Health Services how many of the cases are substantiated or how many would have been reported to APS, it would appear that the approach being used is achieving some success at preventing elder abuse and neglect.

Proactive Risk-Based Prevention Project at Two County Hospitals could be Replicated at Other County Medical Facilities

The risk-based approach of the Early Medical-based Detection program is a model that could be refined and replicated in the County to enhance elder abuse and neglect prevention efforts. For example, a similar approach could be used at the other County medical facilities: Harbor/UCLA and Olive View Medical Centers and High Desert Multi-service Ambulatory Care Center. The model could also possibly be applied to other

private hospitals and facilities as well, with staff of those facilities and/or County staff conducting screenings.

A key to effective preventive efforts, both before- and after-the fact, is identifying characteristics of the elder and dependent adult population at risk of abuse and neglect and targeting them for prevention services and information to enable them to avoid abuse in the future or end their present situation if they are currently victims. Using a risk-based, targeted approach like this for APS's outreach efforts was discussed and recommended in Section 2 of this report.

Table 5.1
Elder Abuse and Neglect Screenings and Referrals to APS
through Early, Medical-based Detection Program
LAC+USC Medical Center and Martin Luther King, Jr. MACC
FY 2007-08

Martin Luther King, Jr. MACC			LAC+USC		
#	#	%	#	#	%
Screenings	Referrals to APS	Screenings Referred	Screenings	Referrals to APS	Screenings Referred
1,617	231	14.3%	4,410	432	9.8%

Source: DHS Monthly Progress Reports submitted to APS pursuant to MOU for Early Medical-based Detection of Elders and Dependent Adults

For ongoing services, using an "At-Risk Profile" to organize services accordingly would be beneficial. Some common characteristics associated with being at risk of becoming a victim of elder or dependent adult abuse or of becoming an abuser often include those shown on Table 5.2.

Table 5.2
Some Characteristics Commonly Associated with
Abusers and Victims of
Elder and Dependent Adult Abuse and Neglect

Victim

- Isolation
- Lacking social support
- Financial dependence
- Mental illness
- No regular doctor
- Previous abuse victim
- Marital/family conflicts
- Physical impairment

Abuser

- Inexperienced as a caregiver
- Lacks understanding of care-giving
- Financial dependence on victim
- Mental illness
- Relationship problems
- Stressed

Source: Ohio Elder Abuse Interdisciplinary Team Manual, Ohio Department on Aging and Attorney General's Office, 2004

While it is not reasonable to assume that APS or any County agency could readily find all people in the County with characteristics such as these and screen them for elder abuse, these and other characteristics could be used to help identify the types of venues and populations who would most benefit from preventive services. Hospitals have already been identified and, in two cases, are being served accordingly. Senior centers, such as those served by the Area Agency on Aging, are also a potential venue for targeted preventive services. However, since two of the key characteristics of victims in the profile in Table 5.2 are isolation and lacking social support, social venues such as senior centers would have limitations.

Preventative Efforts Aimed at Isolated Elders Could be Leveraged through Neighborhood Groups

One cost-effective approach for the County to consider is for APS to work with and leverage the knowledge of organizations such as neighborhood watch groups who are familiar with elders or dependent adults in their communities that could possibly benefit from preventive services and/or information about services and programs. Helping create neighborhood senior watch groups where they don't exist could be another approach APS could pursue to help identify potential victims.

Measuring the results of preventive efforts can be difficult. However, with APS hotline call data, comparisons could be made of changes in call patterns from institutions or geographic areas before and after the prevention efforts have been made.

Multidisciplinary Teams for Elder Abuse Cases Appear to be Effective but Underutilized

As discussed in previous sections of this report, two multidisciplinary teams have been established in Los Angeles County for reviewing elder and dependent adult cases. Multidisciplinary teams are defined in State law as follows:

“...any team of two or more persons who are trained in the prevention, identification and treatment of abuse of elderly or dependent persons and who are qualified to provide a broad range of services related to abuse of elderly or dependent persons. The team may include, but is not limited, to: a) psychiatrists, psychologists or other trained counseling personnel; b) police officers or law enforcement agents; c) medical personnel with sufficient training to provide health services; d) social workers with experience or training in prevention of abuse of elderly or dependent persons; e) public guardian.”³¹

The first multidisciplinary team reviewing APS cases is the Fiduciary Abuse Specialist Team (FAST), a multidisciplinary team established to combat elder and dependent adult financial abuse through cross-training and case consultations on cases of suspected financial abuse. FAST, administered by the non-profit WISE & Health Aging consists of members of the public and private sector, such as law enforcement investigators, prosecutors, private and public interest attorneys, conservators, bankers, securities and real estate brokers, and experts in insurance, case management, probate, gerontology, geriatrics and psychiatry. Team members include staff from APS, the Long-Term Care

³¹ California Welfare and Institutions Code § 15761

Ombudsman Program and Public Guardian. Meetings take place monthly ten times a year with an hour of training followed by two hours of case consultation. Two to three meetings a year consist only of training.

The second multidisciplinary team dealing with elder and dependent adult abuse cases is the Los Angeles County Elder Abuse Forensic Center. This team operates under the auspices of the Violence Intervention Project at LAC+USC Medical Center and is funded by grant money.

The team is comprised of medical personnel from the hospital, a neuropsychologist, a gerontologist from the University of Southern California, staff from APS, District Attorney, Sheriff's Department, Los Angeles Police Department, Department of Mental Health, Public Guardian, Los Angeles City Attorney's Office, other law enforcement agencies, a non-profit legal services organization and, for some cases, the Coroner's Office, Long-term Care Ombudsman and others.

The Forensic Center team meets once a week at LAC+USC Medical Center to review cases that can be referred by any member (not all referrals are APS cases at the time they are referred to the team) to receive input on approach and possible actions to take including actions that can be taken by other agencies. The Forensic Center reports that cases referred are generally the "more complicated cases."

Though there is no precise definition of "complicated", the concept is usually to bring in cases with multiple dimensions where input from one or more of the other team members is needed to resolve how to best proceed on the case or to trigger actions needed for case disposition. For example, law enforcement and the DA can advise an APS worker on evidence needed in cases of suspected financial abuse. APS uses the criteria of cases for which the victim has been referred to their agency four or more times.

The Forensic Center was started in March 2006 and has reviewed 304 cases as of December 2008. The Center has established four goals and 13 related objectives. The four goals are:

1. To refine the Forensic Center model as a team response to elder abuse and neglect.
2. To broaden the impact on systems, especially professional organizations charged with elder and dependent adult abuse reporting, investigations and resolutions.
3. To address unmet needs through training of law enforcement and provider groups.
4. To conduct research to evaluate the Forensic Center model and evaluate the Center intervention on victims of elder and dependent adult abuse, including indirect effects via interactions in the larger community, direct effects for the clients reviewed and lessons learned from both.

Forensic Center multidisciplinary team objectives include:

- Strengthening interagency communications
- Increasing case prosecutions
- Improving the health and welfare of elderly and disabled victims of abuse and neglect
- Increasing elder and dependent adult abuse awareness and treatment options through training, education and publication
- Providing law enforcement training
- Indirectly impacting victims of elder abuse
- Improving the performance of the team

Outcome measures for the objectives are tracked including number of team meetings, participant frequency, number of referrals by agency, number of times members are requested to be present, number of cases prosecuted, number of conservatorships established and others.

The Forensic Center team appears to be operating very effectively though it deals with a limited number of cases. Team representatives report a high number of case prosecutions and conservatorships established, a high number of targeted individuals reached through trainings and presentations, success in training law enforcement personnel and other measurable accomplishments. Unfortunately, it is not possible to assess the effectiveness of all aspects of the team relative to traditional case processing because APS and other agencies, such as the District Attorney, do not account for their case outcomes in the same way as the Forensic Team.

It should be pointed out that APS Social Workers regularly deal with other County agencies such as the Public Guardian or the Department of Health Services to make arrangements and coordinate service plans for their clients. However, these interactions are not formalized and are generally one-on-one interactions as opposed to the multidisciplinary team approach that involves multiple agency representatives convening at one time.

Though the formalized multidisciplinary team approach is not needed for all cases, the number of cases being processed through this technique appears low given the multidisciplinary nature of problems facing many abused and neglected elders.

Multidisciplinary Team Benefits have been Identified by Advocacy Organizations and Other Adult Protective Systems

The use of multidisciplinary teams has been widely promoted for elder abuse investigations and case reviews by a number of advocacy organizations, academics and other government agencies³². The common explanation for the effectiveness of

³² See: *Elder Abuse Prevention Teams: A New Generation*, National Committee for the Prevention of Elder Abuse, September 2003; *Community Collaboration: A Recommendation for Adult Protective Services*, National Center on Elder Abuse, May 2007; *Kentucky's Local Elder Abuse Coordinating Councils: A Model for Other States*, Teaster and Wangmo; *Our Aging Population: Promoting Empowerment, Preventing Victimization, and Implementing Coordinated Interventions*, U.S. Department of Justice, December 2000.

multidisciplinary teams is that many abused and neglected elders have multiple problems and need a variety of services from different service providers. Having all the agencies and service providers come together in a single forum helps facilitate coordination of services and better outcomes for the elder.

The multidisciplinary team approach is being widely used and promoted in the County's own child welfare system. A variety of multidisciplinary teams have been established to improve coordination of services for children in the child welfare system, including Multidisciplinary Assessment Teams, Coordinated Services Action Teams, and Team Decision Making teams. Each team has a different purpose but their common mission is to improve coordination of services and outcomes for the children.

APS conducts approximately 27,000 investigations per year, but only an average of 120 are referred to the Forensic Center per year (and these 120 include referrals from agencies other than APS). This amounts to, at most, only 0.4 percent of all cases investigated by APS being reviewed by the Forensic Center multidisciplinary team.

Additional APS cases with a financial abuse component are also being reviewed by FAST but, out of all APS cases investigated, many are not benefiting from a multidisciplinary team approach.

If the results of the multidisciplinary teams are superior to the results of traditional APS case processing, the approach should be replicated and used for more cases. While not all APS investigations necessarily need a multidisciplinary team review and would not necessarily need a team with all the same members as the Forensic Center Team, the approach could be used for more cases.

Multidisciplinary Team Approach Could be Used for More APS Cases

Besides time constraints, one factor contributing to the low number of cases at the Forensic Center is the fact that all meetings take place at LAC+USC and, while centrally located in the County, it can be very time-consuming for staff at agencies in outlying locations to attend team meetings. Expansion of the Forensic Center team to one or more satellite locations could increase the number of cases reviewed. Examples of how focused multidisciplinary teams might be used by APS in addition to use of the Forensic Center and FAST include:

- Reviewing recidivist cases with service provider agencies to which the elder or dependent adult was referred since it could be that those services were not provided satisfactorily, or at all
- Reviewing cases for which APS has higher rates of inconclusive results than counterpart agencies in other counties
- Reviewing certain types of cases that consume a large share of total caseload (e.g., self-neglect)
- Reviewing fatality cases
- Reviewing successful outcome cases to develop interagency best practices

The structure of such teams could be established and managed by APS separate from FAST and the Forensic Center, or the agency could collaborate with the lead agencies of those two teams to explore the possibility of enhancing their structure.

Relative Benefits of Multidisciplinary Teams vs. APS Approach Should be Identified Before Expansion

Any costs associated with creation or enhancement of multidisciplinary teams could have offsets in terms of improved efficiency. From the APS management perspective, using the teams as a means to resolve recurring issues that result in case delays or recidivism could have the additional benefit of helping improve overall case processing efficiency and the use of limited staff resources.

While greater effectiveness and improved efficiency appear to be potential benefits of the multidisciplinary team approach to APS cases, the agency should first conduct an analysis of Forensic Center and FAST outcomes compared to outcomes for traditional APS cases. To the extent the analysis confirms that superior results are being achieved through the multidisciplinary teams, APS should then designate certain type of cases that are routinely problematic and would benefit from a multidisciplinary team approach and assemble a team accordingly.

Financial Considerations in Implementing New Services

As discussed in the Introduction to this investigative report, the APS budget has increased by about 7 percent between FY 2006-07 and FY 2008-09 while caseload appears to be increasing at a higher rate. The APS caseload is projected to increase from 25,518 clients served in FY 2005-06 to 28,000 clients expected to be served in FY 2008-09, nearly a 10% increase in four years.

While there appear to be opportunities to improve efficiency of APS operations, initiating new services such as the preventive measures described above or multidisciplinary team enhancements may appear impossible without additional funding. However, another approach would be to attempt some of these new approaches on a pilot basis with only modest funding needed and to measure results to determine if benefits are occurring that would warrant additional County or reallocation of existing APS funds.

Outside grant funding has been obtained for the Forensic Center multidisciplinary team and that may be a possibility for creation of new teams or enhancements of existing multidisciplinary teams, at least in the short run.

Consistent with their mission, the Area Agency on Aging, another division of Community and Senior Services, could be another source of possible funding for expanded preventive services.

Funding to Address Elder Population, APS Caseload Growth and New Initiatives Needs to be Addressed County-wide

In the long term, if internal efficiency improvements are achieved and caseload keeps growing, additional funding will have to be considered, either from the County General Fund or from increases in State funding. With projected increases in the elder population, APS and the County should initiate a planning process as part of the Seamless Senior Services Initiative to project APS caseload and funding needs over the

next five to ten years. This should include an assessment of changes needed to State legislation and/or Federal program requirements to ensure adequate funding. It should include funding for public information.

Implementation of the recommendations that follow would expand APS prevention efforts not only to identify and serve more elders and dependent adult victims of abuse and neglect who might otherwise receive needed services, but also to prevent instances of abuse and neglect from occurring in the first place by providing services and programs to defined at-risk individuals. The coordination and comprehensive approach benefits of multidisciplinary teams relative to traditionally processed APS cases would be documented and the approach expanded, assuming the results show superior results.

Findings and Recommendations

Finding 5.1

A program is in place that provides preventive services to a population defined as at risk of elder abuse at two County medical facilities. The program has not been established at the County's three other medical facilities.

Recommendation 5.1 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services should confirm the effectiveness of results of the “Early, Medical-based Detection of Elders and Dependent Adults who have been Abused and/or Neglected” program at two County hospitals and approach the Department of Health Services about expanding the program to at least the Department's three other major medical facilities and possibly other private facilities in the County by June 2010.

Finding 5.2

For the most part, APS prevention efforts have not been established based on targeting the at-risk population of isolated elders and dependent adults without support networks.

Recommendation 5.2 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services, by June 2010, should direct APS management to develop other prevention efforts for pilot programs, based on a profile of elders and dependent adults and their caregivers at risk of abuse and neglect, including possible collaboration with neighborhood groups to assist in identifying isolated elders.

Finding 5.3

Though two interagency multidisciplinary teams have been established to review elder abuse cases and provide a more coordinated and collaborative approach to their disposition, utilization of the teams by APS is low even though the teams report achieving superior case outcomes.

Recommendation 5.3 – The Director of LAC+USC Medical Center

The Director of LAC+USC Medical Center should direct the Elder Abuse Forensic Center, by June 2010, to develop a plan, including obtaining enhanced grant funding as needed, to expand their team to include regular meetings at outlying locations in the County to enable greater Countywide participation in this team.

Finding 5.4

Outcomes cannot be compared between the multidisciplinary teams and traditional APS case processing because APS does not measure its results in the same way as the teams.

Recommendation 5.4.1 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services, by June 2010, should direct APS management to collaborate with other County agencies and prepare an analysis of case outcomes for comparison to multidisciplinary team outcomes to verify which approach produces superior results.

Recommendation 5.4.2 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services, by June 2010, should, assuming that the recommended staff analysis shows that the multidisciplinary team approach produces better case outcomes, expand the approach either through expansion of the existing teams or possible creation of other teams focused on particular types of cases and with the additional objectives of improved APS case processing efficiency and reduced recidivism.

Finding 5.5

Enhanced prevention effort and multidisciplinary team use could be accomplished with modest funding increases, particularly if such efforts are started on a pilot basis to ensure their benefits before being replicated County-wide.

Recommendation 5.5 – The County Chief Executive Officer

The County Chief Executive Officer should consider County General Fund funding as needed for implementation of pilot programs identified by APS and based on a targeted approach to serving a defined population at risk of elder abuse and neglect.

Finding 5.6

APS and the County do not have a long-term service and funding plan for the expected growth in the elder population. Some of these issues may require addressing State and federal legislative changes.

Recommendation 5.6 – The County Chief Executive Officer

The County Chief Executive Officer should expand the Seamless Senior Services Initiative scope by June 2010, to include financial planning for APS programs and services based on projected increases in the senior population and APS caseload over the next five to 20 years, to include advocacy for changes in State and/or federal legislation and funding sources, as needed.

Costs and Benefits

Implementation of these recommendations would expand APS prevention efforts not only to identify and serve more elders and dependent adult victims of abuse and neglect who might otherwise receive needed services, but also to prevent instances of abuse and neglect from occurring in the first place by providing services and programs to defined at-risk individuals. The coordination and comprehensive approach benefits of multidisciplinary teams relative to traditionally processed APS cases would be documented and the approach expanded, assuming the results show superior results.

Costs for implementing the recommendations above could include some investment of County General Fund monies or reallocations of existing APS funds. New prevention or multidisciplinary programs should be initiated on a pilot basis to control costs until the benefits of the initiative(s) have been demonstrated. Besides enhanced services to elders and dependent adults, benefits of the new initiatives should include improved APS case processing efficiency and reduced recidivism. Planning for future increases in the elder population and APS caseload will help the County identify its own funding level and advocate for changes in State and federal funding sources as needed.

