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These reports pertain to Board Order 17 of March 23, 2010:

Click here for the Chief Executive Officer's report dated April 9, 2010

Click here for the Chief Probation Officer's report dated May 13, 2010

Click here for the Chief Probation Officer's report dated June 7, 2010

Click here for the Chief Probation Officer's report dated June 29, 2010

Click here for the Chief Probation Officer's report dated August 24, 2010

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County of Los Angeles
CHIEF EXECUTIVE OFFICE

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WILLIAM T FUJIOKA
Chief Executive Officer

Board of Supervisors
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First District

MARK RIDLEY-THOMAS
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

April 9, 2010

To: Supervisor Gloria Molina, Chair
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer

PROBATION DEPARTMENT PRELIMINARY BUDGET ASSESSMENT (ITEM 17, AGENDA OF MARCH 23, 2010 – CONTINUED FROM MARCH 16, 2010, MEETING)

In a March 23, 2010, report to your Board, which reconciled motions previously presented by Supervisors Ridley-Thomas, Yaroslavsky, and Antonovich, the Chief Executive Officer (CEO) committed to providing a preliminary assessment of the areas targeted for budgetary review in two weeks. In keeping with this commitment, provided herein is a brief description of preliminary budget findings, a brief overview of the approach being used to conduct a comprehensive fiscal review, and preliminary strategies to address budgetary and programmatic concerns.

Preliminary Budgetary Findings

Although the Probation Department (Department) originally projected an overall structural shortfall of approximately $51.2 million for the current year, the projection has decreased to approximately $36.5 million based upon current information. Eighty (80) percent of the shortfall is attributable to a projected under realization of vehicle license fee revenue. Other factors contributing to the projected shortfall include unavoidable costs increases and over-expenditures in salary and employee benefits (e.g., over hires). Please note that this projection is subject to change as additional information becomes known.

Fiscal Review Approach

The Department, in conjunction with the CEO and Auditor-Controller, is in the beginning stages of conducting a critical, comprehensive fiscal review to mitigate known budget concerns. The review entails the following:

- Detailed comparison of actual expenditures incurred from July 2009 to date for salaries and employee benefits and services and supplies to authorized budget amounts. This includes a review of financial transactions posted to the County's financial and budget systems and internal Departmental records.

- Variance analysis of budgeted revenues and expenditures to actuals at both a summary and bureau/major program level.

- Reconciliation of the item control to identify staff assignments. Compare actual assignment to authorized budgeted assignment and identify any potential issues.

- Fourth quarter projections based on current known information and relevant past historical trends.

- Evaluation of current budgetary and fiscal processes and internal controls.

- Evaluation of the various units' responsibilities in budget and fiscal operations.

- Identification and prioritization of critical areas, budgetary and programmatic, that require immediate attention.

Preliminary Budgetary Strategies

While there are a number of potential changes and efficiencies to consider in addressing the budget, operational, and programmatic concerns, we have identified the following preliminary strategies which we have already begun to or will explore to achieve real dollar savings, improve fiscal operations, and ultimately prevent the projected shortfall from recurring in Fiscal Year 2010-11.

Revenue Solutions:

- Increase revenue maximization activities (e.g., consider creating a Revenue Enhancement Unit that can work effectively with both Program and Budget/Fiscal staff).

- Identify and explore revenue opportunities. Thus far, the following have been identified as part of this effort:

    I. Medi-Cal Administrative Activities - Federal funding to reimburse costs for outreach and access services for Medi-Cal children and families.

II. CAL EMA Grant - One-time grant funding to support evidenced based Department supervised programs.

III. SB678 - State funding as a result of the Department reducing the number of adult probationers referred to the California Department of Corrections.

IV. Temporary Assistance for Needy Families – Emergency Contingency Fund one-time funding for program costs related to juvenile probationer programs.

- Review claiming process to determine whether all opportunities to recover cost have occurred.

Budget Process Improvements:

- Develop and implement administrative processes and procedures to increase the integrity of budgetary information and financial transactions.

- Improve overall budget process and refine the manner in which budget estimates are prepared, monitored, and reported.

- Systematically review and reengineer work tools used to track, monitor, and communicate budget information.

Strengthen Internal Controls:

- Streamline, monitor, and standardize purchases of services and supplies.

- Enhance and monitor financial controls over budget, fiscal, and contracting operations.

- Enhance internal procedures to effectively control and monitor spending.

- Strengthen procedures over procurement operations, including compliance with County fiscal and purchasing policies.

Enhance Management Oversight:

- Strengthen management oversight and accountability over spending and operating within defined budget constraints.

Communication Improvements:

- Encourage teamwork and proactive approaches to solving budgetary and fiscal issues.
- Improve communication between operational and administrative staff.
- Ensure that program managers are aware of their operating budgets.

Staff Resource Review / Modifications:

- Instituted a temporary internal freeze of all staff transfers/movements, with exceptions allowed only after a critical need is justified, on a case-by-case basis, and approved by the Department Head.
- Develop a corrective action plan to address identified staffing issues (e.g., over hires).
- Reviewing the possibility of consolidating camp operations and staffing.
- Bring in additional expertise in budget/fiscal operations.

Conclusion

These preliminary assessments and strategies will be adjusted to adequately address additional issues as they arise. Upon completion of the comprehensive fiscal review requested by Supervisor Molina, due on April 27, 2010, and the completion of the camp assessment, we will to provide your Board with a strategic budget plan, no later than May 18, 2010, with recommendations necessary to address known budgetary, operational, and programmatic issues.

If you have any questions, please contact me or your staff may contact Deputy Chief Executive Officer Jacqueline A. White, Public Safety, at (213) 893-2374.

WTF: BC:JAW
NH:llm

c: Executive Office, Board of Supervisors
County Counsel
Auditor-Controller
Probation Department

DONALD H. BLEVINS
Chief Probation Officer

COUNTY OF LOS ANGELES
PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY — DOWNEY, CALIFORNIA 90242

(562) 940-2501

May 13, 2010

-- REVISED --

To: Supervisor Gloria Molina, Chair
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: Donald H. Blevins
Chief Probation Officer

Subject: **MANAGEMENT AND ADMINISTRATION ASSESSMENT OF JUVENILE CAMPS AND DOROTHY KIRBY CENTER – INITIAL STATUS REPORT**

On March 15, 2010, the Chief Executive Office reported to your Board that they engaged two consultants to assist Mr. Cal Remington, the then Interim Chief Probation Officer, in conducting a comprehensive study of the capacity and staffing of the Probation Department's 18 camps and Dorothy Kirby Center. The CEO further indicated that Probation would report back to your Board in six weeks with preliminary recommendations for potential consolidation and/or changes in camp staffing. Consistent with the CEO's March 15, 2010 report, this is to provide your Board with a status of the requested information.

On March 23, 2010, on motion of Supervisors Yaroslavsky and Antonovich, the Board instructed Mr. Remington to report to the Board within 60 days following the assumption of duties by Mr. Don Blevins as the Chief Probation Officer detailing Mr. Remington's assessment and recommendations regarding the overall management and administration of the Probation Department. The report will include Mr. Remington's assessment and recommendations as to the Juvenile Halls, Camps and ongoing programmatic and educational efforts therein.

Mr. Blevins assumed his duties as Chief Probation Officer on April 19, 2010. Consequently, the final camp assessment report will be included in Mr. Remington's assessment and recommendations regarding the overall management and administration of the Department, anticipated to be submitted to your Board by June 18, 2010.

RETENTION OF TWO EXPERT CONSULTANTS

The CEO, under delegated authority, retained two expert consultants to assist Probation in assessing the overall management and administration of the Department's 18 probation camps and the Dorothy Kirby Center (DKC). The consultants are retired Chief Probation Officers of other counties who combined, have over 60 years of professional experience in the probation field.

The term of each of the two delegated authority agreements began on April 3, 2010 and will expire on May 19, 2010. The agreement includes an option to extend the term for up to two additional one-month periods. Due to an unforeseen delay related to the processing of the agreements and in consideration of the remaining work to be performed, we have submitted a request to the CEO to extend the contract term for a one-month period at no additional cost to enable the completion of the camp assessment. The results of the camp assessment will be incorporated into the Departmental management and administration assessment report that is due to your Board by June 18, 2010.

Pursuant to the consultant agreements, the following are the key services to be provided:

- Assess the Corrections Standards Authority rated bed capacity of each camp and of the DKC by reviewing CSA reports, examining some of the physical plants, reviewing staffing resources, the number of minors being provided services at the facilities, and any other factor needed to determine the appropriate rated bed capacity at each facility.

- Assess whether consolidating some of the camps will result in cost savings and/or more effective dissemination of services, including the review of the camps operating budget, interviewing individuals including managers, supervisors, line staff, and partner agencies, and identifying the pros and cons to determine the most logical consolidation of services provided at the camps.

- Review the existing staffing model at each camp and the DKC to determine if the implementation of a different model that would address the unique operations applicable to each of the camps and DKC would be more effective.

- Assess and prepare a general pros and cons analysis of having a camp reception and assessment center where in general, multi-disciplinary teams can be held in one location and the development of case management plans can occur for camp youth and identify the best site for the center, including having discussions with Detention Services Bureau managers in an effort to identify potential alternatives to reduce juvenile hall costs, including the review of minors ordered to camp who are at juvenile halls for medical reasons to

determine ways to expedite their return to camp.

- Identify any other areas of concern at the camps and at DKC that may need reform.

- Provide written recommendations, with supported analysis, of alternatives to the current delivery of services provided at the camps and at DKC that may result in efficiencies, better services and/or cost savings at each location.

HIGHLIGHTS OF KEY FOCUS AREAS

The following are highlights of the key areas that my staff and the consultants have focused on over the past three weeks:

- Developed two plans -- a written assessment plan and action plan that have been formally approved by the Department for proceeding as specified in the assessment plan.

- Conducted site visits of three camps, Rockey in our East Region (La Verne area) and Scott and Scudder in our Central region (Santa Clarita area).

- Reviewed demographic data and incidents within all camps;

- Reviewed the Corrections Standards Authority and Probation Department's rated bed capacity data based on all camps, including the juvenile halls, to determine the appropriate rated bed capacity.

- Interviewed camp Directors to obtain their perspective and input regarding improving the day-to-day camp operations and identifying efficiencies.

- Reviewed the staffing patterns.

- Reviewed data on the usage of sick-leave, staff injuries, industrial accidents, and leave pursuant to Labor Code § 4850.

- Reviewed camp-related policies and procedures.

- Reviewed the authority exercised by Directors and Supervising Deputy Probation Officers.

NEXT STEPS

In the meantime, the consultants will continue conducting their camp assessments and are scheduled to visit camps at Challenger Memorial Youth Center in the North region (Antelope Valley area) and Camps Kilpatrick and Miller in the West region (Malibu area).

In addition, key to the success of reducing costs in any organization, the consultants and my staff will also be exploring the feasibility of recommending efficiencies – the consultants believe too many resources (time and funds) are being spent on transporting minors to and from medical appointments, and as such, are looking to recommend cost-effective alternatives.

We will continue to work closely with the consultants and will incorporate our camp assessment results with Mr. Remington's assessment and recommendations regarding the overall management and administration of the Department, anticipated to be submitted to your Board by June 18, 2010.

Please contact me if you have any questions or if additional information is necessary, or your staff may contact Cal Remington, Chief Deputy, at (562) 940-2851.