ON THE HORIZON: THE SENIOR TSUNAMI
An Investigation of Elder Abuse Prevention Services
and Programs in Los Angeles County
FINDINGS AND RECOMMENDATIONS

Finding 1.1

Neither the County nor Adult Protective Services (APS) currently has a strategic plan in place with specific goals, objectives, targets, fiscal needs and plans and outcome measures to guide the provision of services and programs for the prevention and intervention of elder and dependent adult abuse for the next several years.

Recommendation 1.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop a framework by June 2010 for preparing an elder and dependent adult abuse strategic plan specific to Adult Protective Services that addresses expected future growth in the elder population and related funding needs, using the plans from the Long-Term Care Coordinating Council and the Area Agency on Aging as models.

Finding 1.2

Because APS lacks a strategic plan, many of its efforts are not focused on any specific long-term goals, objectives or areas of improvement but rather on more short-term goals which are reactive in nature aimed at preventing and remedying abuse or neglect of elder adults.

Recommendation 1.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should by June 2010 align goals and objectives of the elder and dependent adult abuse strategic plan with those of the Long-Term Care Coordinating Council, the Area Agency on Aging and the County-wide Seamless Senior Services plans where practical.

Finding 1.3

APS does not know if its efforts are helping to efficiently and effectively assist those who require its services because very little data is tracked and analyzed to monitor APS staff performance and program outcomes.

Recommendation 1.3 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop outcome measures by June 2010 that can be used to determine whether or not the goals and objectives of the strategic plan were met and the clients were the focus.

Finding 2.1

Current outreach conducted by APS is more reactive than proactive and not based on any analysis of demographic data showing where the risk of abuse or need for services may be greatest.

Recommendation 2.1.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should direct APS management, by June 2010, to analyze third party research and its own data on reports of abuse and referrals to field offices to determine where the risk of abuse and need for services is greatest and then target community and media outreach accordingly.

Recommendation 2.1.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should direct APS management to work with partner County agencies and contractors to provide additional training to financial institutions on financial abuse related to the elderly population and their mandatory reporting requirements.

Finding 2.2

The County and APS both lack a master calendar and/or listing of all trainings, presentations, forums, symposiums, conferences and other events available to seniors, caregivers and professionals. To address these problems, the County Chief Executive Officer's Seamless Senior Services (S3) Initiative is creating a master calendar of trainings and conferences on elder abuse prevention, as well as a Speaker's Bureau that would provide a listing of focused training by a cadre of agencies that provide abuse prevention and intervention services to seniors and their caregivers, and they may be made available on the Internet, Intranet and/or Microsoft Shared Server.

Recommendation 2.2 – The County Chief Executive Officer

The County Chief Executive Officer should ensure that by June 2010 the S3 Initiative's master calendar and listings related to elder abuse are posted on the public Internet in addition to any internal Intranets or servers. This could include creating a website dedicated to senior services.

Finding 2.3

Every agency in the County utilizes its own brochures, fact sheets, posters, events and/or other materials on elder and dependent adult abuse because of their different missions, though many of them list each other's contact information. The issuance of so many messages may confuse and overwhelm seniors and their caregivers who have a need to contact the County to report abuse and/or obtain help.

Recommendation 2.3 – The Director of the Chief Executive Office's Public Information Office

The Director of the Chief Executive Office's Public Information Office should develop by June 2010, a set of marketing materials, such as a brochure and fact sheet, that can be used by multiple agencies and at various events to publicize elder and dependent adult abuse. While individual agencies could continue to provide their own materials to clients, the new materials would serve to send a clear message about elder and dependent adult abuse to the public at large and provide seniors and their caregivers with a first point of contact, such as APS and the Long-Term Care Ombudsman.

Finding 2.4

County agencies do not actively engage the media through press releases and interviews, even though doing so would help to control the message and keep elder and dependent adult abuse in the public eye.

Recommendation 2.4 – The Director of Communications of the District Attorney’s Office

The Director of Communications of the District Attorney’s Office should attempt to increase the number of press releases that are issued on elder and dependent adult abuse cases that are filed, including cases that are taken to trial, while continuing to provide victims and witnesses of abuse necessary protection. This may require the District Attorney’s Elder Abuse Section to increase the number of cases that it refers to Media Relations.

Finding 2.5

A better targeted and coordinated outreach effort may not exist because of the fragmented system that has been created to serve the elderly population. Currently, more than 20 County agencies and departments provide services to seniors.

Recommendation 2.5 – The Directors of Community and Senior Services and the Chief Executive Office’s Public Information Office

The Directors of Community and Senior Services and the Chief Executive Office’s Public Information Office should work together to develop a County-wide communications plan, by June 2010, for the purpose of publicizing elder abuse identification, reporting requirements and services for victims with the goal of informing a wider audience.

Finding 3.1

While APS program management has established a comprehensive ongoing training curriculum for its social work staff, adherence to the training curriculum does not appear to be taking place. The Department does not have any documentation indicating that all of the trainings have been presented or which APS social work staff attended them.

Recommendation 3.1 - The Director of Community and Senior Services

The Director of Community and Senior Services should develop control mechanisms by June 2010 to ensure that all Social Workers receive the required minimum level of ongoing training and outside agencies provide a minimum number of trainings to APS workers.

Finding 3.2

CSS management has not taken a leadership role to ensure that County providers of services to seniors have adequate training on elder abuse detection, prevention and reporting. APS management does not require or monitor a minimum level of elder abuse detection and reporting training at all County contractors that perform services for APS or the Area Agency on Aging under signed Memorandums of Understanding and contracts. Similarly, responsibility for ensuring that all mandated reporters are sufficiently trained in elder abuse detection and reporting at other County agencies that regularly work with seniors is dispersed. It is not consistently tracked or monitored by management of those agencies.

Recommendation 3.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop control mechanisms by June 2010 to ensure that all non-APS County employees and contractors that are mandated reporters are provided a minimum level of training on elder and dependent adult abuse prevention, detection, and reporting.

Finding 3.3

APS management lacks a comprehensive risk-based process for identifying cases to be referred to the Forensic Center at LAC+USC Medical Center. After a period of low participation with the Forensic Center, APS instituted a policy of requiring at least two referrals per field office on a rotating basis. In addition, APS management periodically queries the referral database for recidivist cases that have been opened for a fourth time. However, there is no comprehensive assessment of strong indicators for elevated risk and therefore referral to the Forensic Center.

Recommendation 3.3.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop comprehensive risk-based guidelines for workers by June 2010 in order to identify cases for referral to the Forensic Center.

Recommendation 3.3.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should work with Information Technology and the Forensic Center staff by June 2010 to eliminate technical issues preventing the use of teleconference equipment to allow for increased participation in a multidisciplinary approach to case review.

Finding 3.4

APS management does not actively monitor the detailed source of APS referrals to the Forensic Center from APS Social Workers. Therefore, referrals to the Forensic Center could be unevenly distributed amongst Social Workers based on motivation, worker training and knowledge of the Center.

Recommendation 3.4 – The Director of Community and Senior Services

The Director of Community and Senior Services should work with APS management to develop by June 2010 a system to track and monitor referrals to the Forensic Center to ensure referrals are distributed appropriately by caseload.

Finding 4.1

Department of Public Social Services (DPSS) oversight of the Community and Senior Services' (CSS) performance in administering the Adult Protective Services (APS) program lacks a comprehensive analysis of client outcome measures.

Recommendation 4.1 - The Director of the Department of Public Social Services

The Director of the Department of Public Social Services should coordinate with APS management to expand the Quality Assurance Monitoring Plan compliance reviews, by June 2010, to include a review of outcome measures such as prosecution, restitution, and conservatorships as well as a comparative analysis of risk levels at initial intake and case closing.

Finding 4.2

CSS does not fully utilize existing data to analyze performance measures, including outcome measures, of APS case processing.

Recommendation 4.2.1 – The Director of Community and Senior Services

The Director of Community and Senior Services should instruct the new Research and Statistics Section and APS management to develop methods, by June 2010, for regularly reporting and analyzing data reported to the State to gauge program performance.

Recommendation 4.2.2 – The Director of Community and Senior Services

The Director of Community and Senior Services should instruct the new Research and Statistics Section and APS management, by June 2010, to develop and enhance existing Hotline referral data to gauge program performance.

Recommendation 4.2.3 – The Director of Community and Senior Services

The Director of Community and Senior Services should work with other County agencies, including members of the Seamless Senior Services initiative, to develop, by June 2010, methods for monitoring outcome measures.

Recommendation 4.2.4 – The Director of Community and Senior Services

The Director of Community and Senior Services should develop a formalized reporting mechanism for the selected performance measures, by June 2010, to be presented to the County Chief Executive Officer and Board of Supervisors annually.

Recommendation 4.2.5 – The Director of Community and Senior Services

The Director of Community and Senior Services should Evaluate State data by June 2010 showing the Department's lower rate of case closure compared to other counties, prepare an explanation for the difference and, if needed, an action plan to improve performance in this area, to be presented to the County Chief Executive Officer.

Finding 5.1

A program is in place that provides preventive services to a population defined as at risk of elder abuse at two County medical facilities. The program has not been established at the County's three other medical facilities.

Recommendation 5.1 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services should confirm the effectiveness of results of the "Early, Medical-based Detection of Elders and Dependent Adults who have been Abused and/or Neglected" program at two County hospitals and approach the Department of Health Services about expanding the program to at least the Department's three other major medical facilities and possibly other private facilities in the County by June 2010.

Finding 5.2

For the most part, APS prevention efforts have not been established based on targeting the at-risk population of isolated elders and dependent adults without support networks.

Recommendation 5.2 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services, by June 2010, should direct APS management to develop other prevention

efforts for pilot programs, based on a profile of elders and dependent adults and their caregivers at risk of abuse and neglect, including possible collaboration with neighborhood groups to assist in identifying isolated elders.

Finding 5.3

Though two interagency multidisciplinary teams have been established to review elder abuse cases and provide a more coordinated and collaborative approach to their disposition, utilization of the teams by APS is low even though the teams report achieving superior case outcomes.

Recommendation 5.3 – The Director of LAC+USC Medical Center

The Director of LAC+USC Medical Center should direct the Elder Abuse Forensic Center, by June 2010, to develop a plan, including obtaining enhanced grant funding as needed, to expand their team to include regular meetings at outlying locations in the County to enable greater Countywide participation in this team.

Finding 5.4

Outcomes cannot be compared between the multidisciplinary teams and traditional APS case processing because APS does not measure its results in the same way as the teams.

Recommendation 5.4.1 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services, by June 2010, should direct APS management to collaborate with other County agencies and prepare an analysis of case outcomes for comparison to multidisciplinary team outcomes to verify which approach produces superior results.

Recommendation 5.4.2 – The Directors of Community and Senior Services and the Department of Health Services

The Directors of Community and Senior Services and the Department of Health Services, by June 2010, should, assuming that the recommended staff analysis shows that the multidisciplinary team approach produces better case outcomes, expand the approach either through expansion of the existing teams or possible creation of other teams focused on particular types of cases and with the additional objectives of improved APS case processing efficiency and reduced recidivism.

Finding 5.5

Enhanced prevention effort and multidisciplinary team use could be accomplished with modest funding increases, particularly if such efforts are started on a pilot basis to ensure their benefits before being replicated County-wide.

Recommendation 5.5 – The County Chief Executive Officer

The County Chief Executive Officer should consider County General Fund funding as needed for implementation of pilot programs identified by APS and based on a targeted approach to serving a defined population at risk of elder abuse and neglect.

Finding 5.6

APS and the County do not have a long-term service and funding plan for the expected growth in the elder population. Some of these issues may require addressing State and federal legislative changes.

Recommendation 5.6 – The County Chief Executive Officer

The County Chief Executive Officer should expand the Seamless Senior Services Initiative scope by June 2010, to include financial planning for APS programs and services based on projected increases in the senior population and APS caseload over the next five to 20 years, to include advocacy for changes in State and/or federal legislation and funding sources, as needed.

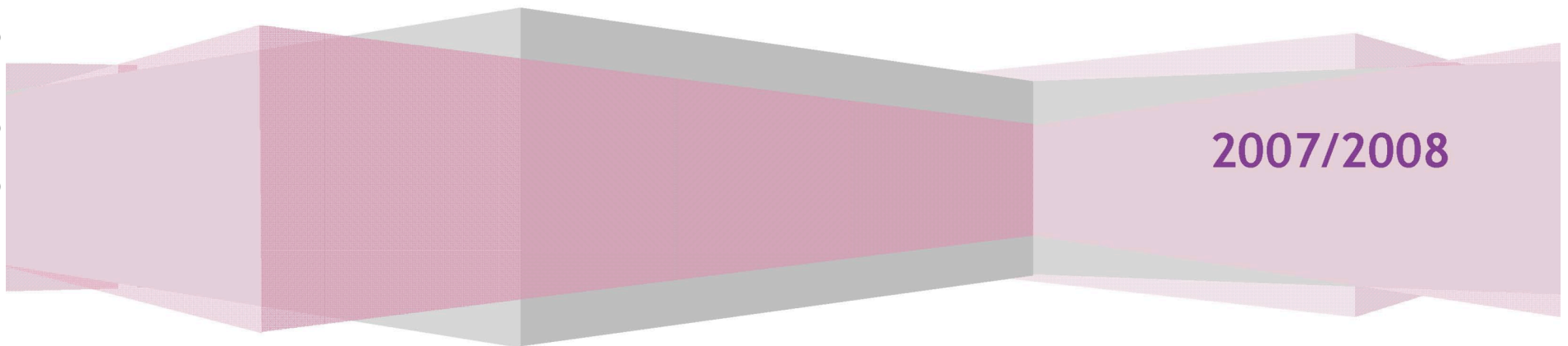
List of Acronyms

AAA – Area Agency on Aging
ACE – Advocates for Conserved Elders
APS – Adult Protective Services
CDOF – California Department of Finance
CIU – Central Intake Unit
CSS – Department of Community and Senior Services
DA – Office of the District Attorney
DCA – Department of Consumer Affairs
DHS – Department of Health Services
DMH – Department of Mental Health
DPSS – Department of Public Social Services
FCCS – Field Capable Clinical Services
FAST – Fiduciary Abuse Specialist Team
GENESIS – Geriatric Evaluation Networks Encompassing Services, Intervention, and Support
IHSS – In-Home Supportive Services
LAC+USC – Los Angeles County and University of Southern California Medical Center
LTCCC – Long-Term Care Coordinating Council
MLK MACC – Martin Luther King, Jr. Multi-service Ambulatory Care Center
MOU – Memorandum of Understanding
PASC – Personal Assistance Service Council
PG – Public Guardian
QAMP – Quality Assurance Monitoring Plan
S3 – Seamless Senior Services Initiative
SAFE – Seniors Against Financial Exploitation
SEIU – Service Employees International Union

EXHIBIT I
Draft Summary of County Programs Available for Seniors
Compiled by
The County Chief Executive's Office
Seamless Senior Services Initiative
March 2009

Los Angeles County

Seamless Senior Services (S3) Initiative Inventory of Services



Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
1.	Affirmative Action Compliance	Info & Referral	Respond to inquiries from Senior Citizens with Disabilities Regarding Their Rights Under State and Federal Laws Involving Non-Discrimination on the Basis of Disability.	County	Information and Assistance
2.	Affirmative Action Compliance	Info & Referral	Respond to inquiries from Senior Citizens with Disabilities Regarding Their Rights Under State and Federal Laws Involving Non-Discrimination on the Basis of Disability.	County	Information and Assistance
3.	Animal Care And Control	Pet Microchips Free	Microchips for dogs and cats Call (562) 256-7104 Monday - Thursday 8:00am - 4:30pm	County	Pet Care
4.	Animal Care And Control	Low-Coast Spay/Neuter Voucher	Seniors (62 years if age or older), disabled or low-income residents of LA County can pre-qualify for \$50.00 voucher towards the cost of S/N surgery (for their dog) at participating Veterinary Hospitals. Or \$50.00 voucher for total cost of S/N surgery (for their dog) at LACO Animal Shelter Clinics (by appointment only). Call (562) 256-7104 Monday-Thursday 8:00 am - 4:30 pm.	County	Pet Care
5.	Animal Care And Control	Pet Licensing Senior Fees	A Reduced dog licensing fee is available for seniors (62 years of age or older). The dog must be spayed or neutered to qualify for the \$7.50 yearly fee. A yearly Reduced cat Licensing fee of \$5.00 is also available if the cat is spayed or neutered. Licenses may be purchased at any of the six (6) County Animal Shelters located in: Agoura Hills (818) 991-0071, Baldwin Park (626) 962-3577, Carson (310) 523-9566, Castaic (661) 257-3191, Downey (562) 940-6898, and Lancaster (661) 940-4191.	County	Pet Care

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
6.	Assessor	Senior Citizen's Replacement Dwelling Benefit	Propositions 60 and 90 are property tax initiatives that allow senior citizens age 55 years and older to sell their principal place of residence and purchase a replacement principal place of residence, of equal or lesser value, within 2 years, and transfer the assessed value, (factored Proposition 13 base value) from the original property to the replacement property. Thereby saving money on property taxes. This is a one time only benefit. Prop. 60 is for intra county transfer. Prop. 90 allows the replacement property to be in another county. Note: there are only 7 counties that have Prop. 90 ordinance; Alameda, Orange, San Mateo, Ventura, Los Angeles, San Diego, Santa Clara. An application is required.	County	Housing
7.	Assessor	Parent - Child Exclusion	Proposition 58 excludes from reassessment property transferred between parents and children. The transfer of property can be between parent and child, or child and parent; it can be by gift, inheritance, or sale. The exclusion from reassessment allows the transferee to retain the transferor's current assessed value (factored Prop 13 base value), thereby saving money in property taxes. Proposition 58 excludes from reassessment the transferee principal place of residence 100%, and other real property up to \$1 million in assessed value.	County	Housing

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
8.	Assessor	Grandparent to Grandchild Exclusion	Proposition 193 excludes from reassessment property transferred from grandparent to grandchild. The exclusion from reassessment allows the grandchild to retain the grandparent's current assessed value (factored Prop 13 base value), thereby saving money in property taxes. To qualify, all the parents of the grandchild that qualify as a "child" of the grandparent must be deceased. Proposition 193 excludes from reassessment the grandparent's principal place of residence 100%, and other real property up to \$1 million. Prop. 193 excludes only the balance of the excludable limits under Prop 58. An application is required.	County	Housing
9.	Beaches & Harbors	Senior Beach Parking Pass Program	Provides Seniors age 62 and older with the ability to visit Los Angeles County beaches free of charge, in an effort to enhance their quality of life, and increase recreational choices among seniors.	County	Recreation
10.	Chief Executive Office (CEO)	211 LA COUNTY	Provides a comprehensive 24-hour, seven day a week specialized multilingual 2-1-1 services. Services include: 1) information and referral services available to all COUNTY residents; 2) an Elder Abuse Hotline, including Telecommunications Device for the Deaf/Teletypewriter (TDD/TTY) access, through the use of a dedicated Elder Abuse toll-free number; 3) a link to the Men; and 7) the Chief Executive Office's Emergency Plan Hotline and a Countywide Emergency Hotline for the public in the event of an emergency.	County	Information and Assistance

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
11.	Chief Executive Office	Residential Placement Protocols Taskforce	Protocols allow for a Taskforce to be activated if allegations of elder and/or dependent adult abuse have been received, and there are conditions involving code violations, which fall under the jurisdiction of multiple departments/agencies. Adult Protective Services (APS) can request the CEO to act as the lead agency in coordinating the multi-agency response and monitor the actions to ensure violations are addressed.	County	Elder Abuse and Fraud Prevention
12.	Child Support Services	Service	Establish & Enforce Child Support Order.	Federal State County	Legal Assistance
13.	Children & Family Services	Kinship Support Services	Assist relative and non-relative caregivers who are caring for abused and neglected youth with services, resources and support including emergency financial assistance, linkage to services and advocacy. This includes assistance during active case efforts as well as post-termination and permanency efforts.	Federal State County	Employment Care Management Information and Assistance
14.	Community Development Commission/Housing Authority of the City of Los Angeles (HACLA)	Housing Development Loans	Provides loans to non-profit and for-profit developers to build and manage affordable, special needs and emergency housing (including senior housing).	Federal State County	Housing
15.	Community Development Commission/HACLA	Home Improvement	Provides grants and loans to low-income homeowners. (This program currently services a predominantly senior population).	Federal	Housing
16.	Community Development Commission/HACLA	Public Housing	Provides information on 1400+ housing units for elderly and disabled persons.	Federal	Housing Care Management Information and Assistance

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
17.	Community Development Commission/HACLA	L.A. County Housing Resource Center	A web-based information source of affordable housing, including senior housing. A toll free number is available for those who don't have access to the internet.	County	Housing Information and Assistance
18.	Community Development Commission/HACLA	Homeless and Housing Program Funds	A one-time funding of Homeless Prevention Initiative Funds for service-enriched housing development which may have some benefits for seniors who are homeless or at risk of homelessness.	County	Housing
19.	Community Development Commission/HACLA	Access to Housing for Health	Collaboration between Department of Health Services (DHS) and the Community Development Commission (CDC) with the goal of providing permanent, affordable housing linked to services for homeless individuals who are either frequent users of the DHS system or whose discharge is delayed due to their homeless status or fragility. (This is not exclusively for seniors).	County	Housing Health Care
20.	Community Development Commission/HACLA	Section 8 Housing Choice Voucher Program	Provides affordable housing for low-income families, seniors and disabled persons.	Federal	Housing
21.	Community Development Commission/HACLA	Assisted Living Waiver Pilot	This pilot project allows Medi-Cal waivers to pay for assisted living home care for enrolled participants living in public housing. (This program is not administered by the Housing Authority, but overlaps with public housing eligibility.	Federal State	Transportation Housing Care Management
22.	Community Development Commission/HACLA	Community Development Block Grant (CDBG) Project	Administers CDBG Grants to participating cities for senior programs ranging from meals to recreation to case management.	Federal	Nutrition Recreation Care Management

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
23.	Community and Senior Services	Adult Protective Services (APS) Emergency Shelter Program	Provides 24/7 emergency shelter services to elders & dependent adults who are abused and neglected.	County	Housing
24.	Community and Senior Services	APS MACC Halting Elder Abuse Response Team (HEART)	Early detection of elder abuse and neglect in a hospital setting by providing intervention services, in-home medical assessments, education by medical professionals about elder abuse.	Federal County	Care Management Detection
25.	Community and Senior Services	Adult Protective Services (APS)	Provides 24 Hour Crisis Intervention and investigates all cases involving elders and dependent adults who are reported to be endangered by physical, sexual or financial abuse, isolation, neglect, or self neglect.	Federal County	Housing Care Management Information and Assistance
26.	Community and Senior Services	AAA Health Insurance Counseling and Advocacy Program (HICAP)	Provides community education and counseling assistance with Medicare and related health insurance issues through informal advocacy or legal representation.	Federal	Health Care
27.	Community and Senior Services	AAA Home Delivered Meals	Provides meals to homebound older adults to maintain or improve their physical well-being.	Federal	Nutrition
28.	Community and Senior Services	AAA Congregate Meals	Provides meals to seniors at local senior and community centers to improve and maintain the physical and social well-being of mobile older adults in a group setting.	Federal	Nutrition
29.	Community and Senior Services	AAA Dietary Administrative Support Program (DASS)	Centralized dietary services, food service oversight, meal nutrition education, and monitoring, training, and technical assistance of congregate meal sites throughout the County.	Federal	Nutrition

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
30.	Community and Senior Services	AAA Home Based Care Program	Provides in-home services to assist functionally impaired older adults age 60 and older with registry services, care management, personal care, household chores, companionship, and transportation.	Federal	In Home Care Day Care
31.	Community and Senior Services	APS Civic Center Homeless Project	This project provides social services to homeless and potentially homeless persons in the Civic Center Skid Row area of Los Angeles. APS Social Workers screen referred and self-referred clients to determine what social services are needed, which may include: APS brief services; APS case referral and follow-up, Need Special Assistance (NSA) evaluations; advocacy for Social Security Administration and other benefits; referrals to DMH for mental health assessments and evaluations; and emergency food and hotel vouchers.	Federal County	Housing Care Management Information and Assistance Nutrition Mental Health
32.	Community and Senior Services	APS LAC+USC Adult Protection Team (APT)	Services are provided at a geriatric clinic in a hospital setting Services provided include, in-home medical assessments and in-depth education on elder abuse.	Federal County	Information and Assistance
33.	Community and Senior Services	APS Fraud Prevention and Smarter Senior Forums	Investigates financial abuse cases and provide outreach, education and referral on fraud prevention.	County	Information and Assistance Investigation
34.	Community and Senior Services	AAA Ombudsman	Provides local advocacy services to complaints and concerns of residents in skilled nursing and licensed board and care facilities.	County	Legal Assistance Information and Assistance
35.	Community and Senior Services	AAA Telephone Reassurance	Telephone calls are made to home delivered meals recipients or persons on a waiting list that decline frozen meals.	Federal	Mental Health Detection

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
36.	Community and Senior Services	AAA Effective Nutritional Health Assessment And Networks of Care for the Elderly (ENHANCE)	Registered dietitians administer nutrition screenings, medical nutrition therapy and the development of resource networks.	Federal	Nutrition
37.	Community and Senior Services	AAA Alzheimer's Day Care Resource Center Program (ADCRC)	Provides quality adult daycare services for persons with dementia, while giving respite to their caregivers. Services include: daycare, counseling, support groups and training for families and caregivers.	State	Mental Health Services to Caregivers
38.	Community and Senior Services	Linkages Program	Promotes and maintains independent living for frail elderly and adults with disabilities. Services include: intake screening, in-home assessments, care planning, service authorization/arrangements, case monitoring and reassessments.	State	Care Management Information and Assistance
39.	Community and Senior Services	AAA Family Caregiver Program	Provides referral, counseling, and respite care services to assist frail elderly adults and caregivers.	Federal	Service to Caregivers
40.	Community and Senior Services	AAA Senior Community Service Employment Program (SCSEP) (Title V)	Provides training and part-time employment for older workers, and assist in the transition of participants to private or unsubsidized job placement.	Federal	Employment
41.	Community and Senior Services	AAA Legal Assistance Program	This program consists of legal representation to older individuals with economic or social needs.	Federal	Legal Assistance
42.	Community and Senior Services	Area Agency on Aging (AAA) Information & Assistance	Receives public inquiries on services to seniors - Makes appropriate referrals to available services - Toll free hot line available.	Federal	Information and Assistance

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
43.	Community and Senior Services	Senior Centers	Staff provides outreach services and network with community agencies on collaborative projects. Staff also provides information and referral services, social services and health and education referrals with an emphasis on seniors and senior activities.	County	Care Management Nutrition Health Care Recreation Volunteer
44.	Consumer Affairs	Elder Financial Abuse Prevention Services	A specialized unit providing consumer fraud prevention services to seniors that include: • Investigating complaints of financial abuse • Counseling on consumer issues • Conducting Smarter Senior Forums throughout the County to educate seniors about ways of preventing consumer fraud.	State	Investigation Fraud Prevention Detection
45.	Consumer Affairs	Fraud Prevention for Senior and Families	A program developed in partnership with the Community Development Commission to assist seniors living in Housing Development Sites (public housing) by providing: • Consumer fraud prevention presentations • Complaint investigation • Consumer counseling	Federal	Investigation Fraud Prevention Detection
46.	Consumer Affairs	Real Estate Fraud and Information Program	Assists seniors and all other County homeowners with real estate issues: • Counseling • Complaint mediation • Complaint investigation for prosecution	Federal County	Investigation Fraud Prevention Detection
47.	Consumer Affairs	Consumer Protection Services	Assists seniors and all other County residents with consumer issues: • Consumer counseling • Complaint mediation • Complaint investigation for prosecution	County	Investigation Fraud Prevention Detection

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
48.	Consumer Affairs	ID Theft Prevention	Assists seniors and all other County residents with identity theft issues: <ul style="list-style-type: none"> • Counseling • Restoring victims' credit and good name • Public education on preventing ID Theft 	County	Investigation Fraud Prevention Detection
49.	Consumer Affairs	Dispute Settlement	Assists seniors and all of County residents with free mediation services to solve disputes without going to court. Disputes include: <ul style="list-style-type: none"> • Consumer-to-business • Business-to-business • Neighbor-to-neighbor 	State	Legal Assistance
50.	Consumer Affairs	Small Claims Advisor Program	Assists senior and all other County residents with legal information on Small Claims Court including: <ul style="list-style-type: none"> • Filing a claim • Presenting a case • Collecting a judgment 	State	Legal Assistance
51.	Consumer Affairs	Volunteer and Internship Program	Provides seniors, retirees, students, and other interested participants with meaningful volunteer opportunities in the Department including: <ul style="list-style-type: none"> • Telephone counseling • Complaint investigation assistance • Special projects 	County	Volunteer

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
52.	District Attorney	Victim-Witness Assistance Program	Provides crisis intervention, resource and referral, court support, case status/disposition, assistance with California Victim Compensation and government Claims Board, referral to Sheriff's VINE program, Safe-at-Home program, referral to LADA Restitution Program. Also provide community outreach to community organizations, law enforcement, hospitals, etc... about victim services, elder abuse and crime prevention.	County	Care Management
53.	District Attorney	Elder Abuse Prosecution	Prosecutes cases of elder abuse and neglect.	State County	Care Management Legal Assistance Prosecution Fraud Prevention Law Enforcement Detection
54.	District Attorney	Elder Abuse Case Investigation In Los Angeles	Investigates criminal cases of elder abuse and neglect and provides training to collaborative partners on legal issues encountered in the court process.	State	Care Management Legal Assistance Prosecution Fraud Prevention Law Enforcement Detection
55.	Fire Department	Public Education Program (PEP)	This course provides basic Fire safety principles for seniors in the community. Helping them to help themselves is the first step in reducing the risk of minor incidents becoming major disasters for the elderly. Topics of particular importance are Cooking and Smoking Hazards, treating burns/scalds and home detection and escape planning.	County	Care Management

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
56.	Fire Department	PEP: Fire Extinguisher Program	Demonstration of the proper way to utilize a fire extinguisher. Also, important information on notifying the Fire department and identifying an escape route.	County	Care Management
57.	Fire Department	PEP: Brush Fire preparedness program	This program will demonstrate the importance for homeowners to understand the eventuality of brush fires and to encourage them to maintain brush clearance around their homes. Also, the program provides seniors with knowledge of what to expect and the procedures to follow before, during and after a major brush fire.	County	Care Management
58.	Fire Department	PEP: Earthquake Preparedness Program	Earthquakes, unlike other natural disasters, are not seasonal or predictable. Because an earthquake may strike at any time or place, we must be prepared at home and/or work. This program will show seniors what the proper procedures to follow during and immediately after an earthquake. Also, this program will help seniors identify hazards in the home or workplace.	County	Care Management
59.	Fire Department	PEP: Home Safety Programs	Discussion on topics such as Smoke detectors, Exit drill in the home (EDITH), Home safety inspection checklist, First Aid for burns, Christmas tree safety, fireworks safety, pool safety.	County	Care Management

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
60.	Fire Department	Emergency Medical Services (EMS)	The Emergency Medical Services (EMS) Section is managed by a highly trained team of emergency medical professionals, including a battalion chief, an EMS education program director, a quality improvement program director, four paramedic coordinators, nine nurse educators supported by an administrative team. The section is responsible for paramedic training, certification, equipment, quality improvement, and legal aspects for all basic and advanced emergency medical services. In addition, one registered nurse is in charge of quality improvement and a second nurse directs EMS continuing education.	County	Safety
61.	Fire Department	Community Emergency Response Training (CERT)	Disaster Training course for the community: During the first few hours of any disaster, Fire responders will be overwhelmed. This course teaches the "Neighbors helping neighbors" approach to disasters. This 20 hour program promotes hazard identification and mitigation in an effort to minimize the effects of a disaster on a community and facilitate recovery. Areas that are covered: Disaster Preparedness, Disaster Fire Suppression, Disaster Medical Operations, Light search and rescue, Disaster Psychology & CERT Organization, Terrorism and practice simulation.	County	Care Management

Inventory of Services

Seamless Senior Services (S3) Initiative

DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
62. Health Services	Elder Abuse Forensic Center Multi Disciplinary Team	This Team is trained in the prevention, identification, treatment and prosecution of elder & dependent adult abuse. The Team is made up of a broad range of qualified professionals who provide services and make recommendations to expedite legal & other needed services in high-risk cases.	County	Legal Assistance Transportation Care Management Information and Assistance Services to Caregiver Investigation Prosecution Fraud Prevention Law Enforcement Detection
63. Health Services	Geriatric Services	Geriatric Services for seniors provided at various hospitals and clinics.	Federal State County	Transportation Care Management Information and Assistance Services to Caregiver Nutrition Health Care Mental Health Recreation Volunteer Investigation Detection
64. Health Services	Elder/Dependent Adult Abuse Intervention Program	CSS/DHS MOU to provide elder/dependent adult abuse assessment and intervention programs at LAC+USC and MLK.	Federal State County	Transportation Care Management Health Care Mental Health Investigation Detection

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
65.	Human Resources Dept	Job Fairs	Over the years, DHR has increased its presence at both community and university career fairs. The level of DHR's participation varies from that of serving on Committees in the organizational development of an individual career fair sponsored by the Board of Supervisors, actively recruiting the participation of other County departments and private agencies, to setting up the DHR display and recruiting for County careers.	County	Employment
66.	Human Resources Dept	Employment Information Services Office	This office provides employment information, bulletins and applications for the County of Los Angeles, as well as job announcements from other agencies and jurisdictions. The office hours are from 8:00 a.m. until 5:00 p.m., Monday through Friday.	County	Employment
67.	Human Resources Dept	Web Site dhr.lacounty.info	Web Site Inquiries Program allows questions to be answered electronically by staff of the Ombudsman/Community Liaison Division, and other departmental subject-matter experts. Inquiries that are outside the realm of DHR are forwarded to the appropriate entity for response.	County	Employment
68.	Human Resources Dept	Open Competitive Job Information Hotline	To answer inquiries from County of Los Angeles, employees, as well as the general public on issues ranging from employment to health benefits among others, efficiently and courteously.	County	Employment

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
69.	Mental Health	Field Capable Clinical Services (FCCS)	Field Capable Clinical Services (FCCS) program for older adults, ages 60 and above, with a major mental illness or symptoms of mental illness that are adversely affecting an individual's functioning. This is a field-based program that is geared toward individuals who would otherwise be unable to access mental health services due to impaired mobility, frailty, geographic limitations or due to stigma associated with seeking services in traditional mental health clinics. FCCS provides clinical assessment and evaluation, therapy, case management, medication management, crisis intervention, as well as linkages to other needed services such as: housing, transportation, health services, and financial benefits establishment.	Federal State	Housing Care Management Information and Assistance Services to Caregiver Mental Health
70.	Mental Health	Full Service Partnership (FSP) For Older Adults	Full Service Partnership (FSP) program for older adults, ages 60 and above, with a major mental illness who are in need of intensive community-based mental health services. This is an enrollment-based program geared principally toward individuals who are homeless, incarcerated or who have had multiple psychiatric hospitalizations. FSP provides assessment and evaluation, therapy, case management, crisis intervention and medication management, as well as linkages to other needed services such as: housing, transportation, health services, and benefits establishment.	Federal State	Transportation Housing Care Management Information and Assistance Services to Caregivers Mental Health