DHB:gj

c: Honorable Michael Nash, Presiding Judge, Juvenile Court
Sachi A. Hamai, Executive Officer, Board of Supervisors
William T Fujioka, Chief Executive Officer
Andrea Sheridan Ordin, County Counsel
Wendy L. Watanabe, Auditor-Controller
Justice Deputies

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WILLIAM T FUJIOKA
Chief Executive Officer

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DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

June 7, 2010

To: Supervisor Gloria Molina, Chair
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer

Wendy L. Watanabe
Auditor-Controller

Donald H. Blevins
Chief Probation Officer

PROBATION DEPARTMENT COMPREHENSIVE FISCAL REVIEW (ITEM 17, AGENDA OF MARCH 23, 2010)

On March 23, 2010, on motion of Supervisor Molina, your Board directed the Chief Executive Office (CEO), Auditor-Controller (A-C), and Probation Department (Probation) to conduct a comprehensive fiscal review – which includes analyzing Probation's budgeted revenue and expenditures with actuals – to determine the structural problems with Probation's budget and any other ongoing problems that could potentially affect the County's Fiscal Year (FY) 2010-11 budget. This memorandum is in response to that direction and provides your Board with the results of our joint review.

Overview

Probation's projected budget deficit is $36.8 million for FY 2009-10 based on actuals as of March 31, 2010. This deficit is comprised of an over-expenditure of $4.4 million in Salaries and Employee Benefits (S&EB), under-realization of current-year revenue and Intrafund Transfers in the amount of $33 million, and under-realization of prior-year revenue in the amount of $4.1 million, partially offset by a combined savings of $4.7 million in Services & Supplies (S&S), other charges, and capital assets. Please note, as additional information becomes available this projection may be revised.

The current year revenue shortfall of $32.7 million represents 89 percent of the budget problem. The under-realization of $30.7 million in State vehicle license fee (VLF) revenue alone accounts for 83 percent of the problem. VLF revenue, over which Probation has no control, is used to fund camp operations and at-risk youth programs.

Budget Structure

Probation's budgetary structure is tailored to track and control expenditures and revenue at the bureau level while still providing a mechanism to monitor and report at a department level. Probation uses six budget units to track and control budget activity, five of which are for Probation's major transactions associated with their major functions within their operating budget. The five operating budget units and major functions are: 1) Support Services (Administrative Services, Executive Office and Operations, Information Systems Bureau, Management Services Bureau, Quality Assurance Services Bureau, and Training and Learning Development Services); 2) Field Services (Juvenile and Adult Field Services Bureaus); 3) Special Services (Placement and Special Services Bureaus); 4) Juvenile Institutions Services (Detention and Residential Treatment Services Bureaus); and 5) Care of Juvenile Court Wards. The remaining non-operating budget unit, Community-Based Contracts, is used for activities related to reducing juvenile crime and providing juvenile delinquency prevention services.

The FY 2009-10 Adjusted Budget net County cost (NCC) allocations among the budget units are as follows:

Table 1

Budget Unit	Net County Cost	Percent of Total
Care of Juvenile Court Wards	$ 4.03	.89%
Field Services	99.29	22.03%
Juvenile Institutions Services	230.41	51.11%
Special Services	13.26	2.94%
Support Services	103.82	23.03%
Total	**$ 450.81**	**100.00 %**

Figures shown are in millions.

Comparison of Budget to Actuals

In December 2009, Probation projected an overall budget shortfall of approximately $51.7 million in NCC. As of this review, the projected budget deficit is $36.8 million. The decrease in the projected shortfall of $14.9 million is due to aggressive action taken by Probation in an effort to mitigate this problem. Most notably, Probation has reduced spending in S&S in areas such as training and office supplies ($7.5 million); salaries

and wages, primarily in overtime ($7.6 million); and capital assets ($0.6 million). Probation has also identified additional revenue ($0.4 million). Further analysis also showed that litigation costs will be less than anticipated ($1.8 million). Unfortunately, these changes were partially offset by an increase in the projected shortfall in prior-year revenue by $3 million.

For this review, CEO and Probation prepared a joint Budget Status Report which was then reviewed and tested for reasonableness by A-C. Projections were developed based upon actual expenditures and compared to the authorized budget to determine Probation's budget status for the year.

Based on a detailed comparison of Probation's estimated expenditures and revenues to current authorized budget amounts, we identified major variances that are contributing to the projected budgetary shortfall of $36.8 million as summarized below.

Table 2

Budget Components	Adjusted Budget	Projection (as of March 2010)	Budget Variance (Over) / Under
Salaries and Employee Benefits	$ 550.67	$ 555.03	$ (4.36)
Services and Supplies	136.55	132.61	3.94
Other Charges	8.09	7.97	.12
Capital Assets	.72	.12	.60
Total Expenditures	**$ 696.03**	**$ 695.73**	**.30**
Less: Intrafund Transfers	$ 7.17	$ 6.89	$ (.28)
Less: Revenue	238.05	205.32	(32.73)
Current Year NCC	**$ 450.81**	**$ 483.52**	**$ (32.71)**
Prior-year under-realized revenue		4.06	(4.06)
Total NCC	**$ 450.81**	**$ 487.58**	**$ (36.77)**

Figures shown are in millions.

Detailed explanations of the major factors contributing to these variances are presented below:

Revenue

Probation's budget is funded with 65 percent NCC and 35 percent State, Federal, and other revenue sources. State revenue represents 63 percent of all revenues in Probation's budget. A breakdown of revenue by source is shown below:

Table 3

Revenue Source	Budget	Projection	Variance
Fines, Forfeitures & Penalties	$ 1.17	$ 1.70	$ .53
Use of Money	.13	.06	(.07)
Intergovernmental-State	149.99	111.77	(38.22)
Intergovernmental-Federal	65.06	75.11	10.05
Charges for Services	20.90	16.17	(4.73)
Miscellaneous	.76	.47	(.29)
Other Financing Sources	.04	.04	
Total Current Year	**$ 238.05**	**$ 205.32**	**$ (32.73)**

Figures shown are in millions.

Probation's projected revenue shortfall of $32.7 million consists largely of a loss of State VLF revenue of approximately $30.7 million.

The budgeted revenue is allocated among the budget units as follows:

Table 4

Budget Unit	Revenue	Total Percentage
Field Services	$ 48.89	20.55%
Juvenile Institutions	90.52	38.05%
Special Services	93.78	39.36%
Support Services	4.86	2.04%
Total	**$ 238.05**	**100.00%**

Figures shown are in millions.

Probation and CEO had anticipated VLF revenue in FY 2009-10 to be at approximately the same level prior to the shift from General Fund to VLF. This expectation was based upon funding identified in the State's FY 2009-10 budget. However, in December 2009, Probation and CEO projected a significant decline in VLF revenue based on the State's updated projections. Due to the timing of this information, adjustments could not be made to Probation's budget without drastic and abrupt service reductions primarily to camp operations and at-risk youth programs. Careful analysis of program impacts were needed before making such reductions to ensure Probation's operations remained in compliance with the Department of Justice (DOJ) agreements.

While the County has no control over State funding reductions, Probation and CEO are taking the following actions:

- Probation's administrative (budget and fiscal) staff and CEO's budget staff will aggressively monitor revenue to identify potential problems and enable the departments to proactively develop a course of action.

- Executives are reviewing and analyzing operations in the affected areas to maintain service delivery to the fullest extent possible, but streamlining where feasible to reduce costs. Findings from the camp assessment that is currently underway will provide information useful for this process.

- The communications process between program and administrative staff has changed so that program staff is aware of budget and fiscal matters that impact their operations and understand the impact that their decisions have on maintaining fiscal integrity. Administrative staff will become more aware of program needs. Program and administrative staff now meet regularly to discuss such matters.

- CEO staff will meet monthly with Probation executive leadership to discuss ongoing and emerging issues and to engage in strategic planning.

- Revamped the existing Grants Unit to ensure grant staff will work closely with program and budget and fiscal staff to maximize grant opportunities.

- Program and administrative staff are aggressively working to identify revenue opportunities. Examples of revenues being pursued include:

  I. Medi-Cal Administrative Activities – Maximize Federal reimbursement for outreach and access services for Medi-Cal children and families.

  II. California Emergency Management Agency Grant - One-time grant funding to support evidenced-based adult Probation supervised programs.

  III. SB 678 - State funding for reducing the number of adult probationers referred to the California Department of Corrections and Rehabilitation.

  IV. Temporary Assistance for Needy Families – One-time Emergency Contingency funding for eligible program costs.

Salaries and Employee Benefits

The projected S&EB over-expenditure of approximately $4.4 million is primarily attributed to the following:

Over Hires

As Probation did not have sufficient budgeted and vacant Detention Services Officer (DSO) positions, a plan was developed to achieve the State required 1:10 daytime supervision ratio and the one-on-one supervision of Level 3 youth by utilizing other available resources. First, Probation froze budgeted and vacant Deputy Probation Officer II (DPO II) positions in the Field and Special Services budgets and hired against these vacancies. Next, employees on long-term leave, who were no longer receiving benefits, were backfilled. These employees were placed in Pay Location (PL) 99. Lastly, overtime was used as a temporary "stop gap" until the hiring process could be completed. These actions were implemented in FY 2007-08.

In FY 2008-09, during November 2008 through February 2009, Probation hired 180 DSOs in the juvenile halls to address youth supervision issues, the increasing need to transport youth to external specialty medical appointments, and the one-on-one supervision needed for the growing number of mentally-challenged youth entering the juvenile halls.

In FY 2009-10, Probation was required to take a curtailment. The curtailment included the elimination of 44 DPO II positions. These positions appeared to be vacant and were eliminated before determining whether or not they were being used to fund positions in other parts of the budget. In instances where positions were frozen to fund the hiring of DSOs for the juvenile halls, the elimination of positions resulted in over-hires.

As previously stated, PL 99 should only contain employees who are on long-term leave and who are receiving no compensation. At the time the staffing plan for juvenile halls was developed, there were only 88 employees coded to PL 99. However, as of April 2010, there were 233 employees coded to PL 99. The compensation to these employees totals $634,000 for the month. In instances where employees in PL 99 are receiving compensation and have been backfilled, an over-expenditure results.

Monitoring of this plan should have been achieved through the use and review of an Item Control and the Position Status Report. CEO and Probation are working to develop an accurate Item Control and to put a more stringent review process into place in both offices to rectify the current problem and avoid a reoccurrence. Included will be the implementation of procedures that ensure a thorough analysis of positions before they are filled or eliminated.

Overtime

As staffing levels increased, the use of overtime declined. As reflected below, current-year overtime estimates are significantly lower when compared to actuals of the prior two fiscal years:

Table 5

Fiscal Year	Budget	Actuals	Variance
2007-08	$ 8,736,000	$ 21,759,838	$ (13,023,838)
2008-09	$ 8,736,000	$ 15,696,734	$ (6,960,734)
2009-10	$ 8,936,000	$ 2,977,000	$ 5,959,000

FY 2009-10 actuals represents the current year estimate through June 2010.