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
71.	Mental Health	Geriatric Evaluation Networks Encompassing Services	GENESIS FCCS is a Countywide Field Capable Clinical Services (FCCS) program which provides mental health assessment, treatment, case management and linkage to homebound and isolated frail elderly 60+ years of age.	Federal State County	Housing Care Management Information and Assistance Services to Caregivers Mental Health
72.	Mental Health	Older Adult Consultation Team	A mental health psychiatric multi-disciplinary team provides case consultation to DMH providers serving older adults with a serious mental illness.	State	Information and Assistance Mental Health
73.	Mental Health	Service Extenders	Volunteer staff provides support and linkage to community resources for older adults receiving FCCS.	State	Care Management Information and Assistance Mental Health
74.	Mental Health	Public Guardian	Investigates and requests the need for conservatorship of individuals incapable of managing their own affairs. Administers the estates and arranges care for the individuals after authority is received by the court.	Federal County	Care Management Information and Assistance Mental Health

Inventory of Services

Seamless Senior Services (S3) Initiative

DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
75. Military & Veterans Affairs	Veterans Services	Provide Veterans and dependents (children and spouses) with assistance filing claims with the Veterans Administration. In addition we have Section 8 voucher issued to homeless Veterans. We provide referrals to services within the county. Approximately 25% of the Veterans serviced are 55 years or older.	State County	Housing Care Management Information and Assistance Nutrition Health Care Mental Health Recreation Volunteer In Home Care Day Care Employment Government Benefits Investigation Fraud Prosecution Detection

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
76.	Parks & Recreation Department	Senior Recreational Program	Various sites provide recreational programs for seniors such as: Senior Chair Exercise, Senior Line Dancing, Senior Yoga, Bingo, Bridge Club, Card Games, Chinese Brush Painting Class, Computer Courses, Cooking Classes, Crochet & Knitting Class and English as a Second Language (ESL) Class, Guitar Lessons, Hula Lessons, Karaoke Session, Line Dancing Class, Low Impact Aerobics Class, Mah Jong (Card Game) Oil Panting Lessons, Senior Lunch Program, Senior Softball, Senior Swimming, Senior Tennis Lessons, Social Dancing Lessons, Spanish Lessons, Tai Chi Class, Take It Easy Dance Club, Quilting Class, Watercolor & Acrylics Lessons, Walking and Fitness Club Special Events: Father's Day Dance, Casino Royale Night, Halloween Dance, Health Fair, Thanksgiving Dinner and Dance, Christmas Dance, Senior Volunteer Banquet, Valentine's Dance and Easter Egg Hunt.	County	Recreation
77.	Personal Assistance Services Council (PASC)	Public Authority for In-Home Supportive Services	PASC provides a registry for In-Home Supportive Services Consumers to locate providers; PASC provides access to training for IHSS Consumers and Providers and PASC acts as employer of record to do collective bargaining with the homecare worker's union for better wages and benefits for the providers.	Federal State County	Information and Assistance Services to Caregivers In Home Care Day Care

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
78.	Public Defender	Legal Representation	The Public Defender represents: Adults charged with felony and misdemeanor offenses; Clients charged in sexually violent predator cases; Mental health commitment cases; Civil contempt matters; Pre-judgment appeals and writs; and Post-conviction relief including areas of police misconduct and domestic violence. The Public Defender actively participates in numerous criminal justice inter-agency projects that focus on community alternatives to incarceration.	County	Legal Assistance Investigation
79.	Public Health Programs	Office of Senior Health Geriatric Special Services Unit	Provides information and referral to the public on senior services.	County	Information and Assistance
80.	Public Library	Senior Volunteer Program	Seniors 60 and older can volunteer to assist county libraries with filing sorting and greeting the public. Participants work up to 20 hours per week.	County	Recreation Volunteer
81.	Public Social Services Dept	In-Home Supportive	Helps pay for in-home services to eligible persons 65+ or legally blind or disabled adults and children to remain safely in their own homes. IHSS is considered an alternative to out-of-home care such as nursing homes or board and care facilities.	Federal State County	In Home Care Day Care
82.	Public Social Services Dept	Long-Term Care Medi-Cal	The goal of the program is to provide persons in need with nursing home and convalescent care, as well as comprehensive preventative care services, primary and specialty care. Medical office visits, vision care, dental care, mental health services, hospitalization and prescription medicines are also covered.	Federal State	Health Care Mental Health

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
83.	Public Social Services Dept	Medi-Cal Program	Health care coverage for qualifying person who lives in California, who have income and resources below established limits. Who is eligible: persons over 65 and older; persons who are blind or disabled; persons receiving nursing home care.	Federal State	Health Care Mental Health In Home Care Day Care
84.	Public Social Services Dept	Food Stamp Program	The Food Stamp Program is a federal nutrition assistance program. The purpose of this program is to promote and safeguard the health and well-being of low-income households by raising their levels of nutrition and increasing their food purchasing power. Households who are approved to receive Food Stamp benefits are issued an Electronic Benefit Transfer (EBT) card, which is just like an ATM card, to purchase food at various supermarkets or grocery stores.	Federal	Government Benefits
85.	Public Social Services Dept	General Relief Program	General Relief (GR) is a County-funded program that provides temporary cash aid to indigent adults and certain sponsored legal immigrant families who are ineligible for federal or State programs.	County	Transportation Housing Care Management Employment Government Benefits
86.	Public Social Services Dept	Living Independently in Los Angeles (LILA)	Funded in part by DPSS. LILA is a consumer-directed and regionally focused online project to benefit people with disabilities living in Los Angeles County. LILA uses a Geographic Information System (GIS) based mapping tool to provide interactive information resource database, created by local residents with disabilities using their personal "expert knowledge" to identify and map local independent living resources.	County	Information and Assistance

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
87.	Public Social Services Dept	SSI Advocacy	The Supplemental Security Income Assistance Program (SSIAP) provides physically and mentally disabled General Relief (GR) participants with assistance through the initial phases of the SSI application process. The program focuses on obtaining an early SSI approval for GR participants who appear to meet SSI eligibility criteria. GR participants who are potentially SSI eligible are identified by medical and mental health professionals and referred for SSI advocacy. SSI Advocates are available on-site in all GR district offices and CalWORKs districts with GR cases.	County	Legal Assistance Transportation Care Management Information and Assistance
88.	Sheriff	Mature Drivers Training Course	The station uses the Department of Motor Vehicles approved mature driver improvement curriculum, to provide senior citizens with an opportunity to update their knowledge of current driving laws and techniques. This eight hour course is taught by a Community Relations Deputy. Students that successfully complete this course are given a certificate, which in some instances can be presented to automobile insurance companies for a discount.	County	Information and Assistance Safety
89.	Sheriff	Investigation of Elder Abuse Victims	Investigates cases involving victims of elder abuse and neglect.	County	Investigation
90.	Sheriff	Suspected Elder Abuse Reporting System (SEARS)	SEARS is a system for tracking elder abuse reports - dedicated response to reports referring senior victim.	County	Investigation Fraud Prevention Law Enforcement

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
91.	Sheriff	Mail Carrier Alert Program	This program offers older adults living by themselves, and those with special needs a lifeline to emergency, medical and other human services. Letter carriers place a label in a resident's mailbox. The identification label tells a carrier to watch designated mailboxes daily for uncollected mail. If the mail carrier finds yesterday's mail still in the mailbox, he or she will take this as a warning that the resident may need help due to an accident or sudden illness. The carrier will notify his postal supervisor, who will in turn, notify the station. A deputy will try to contact the resident to ascertain if there has been an emergency or if any assistance is needed.	County	Safety Investigation Law Enforcement
92.	Sheriff	Senior Safety Class	This is a class designed to teach senior citizens how to protect themselves in case they are physically assaulted. Students are taught topics such as how to fall without getting hurt and surviving a physical attack. The class is taught by a physical defense expert and it is a hands-on course.	County	Safety Law Enforcement

Inventory of Services

Seamless Senior Services (S3) Initiative

DEPARTMENT/AGENCY		PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
93.	Sheriff	Home Safe Program	This program is designed to better serve families and individuals who are dealing with issues of Alzheimer's Disease and Mental Health Disabilities. Tracks patients living in the station services area. Lost patients found wandering the streets are reunited with their family members or caretakers. Program participation only requires that a family member or caretaker provide a photo of the patient and fill out a form with current information. The photos and information are stored at stations, which can provide a ready reference for our field officers. It can reduce stress and reduce the length of time deputies spend handling "found adult" situations.	County	Services to Caregivers Mental Health
94.	Sheriff	Neighborhood Watch Group	These groups allow residents to get acquainted with their neighbors and become familiar with various emergency service organizations. In addition to watching each other's homes and property, neighborhood watch groups keep an eye on those who need special attention, such as small children, the elderly and the disabled.	County	Fraud Prevention Law Enforcement

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
95.	Treasurer & Tax Collector	Tax sales Personal Contact - TTC/Adult Protective Services (APS)	Program is to have a face-to-face contact with all persons that are losing their primary residence due to unpaid property taxes. Prior to the scheduled tax sale, Social workers from APS and CA visit each homeowner to inform them of the sale of their home and to provide assistance as needed. They identify seniors or disabled persons who are cognitively impaired and incapable or unable to pay off the delinquent taxes to avoid the pending tax sales. APS opens a case file on persons requiring assistance.	County	Housing Information and Assistance
96.	Treasurer & Tax Collector (TTC)	Tax Postponement and Assistance	TTC makes available information on the State's property tax assistance and deferral programs. TTC assists the seniors in completing the application forms for the programs and provides the seniors with telephone numbers of contact persons from the State Controller's Office. Once seniors have been approved for the Tax Postponement program, the vouchers from the State for the taxes are processed by TTC and applied to the appropriate parcel.	State	Housing Information and Assistance
97.	Treasurer & Tax Collector	Smart Senior Forum	Public education and outreach program to serve as the department's liaison to the senior citizen community, collaborating with the Board offices and Consumers Affairs (CA) to conduct informational forums to empower seniors to protect themselves from scams and abuse.	County	Information and Assistance

Inventory of Services

Seamless Senior Services (S3) Initiative

	DEPARTMENT/AGENCY	PROGRAM	PROGRAM DESCRIPTION	FUNDING	BENEFIT
98.	Treasurer & Tax Collector	3rd Party Notification	Senior or a family member can designate a person to be notified when that senior’s property taxes are falling behind. A notice of the delinquent taxes is sent to the senior as well on the person designated to be notified.	County	Housing Information and Assistance

October 13, 2008

CDB:JG:gb

**THE 2008 PRESIDENTIAL ELECTION
A Look at Provisional Balloting**

**Toribio “Trib” Medina—Chair
Jocelyn Keene—Vice Chair
Jeffrey C. Cox**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

THE 2008 PRESIDENTIAL ELECTION

A Look at Provisional Balloting

INTRODUCTION

The historic nature of the 2008 Presidential Election has been recognized widely by citizens of the United States, and even the world. Due to widespread interest, a large number of people were expected to vote. Because controversies had erupted both nationally in the 2000 and 2004 Presidential Elections, and, in Los Angeles, in the 2008 Presidential Primary (the “double bubble trouble”¹), the Los Angeles County Civil Grand Jury (CGJ) decided to keep a watchful eye on the presidential election in Los Angeles County.

Los Angeles is the most populous county in the United States and makes up the largest election jurisdiction in the country. It has more registered voters than 30 states with 4,394 voting precincts, employing over 25,000 pollworkers in each countywide election. Voting materials are produced in six languages in addition to English.

BACKGROUND

The Help America Vote Act of 2002 (HAVA), which was passed by Congress because of difficulties with the 2000 presidential election, was intended in part to correct some of the problems with voter registration rosters. When the new California computerized statewide voter registration database (VoteCal) was first used in January 2006, problems were noticed immediately. Many valid voter registrations were rejected for misspellings of names and addresses. There were large numbers of provisional ballots cast at the polls because voters were missing from the election roster. The CGJ was concerned that there were possible systemic problems with VoteCal that would adversely affect the 2008 presidential election. It was determined that the Election Committee of the CGJ should look into the status of the statewide database in Los Angeles and the handling of provisional ballots.

METHODOLOGY

This Election Committee of the CGJ visited the headquarters of the Los Angeles County Registrar-Recorder three times. The committee interviewed the staff concerning their policies and procedures for the process of voter registration, the conduct of elections and the counting of votes. A number of questions were asked of the staff and were answered to our satisfaction. Some of these are detailed below.

Rejection of voter registrations: The staff of the Los Angeles County Registrar-Recorder’s office stated that a more sophisticated system had been developed to verify

¹ The “double bubble trouble” arose because Decline to State voters were eligible to vote in the Democratic or American Independent primaries but in order to do so they had to fill in an extra bubble on the ballot to specify in which party primary they were voting. Many voters failed to do so. Eventually, the Registrar implemented a process to count most of these ballots.

voter eligibility. It now matches the last four digits of the voter's social security number or drivers' license number to the data provided on the voter registration application. This system has resulted in fewer voter registration rejections due to minor mismatches of data than when VoteCal was initially deployed in 2006.

Updating of VoteCal: When provisional ballots are checked against original registration records, any errors in VoteCal are noted. The original registrations and any corrections from the provisional ballots such as address changes are used to correct VoteCal.

Training of pollworkers: All pollworkers (clerks, inspectors and precinct coordinators) are asked to attend a class before Election Day and are paid extra for doing so. There is new web-based training with online assessments that is available to all pollworkers to augment the in-person training program. Inspectors and precinct coordinators are required to complete certain modules of the web-based training as a condition of their appointment. Our observations of precincts indicated that most pollworkers appeared to be well organized and knowledgeable.

Feedback from pollworkers to the Registrar of Voters: An interactive computer-based call center and trouble desk reporting system was in place for this election that enabled the Registrar's office to identify systemic problems in real time and to respond with quick fixes. The new reporting system also provides statistical data that can be easily accessed and used for assessment and process improvement purposes in future elections.

Audit of Provisional Ballots

Because the CGJ was concerned with the large number of provisional ballots in recent elections, we requested to perform an audit of such ballots from the presidential primary election in February 2008. These ballots came from precincts in which we have had experience as pollworkers. All the provisional ballots issues were resolved to our satisfaction.

Attached is a report entitled "Provisional Ballot Overview" that provides a discussion of provisional ballots and provisional ballot statistics for Los Angeles County in the 2008 Presidential Primary Election. There is also a statistical summary of provisional ballots for the years 1992 – 2008. These documents were provided to us by the Registrar of Voters.

The major categories of provisional ballots are:

- Applied to vote by mail, voted at polls
- Voted out of precinct
- Address changes
- Voted the wrong party – i.e., voter thought the party in the roster was wrong
- Voter not in roster but registration was OK
- Not registered, or incomplete registration

Of these categories, all ballots were counted, except those with no or incomplete registrations or those for people voting out of their own county. For people voting out of

their home precinct or in the wrong party, the votes counted only for issues or candidates for whom they were entitled to vote.

Survey of precincts on Presidential Election Day, 2008

During the week before the presidential election, some members of the CGJ expressed concern that there would be a shortage of ballots due to the expected large turnout of voters. Several members of the CGJ performed a small survey of precincts to see if the election appeared to be going smoothly, if there was an issue with numbers of ballots given to the precincts, or any other problems. In all, fourteen precincts were visited. Most of these appeared to be well run in spacious, well organized settings. Only a few appeared to have any problems. Most precincts said they had plenty of ballots. Lines were long in the morning rush hour but generally not unreasonably so. The longest reported wait to vote from our sample was about an hour. There were no reported issues with any voters being turned away from voting as a result of the ballot quantities provided by the Registrar-Recorder to the polls.

SUMMARY

Based on information that was provided to this CGJ by the staff of the Registrar of Voters it was decided that a full investigation was not warranted. We were favorably impressed with the changes that have been accomplished in the past year and the preparations for the 2008 presidential election. The CGJ would like to thank the Registrar-Recorder and his staff for providing us with the information that was requested from them.

FINDINGS AND RECOMMENDATIONS

Finding 1

This Department is utilizing an automated response system to assist pollworkers during elections. This system will track real time problems and lead to quicker response to Election Day issues.

Recommendation 1 – The Registrar of Voters

The Registrar should continue to use this system. Resulting information should be evaluated in order to be better prepared for upcoming elections.

Finding 2

The Registrar of Voters has implemented a website to check voter registration status (https://lavote.net/secured/voter_reg/). A frequent reason for provisional ballots being used during primary elections is voters' disagreement with the party affiliation given in the roster. Unfortunately, the website which verifies voter registration is difficult to find and does not show party affiliation.

Recommendation 2 – The Registrar of Voters

The Registrar of Voters should correct the website to verify voter registration with a link under the "Voter & Election Information" menu at the left of the front page, in addition to the icon near the top of the front page. The results of the voter registration status query should show party affiliation in addition to the validity of registration.

PROVISIONAL BALLOT OVERVIEW

This page and the information in the following two tables were provided to us by the Registrar of Voters.

According to California Election Code (secs. 14310, 14311) registered voters whose voter registration or Vote By Mail status cannot be determined may vote a provisional ballot on Election Day. Provisional voters are voters who typically move to a different residence address within the same county and fail to reregister to vote or who otherwise fail to notify the county elections official and who attempt to vote at a polling location. They may also be voters whose Vote By Mail status cannot be determined. Provisional voters may vote at polling locations, county election offices, or at designated central locations if they fill out and sign a provisional ballot envelope and provide proof of residency such as a driver's license or an item containing their name and current address. A government issued photo ID is not required.

Assigned precincts for registered voters are determined by a voter's residence as referenced on their voter registration form. All voters who choose to vote at the polls are encouraged to visit their assigned precinct polling place location. However, voters who choose to vote at a location other than their assigned precinct may vote a provisional ballot. All polling place staff are trained to notify voters of their voting options, including their eligibility to vote a provisional ballot. After a provisional ballot is voted a voter's registration status must be determined at Election Headquarters before the provisional ballot is counted and added to the overall election tally. If a voter's registration status cannot be determined his/her provisional ballot is not counted.

The Election Code was amended by the State Assembly in 2003. Prior to that time, most provisional ballot races were not counted- The current Election Code allows provisional voters whose registration status can be verified and who vote outside of their precinct location but within their assigned electoral jurisdictions (such as school board or state assembly districts) to have their vote counted. Votes for statewide or presidential candidates and ballot measures will also be counted if they are cast outside of a voter's electoral jurisdiction.

To facilitate this process, staff at the Registrar-Recorder/County Clerk's office segregate all provisional ballot envelopes to determine the registration status and precincts of provisional voters. Then, staff determines the eligible contests in those precincts and the contests marked on the ballot. If a contest or contests on a voted ballot do not represent those contests offered on the precinct ballot, the ballot is remade to include only those votes cast that correspond with those contests offered in the precinct. Then, eligible ballots are counted and added to the final tally. All provisional ballot envelopes are marked and entered into the system as "count".

PROVISIONAL VOTING STATISTICS
February 5, 2008 Presidential Primary Election

TOTAL BALLOTS RECEIVED			176,479
COUNTS			153,675
	Touch Screen	20	
	Applied VBM (Vote by Mail) -Voted at Polls	15,671	
	Different Precinct/Same Ballot Group	22,674	
	Registration OK	23,734	
	Registration-With Prior Address	604	
	Address Change-Same Precinct / Ballot Group	20,631	
	Different Precinct / Ballot Group	16,156	
	Wrong Party - Non-Partisan counted only	36,682	
	HAVA ID Pended Voter	37	
	Address Change-Diff Precinct-Diff Ballot Group	9,202	
	Address Change-Diff Precinct-Same Ballot Group	8,284	
NO COUNTS			22,804
	Not Registered	14,298	
	Out-County Residence Address	2,068	
	Registered Too Late	672	
	Fatal Pended/Insufficient Information	636	
	Empty/Void Envelopes	2,536	
	No Signature Envelope/Roster	838	
	Different Signature	638	
	Fatal Pended/Invalid Address	868	
	Blank Envelopes	178	
	Duplicate Ballot	72	
MISCELLANEOUS (not included in canvass count)			387
	Voted VBM & Provisional Ballot	387	
Comments;	Miscellaneous Category - additional conditions resulting in some Provisional voters' ballots not being counted,		

PROVISIONAL BALLOTS

Year	Election	Voted at Polls	Ballots Cast	% Cast	Counts	% Counts	No Counts	% No Counts
1992	Primary	1,612,673	16,811	1.0%	11,370	67.6%	5,441	32.4%
	General	2,442,282	25,347	1.0%	15,355	60.6%	9,992	39.4%
1993	Special Statewide	927,155	8,078	0.9%	5,212	64.5%	2,866	35.5%
1994	Primary	1,128,308	7,347	0.7%	4,462	60.7%	2,885	39.3%
	General	1,775,001	29,779	1.7%	18,097	60.8%	11,682	39.2%
1996	Primary	1,346,358	18,271	1.4%	10,367	56.7%	7,904	43.3%
	General	2,109,757	59,275	2.8%	34,059	57.5%	25,216	42.5%
1998	Primary	1,450,126	18,214	1.3%	12,937	71.0%	5,277	29.0%
	General	1,651,086	38,821	2.4%	25,080	64.6%	13,741	35.4%
2000	Primary	1,519,271	55,809	3.7%	38,498	69.0%	17,313	31.0%
	General	2,226,784	100,168	4.5%	61,521	61.4%	38,647	38.6%
2002	Primary	1,070,651	21,006	2.0%	13,327	63.4%	7,679	36.6%
	General	1,424,638	46,906	3.3%	32,441	69.2%	14,465	30.8%
2003	Special Statewide	1,688,701	121,595	7.2%	106,085	87.2%	15,510	12.8%
2004	Primary	1,379,747	44,112	3.2%	41,552	94.2%	2,500	5.7%
	General	2,383,889	204,578	8.6%	166,894	81.6%	37,684	18.4%
2005	Special Statewide	1,331,269	72,726	5.5%	64,337	88.5%	8,389	11.5%
2006	Primary	735,252	39,308	5.3%	36,501	92.9%	2,807	7.1%
	General	1,501,736	110,915	7.4%	98,259	88.6%	12,656	11.4%
2008	February Primary	1,701,077	176,479	10.4%	153,675	87.1%	22,804	12.9%
	June Primary	496,172	23,560	4.7%	22,015	93.4%	1,545	6.6%
	General	2,557,835	271,074	10.6%	229,591	84.7%	41,483	15.3%

DETENTION FACILITIES IN THE COUNTY OF LOS ANGELES

**Robert W. Chu—Chair
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**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

DETENTION FACILITIES IN THE COUNTY OF LOS ANGELES

INTRODUCTION

The California Penal Code (CPC) Section 919 requires the Grand Jury in each county to inquire into the condition and management of public jails and detention facilities. Areas for inspection can be guided by Title 15 of the California Administrative Code and other statutes which govern housing conditions and fair treatment for incarcerated adults and juveniles. Each year the Civil Grand Jury forms a committee to conduct these inspections. At the end of its term year, the Civil Grand Jury publishes the results of its inspections, rating facilities for compliance or non-compliance with comments on deficiencies or achievements. This final report is delivered to the Board of Supervisors and is made available to the public.

EXECUTIVE SUMMARY

The Los Angeles County Civil Grand Jury (CGJ) fulfilled its mandated responsibility by inspecting 115 jails, lockups, court holding cells, juvenile camps and detention centers, as well as other penal institutions throughout Los Angeles County. Careful examination of Title 15 requirements for both adults and juveniles resulted in the creation of an inspection form and served to prioritize nine areas for inspection in these facilities. A copy of the inspection form (Exhibit I) is attached at the end of the Detention Facilities report.

The CGJ inspected 90 jails and adult holding facilities, and all jails were found to be compliant relative to the Title 15 requirements specified in its inspection form. The majority of city jails and lockups were found to be well managed and maintained. The Sheriff's jails and detention facilities also appeared to be well managed notwithstanding the large number of detainees and the movement and processing of hundreds of individuals between the courts, detention facilities and jails each day. The Sheriff's Department personnel were very helpful and informative given their large workload and diverse responsibilities. Thanks must go to the Sheriff's Department as well as the city agencies for their assistance in allowing this CGJ to perform its inspection duties. Minor deficiency Findings and Recommendations for the Adult Detention facilities follow.

The CGJ inspected 25 juvenile facilities. One of the facilities was found to be non-compliant. Several larger and potentially more serious issues surfaced in the inspections of the Probation Camps and will be addressed in the Findings and Recommendations. As a result, the CGJ recommends a review of the Probation Department senior management and management practices related to youth camps in Los Angeles County.

BACKGROUND

Los Angeles County has 88 cities and an unincorporated area of 2299 square miles, with over 150 detention facilities. The County Sheriff's Department has numerous jails, holding cells and lockups, as does the City of Los Angeles Police Department, while

many of the other 87 cities have jails. The Sheriff's Department also provides security and detainee transit and holding services to the entire County's Superior Court system. The County's jail system is the largest in the nation with an average daily population of over 20,000 inmates in Sheriff's facilities, where inmates reside for over 30 days on average. Men's Central Jail and the Twin Towers jail (located near each other in downtown Los Angeles), and the Pitchess Detention Center complex in Castaic, are among the largest jails in the United States.

Additionally, the Los Angeles County Probation Department is responsible for the management and operation of 22 juvenile detention centers and camps within Los Angeles County. The Probation Department manages the centers and camps with the services of County Departments of Mental Health and Public Health and the Los Angeles County Office of Education (LACOE). The three detention centers primarily serve to house minors awaiting prosecution as adults, as well as those arrested for misdemeanors, and those awaiting assignment to foster care, group homes, camps or mental health care. The 18 probation camps and one treatment center provide an alternative to incarceration in the California Youth Authority, and aim to offer a highly structured environment designed to focus on behavioral change and to enhance academic training for middle and high school youth. The County's juvenile system has on average 3800 juveniles in custody at any one time in the centers and camps.

METHODOLOGY

To comply with the CPC Section 919 mandate of annually inquiring into Los Angeles County jails and detention facilities, the CGJ formed a Jails Committee which consisted of 15 members.

Since all inspections must be conducted by at least two jurors, the Committee was subdivided into five teams of three jurors each. Teams were formed by geographical location of member residences and were assigned facilities as close to their homes as possible. The inspection form (Exhibit I) paid special attention to the medical and mental health services provided in the facilities. Staffing, emergency procedures, use of force and segregation of inmates were other inspection points. In general, if more than one area of inspection was rated non-compliant, the facility was rated non-compliant overall.

One of the difficulties encountered in carrying out the CGJ's responsibility was identifying and listing all detention facilities eligible for review within Los Angeles County. Facility listings of telephone numbers and addresses inherited from prior year juries were found to be outdated and inaccurate. It was therefore a priority to create a listing for this report that was both comprehensive and as accurate as possible, and that would be useful to subsequent CGJs for their updating as changes in locations and telephone numbers occur in the future. In addition, inspections of adult facilities were prioritized. Court facilities utilized for civil cases with no detention operations and sports venues with occasional day usage were excluded from inspections and our listing. However, addressing "at-risk" youth as a primary focus of the CGJ report required inspection of all youth centers and camps.

Information from the inspection forms was utilized to complete the Adult and Juvenile Detention Facilities Tables. The following abbreviations are used in the Adult Detention Facilities Table:

LAPD – Los Angeles Police Department

LASD – Los Angeles Sheriff Department

PD – Police Department of the City

ICE – Federal Agency: Immigration and Customs Enforcement

C – Court Holding facility - detainees held for court appearance for up to 12 hours

T – Temporary Holding facility – where booking or non-booking of persons occur, but held here usually less than 6 hours

1 – Type 1 facility – detention of persons for not more than 96 hours after booking, excluding holidays

2 – Type 2 facility – local facility used for detention of persons pending arraignment, during trial, and upon sentencing

3 – Type 3 facility – local facility used only for the detention of convicted and sentenced persons

The Committee's specific Findings and Recommendations follow the Tables.

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
77th Street Division (Regional Hdq.) PD	1	LAPD	X		Satisfactory	7600 South Broadway Los Angeles, CA 90003	(213) 473-4851
Alhambra Court	C	LASD	X		Satisfactory; clean	150 W. Commonwealth Ave. Alhambra, CA 91801	(626) 570-5145
Alhambra PD	1	PD	X		Satisfactory; clean; contracts with Federal programs (ICE, witness protection)	211 South 1st St. Alhambra, CA 91801	(626) 570-5145
Altadena Station	T	LASD	X		Satisfactory; cells not used for arrests and bookings; facility houses inmate workers	780 E. Altadena Dr. Altadena, CA 91001	(626) 798-1131
Antelope Valley Court [North District]		LASD			Not visited this year; new facility	42011 4th Street, West Lancaster, CA 91731	(626) 575-4101
Arcadia PD	1	PD	X		Well run; state of the art facility	250 W. Huntington Dr. Arcadia, CA 91723	(626) 574-5179
Avalon Station	1	LASD	X		Well run; clean; detainees kept a maximum of 24 hours, then transferred to mainland	215 Sumner Ave. Avalon, CA 90704	(310) 510-2360
Azusa PD		PD			Not visited this year	725 N. Alameda Ave. Azusa, CA 91702	(626) 812-3200
Baldwin Park PD	1	PD	X		Well maintained; clean	14403 E. Pacific Ave. Baldwin Park, CA 91773	(626) 813-5298
Bell Gardens PD		PD			Not visited this year	7100 Garfield Ave. Bell Gardens, CA 90201	(562) 806-7600
Bell PD		PD			Not visited this year	6326 Pine Ave. Bell, CA 90201	(323) 585-1245
Bellflower Courthouse		LASD			Not visited this year	10025 Flower St. Bellflower, CA 90706	(562) 804-8001
Beverly Hills PD	1	PD	X		Satisfactory	464 N. Rexford Dr. Beverly Hills, CA 90210	(310) 288-2600
Beverly Hills Court		LASD			Not visited this year	9355 Burton Way Beverly Hills, CA 90210	(310) 288-1288
Burbank PD	1	PD	X		Satisfactory	200 N. Third St. Burbank, CA 91502	(818) 238-3010
Burbank Court [North Central District]		LASD			Not visited this year	300 E. Olive Ave. Burbank, CA 91502	(818) 557-3452

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
Carson Station		LASD			Not visited this year	21356 S. Avalon Blvd. Carson, CA 90745	(310) 830-1123
Central Area PD	T	LAPD	X		Satisfactory; bookings elsewhere	251 E. 6th St. Los Angeles, CA 90014	(213) 485-6588
Central Arraignment Court	C	LASD	X		Satisfactory; primarily LAPD arraignment	429 Bauchet St. Los Angeles, CA 90012	(213) 974-6281
Century Regional Detention Center	2	LASD	X		Well run; clean; full Grand Jury visit	11705 S. Alameda St. Lynwood, CA 90262	(323) 568-4601
Cerritos Station		LASD			Not visited this year	18135 Bloomfield Ave. Cerritos, CA 90703	(562) 860-0044
Claremont PD	1	PD	X		Satisfactory	570 W. Bonita Ave. Claremont, CA 91711	(909) 399-5406
Compton Courthouse [South Central District]	C	LASD	X		Facility could use better cell cleaning and some painting; see findings	200 W. Compton Blvd. Compton, CA 90220	(310) 603-7381
Covina PD	1	PD	X		Satisfactory	444 N. Citrus Ave. Covina, CA 91790	(626) 858-4413
Crescenta Valley Station		LASD			Not visited this year	4554 N. Briggs Ave. La Crescenta, CA 91214	(818) 248-3464
Criminal Courts (Clara Shortridge Folz)	C	LASD	X		Satisfactory	210 W. Temple St. Los Angeles, CA 90012	(213) 974-4851
Culver City PD		PD			Not visited this year	4040 Duquesne Ave. Culver City, CA 90232	(310) 837-1221
Devonshire PD	1	LAPD	X		Satisfactory	10250 Etiwanda Ave. Northridge, CA 91325	(818) 374-9645
Downey Courthouse	C	LASD	X		Satisfactory	7500 Imperial Hwy. Downey, CA 90242	(562) 803-7052
Downey PD	1	PD	X		Satisfactory; clean facility	10911 Brookshire Ave. Downey, CA 91502	(562) 803-7049
East Los Angeles Court	C	LASD	X		Satisfactory	4848 E. Civic Center Way East Los Angeles, CA 90022	(323) 780-2026
East Los Angeles Station	1	LASD	X		Satisfactory; large facility	5019 E. Third St. East Los Angeles, CA 90022	(323) 264-4151

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
El Monte (Rio Hondo) Court		LASD			Not visited this year	11234 E. Valley Blvd. El Monte, CA 91731	(626) 575-4101
El Monte PD	1	PD	X		Satisfactory	11333 Valley Blvd. El Monte, CA 91731	(626) 580-2179
El Segundo PD		PD			Not visited this year	348 Main St. El Segundo, CA 90245	(310) 524-2200
Foothill (Pacoima) PD	1	LAPD	X		Satisfactory	12760 Osborn St. Pacoima, CA 91331	(818) 756-8865
Gardena PD	1	PD	X		Satisfactory	1718 162nd St. Gardena, CA 90247	(310) 323-7911
Glendale Court	C	LASD	X		Satisfactory	600 E. Broadway Ave. Glendale, CA 91206	(818) 500-3527
Glendale PD		PD			Not visited this year	140 N. Isabel St. Glendale, CA 91206	(818) 548-3139
Glendora PD	1	PD	X		Satisfactory	150 S. Glendora Ave. Glendora, CA 91741	(626) 914-8265
Harbor Area PD		LAPD			Not visited this year	221 Bayview Ave. Wilmington, CA 90744	(310) 513-7017
Hawthorne PD	1	PD	X		Satisfactory; modern facility	12501 Hawthorne Blvd. Hawthorne, CA 90256	(310) 394-2700
Hermosa Beach PD	1	PD	X		Satisfactory	540 Pier Ave. Hermosa Beach, CA 90254	(310) 318-0300
Hollenbeck PD	T	LAPD	X		Satisfactory; moving to new facility (2111 E 1st St)	1936 E. 1st St. Los Angeles, CA 90033	(323) 266-5964
Hollywood PD	1	LAPD	X		Satisfactory	1358 Wilcox Ave. Los Angeles, CA 90028	(213) 485-2510
Huntington Park PD	1	PD	X		Satisfactory; clean facility; maintains worker inmates	6542 Miles Ave. Huntington Park, CA 90255	(323) 584-6254
Industry Station	1	LASD	X		Satisfactory; large facility; houses inmate workers; serves youth & community programs	150 N. Hudson Ave. City of Industry, CA 91744	(626) 330-3322
Inglewood Courthouse	C	LASD	X		Well run facility	One Regent St. Inglewood, CA 90301	(310) 419-5197