The significant reduction in overtime is due to a combination of the following:

a. Probation increased staffing in the halls by over-hiring approximately 180-200 DSOs against other budgeted and vacant positions. The increased staffing has mitigated the overall use of overtime in the halls. This was necessary to address certain DOJ staff-to-youth supervision requirements and provide the necessary supervision for Level 3 minors (minors who have been identified through a mental health assessment to be suicidal and require one-on-one supervision).

b. Implementation of ProbStat (an accountability system which enables management to monitor overtime expenditures) in the juvenile halls and camps. Probation management is currently conducting weekly reviews of overtime expenditures in the halls and camps.

c. Monitor and restrict Departmentwide overtime hours worked and only allow overtime when necessary and approved.

d. Reduction in the juvenile hall population (approximately 1,500 in FY 2008-09 to 1,300 in FY 2009-10). With fewer youth to supervise, the need for overtime has decreased. However, the overall staffing did not decrease as staff was redirected to supervise Level 3 youth who require increased supervision.

Services and Supplies

The projected savings of $4 million is attributable to action taken by Probation to reduce spending in S&S in general, including training and information technology.

Probation will closely monitor spending and continue to monitor outstanding encumbrance/commitment balances to ensure only the necessary balances remain. Each quarter, Probation will cancel any outstanding encumbrances/ commitments when the need is not justified, with a focus on services that are no longer needed.

Capital Assets

Reflects an estimated $600,000 savings due to the following: 1) $223,000 in items (i.e., tattoo removal equipment, sports scoreboard, and ten-passenger tram) to facilitate youthful offenders rehabilitative and supervision services that are no longer necessary; 2) An estimated $140,000 for an impending contract with Los Angeles County Office of Education for the implementation of a career technical education program at Camp Onizuka which was inadvertently appropriated as equipment rather than S&S. These funds will be re-appropriated under S&S in FY 2010-11; 3) An estimated $160,000 in facility needs associated with the implementation of the career technical education program which was inadvertently appropriated as equipment rather than S&S; these savings are fully offset by an over-expenditure in S&S; and 4) Less than anticipated expenditures of $75,000 of which $34,000 is related to the impending purchase of State grant funded kiosk machines.

Additional Areas of Concern

Probation is working to address other critical areas of concern that need immediate attention. Probation has or will be implementing corrective actions to address the identified issues.

Item Control Clean Up Efforts

Probation, in conjunction with the Department of Human Resources, is undertaking various actions to develop an accurate Item Control. These actions include a temporary freeze on all manager and staff movements within Probation effective March 15, 2010, unless approved by the Chief Probation Officer. On April 1, 2010, an Item Control was sent to Probation managers to identify discrepancies between the Item Control and staff's actual work locations. In addition, on April 15, 2010, Probation conducted an unannounced payoff, a process in which employees pick up paychecks or direct deposit notices after they present a form of identification, at its headquarters in Downey. The information gathered from these and other planned actions will be used to create an accurate Item Control.

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Bonuses

There are various types of bonuses being paid to Probation employees. Examples of these bonuses include bilingual, out-of-class assignment, longevity, additional responsibilities, and superior/subordinate. CEO is working with Probation to: 1) Review all bonuses provided to their staff and confirm whether only qualified employees are receiving bonuses, and 2) Discontinue those bonuses that are no longer justified. As part of this exercise, Probation will develop and implement a process to regularly review its bonuses to ensure ongoing justification. The results from this review will be reported to your Board in upcoming reports.

Corrective Actions

Probation's new administrative management began implementing controls and is continuing to review processes related to budget and fiscal administration as outlined below:

- Evaluating encumbrance/commitment balances to identify the balances that are no longer needed and can be cancelled. Thus far, we identified approximately $3.3 million in unexpended encumbrances/commitments with balances that exceed the current year need. In general, the monies identified from this encumbrance reduction review will be used to offset current year one-time costs (e.g., over expenditures in areas with insufficient encumbrance balances). Cancelled commitment balances generally revert back to the General Fund as a contingency entry and is unavailable to supplement current year expenditures unless otherwise approved by the CEO.

- Reviewing services provided under existing contracts to determine whether services continue to be needed and, if so, at what service levels.

- Examining whether or not Probation's five operating budget units are adequate to provide sufficient information to monitor budgetary performance. Probation will explore the feasibility of budgeting and tracking revenue and expenditures utilizing additional cost centers or lower-level budget units, particularly related to each hall and camp. The overall goal of this exercise is to ensure the budget data tracked and reported provides management with the detailed information necessary to make effective business decisions.

- Imposed controls over management of resources: Movement of staff must be authorized by the Chief Probation Officer after analysis by Probation's Administrative Deputy.

- Improved communication: Functional executives are being included as active participants in the budget development and monitoring process. In addition, other key administrative managers are included in periodic management budget meetings.

- Imposed tighter controls on spending in discretionary areas of the S&S budget.

- Engaged in a review of contract expenditures in an effort to ensure that essential services continue to the extent possible without interruption.

Conclusion

Based on data gathered from the comprehensive fiscal review, the forthcoming camp assessment, and other planned actions, CEO in conjunction with Probation will provide your Board with a strategic budget plan with recommendations to address known budgetary issues and to strengthen the budgetary infrastructure. If you have any questions, please contact me or your staff may contact Deputy Chief Executive Officer Jacqueline White, Public Safety, at (213) 893-2374.

WTF:BC:JAW
NH:llm

c: Executive Office, Board of Supervisors
County Counsel
Auditor-Controller
Education
Probation

Fiscal Review.bm.060710

COUNTY OF LOS ANGELES
PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY – DOWNEY, CALIFORNIA 90242
(562) 940-2501

DONALD H. BLEVINS
Chief Probation Officer

June 29, 2010

To: Supervisor Gloria Molina, Chair
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: Donald H. Blevins
Chief Probation Officer

Subject: **DEPARTMENT MANAGEMENT AND ADMINISTRATIVE ASSESSMENT STATUS REPORT (ITEM 17, AGENDA OF MARCH 23, 2010)**

On March 23, 2010, on motion of Supervisors Yaroslavsky and Antonovich, the Board instructed the Interim Chief Probation Officer, Cal Remington, to report to the Board within 60 days following my assumption of duties as the Chief Probation Officer, detailing his assessment and recommendations regarding the overall management and administration of the Probation Department. The report is to also include Mr. Remington's assessment and recommendations as to the Juvenile Halls, Camps and ongoing programmatic and educational efforts therein. I began my tenure as Chief Probation Officer on April 19, 2010. Consequently, the report was due to your Board by June 21, 2010.

Action Taken to Date

This is to provide your Board with a status report on the work completed to date and to advise you that the final report will be provided to your Board by July 15, 2010. Mr. Remington has prepared a draft report based on his assessment of the overall management and administration of the Department, which includes numerous recommendations to address the deficiencies that have been identified. Although a draft report has been completed, Mr. Remington needs additional time to ensure that a thorough report is provided to your Board that includes consideration of findings and recommendations made by consultants obtained by the County to conduct a study of the Probation camps. The consultants' final report is anticipated to be received by July 9, 2010.

Mr. Remington's assessments and recommendations are based on his observations and discussions with various stakeholders as the Acting Chief Probation Officer and currently, as the Department's Chief Deputy. He has reviewed substantial documentation and has conducted many site visits of the Department's facilities where he has interviewed staff regarding matters that are of concern in various areas of the Department. In addition, he has recently provided the opportunity for middle managers, supervisors and other staff to express their concerns and has requested their input on potential solutions or changes that could benefit departmental operations.

Many of the identified critical deficiencies have recently begun being addressed through various administrative and operational actions under the direction of new departmental management. For example, regarding the administrative actions taken, the Department has imposed tighter controls on spending in discretionary areas of the Services and Supplies budget which has contributed to partially reducing the current-year overexpenditure. In addition, in an effort to develop an accurate Departmental Item Control, the following actions have occurred:

- The Department has imposed a temporary freeze on all manager and staff movements within Probation effective March 15, 2010, unless approved by the Chief Probation Officer.
- On April 1, 2010, an Item Control was sent to Probation managers to identify discrepancies between the Item Control and staff's actual work locations.
- Unannounced payoffs were conducted on April 15, 2010 by the Department of Human Resources at Downey Headquarters and on June 15, 2010, by the Auditor-Controller (A-C) at four area offices (Alhambra, Central Adult Investigations and Central Records, San Gabriel Valley and South Central). The unannounced payoffs required employees to pick up paychecks or direct deposit notices after they presented a form of identification and were asked questions about their specific work assignments to gather the information needed to develop an accurate Item Control and to verify information previously provided by managers for their assigned employees.
- A new departmental Pay Location structure and Work Site structure was developed in June 2010. Department of Human Resources staff and Probation Special Assistants identified where each Probation employee is believed to work and receive their paycheck. Auditor-Controller representatives updated employee information in CWTAPPS based on the identified work assignments and work locations.
- From June 29, 2010 through July 7, 2010, a team of employees from various County Departments lead by A-C and Chief Executive Office representatives will be interviewing all Probation employees and gathering the same information as gathered during the previous payoffs. Discrepancies will be researched by the A-C and all employees receiving paychecks validated as legitimate Probation Employees. Information gathered from these interviews

and the payoffs will be analyzed and used to develop an accurate Department Item Control.

- New processes and procedures will be developed and implemented to ensure the continued accuracy of the newly developed Item Control.

The following are some examples of key operational actions taken thus far:

- The Department has been working towards reducing the juvenile hall population through the implementation of various measures, such as more community-based alternatives for those youth who can be safely maintained in the community. This has reduced the population of approximately 1,500 in FY 2008-09 to 1,300 in FY 2009-10. With fewer youth to supervise, the need for overtime has decreased. This, along with the successful implementation of ProbStat, an accountability system which enables management to monitor overtime expenditures on a weekly basis in the juvenile halls and camps, has contributed towards a significant reduction in overtime.
- The Department is currently reviewing the level of supervision provided to Level 3 minors (minors who have been identified through a mental health assessment to be suicidal). The Los Angeles County Probation Department is the only known probation department that currently provides 1:1 staff-to-minor ratio or greater supervision of these minors. Statistics reveal that the national suicide rate of minors in juvenile halls is relatively rare. Consequently, a 1:1 level of supervision on a 24-7 basis may not be programmatically necessary or cost effective.
- On June 23, 2010, during the Department's Executive Leadership Team meeting, priority needs were discussed, specifically to determine the potential for reallocating existing staff to areas within the Department that currently have a greater need. Such examples include achieving compliance with the Department of Justice Settlement Agreement pertaining to the juvenile camps, partially mitigating the over-hire situation at the juvenile halls, implementing the Digital Dashboard System, and implementation of SB 678, the Evidence-Based Probation Supervision Program administered by the California Emergency Management Agency.

Some of the problems are less complicated and simply require changes in policies and procedures such as involving all managers in budget development and developing a process to ensure managers monitor budget expenditures on a monthly basis. Other problems are systemic in nature and will require much more time and effort, and possibly additional resources to resolve, such as reviewing and auditing all functions in the Administrative Services Bureau as well as implementing the Office of Independent Review's recommendations as noted in their June 2, 2010 report. Although there are departmental practices and procedures which have developed over many years and are within a departmental culture that is by nature resistant to change, such resistance can

be overcome as many staff and managers appear to be supportive of change to improve the Department.

Consultants' Final Camp Assessment Report

As previously indicated to your Board, two expert consultants were retained to assist Mr. Remington in assessing the overall management and administration of the Department's 18 probation camps and the Dorothy Kirby Center (DKC). The consultants are retired Chief Probation Officers of other counties who combined have over 60 years of professional experience in the probation field.

The consultants were to conduct a comprehensive study of the capacity and staffing of the Probation Department's 18 camps and DKC. The consultants have prepared a draft report for review and anticipate finalizing it by July 9, 2010. Mr. Remington will need to review and analyze the suggested recommendations to further incorporate such findings in his assessment. As of this date, the consultants have drafted a report that is in the process of being finalized by July 9, 2010 which includes the following key elements and recommendations based on completed actions, including:

- Developed two plans -- a written assessment plan and action plan that have been formally approved by the Department for proceeding as specified in the assessment plan.
- Conducted site visits of all Probation camps to obtain first hand knowledge of camp operations and be able to obtain input from on-site staff and managers.
- Reviewed demographic data and incidents within the camps to identify important trends.
- Reviewed the Corrections Standards Authority and Probation Department's rated bed capacity data based on all camps, including the juvenile halls, to determine the appropriate rated bed capacity.
- Interviewed camp Directors to obtain their perspective and input regarding improving the day-to-day camp operations and identifying efficiencies.
- Reviewed the staffing patterns for each of the camps and provides recommendations to increase efficiencies and service levels within camp operations.
- Reviewed data on the usage of sick-leave, leave pursuant to Labor Code Section 4850, staff injuries, industrial accidents, and their impact on camp operations.
- Reviewed camp-related policies and procedures to determine their efficacy as they relate to performance outcomes and effective operation of camps.
- Reviewed the authority exercised by Directors and Supervising Deputy Probation Officers.

- Identified potential efficiencies that can be achieved through cost-effective alternatives to the resources being expended on the Department's current methods and practices used to transport minors to and from medical appointments.

Mr. Remington's final report detailing his assessment and recommendations regarding the overall management and administration of the Probation Department will be submitted to your Board by July 15, 2010.

Please contact me if you have any questions or require additional information, or your staff may contact Cal Remington, Chief Deputy, at (562) 940-2851.

DHB:yb

c: Executive Officer, Board of Supervisors
Chief Executive Officer
County Counsel
Auditor-Controller

L:Camp Assessment Report\Status Report - 6-29-10.doc

MANAGEMENT AND ADMINISTRATIVE ASSESSMENT OF THE LOS ANGELES COUNTY PROBATION DEPARTMENT

"BACK TO THE BASICS: THE STEPS REQUIRED WHILE MOVING FORWARD"

Prepared for the Los Angeles County Board of Supervisors

Calvin C. Remington, Chief Deputy
Los Angeles County Probation Department

August 24, 2010

COUNTY OF LOS ANGELES
PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY – DOWNEY, CALIFORNIA 90242
(562) 940-2501

DONALD H. BLEVINS
Chief Probation Officer

August 24, 2010

To: Each Supervisor

From: Calvin C. Remington
Chief Deputy

Subject: **DEPARTMENT MANAGEMENT AND ADMINISTRATIVE ASSESSMENT REPORT (ITEM 17, AGENDA OF MARCH 23, 2010)**

Pursuant to your Board's March 23, 2010 motion, enclosed is my report providing an assessment and recommendations, in consultation with Chief Donald Blevins, regarding the overall management and administration of the Probation Department, including an assessment and recommendations related to the Juvenile Halls, Camps and ongoing programmatic and educational efforts therein.

I would like to express my appreciation to the Probation Department employees and other key stakeholders who welcome needed change and have provided me the invaluable input that contributed to the preparation of this report. Overall, I strongly believe that with true commitment and dedicated resources, the noted deficiencies can be overcome. This time, the path to serious change has begun and Probation employees are already a part of it. I would also like to acknowledge two former Chief Probation Officers, Ms. Marie Whittington and Ms Stephanie Lewis, who as consultants, assisted me in conducting an assessment of the Department's camps where significant excerpts from their report are included herein.

I thank the Board, the Chief Executive Office, and Chief Blevins for having provided me this opportunity to contribute to this effort and be part of the solution.

At your convenience, I am available to meet with you or your staff. Please let me know if you have any questions or require additional information.

DHB:CCR:tg

Enclosure

c: Honorable Michael Nash, Presiding Judge, Juvenile Court
Sachi A. Hamai, Executive Officer, Board of Supervisors
William T Fujioka, Chief Executive Officer
Andrea Sheridan Ordin, County Counsel
Wendy Watanabe, Auditor-Controller
Justice Deputies

LOS ANGELES COUNTY
PROBATION DEPARTMENT
VISION, MISSION AND CORE VALUES

Vision: Rebuild Lives and Provide for Healthier and Safer Communities

Mission: Enhance Public Safety, Ensure Victims' Rights and Effect Positive Probationer Behavioral Change

Core Values: We subscribe to the fair and impartial administration of justice and embrace the following values:

- Dignity & Respect for our clients, public and employees.
- Integrity to do the right things for the right reasons – all of the time.
- Leadership to develop an organization that is sustainable and will attain national prominence.
- Rehabilitation is founded in a belief that people have the ability to transform into law-abiding individuals.
- Contribution of everyone is valued and everyone has the opportunity to perform to their highest potential.
- Commitment to providing service excellence to achieve positive outcomes for healthy families and communities.
- Collaboration by working with others to maximize efforts and achieve positive results.
- Evidence-based practices and policies as a way of assuring that our best efforts are leading to desired outcomes.

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EXECUTIVE SUMMARY

On March 23, 2010, on motion of Supervisors Yaroslavsky and Antonovich, the Los Angeles County Board of Supervisors passed a motion that required the Acting Chief Probation Officer to complete an overall evaluation of the Department and report back to the Board within 60 days of the appointment of the permanent Chief Probation Officer. Chief Donald Blevins began his tenure on April 19, 2010. Specifically, the Board:

> ***"Instructed the Interim Chief Probation Officer, Cal Remington, to report to the Board within 60 days following the assumption of duties by Don Blevins as the Chief Probation Officer detailing Mr. Remington's assessment and recommendations regarding the overall management and administration of the Probation Department including his assessment and recommendations as to the Juvenile Halls, Camps and ongoing programmatic and educational efforts therein."***

In response to the above motion, this report provides my assessment, in consultation with Chief Blevins, of the overall management and administration of the Department, including recommendations relating to such assessment. The noted deficiencies and recommendations are based on my opinion and observations developed initially as the Acting Chief Probation Officer and currently, as the Department's Chief Deputy, as well as by interviewing some staff, obtaining input from the Department's managers, discussions with various stakeholders, and reviewing documentation. It is imperative to note that although many of the identified deficiencies are being addressed, some of the problems are less complicated and simply require changes in policies and procedures, while others are systemic in nature and will require much more time and attention to resolve.

The Department of Justice (DOJ), via Settlement Agreement provisions, has been monitoring the Juvenile Halls and Camps for over 10 years. Although the Probation Department has achieved compliance with the Settlement Agreement pertaining to the Juvenile Halls, it will be important for the Department to continue to monitor these institutions to maintain compliance. However, the highest operational priority at this time is having the Department achieve compliance with the Settlement Agreement related to the Camps by October, 2011. This will allow for 12 consecutive months of monitoring by the DOJ. It is to the County's best interest to make every effort to meet this deadline because if the 12 months of monitoring is not successfully completed by October, 2012, the DOJ may extend their stay or ask the Court for a Consent Decree.

Establish Top Priorities and Develop 90-Day Action Plans

The Department needs to establish and adopt top priorities, develop 90-day action plans and monitor their implementation. The following are the Department's top priorities for achievement by June 30, 2011:

1) Continue working with the Chief Executive Office to develop a balanced budget for FY 2010-11, that includes the implementation of efficiencies.
2) Restore the Department's image and integrity and reestablish credibility by beginning with the implementation of the various recommendations included in the Office of Independent Review Report and the Auditor-Controller's Procurement Audit.
3) Place into formal monitoring the majority of the DOJ settlement agreement provisions pertaining to juvenile camps to enable substantial compliance with the agreement by October 2012.
4) Sustain substantial compliance with the DOJ settlement agreement provisions pertaining to the juvenile halls.
5) Continue to further reduce the juvenile hall population and safely reconfigure supervision services of Level 3 youth to achieve better outcomes and substantial net County cost savings.
6) Implement a meaningful camp redesign.
7) Support the continued implementation of evidence-based, juvenile and adult supervision programs and maximize the use of existing and new revenues.
8) Concurrently with the above, reorganize the Department's management structure to ensure accountability and include a promotional process that is more objective and is seen by staff as meritorious.

Chief Blevins has committed to these priorities and implementing the recommendations contained in this report to the extent fiscally and operationally feasible. This will enable the Department to make substantial progress in service delivery and meeting the needs of its clientele while re-establishing its credibility.

The key management-related deficiencies that I have identified are in the following areas:

- Management Accountability
- Camps Redesign and other Areas of Operation
- Ethics and Integrity
- Management Reorganization

- Hiring and Promotional Process

As a result of my administrative assessment, several functions that are proving to be most troubling are within the Administrative Services Bureau. This Bureau provides the foundation of the Department and affects every phase of operation. It will be difficult to operate a viable and effective Department until these functions are operating at the least competently and efficiently. Your Board is certainly aware of the problems experienced in the Return-to-Work Unit; this is only one indicator of similar functional deficiencies. Serious and similar problems in varying magnitudes exist in other areas, such as:

- Internal Affairs
- Performance Management (formerly Discipline Unit)
- Human Resources
- Budget and Fiscal Services
- Procurement

Hiring of quality staff has also been problematic. As a result of the many discipline cases that I have reviewed, it was evident that some of these individuals should have been screened out at the background phase. Unlike most departments who hire peace officers, this Department does not use a polygraph for screening applicants.

The bottom line is that timeliness, procedures, record keeping, and accountability have been sorely lacking. These problems also reflect on the management of the Department and a lack of strong management oversight. It appears that problems were ignored continuously and defective operations were allowed to "muddle by" with little emphasis placed on getting back to the basics to become a high functioning organization.

These management and administrative deficiencies have understandably created serious credibility issues for this Department, not only with the Board, but the Chief Executive Office, other departments, and to some extent the State and federal level. The problems also have an impact on the Department's staff morale. Staff have voiced concerns about the lack of leadership in the Department, a feeling of unfairness in promotions and special assignments, and a feeling that "It isn't what you know, but who you know" when promotions occur.

Section One of this report addresses the steps required while moving the organization forward, along with several items that Chief Blevins has endorsed as top Departmental priorities to be achieved by June 30, 2011. I also recommend that 90-day action plans be developed and monitored regarding the implementation of the recommendations, to the extent fiscally and operationally feasible, as these support achieving the Department's top priorities.

The following provides a general overview of the key recommendations included in this report that are intended to address the noted deficiencies. The specific management and administrative deficiencies and their corresponding recommendations are provided in Sections Two and Three of this report, respectively. In addition, a list of all of the recommendations contained in this report are provided within this Executive Summary.

OVERVIEW OF KEY MANAGEMENT RECOMMENDATIONS

- Create a Reception and Assessment Center at the Challenger Memorial Youth Center.

- Create an integrated treatment system that begins with assessment and develops a case management plan for each youth committed to camp as well as a plan for re-entry and aftercare.

- Implement a meaningful Camp Redesign and develop unique and appropriate treatment programs in all Camps. This will allow for the implementation of an integrated treatment approach for each minor.

- Improve the background investigation process for new-hires and include polygraph testing as part of the screening process for all newly hired Peace Officers.

- In conjunction with the Department of Human Resources, design a promotional process that is more objective and is seen by staff as meritorious.