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
Inglewood PD	1	PD	X		Well maintained; some problem with initial investigative entry; see findings	1 Manchester Blvd. Inglewood, CA 90301	(310) 412-5210
Irwindale PD	T	PD	X		Satisfactory; cells used for storage; bookings are at Glendora PD	5050 N. Irwindale Ave. Irwindale, CA 91706	(626) 430-2244
La Verne PD	1	PD	X		Satisfactory	2061 Third St. La Verne, CA 91750	(909) 596-1913
LAC+USC Jail Ward	2	LASD	X		Satisfactory; new facility; destination of inmates requiring hospitalization	1200 N. State St. Los Angeles, CA 90033	(323) 409-4563
Lakewood Station	1	LASD	X		Satisfactory	5130 N. Clark Ave. Lakewood, CA 90712	(562) 623-3500
Lancaster Station		LASD			Not visited last year	501 W. Lancaster Blvd. Lancaster, CA 93534	(661) 948-8466
Lennox Station	1	LASD	X		Satisfactory, clean facility	4331 Lennox Blvd. Lennox, CA 90304	(310) 671-7531
Lomita Station	1	LASD	X		Satisfactory	26123 Narbonne Ave. Lomita CA 90717	(310) 539-1661
Long Beach Court	C	LASD	X		Compliant; however sanitation an issue due to odor and trash; see findings	415 W. Ocean Blvd Long Beach, CA 90802	(562) 590-3621
Long Beach PD	1	PD	X		Compliant	400 W. Broadway Long Beach, CA 90802	(562) 570-7311
Lost Hills (Malibu) Station		LASD			Not visited this year	27050 Agoura Rd. Calabasas, CA 91301	(818) 878-1808
LAX Courthouse	C	LASD	X		Well maintained facility	11701 S. La Cienega Blvd. Los Angeles, CA 90045	(310) 727-6010
Malibu Courthouse		LASD			Not visited this year	23525 W. Civic Center Way Malibu, CA 90265	(310) 317-1350
Manhattan Beach PD	1	PD	X		Satisfactory	420 15th St Manhattan Beach, CA 90266	(310) 802-5100
Marina Del Rey Station	1	LASD	X		Satisfactory; clean; well maintained	13851 Fiji Way Marina Del Rey, CA 90292	(310) 482-6000
Maywood PD	1	PD	X		Satisfactory	4317 E. Slauson Ave. Maywood, CA 90270	(323) 562-5005

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
Men's Central Jail	2	LASD	X		Satisfactory; well run facility	441 Bauchet St. Los Angeles, CA 90012	(213) 974-0103
Mental Health Court		LASD			Not visited this year	1150 N. San Fernando Rd. Los Angeles, CA 90065	(323) 226-2944
Metropolitan Traffic Court	C	LASD	X		Compliant; but some maintenance & cleaning issues; female holding tank dirty; see findings	1945 Hill St. Los Angeles, CA 90007	(213) 744-4101
Mission Hills PD		LAPD			Not visited this year	11121 North Sepulveda Blvd. Mission Hills, CA 91345	(818) 838-9800
Mira Loma Detention (Fed)		LASD			Not visited this year; federal holding facility for ICE	45100 N. 60th Street, West Lancaster, CA 93536	(661) 949-3801
Monrovia PD	1	PD	X		Satisfactory; clean facility	140 E. Lime Ave. Monrovia, CA 91731	(626) 256-8000
Montebello PD	1	PD	X		Satisfactory; clean facility; has pay-to-stay and work furlough programs	1600 Beverly Blvd. Montebello, CA 90640	(323) 887-1313
Monterey Park PD	1	PD	X		Satisfactory; facility contracts with federal programs (witness protection, etc)	320 W. Newmark Ave. Monterey Park, CA 91754	(626) 307-1236
Newton Area PD	T	LAPD	X		Satisfactory	3400 S. Central Ave. Los Angeles, CA 90011	(323) 846-6547
North Hollywood PD	T	LAPD	X		Satisfactory	11640 Burbank Blvd. North Hollywood, CA 91601	(818) 756-8822
Northeast (LA/Eagle Rock) PD	1	LAPD	X		Satisfactory	3353 San Fernando Rd. Los Angeles, CA 90065	(213) 485-2566
Norwalk Court [Southeast District]	C	LASD	X		Satisfactory; air breather required, in good condition and checked 3x daily	12720 Norwalk Blvd. Norwalk, CA 90650	(562) 807-7285
Norwalk Station	1	LASD	X		Satisfactory	12335 Civic Center Dr. Norwalk, CA 90650	(562) 863-8711
Olympic PD (Korea Town)		LAPD			Not visited this year; new facility	1130 S. Vermont Ave. Los Angeles, CA 90006	(213) 382-9102
Pacific Area PD	1	LAPD	X		Well maintained facility	12312 Culver Blvd. Los Angeles, CA 90066	(310) 482-6334
Palmdale Station		LASD			Not visited this year; new facility	750 E. Avenue Q Palmdale, Ca 93550	(661) 272-2400

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
Palos Verdes Estates PD	1	PD	X		Satisfactory, clean facility	340 Palos Verde Dr. Palos Verdes Estates, CA 90274	(310) 378-4211
Parker Center PD	1	LAPD	X		Satisfactory; large facility; moving to new, adjacent, facility	150 N. Los Angeles St. Los Angeles, CA 90012	(213) 485-2510
Pasadena Court	C	LASD	X		Compliant; however interior needs paint; see findings	300 E. Walnut St. Pasadena, CA 91101	(626) 356-5555
Pasadena PD	1	PD	X		Satisfactory; clean; pay-to-stay program; INS holds potential deportees overnight	207 N. Garfield Ave. Pasadena, CA 91101	(626) 744-4501
Pico Rivera Station	1	LASD	X		Compliant; however some painting unfinished on floors and doors; see findings	8631 Passons Blvd. Pico Rivera, CA 90660	(562) 949-2421
Pitchess Detention Center-East Facility	3	LASD	X		Satisfactory; cameras in dormitories as pilot program; see findings	29310 The Old Road Castaic, CA 91384	(661) 295-8812
Pitchess Detention Center-North Facility		LASD			Not visited this year	29320 The Old Road Castaic, CA 91384	(661) 295-8092
Pitchess Detention Center-South Facility		LASD			Not visited this year; laundry for all County jail facilities at this facility	29330 The Old Road Castaic, CA 91384	(661) 295-8822
Pitchess-North County Correctional Facility	3	LASD	X		Well managed; vocational training in sewing, printing and signs utilized County-wide	29340 The Old Road Castaic, CA 91384	(661) 295-7969
Pomona (North) Court	C	LASD	X		Satisfactory	350 W. Mission Blvd. Pomona, CA 91766	(909) 620-3266
Pomona PD	1	PD	X		Satisfactory	490 W. Mission Blvd. Pomona, CA 91766	(909) 620-2133
Rampart Division PD	1	LAPD	X		Well maintained; new facility	1401 W. 6th St. Los Angeles, CA 90017	(213) 484-3400
Redondo Beach PD	1	PD	X		Satisfactory; being treated for termites	401 Diamond St. Redondo Beach, CA 90277	(310) 379-2477
San Dimas Station		LASD			Not visited this year	270 S. Walnut Ave. San Dimas, CA 91773	(909) 599-1261
San Fernando PD	1	PD	X		Satisfactory	910 Third St. San Fernando, CA 91340	(818) 898-1267
San Fernando Court [North Valley District]		LASD			Not visited this year	900 Third St. San Fernando, CA 91340	(818) 898-2403

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
San Gabriel PD	T	PD	X		Satisfactory; booking only; prisoners held at Monterey Park PD	625 S. Del Mar Ave. San Gabriel, CA 90640	(626) 308-2828
San Marino PD	T	PD	X		Satisfactory; booking at Alhambra or Pasadena	2200 Huntington Dr. San Marino, CA 91105	(626) 300-0720
Santa Clarita Court		LASD			Not visited this year	23747 W. Valencia Blvd. Valencia, CA 91355	(661) 253-7301
Santa Clarita Valley Station		LASD			Not visited this year	23740 W. Magic Mountain Pkwy. Valencia, CA 91355	(661) 255-1121
Santa Monica PD	1	PD	X		Satisfactory; clean	1685 Main St. Santa Monica, CA 90401	(818) 623-4016
Sierra Madre PD	T	PD	X		Satisfactory; clean; detainees housed by Pasadena PD	242 Sierra Madre Blvd. Sierra Madre, CA 91024	(626) 355-1414
Signal Hills PD	1	PD	X		Well run facility	1800 E. Hill St. Signal Hill, CA 90806	(562) 989-7200
South Gate PD	1	PD	X		Compliant; however needs cleaning and maintenance; old facility; see findings	8620 California Ave. South Gate, CA 90280	(323) 563-5400
South Pasadena PD	T	PD	X		Satisfactory; clean; booking at Alhambra PD	1422 Mission St. South Pasadena, CA 91108	(626) 403-7270
Southeast Area (108th St) PD		LAPD			Not visited this year	145 W. 108th St. Los Angeles, CA 90061	(213) 972-7828
Southwest Area (MLK Blvd) PD	1	LAPD	X		Needs paint inside, poor lighting; outside needs maintenance & debris removal; see findings	1546 W. Martin Luther King Blvd. Los Angeles, CA 90062	(213) 485-2615
Temple City Station	1	LASD	X		Prefers more jailers, houses as many as ten inmate workers; see findings	8838 Las Tunas Dr. Temple City, CA 91780	(626) 285-7171
Topanga PD		LAPD			Not visited this year; new facility	12501 Schoenborn St. Canoga Park, CA 91304	(818) 756-4800
Torrance PD	1	PD	X		Satisfactory; clean	5019 E. 3300 Civic Center Dr. Torrance, CA 90505	(310) 328-3456
Torrance Court	C	LASD	X		Satisfactory	825 Maple Ave. Torrance, CA 90503	(310) 222-1785
Twin Towers (Correctional) Jails	2	LASD	X		Well run facility	450 Bauchet St. Los Angeles, CA 90012	(213) 893-5050

ADULT DETENTION FACILITIES INSPECTIONS							
Facility	Type	Managed	Compliant	Non-Compliant	Comments	Address	Telephone
Van Nuys (West) Court [Northwest District]	1	LASD	X		Satisfactory	14400 Erwin Street Mall Van Nuys, CA 91401	(818) 374-2174
Vans Nuys Division PD	1	LAPD	X		Satisfactory	6240 Sylmar Ave. Van Nuys, CA 91401	(818) 374-9641
Vernon PD	1	PD	X		Satisfactory	4305 Sante Fe Ave. Vernon, CA 90058	(323) 567-5171
Walnut/Diamond Bar Station	1	LASD	X		Satisfactory	21695 E. Valley Blvd. Walnut, CA 91789	(909) 595-2264
West Covina Court		LASD			Not visited this year	1427 West Covina Pkwy. West Covina, CA 91790	(626) 813-3223
West Covina PD		PD			Not visited this year	1440 W. Garvey Ave. West Covina, CA 91754	(626) 939-8550
West Hollywood Station	1	LASD	X		Satisfactory; clean	780 N. San Vicente Blvd. West Los Angeles, CA 90069	(310) 855-8850
West LA PD		LAPD			Not visited this year	16603 Butler Ave. Los Angeles, CA 90025	(310) 442-0702
West Valley (Reseda) PD	C	LAPD	X		Satisfactory	19020 Vanowen St. Reseda, CA 91335	(818) 373-7611
Whittier Courthouse	C	LASD	X		Satisfactory	7339 S. Painter Ave. Whittier, CA 90602	(562) 907-3171
Whittier PD	1	PD	X		Satisfactory	7315 S. Painter Ave. Whittier, CA 90602	(562) 945-8262
Wilshire Area PD	T	LAPD	X		Satisfactory	4861 W. Venice Blvd. Los Angeles, CA 90019	(661) 255-1121

JUVENILE DETENTION FACILITIES INSPECTIONS					
Facility	Compliant	Non-Compliant	Comments	Address	Telephone
Courts:					
Alfred McCourtney Juvenile Justice Center			Not visited this year; Delinquency Court	1040 W. Avenue J Lancaster, CA 93534	(661) 949-6503
Eastlake Juvenile			Not visited this year; Delinquency Court	1601 Eastlake Ave. Los Angeles, CA 90033	(323) 226-8511
Edelman Children's Dependency Court	X		Very well run facility; full Grand Jury visit; Dependency court	201 Centre Plaza Dr. Monterey Park, CA 91754	(323) 526-6657
Inglewood Juvenile	X		Well run facility	110 E. Regent St. Inglewood, CA 90301	(310) 419-5267
LA-Kenyon Juvenile Justice Center	X		Compliant; however some painting needed in cells; see findings	7625 S. Central Ave. Los Angeles, CA 90001	(323) 586-7393
San Fernando Valley Juvenile			Not visited this year; Delinquency Court	16350 Filbert St. Sylmar, CA 91342	(818) 364-2110
Halls/Centers:					
Barry J. Nidorf (Sylmar Juvenile) Hall	X		Well run facility	16350 Filbert St. Sylmar, CA 91342	(818) 364-2011
Central (Eastlake Detention Center) Juvenile Hall	X		Satisfactory	1605 Eastlake Ave. Los Angeles, CA 90033	(323) 226-8611
Los Padrinos Juvenile Hall	X		Satisfactory	7285 Quill Dr. Downey, CA 90242	(562) 940-8681
Dorothy Kirby Treatment Center	X		Satisfactory	1500 S. McDonnell Ave. Los Angeles, CA 90022	(323) 981-4301

JUVENILE DETENTION FACILITIES INSPECTIONS					
Facility	Compliant	Non-Compliant	Comments	Address	Telephone
Camps:					
Afflerbaugh	X		Well run and clean facility; gymnasium needs paint; see findings	6631 N. Stephens Ranch Rd. La Verne, CA 91750	(909) 596-6392
Challenger - Jarvis	X		Satisfactory; see findings	5300 W. Avenue I Lancaster, CA 93536	(661) 940-4110
Challenger - McNair	X		Satisfactory; see findings	5300 W. Avenue I Lancaster, CA 93536	(661) 940-4100
Challenger - Onizuka	X		Closed for renovation	5300 W. Avenue I Lancaster, CA 93536	(661) 940-4015
Challenger - Resnick	X		Satisfactory; see findings	5300 W. Avenue I Lancaster, CA 93536	(661) 940-4003
Challenger - Scobee	X		Satisfactory; see findings	5300 W. Avenue I Lancaster, CA 93536	(661) 940- 4015
Challenger - Smith	X		Satisfactory; see findings	5300 W. Avenue I Lancaster, CA 93536	(661) 940-4004
Gonzales	X		Satisfactory; see findings	1301 N. Las Virgenes Rd. Calabasas, CA 91302	(818) 222-1192
Holton	X		Compliant and clean; but issues with timely evacuation and with backup emergency power; see findings	12653 N. Little Tujunga Canyon Rd. San Fernando, CA 91352	(818) 896-0571

JUVENILE DETENTION FACILITIES INSPECTIONS					
Facility	Compliant	Non-Compliant	Comments	Address	Telephone
Kilpatrick	X		Well run camp; see findings	427 S. Encinal Canyon Rd. Malibu, CA 90265	(818) 889-1353
Mendenhall	X		Well run camp; see findings	42230 Lake Hughes Rd. Lake Hughes, CA 93532	(661) 724-1032
Miller		X	See findings	433 S. Encinal Canyon Rd. Malibu, CA 90265	(818) 724-1213
Munz	X		Well run camp; see findings	42220 N. Lake Hughes Rd. Lake Hughes, CA 93532	(661) 724-1211
Paige	X		Satisfactory; see findings	6601 N. Stephen Ranch Rd. La Verne, CA 91750	(909) 593-4921
Rockey	X		Clean; camp has had problems with race riots; see findings	1900 N. Sycamore Canyon Rd. San Dimas, CA 91773	(909) 599-3291
Routh	X		Well run camp; pending construction projects; emphasis on education; see findings	12500 Big Tujunga Canyon Rd Tujunga, CA 91342	(818) 352-4407
Scott (Girls' Camp)	X		Well run camp; broken concrete, some laundry and evacuation problems; see findings	28700 N. Bouquet Canyon Rd. Santa Clarita, CA 91350	(661) 296-8811
Scudder (Girls' Camp)	X		Well run; houses juveniles with mental health issues; some laundry & evacuation problems; see findings	28750 N. Bouquet Canyon Rd. Santa Clarita, CA 91350	(661) 296-8811

DETENTION FACILITIES IN THE COUNTY OF LOS ANGELES

FINDINGS AND RECOMMENDATIONS

Adult Detention Facilities

Finding 1

Entry into the **Inglewood Police Department** for inspection proved to be difficult, even with a prior day's call to announce the inspection. The CGJ was turned away; it took a telephone call to the Inglewood Police Chief to gain entry. This was the only city not allowing easy access to the jails.

Recommendation 1 – Inglewood Police Department

The Inglewood Police Department should instruct their supervisors and staff of the role and responsibilities of the CGJ for inspections under the California Administrative Code and Title 15, particularly since inspections by the CGJ occur annually at Sheriff and city-run jails.

Finding 2

The **Temple City Sheriff's Station** staff stated that they have 5 custody assistants, enough to have one person guarding the inmates at all times but, for safety, they would prefer two guards at all times. This would require another 5 custody assistants, which they also stated could not always be justified by the number of inmates, which fluctuates daily.

Recommendation 2 – Sheriff's Department

The Sheriff's Department should examine the need for additional staffing at Temple City based on the volume by day of inmates over a year's time and determine if additional custody assistants could be added.