- Use the Office of Independent Review report as a guide to reorganize the Internal Affairs and Performance Management functions. Create a Professional Standards Unit that would include Internal Affairs, Background Investigation and Training.

- Hire on-site attorney(s) or expand the Office of Independent Review to provide guidelines and advocacy services in the new Professional Standards Unit.

- Develop an Education-Based Discipline System.

- Reorganize the Department's management structure to ensure appropriate span of control and accountability at all levels of the organization.

- Develop succession planning and create a leadership academy to develop staff for management and leadership positions.

- Provide ethics training for all managers.

OVERVIEW OF KEY ADMINISTRATIVE RECOMMENDATIONS

- Review and audit all functions in the Administrative Services Bureau.
- Develop standards and timelines to ensure efficiencies in each function within the Bureaus.
- Involve all managers in budget development and develop a process to ensure managers monitor budget expenditures on a monthly basis.
- Adopt and implement recommendations in the Office of Independent Review study within six months to one year.
- Provide for checks and balances of all procurement activities within 90 days.

Overall, despite the identified deficiencies, there is good news – many of the deficiencies noted thus far are attributed to actions taken, or lack thereof, by only a few Department employees; with the Board's and CEO's support, Executive Management has begun taking the necessary steps for achieving serious change; the Department has tremendous upside potential and the majority of staff are ready and committed to making the necessary changes. In recognition that progress requires change, many staff have expressed that it is rewarding to see that our Department is undergoing a total review and assessment of our top managers and programs. There is much we can and want to do, but we must believe in each other and respect the view and opinions of all to become a professional team. However, I agree that, if the existing culture does not change, the Department will not change its negative image, restore the credibility and become a Department that has the respect of its staff, the Courts, the Board of Supervisors, the Chief Executive Office and the community it serves.

Cal C. Remington

CALVIN C. REMINGTON
Chief Deputy, Probation Department

LIST OF RECOMMENDATIONS

"BACK TO THE BASICS" RECOMMENDATIONS

REVERSING THE DEPARTMENT'S NEGATIVE IMAGE AND PUBLICITY

Recommendation #1: ***Request that Chief Blevins provide a quarterly State-of-the-Department report to the Board of Supervisors, and thereby, the public and Department employees.***

Recommendation #2: ***Establish a Departmental quarterly newsletter as a mechanism to effectively articulate successes to Department employees and other key stakeholders.***

Recommendation #3: ***Consider having an annual Departmental awards function or other periodic events for staff recognition.***

Recommendation #4: ***Direct Bureau Chiefs to assist in re-establishing relations with key stakeholders, including the Courts, Probation Commission, and Board Deputies.***

COMMUNITY INVOLVEMENT

Recommendation #5: ***Focus on developing more alternatives to incarceration.***

Recommendation #6: ***Establish additional Day Reporting Centers for juveniles and young adults as fiscally and operationally feasible.***

Recommendation #7: ***Review State-funded programs such as the Juvenile Justice Crime Prevention Act and the Youthful Offender Block Grant to ensure an appropriate percentage of the revenue goes to community-based programs to provide services to Probation youth.***

LACK OF ACCOUNTABILITY

Recommendation #8: ***Provide ethics training for all managers beginning in this Fiscal Year.***

Recommendation #9: ***To assist with mitigating abuse in work hours, Directors need to continually emphasize the expectation of 40 hours of work in a work week along with receiving training in how to properly handle work-time abuse.***

STRATEGIC PLANNING AND THINKING

Recommendation #10: ***Revise the Department's Strategic Plan to coincide with Chief Blevins' direction of the Department and effectively permeate it to all staff levels.***

Recommendation #11: ***Establish a Digital Dashboard System Committee to expedite enabling a more effective use of the System by finalizing data and identifying additional outcomes and indicators for inclusion in the System.***

Recommendation #12: ***Assign staff to oversee the Digital Dashboard System with the ability to provide reports, analyze data and evaluate program outcomes and effectiveness.***

Recommendation #13: ***The Department managers need to commit to a team approach and demonstrate the Department is no longer operating in silos.***

Recommendation #14: ***The Quality Assurance Services Bureau needs to provide periodic reports on the effectiveness of the Department's evidence-based services.***

LACK OF FOLLOW-UP ON SOME INITIATIVES DUE TO OTHER COMPETING PRIORITIES: A NEED FOR PROJECT PLANNING

Recommendation #15: ***Require that a Project Plan, as described herein, be submitted to Executive Management for approval on all future projects and programs.***

EFFECTIVE COMMUNICATION AND CROSS-BUREAU CONSISTENCY

Recommendation #16: ***The Department's Executive Leadership Team members need to communicate more effectively amongst themselves and ensure that key information to the success of the organization is being timely communicated throughout all levels.***

Recommendation #17: ***Ensure that "Green Sheets" that communicate new-hires, promotions, and transfers of assignment are released timely and provided to all employees.***

Recommendation #18: ***Ensure the Organization Chart on ProbNet is periodically checked and maintained current.***

Recommendation #19: ***Utilize ProbNet to provide information regarding critical, public informational issues, programs and successes within the Department.***

POLICIES, PROCEDURES AND PRACTICES

Recommendation #20: ***Create Labor-Management Teams to assist the Department in moving forward, such as in reviewing draft policies. Explore the possibility of working with employee unions to certify and mandate a series of Departmental Policy, Practice and Procedural training classes designed to better engage staff in the areas of understanding the consequences of failing to adhere to policies, practices, and procedures.***

Recommendation #21: ***Issue Notification of Human Resources-related procedural changes expeditiously to all managers to ensure consistency in practices.***

EXTERNAL COMMUNICATION WITH KEY STAKEHOLDERS

Recommendation #22: ***Establish a cross-bureau working group to develop and maintain a central data-base of "vital" information pertaining to the Department's mission that could include electronic, and possibly hard-copy material, that would improve and facilitate external communication.***

THE EMPLOYEE COMMENTS AND SUGGESTIONS PAGE

Recommendation #23: ***Remind all Probation employees of the intended purpose of the Employee Comments and Suggestions Page.***

NEGATIVE PERCEPTION OF DEPARTMENT'S EXECUTIVE MANAGERS

Recommendation #24: ***Empower Directors and hold them more accountable to manage and take control of their operations and work effectively with other managers to achieve the Department's goals.***

Recommendation #25: ***Develop a succession plan and create a leadership academy to develop staff for management and leadership positions.***

Recommendation #26: ***Establish a credible and equitable rotation process and guidelines for assignments and rotation of managers, with consideration given to rotation of managers every four years.***

A NEED TO REDESIGN THE PROMOTIONAL PROCESS

Recommendation #27: ***The Department needs to work with the Department of Human Resources to institute a promotional process that is more objective and is perceived by staff as meritorious.***

DISPARATE TREATMENT RELATED TO ASSIGNMENTS AND COMPENSATION

Recommendation #28: ***Review the concerns noted in the report including conducting a review to resolve compensation inequities resulting from salary compaction issues.***

Recommendation #29: ***To the extent possible and when appropriate, as an efficiency, effectuate the transfer of managers to work in closer proximities of their residences.***

MANAGEMENT APPRAISAL AND PROMOTABILITY PLAN

Recommendation #30: ***Executive management should ensure there is a correlation between Management Appraisal and Promotability Plan goals and their sub-ordinate managers' assignments.***

INSUFFICIENT STAFFING AND RESOURCES

Recommendation #31: ***Review those areas that are currently under-funded due to recent budget curtailments and identify them to the CEO for consideration as part of the plan to develop a balanced budget for FY 2010-11.***

TRAINING

Recommendation #32: ***Train staff with specific knowledge and skill sets to address the populations under their responsibility.***

Recommendation #33: ***Each year, the Staff Training Office should complete a training needs assessment involving and receiving input from supervisors and Directors.***

Recommendation #34: ***Establish a Department mentoring program.***

Recommendation #35: ***In recognition that the Department's Affirmative Action Compliance Programs Office is no longer conducting discrimination investigations, utilize available resources to assist in conducting Sexual Harassment training for staff.***

IDENTIFY AND IMPLEMENT EFFICIENCIES

Recommendation #36: ***The Department needs to continue to monitor overtime monthly to sustain its reduced expenditure level.***

Recommendation #37: ***Develop timelines to ensure the timely implementation of efficiencies.***

MANAGEMENT RECOMMENDATIONS

JUVENILE HALLS

Recommendation #38: ***Despite having achieved compliance with the Department of Justice Settlement Agreement pertaining to the juvenile halls, the Department needs to ensure monitoring of all areas to maintain continued compliance.***

Recommendation #39: ***In order to substantially reduce costs, the supervision of Level 3 minors should decrease to a safe level and every effort should be made to maintain overtime at the current reduced level.***

JUVENILE CAMPS AND DOROTHY KIRBY CENTER

Recommendation #40: ***Developing a comprehensive risk management plan to reduce work-related injuries and the length of time off work to include:***

a. ***Injury prevention plan***

b. ***Staff education on injury prevention and agency IA policy and process***

c. ***Comprehensive injury investigation process to include disciplinary action and/or criminal investigation with intent to prosecute incidents of fraud***

d. ***Identification of temporary "limited duty" posts, duties and time limits (3-6 months maximum). Cease leaving employees at home or on "work hardening" for indefinite periods.***

e. *Working closely with medical professionals (employee's physician or County Workers' Compensation doctors) to track employee recovery progress and set target return-to-work date.*

Recommendation #41: *Developing and implementing an effective return-to-work plan to clear the long-term Workers' Compensation (WC) cases who are fit for duty and to handle new cases as they occur.*

Recommendation #42: *Establishing an effective investigation, management and resolution protocol of WC/Industrial Accident (IA) claims including better consultation with medical personnel on the employees' job-related capabilities.*

Recommendation #43: *Training supervisors and managers in WC law and practices to properly investigate and manage most WC complaints at the worksite. When these processes are centralized at Headquarters, cases tend to get lost. Technical expert guidance could be provided through Department Personnel, augmented by onsite Personnel/WC technicians out-stationed at the larger camp sites to assist the camp Director in resolving cases in a timely fashion.*

Recommendation #44: *Establish a responsible method to remove prolonged absentees and fill their positions rather than leave post positions vacant, thus requiring a temporary fill or overtime.*

Recommendation #45: *Providing appropriate alternatives for the employees who are no longer fit for duty to include such things as job retraining, reduction to a position for which they are qualified, or medical retirement.*

Recommendation #46: *To the extent possible, assign managers to work sites in some proximity to their city of residence.*

Recommendation #47: *Develop an "administrator in charge" system wherein a) Managers are assigned weekend/evening duty days for a group of camps, relieving the non-duty managers to actual time off; and b) Managers work 1-2 weekend days a month, and 1-2 evenings a week to observe staff performance and program delivery.*

Recommendation #48: *Conduct Bureau meetings on a monthly basis with an agenda that focuses on review and discussion of issues rather than review of individual camp statistics. If additional meetings are necessary, consider maximizing the use of video conferencing capability.*

Recommendation #49: ***Empower the Camp Regional Directors to manage the four to six camps in their region as originally intended when these positions were created.***

Recommendation #50: ***Evaluate the span of control at CMYC for the possible addition of a Superintendent (Senior Director) position to manage this large site that consists of six camps.***

Recommendation #51: ***Evaluate the need to add an Officer of the Day position to CMYC to coordinate the activities of the six onsite camps, including recreation schedule, movements, and incident response.***

Recommendation #52: ***Base selection for camp positions on testing and screening for the characteristics needed to work effectively with this difficult population.***

Recommendation #53: ***Train employees before they transfer into camp assignments and evaluate them for compatibility with the camps' environment.***

Recommendation #54: ***Revisit the elimination or phasing out of the 56-hour shifts either as part of updating the CAMP REDESIGN or as a stand-alone effort and develop some alternative(s).***

Recommendation #55: ***As part of contract labor negotiations, address the concern of the Department's inability to temporarily transfer employees, if they are available, to assist a camp with an unexpected shift vacancy.***

Recommendation #56: ***Designate "floater" positions to be available at all camps to fill emergency shift vacancies.***

Recommendation #57: ***Fill clerical vacancies and evaluate additional clerical needs in light of the workload increase related to DOJ compliance and inadequate technical support systems.***

Recommendation #58: ***Create a Reception and Assessment Center at Challenger Memorial Youth Center (CMYC) by moving the Camp Assessment Center at Barry Nidorf Juvenile Hall to CMYC.***

Recommendation #59: ***Reassess and modify the Camp Redesign to an achievable and sustainable program that fits today's resources, camp resident profile, and is appropriate for the number and nature of today's minors.***

Recommendation #60: ***Develop a short-term sentencing alternative for the Court such as a community-based plan for 90-day commitments that combines an intense and structured 30-day custody program followed by 60 days of house arrest/intensive transitional supervision or day reporting centers.***

Recommendation #61: ***Relocate CAU (150-200 beds) and Camp medical transfers (40 beds) from the Juvenile Halls to CMYC.***

Recommendation #62: ***Safely reduce the supervision ratio for Level 3 minors. Probation and Mental Health should review the Juvenile Hall suicide protocols for possible modification to reduce the number of minors on Level 3 supervision and how long they remain Level 3.***

Recommendation #63: ***Probation staff need to set the tone and expectations for the partner agencies to achieve the appropriate balance between camp custodial responsibilities and treatment services.***

Recommendation #64: ***Probation staff need to work with partner agencies (including the Department of Mental Health, the Department of Health Services, and the Los Angeles County Office of Education) to better coordinate the services delivered at the camps that will enable maximizing program effectiveness.***

Recommendation #65: ***In-lieu of starting over, update the Camp Redesign Plan in a facilitated process by the management team and partner agencies and selected stakeholders to get the camp program back on track.***

Recommendation #66: ***Assign each camp Director the responsibility to apply the CAMP REDESIGN update to their camp, using the same participatory process with supervisors, line staff and partner agencies to flesh out the program, procedures, schedules, expectations, and timelines.***

Recommendation #67: ***Create an integrated treatment system that begins with assessment and develops a case management re-entry and aftercare plan for each youth committed to camp***

Recommendation #68: ***Implement a meaningful Camp Redesign and develop unique and appropriate treatment programs in all Camps. This will allow for the implementation of an integrated treatment approach for each minor.***

Recommendation #69: ***The Department's hiring standards and testing should reflect the skills and characteristics needed at all levels of the Department, including written and verbal communication, ethics, integrity, intelligence, attitude, judgment and commitment to clients and program.***

Recommendation #70: ***Establish a succession planning and leadership development program to groom strong candidates for promotion.***

Recommendation #71: ***Establish and promote accountability by conducting all-staff training to fully advise employees at all levels of what they will be held accountable.***

Recommendation #72: ***The Department needs to adopt a promotional process that is absolutely fair and unbiased, and identifies the most qualified candidates based on job-related testing for the skills and characteristics needed for each position. Selection should then be based on test scores, work history, performance, experience, training, and discipline history.***

Recommendation #73: ***Promotional preparation classes should be offered to assist staff in adjusting to the new promotional system.***

Recommendation #74: ***Probation's job specifications need to be reviewed for possible revision.***

Recommendation #75: ***Completely restructure the disciplinary process to enable the timely resolution of matters to occur within weeks, versus 12 months or longer.***

Recommendation #76: ***Disciplinary cases should also be investigated and resolved by sworn staff who are more familiar with the job, duties, demands, and procedures.***

Recommendation #77: ***Resolve lower level disciplinary cases through training and progressive discipline.***

Recommendation #78: ***Work with the Courts regarding referring a Kirby candidate for assessment to a more appropriate placement prior to commitment to DKC.***

Recommendation #79: ***Explore contracting with local providers for medical, dental, vision and mental health services close to each camp.***

Recommendation #80: ***Modify the current requirement that a minor who is treated at a local emergency room and cleared for return to camp, must additionally be transported to a JH medical unit for further clearance before return to camp.***

Recommendation #81: ***Fill clerical vacancies at camps to enable Deputy Probation Officers and supervisors to provide much needed oversight of staff and programs.***

Recommendation #82: ***The Department's Item Control Report must become current and be maintained.***

Recommendation #83: ***Review MSB for potential decentralization with the budget and some staff being redistributed to RTSB for camp Director management with RTSB and Administrative oversight.***

Recommendation #84: ***The Probation Director over the Training Division needs to conduct training needs assessments, coordinate all training delivery, and ensure that sworn officers are provided a quality training program with curriculum that complies with State STC standards and regulations. (Relates to Recommendation #34)***

EDUCATION REFORM AT HALLS AND CAMPS – COMMITTEE'S PRIORITIES

Recommendation #85: ***Ensure the six education reform priorities specifically identified in this report are implemented within the next six months.***

PLACEMENT SERVICES

Recommendation #86: ***Establish a dedicated CWS/CMS working group to prepare an action plan and the necessary resources for review by the Department's Executive Leadership Team that will enable CWS/CMS implementation in accordance with the State's requirements.***

Recommendation #87: ***Decentralize Youth Development Services to enable providing regional oversight of YDS operations.***

Recommendation #88: ***Reduce out-of-home placement costs in FY 2010-11.***

Recommendation #89: ***Pursue the enhancement of the "Permanency Model".***

Recommendation #90: ***Move the Prospective Authorization and Utilization Review Unit to Placement to closely monitor out-of-home placements and recommend supportive community-based services in lieu of out-of-home care.***

Recommendation #91: ***Convert 14 Residential-Based Service deputies to community-based Family Functional Probation deputies.***

JUVENILE FIELD SERVICES

Recommendation #92: ***Enhance cross-systems collaboration to make more assessment based recommendations to court that result in youth remaining in the appropriate system (Dependency/Delinquency). Additionally, implement the Crossover Youth Practice model, which will enhance the cross-systems collaboration process and the multi-disciplinary team approach.***

JUVENILE SPECIAL SERVICES

Recommendation #93: ***Enhance the transition/reentry model to include a more robust family engagement component that begins prior to the youth's release and is designed to promote effective parenting practices that support the youth's successful transition back into the community.***

ADULT FIELD SERVICES

Recommendation #94: ***The Department needs to move forward in a timely manner to enable the full utilization of Byrne/JAG grant funds and create a large impact to lower the Department's rate of State prison commitments. This will increase the Department's opportunity to maximize the receipt of State funds resulting from CDCR annual savings due to a reduction in probationers not sent to State prison below the baseline average for the 2010 calendar year.***

Recommendation #95: ***Implement the utilization of staffing resources that prepare non-interview Pre-plea reports more efficiently that will enable an increase in deputies available for adult supervision.***

Recommendation #96: ***The Department is working to identify a funding source that will address how the Adult Day Reporting Center will be funded beyond the grant's termination date of August 23, 2010. Although the Department plans to utilize Byrne/JAG funding for***

the staffing of the facility, a funding source for the costs associated with

Recommendation #97: *Initiate discussions with the CEO regarding the need for funding to provide for digitalization of case files at Central Records*

Recommendation #98: *Work with the CEO in identifying funding to fill vacant budgeted clerical items and fund needed contract clerical services*

Recommendation #99: *The Department needs to work with the State to determine whether the State's assistance in collecting the Cost of Probation Services for adult probationers who have completed probation is a viable option.*

ADMINISTRATIVE RECOMMENDATIONS

EXECUTIVE OFFICE / EXECUTIVE OPERATIONS

Recommendation #100: *Review the functions reporting to the Chief Probation Officer and the Chief Deputy to determine if there is a potential for consolidation or realignment of functions to best meet the needs of the Department.*

Recommendation #101: *Reorganize the Department's existing management structure to ensure appropriate span of control and accountability at all levels of the organization.*

INTERNAL AFFAIRS/PERFORMANCE MANAGEMENT/RETURN-TO-WORK

Recommendation #102: *Review the performance of the Administrative Services Bureau's personnel and key business processes.*

Recommendation #103: *Adopt and implement recommendations in the Office of Independent Review Report within six to nine months.*

Recommendation #104: *Use the Office of Independent Review report as a guide to reorganize the Internal Affairs and Performance Management functions and develop an Education-Based Discipline System.*

Recommendation #105: *Establish a Professional Standards Unit that includes Internal Affairs, the Child Abuse Special Investigations Unit, Performance Management, Affirmative Action Compliance Programs Office, Background Investigations, and the Staff Training Office.*

Recommendation #106: ***Hire on-site attorney(s) or expand the Office of Independent Review to provide guidelines and advocacy services in the new Professional Standards Unit.***

Recommendation #107: ***Ensure the establishment and implementation of a fair and equitable discipline structure that includes developing an executive level review panel for serious employee discipline and disciplinary practices that include training in lieu of suspension.***

Recommendation #108: ***Develop or improve the process for tracking discipline/pending discipline incidents referred to Internal Affairs, Affirmative Action Compliance Programs Office, or handled at the Bureau level.***

Recommendation#109: ***Continue the process of reorganizing*** **the Return-to-Work Unit from top to bottom.**

Recommendation #110: ***Work with the Chief Executive Office to explore the feasibility of expediting the hiring process.***

Recommendation #111: ***Improve the background investigation process for new-hires and include polygraph testing as part of the screening process for all newly-hired Peace Officers.***

BUDGET AND FISCAL SERVICES

Recommendation #112: ***Work with the CEO to immediately fill the vacancies in the Budget and Fiscal Services with experienced individuals.***

Recommendation #113: ***Ensure budget information provided to managers is in a format that is user-friendly.***

Recommendation #114: ***Provide formal budget training to Probation managers to ensure they are aware of authorized spending levels and are held accountable by participating in budget development; assisting the budget and fiscal staff in developing expenditure and revenue estimates; and monitoring and validating expenditures and revenues.***

Recommendation #115: ***Develop a process to ensure managers monitor Departmental expenditures and revenues on a monthly basis.***

Recommendation #116: *Provide staff training in budget and fiscal operations and begin the process of moving towards budgeting at the Bureau level in lieu of the budget unit level as this is too high of a level to establish effective budgetary control and accountability.*

Recommendation #117: *Improve the tracking of expenditures and revenues, including the appropriation of one-time funds and savings.*

Recommendation #118: *Institute better record-keeping of fiscal and operational data.*

CONTRACTS AND GRANTS MANAGEMENT SERVICES

Recommendation #119: *A procedural manual for managing grants should be developed by the Administrative Services Bureau, along with providing managers with the necessary training.*

MANAGEMENT SERVICES

Recommendation #120: *Review and assess the need to have MSB as a separate Bureau, and assess the possibility of decentralizing some MSB functions.*

Recommendation #121: *Centralize procurement operations currently provided by MSB to enable better control and oversight of services and good purchased.*

Recommendation #122: *Fully implement the Auditor-Controller's procurement review-related (Phase 1) recommendations within 90 days.*

QUALITY ASSURANCE SERVICES

Recommendation #123: *Evaluate the feasibility of contracting for food services at the Probation Camps, excluding Challenger which already contracts for food services.*

Recommendation #124: *Evaluate the resources within the Quality Assurance Services Bureau to determine if there is a potential for reallocating existing resources to other priorities within the Department, such as to ensure compliance with the Settlement Agreement with the United States Department of Justice related to camps.*

Recommendation #125: *Implement and monitor a tracking system regarding the recommendations contained in reports prepared by QASB's*

Performance Evaluation Office and the Internal Audit Unit as it relates to Critical Incident Reports and internal audit reports, respectively. Hold executive managers accountable for following up on implementing recommendations and developing corrective action plans where necessary.