Finding 3

Staff stated that the **Pitchess Detention Center East Facility** had cameras installed in jail dormitories in 2005. They said they have been very useful at recording the origin of incidences of violence amongst inmates. The cameras were a pilot program but have not yet been installed elsewhere to staff's knowledge.

Recommendation 3 – Sheriff's Department

The Sheriff's Department should examine the pilot program plan, determine if other facilities could benefit from cameras in protecting both the rights of staff and of inmates, and detail the related budget implications for other jails.

Finding 4

Maintenance, cleaning and painting issues were noted for six facilities:

Long Beach Superior Court - Latex gloves were strewn over a wide area outside the men's holding cells. There were holes in walls in two areas. The men's multiple inmate holding cell had a foul odor. Narrow corridors were cluttered with boxes and trash.

Metropolitan Traffic Court - The female holding tank had toilet paper plastered on the walls. Hallways were extremely crowded and dirty.

Pasadena Court - The interior needs painting.

Pico Rivera Station - Painting on floors and doors was unfinished.

South Gate PD - Both the exterior and the interior need cleaning and maintenance.

Southwest Area LAPD - The interior needs paint and better lighting; it is dark and dingy. The exterior needs better maintenance and debris removal.

Recommendation 4 - Sheriff's Department, Southgate PD, LAPD

The above mentioned law enforcement agencies should schedule corrective measures and remedy these health and maintenance issues within the next quarter.

Juvenile Detention Facilities

Finding 5

Seven facilities had maintenance issues:

Kenyon Juvenile Justice Center - Paint was flaking off the walls in the cells throughout.

Camp Afflerbaugh - The Gymnasium was in dire need of paint.

Camp Miller - The shower room and hand washing basin area was unsanitary and in need of plumbing repair.

Camp Scott - Gopher holes in the athletic field prevented its use. Broken walkway pavement was dangerous.

Camp Scudder - Gopher holes in the athletic field prevented its use.

Camp Munz - The bathroom had plaster holes and broken windows.

Camp Mendenhall - The drinking fountain near the dining room was inoperable, the gym stage was damaged, and the pavement by the gym was broken, dangerous and roped off.

Recommendation 5 - Probation

Camp supervisory personnel should schedule corrective measures with Internal Services Department (ISD) and remedy these maintenance issues within the next quarter. Senior departmental management should monitor execution of same.

Finding 6

Camps Miller, Kilpatrick, Holton and Routh did not have emergency generators.

Recommendation 6 - Probation

The Chief Probation Officer should continue with the Department's existing plan to install a generator for **Camps Miller** and **Kilpatrick**. The Chief Probation Officer within the next six months should proceed with a special use permit for U.S. Forestry land to install a generator at **Camp Headquarters/Holton**. Finally, the Chief Probation Officer should, within the next six months, install a generator at **Camp Routh**.

Finding 7

Staff said that **Camp Scott** and **Camp Scudder** had difficulty evacuating during a recent fire due to a lack of buses.

Recommendation 7 – Probation

Within the next six months the Chief Probation Officer should formalize an agreement with the Sheriff to ensure availability of buses, or explore alternative options such as acquiring a fleet of appropriately configured vehicles to evacuate at least one full camp.

Finding 8

Camp Scott houses a large mental health facility while all female mental health patients receiving psychotropic medication are housed at nearby **Camp Scudder**. The Mental Health Director requested that the two camp populations be switched so that patients would be closer to their appropriate service needs.

Recommendation 8 - Probation

Senior management should review the proposal and implementation plan of the Mental Health Director at Camp Scott and determine the proposed cost, if any, of same within the next quarter.

Finding 9

Five Camps had laundry and related sanitation problems:

Camp Miller had dozens of bags of backlogged, soiled laundry filled with clothing and bedding. Over 50 large black trash bags of laundry were found on one visit to Camp Miller, leaving the juvenile inmates, in some cases, without clean clothing.

At **Camps Mendenhall, Munz, Scott and Scudder** staff stated that the juvenile inmates spent much of their day doing laundry instead of more productive activities.

Machines at **Miller, Munz, Mendenhall, Scott and Scudder** were inadequate for the volume of laundry.

Letters relative to the laundry problem at Camp Miller were sent by this CGJ to Robert B. Taylor, Chief Probation Officer, and to Doyle Campbell, Deputy Chief Executive Officer, Public Safety, requesting correction of this situation as it posed an imminent health problem for the juvenile inmates. In addition, the previous year's CGJ had found serious laundry and maintenance issues at Camp Miller which had not been corrected as of 12/1/08.

No response was received by this CGJ to the letters requesting attention to this problem.

Staff at Camp Miller said that they had on many occasions spoken with the Management Service Bureau but were unable to get an acceptable response to this problem. They had previously taken their laundry by truck to nearby Camp Gonzales but couldn't continue to do so because their ratio of staff members to detainees would be in jeopardy.

Recommendation 9 - Probation

A proposal for the resolution of the laundry should be developed by the Probation Department and presented to the Board of Supervisors within this quarter. Short term implementation of a proposed Sheriff's Department centralized laundry system for all camps should be tested for these camps within the quarter.

Finding 10

The **Challenger Camps** have, according to the mental health practitioners on staff, a waiting list of 135 juvenile inmates requiring help. Staffing does not meet the need.

Recommendation 10 - Probation

An analysis of the mental health staffing needs at the **Challenger Camps** should be completed within the quarter, specifically to fulfill the requirements of the "Memorandum of Agreement Between the United States and the County of Los Angeles Regarding The Los Angeles Probation Camps." The memorandum of agreement requires implementation plans due 120 days from the agreement signing (October 31, 2008) and written policies due 180 days from the agreement signing. That would make documentation due in spring (April, May) 2009.

Finding 11

The CGJ is well aware of the "Memorandum of Agreement Between The United States and The County of Los Angeles Regarding The Los Angeles Probation Camps." It is also aware of the appointment of the Monitor and the Monitoring Team, the deadlines for implementation plans and written policies, and the status report timing over the four year period of monitoring the implementation.

This CGJ knows that practices to be corrected include juvenile justice and use of force, grievance systems, suicide prevention, and mental health assessment and care.

However, inspection of the camps produced systemic evidence of management and organizational shortcomings as well as operational problems.

Each and every camp had its own set of problems, indicative of the lack of consistent operational standards applied by Senior Management.

It is this CGJ's finding that each camp commander ran an independent fiefdom, whether by design or by necessity. There appeared to be a disparity of resources available to the different camp directors. Decentralization was the rule that governed the widespread inconsistency.

Recommendation 11 – Board of Supervisors

The CGJ does not believe that it is solely sufficient to correct the practices in the Youth Camps as the Justice Department requires. The CGJ recommends that the Board of Supervisors initiate a thorough review of the Probation Department senior management and their management practices related to the Los Angeles Probation Camps.

This examination should include reporting structure, operational standards, accountability measures, shared best practices, and performance reviews.

This should be accomplished within this calendar year and coincide with the development of the Justice Department monitoring process. A more effective management structure should be the result.

DETENTION FACILITIES INSPECTION REPORT
by the JAILS COMMITTEE of the
LOS ANGELES COUNTY CIVIL GRAND JURY 2008-2009

Date: _____ Arrival _____ am/pm Departure: _____ am/pm

Facility Name: _____

Address: _____

Telephone Number: _____

Type of facility: _____ Managed by: _____

Capacity: _____ Current Population: _____

Inspected by: (1) _____

(2) _____

(3) _____

Rating	Compliant	Non-Compliant
Staffing		
Emergency Procedures		
Mental Health		
Education/Vocational Training		
Restraints		
Sanitation		
Segregation		
Biomedical/Behavioral Research		
Healthcare/Triage/Safety		

GENERAL APPEARANCE & COMMENTS

2008-2009 Civil Grand Jury Inspection Items			
Facility:		Address:	Tel:
Title 15 Reference		Topic	Comments
Adult	Juvenile		
		Staffing	
Article 3, §1027	Article 3 §1321	How many personnel are you required to have on duty at all times?	
		What is your policy/ procedure when you do not have the required number of trained personnel on duty?	
		Emergency Procedures	
Article 3, §1012 and §1029	Article 3, §1325, pp. 29-30 and §1327, pp. 31-32	What is your emergency evacuation plan in the event of a major fire or earthquake? How often is your emergency equipment checked?	
		Mental Health	
§1052, p.19, §1102, p. 30, §1209, p. 42	§1432, p. 41, §1454, p. 47	Health evaluations must be completed within 96 hours of intake. Where and how do you obtain this information at intake? How do you identify individuals who are mentally disordered?	
		Education/Vocational Trng	
Article 6, §1061	Article 6, §1370	What programs do you have for minors with special needs? Do you have a placement program for students that complete your program?	
		Restraints and Use of Force	
§ 1058, p. 21	§1322, pp.15-16, §§1357-1358, pp. 23-24.	What are the policies and procedures regarding mechanical and physical restraints?" (For minors in adult facilities) What percentage of minors are on psychotropic medication?	
		Sanitation	
Article 15, §1280, pp. 91-92	Article 12, §1510, pp. 154-155	Make a thorough "look and smell" test. Does this facility have a schedule of routine cleaning, maintenance, pest control and safety surveys? What steps are being taken to prevent MRSA?	

2008-2009 Civil Grand Jury Inspection Items				
Facility:		Address:		Tel:
Title 15 Reference		Topic		Comments
Adult	Juvenile			
§1053, pp 46-47	§1354, pp 41-42	Segregation		
		Does this facility have any policies or procedures to segregate by race, ethnicity or gang affiliation?		
		If so, how will these be affected by the 2005 Supreme Court ruling to outlaw such segregation?		
	§ 1454, p. 47	Biomedical/Behavioral Rsrch (For minors) Do you have biomedical or behavioral research being conducted on minors, including "investigational new drug protocols or blind studies of disease prevalence"?		
§§1200-1230, pp. 38-46	§§1400-1454, pp. 33-47	Health Care/ Triage		
		Emergency Care/Triage Code requires being seen within 24 hours.		
		What is your procedure if an inmate complains of a sudden or major illness? Who decides?		
		Air Breather Inspect four units for expiration date. How are the masks fitted for the personnel?		
		Staff CPR Training Inspect two personnel files for certification. CPR Certification is current if trained within 2 years.		

SPEAKERS AND EVENTS COMMITTEE

**Peter Doctorow—Chair
Nora Clark—Vice Chair
Stephanie Alexander
Robert W. Chu**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

SPEAKERS AND EVENTS COMMITTEE

INTRODUCTION

The Los Angeles County Civil Grand Jury is responsible for examining issues and investigating governmental organizations within the County. In an effort to acquaint itself with the operations and strategies of the County, the Civil Grand Jury selected speakers to address the body. In addition, the Civil Grand Jury chose to visit certain locations to see, first hand, the functioning of selected operations. In order to invite speakers and arrange site visits, the Civil Grand Jury organized a Speakers and Events committee to coordinate activities.

BACKGROUND

The Los Angeles County Civil Grand Jury established a Speakers and Events committee during the first week of July 2008. The foreperson selected jurors to be members of this committee.

METHODOLOGY

The primary responsibility of the Speakers and Events Committee was to invite influential speakers and arrange informative site visits. The committee examined the lists of speaking candidates and locations from the Civil Grand Juries of the previous five years. A combined list of potential speakers and locations was created and distributed to all jurors. The committee polled jurors as to which speakers and locations were of the greatest interest. Consistent with the Civil Grand Jury regulations, fourteen votes were required to move forward with decisions. The final speakers and site visits were approved by this process.

SUMMARY

In accordance with the methodology described above, numerous speakers were invited to address the Civil Grand Jury. Locations to be visited were also determined. Lists of both speakers and site visits follow.

GUEST SPEAKERS

- Arif Alikhan – Deputy Mayor, City of Los Angeles, Homeland Security and Public Safety
- Michael Antonovich – Supervisor, Fifth District, Los Angeles County
- Rick Auerbach – Assessor, Los Angeles County
- Leroy Baca – Sheriff, Los Angeles County
- William Bratton – Police Chief, Los Angeles City
- David Brewer – Superintendent, Los Angeles Unified School District
- Doyle Campbell – Deputy CEO, Public Safety, Los Angeles County
- Laura Chick – Controller, Los Angeles City
- Steve Cooley – District Attorney, Los Angeles County
- Ramon Cortines – Superintendent, Los Angeles Unified School District
- John Fernandes – Ombudsman, Los Angeles County
- Kurt Floren – Los Angeles County Commissioner, Agriculture/Weights and Measures
- William Fujioka – Chief Executive Officer, Los Angeles County
- Michael Henry – Director, Department of Human Resources, Los Angeles County
- Michael Judge – Public Defender, Los Angeles County
- Donald Knabe – Supervisor, Fourth District, Los Angeles County
- Ellen Sandt – Deputy CEO, Operations, Los Angeles County
- Miguel Santana – Deputy CEO, Children and Families, Los Angeles County
- Lari Sheehan – Deputy CEO, Municipal Services, Los Angeles County
- Sheila Shima – Deputy CEO, Health and Mental Health Services, Los Angeles County
- Wendy Watanabe – Auditor/Controller, Los Angeles County
- David Wesley – Presiding Judge, Superior Court, Los Angeles County
- Zev Yaroslavsky – Supervisor, Third District, Los Angeles County

EVENTS AND TOURS

- Men's Central Jail – Los Angeles County
- Century Regional Detention Facility – Los Angeles County
- Edmund D. Edelman Children's Court
- Criminal Court Building – Superior Court, Los Angeles County
- Los Padrinos Juvenile Hall
- Metropolitan Transit Authority
- Emergency Operations Center – Los Angeles County
- Disney Concert Hall
- Museum of Tolerance
- Griffith Park Observatory
- Hertzberg-Davis Forensic Science Center
- Los Angeles County Coroner
- Los Angeles City Central Library

CITIZENS' COMPLAINTS COMMITTEE

**Gloria J. Williams–Chair
John A. Kincaid–Vice Chair
Stephanie Alexander
Woodrow “Woody” Hollier
Jamesetta McDonald
Thomas E. Stewart**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

CITIZENS' COMPLAINTS COMMITTEE

INTRODUCTION

The Citizens' Complaints Committee (CCC) is a standing committee of the Los Angeles County Civil Grand Jury (CGJ). It is the right of every citizen to bring matters of concern to the Civil Grand Jury.

BACKGROUND

The primary and essential function of the CCC is to provide unbiased, independent evaluations of complaints submitted by citizens. All information received regarding complaints is held in the strictest confidence. The Civil Grand Jury has no jurisdiction or authority to investigate federal or state government or court cases. The CGJ cannot overturn convictions or penalty assessments nor can it discipline state prison personnel. The CGJ has authorized the Citizens' Complaints Committee to:

1. Consider evidence of misconduct by public officials within the county.
2. Inquire into the condition and management of jails within the county.
3. Investigate and report on accounts and records of officers, departments or functions of county and cities, including special districts under state law.

Filing a Complaint or Request for Investigation

Any person may file a complaint with the Civil Grand Jury requesting an investigation. The complaint must be in writing and is treated as confidential. Any request for an investigation must include detailed evidence supporting the complaint. If the complaint includes sufficient evidence, a CGJ investigation may be conducted. The written complaint should cover the following points:

1. Who or what agency is the complaint against?
2. What is the specific nature of the complaint?
3. What action was improper or illegal?
4. When and where did the incident(s) occur?
5. What were the consequences of this action?
6. What actions or remedies are being sought?

METHODOLOGY

Each complaint received was acknowledged by mail. When a matter did not fall within the Civil Grand Jury's investigative authority or a determination was made not to investigate, no action was taken.

Once the Citizens' Complaints Committee recommended a specific disposition of a complaint, each case was submitted to the entire CGJ for its review. The Civil Grand Jury evaluated the case and voted. In each case, the CCC's preliminary recommendation was approved, amended, or referred back to the CCC by the CGJ. The Civil Grand Jury also determined when an alternative course of action should be pursued.

The Citizens' Complaints Committee evaluated each individual complaint and determined which of the following to recommend to the Civil Grand Jury:

1. No action should be taken.
2. The CGJ has no jurisdiction over the issue.
3. A referral letter should be sent to the complainant recommending an appropriate agency or individual to conduct further investigation.
4. The complaint should be referred to the CGJ for it to decide on the disposition.

This Citizens' Complaints Committee received 85 complaints/requests for investigation or action. Of the 85 complaints, 45 were classified as no action, 29 were classified as no jurisdiction and 11 were recommended to the CGJ for further investigation. The following chart depicts the categories of complaints received by the CCC:

Complaints by Category

Subject of Complaint	Number
Law enforcement	12
Prison conditions or mistreatment of inmates	13
Court proceedings, convictions or penalty assessments	11
Governmental mismanagement, waste, or incompetence	9
Governmental malfeasance, nonfeasance or corruption	8
Workplace abuse or discrimination	7
Non-governmental or personal disputes	16
Other	9
Total	85

SUMMARY

Many of the complaints received were not within the jurisdiction of the CGJ and others were inappropriate for investigation. Complainants frequently requested the CGJ to overturn convictions or penalty assessments. The following cases give an indication of the preliminary investigations conducted by the CGJ:

After receiving six citizens' complaints concerning Lancaster State Prison alleging mistreatment, two were undertaken by the CGJ for further investigation. The CGJ is given authority under the California Penal Code § 919(b) to inquire into state prisons located within Los Angeles County. Letters were sent requesting information about the policies and procedures related to the Enhanced Out-Patient services program for the mentally disabled inmates. The letters were followed by a site visit by several members of the Civil Grand Jury to interview a panel of prison personnel. Following this preliminary investigation no further action was taken.