Recommendation #126: *Programs and grant applications should be reviewed by QASB's Program Evaluation Office and/or Research Units.*

INFORMATION SYSTEMS SERVICES

Recommendation #127: *The Department's Executive Leadership Team needs to prioritize a number of outstanding issues in each bureau so that clear direction is obtained and available resources are properly allocated.*

Recommendation #128: *Review the Department's information technology needs and explore any potential funding opportunities.*

Recommendation #129: *Include key indicators in the Digital Dashboard System by June 2011, or sooner, if possible.*

Recommendation #130: *Complete the Probation Case Management System by January 1, 2011.*

Recommendation #131: *Complete the Probation Electronic Medical Records System by December 31, 2011.*

INTRODUCTION

This report provides my assessment, in consultation with Chief Blevins, of the overall management and administration of the Department, including recommendations relating to such assessment. The noted deficiencies and recommendations are based on my opinion and observations developed initially as the Acting Chief Probation Officer and currently, as the Department's Chief Deputy, as well as by interviewing staff, obtaining input from the Department's managers, having discussions with various stakeholders, receiving input from community members, and reviewing documentation. It is imperative to note that although many of the identified deficiencies are being addressed, some of the problems are less complicated and simply require changes in policies and procedures, while others are systemic in nature and will require much more time and attention to resolve.

As delineated in Section One, there are certain basic areas of focus that I believe are required to move the Department forward, including establishing and adopting several items that Chief Blevins has endorsed as top Department priorities to be achieved by June 30, 2011, to the extent fiscally and operationally feasible. The key recommendations included in this report are intended to address the noted deficiencies. The specific management and administrative deficiencies and their corresponding recommendations are provided in Sections Two and Three of this report, respectively. In addition, as noted in Section Four, I have identified several items as suggested top Departmental priorities to be achieved by June 30, 2011. I also recommend that 90-day action plans be developed and monitored to implement such priorities and my recommendations to the extent fiscally and operationally feasible. All recommendations included herein are provided in the Executive Summary.

The Probation Department has a FY 2010-11 Adopted Budget net appropriation of $690 million and 6,126 budgeted positions, of which 65 percent is funded with net County cost, with the remaining 35 percent funded by State, federal, and other revenues.

As noted by Directors' input, changing our negative Departmental image must be one of our top priorities to restore the Probation Department's credibility. Given the recent articles in the media, employee morale is being negatively impacted. Many employees appear to be disturbed that the Department has not made much of an effort to tell the story of the positive things that are occurring. It was suggested that Chief Blevins consider providing a quarterly State-of-the-Department report to the Board of Supervisors, and thereby, the public and Department employees.

We need to regain our positive relationship with key stakeholders. We are all working hard, however, not very collaboratively. We need to view each problem as a Departmental problem and work together towards a resolution. We need to plan as a Department to meet our goals and Strategic Plan. As demonstrated by the input provided by many Directors, managers are quite supportive of long-awaited change, and Executive Management should take every opportunity to tap into their expertise and welcome their input.

SECTION ONE:

BACK TO THE BASICS: THE STEPS REQUIRED WHILE MOVING FORWARD

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In our effort to move the Los Angeles County Probation Department forward, it is essential to establish and adopt top Departmental priorities, and go back to the basics and focus on certain areas as described below.

Establish Top Departmental Priorities and Develop 90-Day Action Plans

The Department needs to establish and adopt top Departmental priorities, develop 90-day action plans and monitor their implementation. The following are the Department's top priorities for achievement by June 30, 2011:

1) Continue working with the Chief Executive Office to develop a balanced budget for FY 2010-11, that includes the implementation of efficiencies.
2) Restore the Department's image and integrity and reestablish credibility by beginning with the implementation of the various recommendations included in the Office of Independent Review Report and the Auditor-Controller's Procurement Audit.
3) Place into formal monitoring the majority of the DOJ settlement agreement provisions pertaining to juvenile camps to enable substantial compliance with the agreement by October 2012.
4) Sustain substantial compliance with the DOJ settlement agreement provisions pertaining to the juvenile halls.
5) Continue to further reduce the juvenile hall population and safely reconfigure supervision services of Level 3 youth to achieve better outcomes and substantial net County cost savings.
6) Implement a meaningful camp redesign.
7) Support the continued implementation of evidence-based, juvenile and adult supervision programs and maximize the use of existing and new revenues.
8) Concurrently with the above, reorganize the Department's management structure to ensure accountability and include a promotional process that is more objective and is seen by staff as meritorious.

Chief Blevins has committed to these priorities and implementing the recommendations contained in this report to the extent fiscally and operationally feasible. This will enable the Department to make substantial progress in service delivery and meeting the needs of its clientele while re-establishing its credibility.

Reversing the Department's Negative Image and Publicity

Changing our negative Departmental image by committing and achieving to performing with a high degree of excellence must be one of our top priorities to restore the credibility of our Department. Given the recent articles in the media, employee morale has been negatively impacted. Many employees are disturbed that the Department has not made much of an effort to tell the story of the positive things that are occurring. We should take advantage of every opportunity to effectively articulate our story and successes to not only the Board of Supervisors and to the public, but to our staff throughout the organization. A suggestion from our managers is that Chief Blevins consider providing a quarterly State-of-the-Department report to the Board of Supervisors, and thereby, the public and Department employees. In terms of the media, we should continue to seek ways to cultivate positive relationships and invite the media to witness many of the unrecognized Department successes.

The lack of providing factual information can be damaging to any organization. In responding to requests for information, it is our responsibility to ensure that our internal resources are better utilized and that accurate information is reported to mitigate further damage to our Department image.

We continue to hold staff accountable without celebrating their successes. Staff recognition is one way to motivate staff and improve Departmental morale. Team achievement awards should be emphasized. This could be delivered via a yearly Departmental function to celebrate staff and Department successes with awards presented by the Chief and top management. This recognition could be included in the employee's performance evaluation. We can highlight and uplift the positive stories by bringing back the Probation Employee Enhancement Recognition Awards. Additionally, the Department needs to improve communication at all levels – this can be achieved through a quarterly newsletter.

We need to clearly define who we are and what we do as a Department. Although the end result may be a realization that we cannot do everything, we need to be committed to doing what we do with a high degree of excellence – all of the time.

Regaining our positive relationship with key stakeholders is essential – we need to look towards our Bureau Chiefs to assist in re-establishing relations with the Courts, Probation Commission, and Board Deputies.

Recommendation #1: ***Request that Chief Blevins provide a quarterly State-of-the-Department report to the Board of Supervisors, and thereby, the public and Department employees.***

Recommendation #2: ***Establish a Departmental quarterly newsletter as a mechanism to effectively articulate successes to Department employees and other key stakeholders.***

Recommendation #3: ***Consider having an annual Departmental awards function or other periodic events for staff recognition.***

Recommendation #4: ***Direct Bureau Chiefs to assist in re-establishing relations with key stakeholders, including the Courts, Probation Commission, and Board Deputies.***

Community Involvement

Since my arrival to this Department, I have been surprised at the number of community members who have an interest and concern for Probation's operations. This includes children's advocates, parents, service providers, Probation Commission and other concerned community members. On one occasion, I spoke to and addressed questions from over 100 community members from the Second Supervisorial District. These individuals had previously participated in Supervisor Mark Ridley-Thomas' Empowerment Conference. These groups all had one thing in common. They wanted to see more programs in the community for youth. They also wanted to be more involved in the programs. One individual indicated that community groups have been knocking on Probation's door for years, however, the Department would not let them in.

The future focus of this Department clearly needs to be on community-based alternatives to incarceration; more programs focusing on families and programs that prepare juveniles and young adults to become productive citizens of the community. This can best be accomplished by working with community-based organizations.

Recommendation #5: ***Focus on developing more alternatives to incarceration.***

Recommendation #6: ***Establish more Day Reporting Centers for juveniles and young adults as fiscally and operationally feasible.***

Recommendation #7: ***Review State-funded programs such as the Juvenile Justice Crime Prevention Act and the Youthful Offender Block Grant to ensure an appropriate percentage of the revenue goes to community-based programs to provide services to Probation youth.***

Lack of Accountability

The Department needs priorities, follow-up, and accountability. We need to develop more efficient methods of accountability and quality assurance. Various actions by a few employees have necessitated the conduct of investigations. There is a significant lack of accountability regarding abuse of work hours and County equipment, i.e., use of cell phones and vehicles. Directors need to continue to emphasize the expectation of 40 hours of work in a work week. Further, a training class for managers would be beneficial that would specifically focus on the steps to be taken regarding work hours abuse. This would include information on engagement and interactive meetings prior to discipline. Consequently, based on recent allegations, findings, and reports, the Department's managers and the organization would benefit from ethics training provided to managers.

Recommendation #8: ***Provide ethics training for all managers beginning in this Fiscal Year.***

Recommendation #9: ***To assist with mitigating abuse in work hours, Directors need to continually emphasize the expectation of 40 hours of work in a work week along with receiving training in how to properly handle work-time abuse.***

Strategic Planning and Thinking

Due to limited resources, Probation appears to constantly be in a reactive mode – we do not plan, we crisis manage. This is the widespread belief. The Department must step away from the practice of taking a "quick fix" or "patch work" approach and plan for long-term, effective solutions. There is a critical need to consistently apply philosophies and not change them every two years. In addition, the Department needs to have a better balance between conceptual thinkers and implementers. As noted by input obtained from various managers, we need to clearly define who we are and what we do as a Department. We may realize that we cannot do everything; however, we need to be committed to doing what we do with a high degree of integrity and excellence – all of the time.

The Department finalized its current Strategic Plan in August 2009. While the Plan appears to be a good Plan, it has not been fully embraced by the Bureaus – the Department is not moving as one towards the Plan. There may be a need to revisit it and make some modifications to it. Some staff believe that the Plan is too complicated and convoluted and that it needs to be designed by those who know the Department's real business – providing effective probation services to its clients. Therefore, it is difficult to move forward without a clear and logical Strategic Plan. We need to simplify, finalize and distribute our Plan and effectively drill it down to all staff levels. We need to fully implement the Digital Dashboard System. This is the Department's management information system and it needs to be appropriately staffed. The staff will not only oversee the System but provide the ability to

analyze data from the System as well as evaluate outcome measures and data. A Digital Dashboard System chair person and a committee need to be established to identify additional outcomes and indicators for the System.