The CCC conducted a preliminary investigation regarding contract bidding and procedural irregularities in the San Gabriel Water District. The CCC determined that a full investigation was not warranted. No further action was taken.

A comprehensive complaint was received from four Rosemead citizens regarding violations of zoning, building and safety, and health codes. After review by the CCC, the CGJ sent a letter to the complainants referring them to other county agencies that could better assist them with their problems within their city.

The CCC conducted a preliminary investigation related to alleged malfeasance by the Inglewood Unified School Board. A letter was sent to the Board requesting information regarding the matters inherent in the complaint. At the time of this writing no response has been received.

The last preliminary investigation conducted by the CGJ involved alleged violations of the Brown Act and retaliatory harassment in the City of Avalon (Catalina Island). During this site visit, the CGJ interviewed a panel of city officials. After exploring the matters related to the complaint, the CGJ decided to take no further action.

Information about filing a complaint with the Civil Grand Jury is available at <http://lasuperiorcourt.org/jury/grandjury.htm>.

AUDIT COMMITTEE

**Joseph H. Safier–Chair
Wolodymyr “Walter” Nasarenko–Vice Chair
Jamesetta McDonald
Luz V. Serrano**



**A Report
by the
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AUDIT COMMITTEE

INTRODUCTION

The Audit Committee is responsible for recommending consulting or auditing firms that the Civil Grand Jury could utilize while conducting:

- fiscal audits
- management audits
- operational performance investigations

The investigations were focused on Los Angeles County government, cities within the County, school districts or special districts. The Audit Committee, with the advice and consent of the Civil Grand Jury, participated in contract negotiations, monitored the progress of each project and approved the billings.

BACKGROUND

Under California Penal Code §§ 925, 925(a), 933.1 and 933.5, the Los Angeles Civil Grand Jury is empowered to investigate local government agencies within Los Angeles County. Funding is provided by the Los Angeles County Board of Supervisors.

METHODOLOGY

The Audit Committee reviewed the Los Angeles County Auditor-Controller's Master Agreement list of pre-approved auditors and consultants. The review included evaluations of each firm's prior work. Based upon these reviews, the Committee identified firms that met the established criteria and invited each to present their qualifications and experience. Of the six firms that responded, five were invited by the Civil Grand Jury to submit bids for specific investigations.

The Civil Grand Jury selected five investigation topics that required expert assistance. Based on detailed statements containing project scope, objectives and deliverables, the Audit Committee requested proposals to perform these investigations from several of the approved firms. The Audit and investigative committees reviewed the proposals and made recommendations which were approved by the Civil Grand Jury. An Audit Committee liaison was then assigned as a resource to each investigative committee to monitor project progress.

The liaison also attended on an as needed basis:

- entrance conferences
- exit conferences
- meetings with representatives of the firm, investigative committee and departments being investigated

The Audit Committee reviewed and approved invoices submitted for payment.

SUMMARY

During the Civil Grand Jury term, one consulting firm was selected to conduct the five investigations.

EDIT AND PUBLICATION COMMITTEE

**Judy Farris-Phares–Co-Chair
Ronald Tepper–Co-Chair
Stephanie Alexander–Vice Chair
Peter Doctorow
Ronald Petersen
Jeffery Wallace**

PRODUCTION TEAM

**Jocelyn Keene
Joseph H. Safier**



**A Report
by the
Los Angeles County
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EDIT AND PUBLICATION COMMITTEE

INTRODUCTION

“The pen is mightier than the sword,” wrote Cardinal Richelieu, and no quotation could be more fitting about the potential impact on the County of Los Angeles of the Civil Grand Jury’s Final Report.

BACKGROUND

The Edit and Publication Committee was established by the Los Angeles County Civil Grand Jury (CGJ) to compile, edit and publish all materials written by the Civil Grand Jury’s standing and investigative committees that are contained in the Civil Grand Jury’s Final Report to the Los Angeles County Board of Supervisors, relevant government entities and the public.

METHODOLOGY

The Civil Grand Jury is mandated to inquire into the conditions of jails. It is also given total latitude to investigate and report on additional study topics related to issues involving local government agencies and departments within the County of Los Angeles.

The Edit and Publication Committee designed, developed and managed production schedules for the report on each investigation, and interfaced with the vendor selected to print the final document. Each committee report was submitted to the Edit and Publication Committee for editing. The committee’s responsibility was to suggest changes aimed at enhancing the Final Report’s clarity and readability as well its layout and production.

The Production Team was responsible for standardizing the format of each report in this volume in accordance with the specifications of the CGJ. It was also responsible for compiling the entire Final Report for publication with appropriately formatted titles, headings, footers, footnotes, figures, tables, appendices, and pagination. The Production Team worked closely throughout with the rest of the Edit and Publication Committee to ensure that production of the Final Report stayed on the Committee-defined schedule.

SUMMARY

The Final Report was approved by not less than 14 members of the Civil Grand Jury and approved by the Presiding Judge of the Los Angeles Superior Court or his designee. The Final Report has been distributed to the Los Angeles County Board of Supervisors, government bodies that were investigated, the general public, and the media.

CONTINUITY COMMITTEE

**Jocelyn Keene–Chair
Toribio “Trib” Medina–Vice Chair
Fred Medina
Ronald Petersen
Charlotte Phelps**



**A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury**

CONTINUITY COMMITTEE

INTRODUCTION

The Continuity Committee serves as a bridge connecting the work of all Los Angeles County Civil Grand Juries (CGJ) – prior, current and future. The CGJ is newly impaneled on July 1 of every year. This Committee is essential because it maintains the record-keeping overlap with the previous year's CGJ.

California Penal Code (CPC) §933 mandates that each CGJ maintain at least a five-year record of previous CGJ Reports, and at least a five-year record of responses by public agencies to the findings and recommendations within the reports. The responsibility for maintenance of these records lies with the Continuity Committee.

In addition to the above mandates, the Continuity Committee has the responsibility to follow up and ensure that public agencies fulfill their legal obligations under CPC §933(c) by responding in a timely manner to findings and recommendations in the prior year's CGJ Report.

The Committee also strives to organize and disseminate information from prior years' CGJs to the current CGJ in order to facilitate its investigative and reporting efforts.

BACKGROUND

Historically the fate of previous years CGJ Reports, responses, and files was to be discarded, deleted or lost. In recent years, improvement in the sharing of information between successive CGJs has been noted. However, information sharing could and should be strengthened through practices introduced and overseen by Continuity Committees. The following practices should be undertaken and enhanced, where feasible, by each Continuity Committee:

1. Build and maintain a library containing at least five prior years' CGJ Reports, reference books, current directories of Los Angeles County and its cities, and information for each CGJ standing committee.
2. Update the Continuity Recommendations and Responses Notebook containing responses to previous years' CGJ Reports.
3. Organize and maintain filing cabinets so that previous years' files may be made available to successive CGJs.
4. Create and maintain a computer-based filing system for transferring electronic files to succeeding CGJs.
5. Update the website containing electronic copies of CGJ Reports and responses from County departments, agencies, and other governmental entities, as mandated under CPC §933(c).

METHODOLOGY

To fulfill its responsibilities as outlined in the Introduction, the CGJ Continuity Committee accomplished the following:

1. Reorganized the CGJ library system.
2. Reviewed all responses to recommendations made in the 2007-2008 CGJ Final Report and identified non-responders.
3. Filed a copy of all these responses in the Continuity Recommendations and Responses Notebook.
4. Sent follow-up letters to governmental entities investigated by the 2007-2008 CGJ, acknowledging receipt of responses or inquiring about missing responses to recommendations.
5. Created a detailed and comprehensive tabular tracking system to aid in following-up on responses due or actually made to the 2007-2008 CGJ Report. The results are shown in the table following this report.
6. Employed that same tracking system, listing findings and recommendations from this CGJ Report, so that copies of the Report may be served to investigated agencies in a timely manner, as required by CPC §933.05(f). A copy of this tracking-system file will be left for the 2009-2010 CGJ for their use in tracking responses to this year's Report.
7. Expanded and corrected an existing directory of all CGJ Reports from the preceding 10 years, including the departments, cities and other governmental entities involved.
8. Cataloged, organized and updated other resource documents for easy research access.
9. Maintained the previously established list of active Los Angeles County Commissions and Commissioners with monthly updates.
10. Revised and updated the Continuity Committee Manual and other notebooks and resources.
11. Archived appropriate documents as needed.

The table at the end of this report contains responses from the public agencies investigated by the 2007-2008 CGJ. The report entitled "How to Respond to Findings and Recommendations" near the beginning of this volume provides an explanation of the responses mandated by the CPC.

SUMMARY

The function of the Continuity Committee is primarily archival and organizational – maintaining legally mandated records and passing on to the succeeding CGJ an orderly library and filing system. It also pursues the fulfillment of the legally mandated obligation of County agencies to respond to CGJ Reports. We believe that each Continuity Committee should strive to build upon the work of previous committees.

The Continuity Committee found that it was able to make use of some of the information left behind by previous CGJ Continuity Committees. Rather than following the previously established format, a format was created for the recording of responses from public agencies that closely matches the actual language utilized in CPC §933.05. It is intended that in the future, the tracking system developed and employed will prove useful for succeeding CGJs, both for tracking responses to the previous year's CGJ Report and for ensuring that copies of the current report are served to every investigated public agency, as required by the California Penal Code.

Responses to Recommendations of the 2007-2008 Civil Grand Jury Report

See key to abbreviations at end of table

Report Title	Agency	Recommendation	Responses						Referred To
			Agree	Disagree	Implemented	Will Implement	Will Study	Will not Implement	
Jail Inmate Personal Accounts	LASD	1	✓			✓			
		2	✓				✓		
		3	✓			✓			
Helping Probation and Foster Care Youth	CEO	1	✓			✓			
		2	✓			✓			
		6	✓			✓			
		7	✓				✓		
	DCFS and DPSS	1	✓		✓				
		1a	✓		✓				
		1b	✓			✓			
		1c	✓		✓				
		1d	✓			✓			
		1e	✓			✓			
		1f	✓			✓			
		1g	✓			✓			
		2	✓				✓		CEO
		2a	✓				✓		CEO
		2b	✓				✓		CEO
		3	✓			✓			
		3a	✓		✓				
		3b	✓		✓				
		3c	R						Prob
		3d	✓			✓			
		3e	✓		✓				
		4	✓			✓			
		4a	✓				✓		CEO
		4b	✓			✓			
		4c	✓			✓			
		4d	✓			✓			
		5	✓			✓			
		5a	✓			✓			

Report Title	Agency	Recommendation	Responses						Referred To
			Agree	Disagree	Implemented	Will Implement	Will Study	Will not Implement	
Helping Probation and Foster Care Youth (cont'd)	DCFS and DPSS (cont'd)	5b	✓			✓			
		5c	✓		✓				
		5d	✓		✓				
		5e	✓			✓			
		5f	✓			✓			
		5i	✓			✓			
		6	✓			✓			
		6a	✓			✓			
		6b	✓		✓				
		6c	✓		✓				
		7	R				✓		CEO
		7a	✓				✓		
		7b	✓				✓		
		7c	✓				✓		
		7d	✓				✓		
	Probation	1	✓			✓			
		2	✓			✓			
		3	✓				✓		
		4	✓				✓		
		5	✓				✓		
		6	✓				✓		
		7	✓				✓		
	LACOE	1	✓				✓		
		5	✓			✓			
		7	✓				✓		
In-home Supportive Services Fraud	DPSS	1	P	P	EP				
		2	✓			✓			
		3		✓				✓	
		4	P	P				✓	
		5	✓			✓			
		6		✓			✓		
		7	✓		EP				
		8	✓		EP				
		9		✓				✓	
		10		✓				✓	

Report Title	Agency	Recommendation	Responses						Referred To
			Agree	Disagree	Implemented	Will Implement	Will Study	Will not Implement	
In-home Supportive Services Fraud (cont'd)	DPSS (cont'd)	11	✓		EP				
		12	✓		EP				
		13		✓				✓	
		14		✓				✓	
		15		✓				✓	
		16		✓	EP				
Audit of County-wide Vehicle Use	Fire	2.2	✓			✓			
		2.3	P	P			✓		
	ISD	4.1	✓			✓			
		4.3	✓			✓			
		4.4	✓			✓			
	DPW	1.1	✓						
		1.2	✓						
		1.3	✓						
		1.4	✓						
		1.5	P	P					
		2.1	R			✓			A/C
		2.3			✓				
		2.4	R			✓			A/C
		2.5	R			✓			A/C
		3.1		✓					
		3.2		✓					
		3.3	✓						
		3.4	P	P					
		3.5	✓						
		4.2	P	P					
	Board of Supervisors	1.1	R				✓		CEO
		1.2	R				✓		CEO
		3.1	R				✓		CEO
		3.2	R				✓		CEO
		4.2	R				✓		CEO
	CEO	1.1					✓		
		1.2					✓		
		1.3					✓		
		1.4					✓		

Report Title	Agency	Recommendation	Responses						Referred To	
			Agree	Disagree	Implemented	Will Implement	Will Study	Will not Implement		
Audit of County-wide Vehicle Use (cont'd)	CEO (cont'd)	1.5					✓			
		2.5					✓			
		3.1					✓			
		3.2					✓			
		3.3					✓			
		3.4					✓			
		3.5					✓			
		4.2					✓			
	A/C	1.5	✓				✓			
		2.2	✓				✓			
		2.4	✓				✓			
		3.2	R							CEO
		3.3	R							CEO
		3.5	R							CEO
		4.3	R							ISD
		4.4	R							CEO
LAUSD Warehouse Operations and Inventory Management	LAUSD	1.1	✓				✓			
		1.2	✓			✓				
		1.3	✓			✓				
		1.4	✓				✓			
		1.5	✓				✓			
		1.6	✓			✓				
		1.7	✓				✓			
		1.8	✓				✓			
		2.1	✓				✓			
		2.2	✓				✓			
		2.3	✓				✓			
		2.4	✓				✓			
		3.1		✓				✓		
		3.2	✓				✓			
		3.3	✓				✓			
		3.4	✓				✓			
		3.5		✓				✓		
		4.1	✓			✓				

Report Title	Agency	Recommendation	Responses						Referred To
			Agree	Disagree	Implemented	Will Implement	Will Study	Will not Implement	
LAUSD Warehouse Operations and Inventory Management (cont'd)	LAUSD (cont'd)	4.2	✓				✓		
		4.3	P	P			✓		
		4.4	✓				✓		
		4.5	✓		✓				
Los Angeles County Rehabilitation Centers	DPH	1	✓		✓				
		2					✓		
Hertzberg-Davis Forensic Science Center	LAPD	1		✓			✓		
		2		✓			✓		
		3		✓			✓		
		4		✓				✓	
		5		✓				✓	
		6	✓			✓			
		7	✓			✓			
	LASD	4		✓				✓	
		5		✓				✓	
		6	✓		✓				
		7	P	P		✓			
	A/C	1	✓			✓			
Emergency Preparedness: Public Information	CEO	1			✓				
		2				✓			
		3			✓				
Emergency Preparedness: Communications Interoperability	All Cities ¹	1							
		2							
Speakers & Events	LASD		✓			✓			
Jails	LASD	1	P	P	✓				
		2	✓				✓		
		3	✓		✓				
		4	P	P		✓			

¹The CGJ has not received responses to these findings and recommendations: Agoura Hills, Avalon, Baldwin Park, Bell Gardens, Bradbury, Calabasas, Cudahy, Duarte, Glendora, Hidden Hills, La Canada Flintridge, La Puente, Lancaster, Maywood, Monrovia, Palos Verdes Estates, Santa Monica, Sierra Madre, Temple City, West Covina, West Hollywood, Westlake Village

Report Title	Agency	Recommendation	Responses						Referred To
			Agree	Disagree	Implemented	Will Implement	Will Study	Will not Implement	
Jails (cont'd)	LASD (cont'd)	5	✓		✓				
		6					✓		
		7	✓		✓				
		8					✓		
	Probation	1		✓				✓	
Camps	Probation	1	✓			✓			
		2		✓				✓	
		3	P	P			✓		
		4		✓				✓	
		5	✓			✓			
		6		✓				✓	
		7	✓		P	✓			
		8	✓		EP				
		9	✓						CEO
		10	✓			✓			

Key to Abbreviations and Acronyms:

A/C - Auditor-Controller of Los Angeles County

CEO - Chief Executive Officer of Los Angeles County

DCFS - Department of Children and Family Services of Los Angeles County

DPH - Department of Public Health of Los Angeles County

DPSS - Department of Public Social Services of Los Angeles County

DPW - Department of Public Works of Los Angeles County

EP - Existing Policy

ISD - Internal Services Department of Los Angeles County

LACOE - Los Angeles County Office of Education

LASD - Los Angeles Sheriff's Department

LAPD - Los Angeles Police Department

LAUSD - Los Angeles Unified School District

P - Partial Agreement or Disagreement

Prob - Probation Department of Los Angeles County

R - Referred to agency listed in last column

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Jocelyn Keene–Chair
Toribio “Trib” Medina–Vice Chair
Fred Medina
Ronald Petersen
Charlotte Phelps



A Report
by the
Los Angeles County
2008-2009 Civil Grand Jury

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List of Acronyms

CGJ – Los Angeles County Civil Grand Jury
DCFS – Department of Children and Family Services, Los Angeles County
DCSS – Department of Community and Senior Services, Los Angeles County
DPSS – Department of Public Social Services, Los Angeles County
IHSS – In Home Supportive Services, Los Angeles County
LACOE – Los Angeles County Office of Education
LAHSA – Los Angeles Homeless Services Authority
LAPD – Los Angeles Police Department
LASD – Los Angeles Sheriff's Department
LAUSD – Los Angeles Unified School District