The Department cannot afford to continue operating in silos. It is very clear that we are all working hard though not very strategically or collaboratively – there appears to be a lack of cooperation between Bureaus. We need to view each problem as a Departmental problem and work together towards a resolution. We need to plan as a Department to meet our goals within a well-defined Strategic Plan. There is an absolute need for clear communication about the Plan that permeates the Department as we expect all Bureaus to collaborate on its integration at a Departmental level. As noted by Probation managers, we must have one vision that has unique features for each Bureau, not unique visions for each Bureau.

The Department has invested significant resources in Evidence-Based Practices. However, there is a lack of information from the Quality Assurance Services Bureau as to whether evidence-based services are really working. Middle managers need to know this information in order to make programmatic adjustments.

We need to work more effectively with the Board and Chief Executive Office in requesting more reasonable deadlines on assignments. We need to "stop promising the moon" and be honest and more forthcoming with our abilities or in some cases, acknowledge our limited abilities.

Recommendation #10: ***Revise the Department's Strategic Plan to coincide with Chief Blevins' direction of the Department and effectively permeate it to all staff levels.***

Recommendation #11: ***Establish a Digital Dashboard System Committee to expedite enabling a more effective use of the System by finalizing data and identifying additional outcomes and indicators for inclusion in the System.***

Recommendation #12: ***Assign staff to oversee the Digital Dashboard System with the ability to provide reports, analyze data and evaluate program outcomes and effectiveness.***

Recommendation #13: ***The Department managers need to commit to a team approach and demonstrate the Department is no longer operating in silos.***

Recommendation #14: ***The Quality Assurance Services Bureau needs to provide periodic reports on the effectiveness of the Department's evidence-based services.***

Lack of Follow-Up on Some Initiatives Due to Other Competing Priorities: A Need for Project Planning

Because the Department has had a long history of working in silos which is counterproductive, there is lack of effective planning especially when decisions impact other areas of the Department. It is quite apparent that the Department's failure to better plan has lead to a multitude of unsuccessful projects or programs. We need to require that a Project Plan – a plan that would identify what will be done, who will do it, when it will be done, the resources needed, and evidence of accomplishment – be developed and submitted for approval on all future projects and programs. Minimally, these plans need to consist of the following:

- Identifying the staff involved and their roles and responsibilities
- Preparing action plans that include the tasks required to bring the project or program to fruition
- Conducting forums to solicit feedback from internal and external stakeholders
- Conducting human, facilities, budget, and financial resource assessments
- Establishing time lines for the completion of tasks
- Providing training where necessary
- Striving for full and timely implementation

Operational Bureaus and the Quality Assurance Services Bureau need to collaborate to ensure the best program design possible. More thought and time spent on problems should produce long-lasting solutions.

Recommendation #15: ***Require that a Project Plan, as described herein, be submitted to Executive Management for approval on all future projects and programs.***

Effective Communication and Cross-Bureau Consistency

Effective communication is key and is the cornerstone for all that we do. However, it is apparent that one of the Department's weaknesses is being able to effectively communicate at all levels. The Department's Executive Leadership Team members need to communicate more effectively amongst themselves and ensure that key information to the success of the organization is being communicated throughout all levels. Managers express their concern of a lack of communication between Downey Headquarters' managers and the managers in the halls, camps and field. In part, due to poor communication, there is a negative perception of the Probation Department as a whole, and specific components in particular.

Rumors are prevalent and run rampant. Accurate and timely information about personnel changes is needed. When managers are transferred, it is not always communicated by

executive management to other managers, including senior managers, in a timely manner, if at all. Accurate information would serve to minimize the amount of time invested in trying to obtain accurate information. Employees refer to "Green Sheets" that used to go out, and now they don't. Such "Green Sheets" would communicate new-hires, promotions, and transfers of assignment. The Organization Chart on ProbNet is a useful tool, however, not if it is not updated. Consequently, timely notification of managerial changes to all Department employees would be beneficial.

Employees have also expressed concern of continually hearing about the need to be "transparent", however, feel that it is yet to be applied in our day-to-day operations. Managers believe that preferential treatment has resulted in only a select few being aware of upcoming issues and plans. There is also a concern with the dissemination of critical information and timely responses to inquiries. Staff should be notified and advised of critical incidents occurring within our Department. While it may not be realistic to share every detail, basic information should be communicated to staff. ProbNet should be utilized to provide information regarding critical issues, programs and successes within the Department.

The Department will undergo a restructuring with the potential of downsizing management layers that will include a review in the distribution of Senior Managers. This should improve Departmental operations, communication from Downey Headquarters' managers, and provide timely responses to inquiries raised by Directors. However, until the Department stops operating in silos, positive change will take longer to achieve.

Recommendation #16: ***The Department's Executive Leadership Team members need to communicate more effectively amongst themselves and ensure that key information to the success of the organization is being timely communicated throughout all levels.***

Recommendation #17: ***Ensure that "Green Sheets" that communicate new-hires, promotions, and transfers of assignment are released timely and provided to all employees.***

Recommendation #18: ***Ensure the Organization Chart on ProbNet is periodically checked and maintained current.***

Recommendation #19: ***Utilize ProbNet to provide information regarding critical, public informational issues, programs and successes within the Department.***

Policies, Practices and Procedures

The dissemination of Departmental policies, practices and procedures should be reviewed. We need to ensure that staff are not only aware of Directives and Notices, but that they understand the consequences for failing to adhere to policies, practices, and procedures. The Unions have suggested the creation of Labor-Management Teams to assist the Department in moving forward. Some managers have suggested that perhaps we could consider working with employee unions to certify and mandate a series of Departmental Policy, Practice and Procedural training classes designed to better engage staff in these areas. They have also suggested that such training should cover discipline associated with inappropriate behaviors.

Notification of Human Resources-related procedural changes should be expeditiously issued to all managers to ensure consistency in practices. Logical, cross-bureau consistency is needed. In addition, lack of communication related to budget matters, i.e., when and how curtailments will be implemented. Perhaps information can be posted on the Department's internal website, ProbNet, or communicated electronically to employees.

Recommendation #20: ***Create Labor-Management Teams to assist the Department in moving forward, such as in reviewing draft policies. For example, explore the possibility of working with employee unions to certify and mandate a series of Departmental Policy, Practice and Procedural training classes designed to better engage staff in the areas of understanding the consequences of failing to adhere to policies, practices, and procedures.***

Recommendation #21: ***Issue Notification of Human Resources-related procedural changes expeditiously to all managers to ensure consistency in practices.***

External Communication with Key Stakeholders

There is a concern regarding external communication and the lack of readily accessible information. This refers to communication with other Departments and agencies, the Chief Executive Office, the Board of Supervisors, State and federal public officials, justice advocates, the media and the public, and the Department's ability to quickly and accurately obtain such information. It has been suggested by our managers that the Department develop and maintain an updated central data base of vital information pertaining to the Department's mission. The central data-base collection could include both electronic and hard-copy components. This can be accomplished by forming a permanent cross-bureau workgroup tasked with identifying and collecting the needed information, as well as putting the information into usable formats and storing the information where it will be quickly and easily accessible.

Recommendation #22: ***Establish a cross-bureau working group to develop and maintain a central data-base of "vital" information pertaining to the Department's mission that could include electronic, and possibly hard-copy material, that would improve and facilitate external communication.***

The Employee Comments and Suggestions Page

The Employee Comments and Suggestions Page (ECSP) is available on Probation's intranet and was developed by the Probation Department to create an open door for communication between management and employees regarding comments and suggestions. In 2007, the ECSP received a Los Angeles County's 21st Annual Productivity and Quality Award, and was a National Association of Counties 2008 Achievement Award Winner. The model has also been replicated by the Chief Executive Office.

However, Probation ECSP is becoming somewhat of a deficient communication system as many comments are negative and very few entries are suggestions. Consequently, this has turned into a lot of time being invested by Bureau representatives needing to respond to the many entries which has become counter-productive and is gradually resulting in diminished responses. Consistent with its original intent, when employees raise inquiries via the ECSP, responses should be provided, if appropriate. Consistent with past practice, if it is not appropriate to provide a response, a justification needs to be provided to the Chief Deputy. We should all work together and be mindful of our limited resources. If the system is inappropriately or ineffectively being utilized, consideration will be given to shut it down.

Recommendation #23: ***Remind all Probation employees of the intended purpose of the Employee Comments and Suggestions Page.***

Negative Perception of Department's Executive Managers

In seeking input from the Department's managers related to improving Departmental operations, some have described a few of our Department's executive level managers as being rude and having abusive ways in dealing with subordinates; having slow response times or being non-responsive; having lack of knowledge and/or ability to explain things; being involved with infighting and cliques that have been destructive; lacking leadership capabilities; having a failure to walk the walk; and that some need training on the Department's Core Values.

In addition, some managers have expressed concern that executive level managers promote individuals based on personal or political reasons, irrespective of skill sets,

experience, and ability and that the emphasis on "open communication" by prior administrations does not appear to have had much impact.

The Chief is supportive of teambuilding and appropriate training for management personnel, including the Department's Executive Leadership Team. While the negative perceptions noted above may hold some truth, we hope this outlook will change as a result of increased professionalism and the impending management reorganization. It is the Chief's expectation that managers and staff at all levels are professional and honestly communicate with one another openly and with dignity and respect.

Middle Managers: Their Future Role in the Management Structure

Based on recently obtained input, it appears that after years of inquiring, Directors are unclear as to what role they have in the Department's management structure. Managers have expressed various concerns in that they are left out of the decision-making process; decisions appear to be made by Bureau staff of lesser rank and expertise; and that decisions are not always shared with others, especially those who need to know the results and impact of certain decisions. Managers are requesting to be informed of the reorganization and restructuring of the Department. The following are additional concerns shared by some Directors which demonstrates their desire to be empowered and willingness to be held accountable:

- Directors can manage their own budgets and procurement of basic office supplies; there is no need for the managers at Downey Headquarters to manage all of the day-to-day operations.
- Directors have the capability to process interns and volunteers and conduct the necessary background checks and interviews whereas Downey Headquarters is unable to process interns and volunteers in a timely manner – Interns wait at least half of a semester before starting to work on their internships and this translates into lost tutoring time for our youth.
- Directors can manage a cross-section of operations and services – there are a few Directors who manage both juvenile and adult operations and services. Directors suggest the expansion of this model of management.
- Directors need to have an integral role in the selection of Supervising Deputy Probation Officers from promotional lists.
- When Directors submit vacation requests, Bureau Chiefs should make it a priority to provide a timely response; apparently, some requests take more than a week to obtain a response, making it difficult to plan.
- Bureau meetings need to be more efficient and productive and held less frequently – instead of conducting weekly meetings, consider monthly or every two weeks, if necessary. The meetings need to have significant substance and direction and ensure Bureau Chiefs are held accountable for ensuring that this occurs.

- Mentoring of staff is critical to succession planning and developing our Department's future leaders. As part of succession planning, the Department also needs to establish a credible and equitable rotation process and guidelines for assignments and rotation of managers, with consideration given to rotation of managers every four years.

Based on the above, various observations, and a review of documentation, Directors will be empowered and held more accountable under the new management structure.

Recommendation #24: ***Empower Directors and hold them more accountable to manage and take control of their operations and work effectively with other managers to achieve the Department's goals.***

Recommendation #25: ***Develop a succession plan and create a leadership academy to develop staff for management and leadership positions.***

Recommendation #26: ***Establish a credible and equitable rotation process and guidelines for assignments and rotation of managers, with consideration given to rotation of managers every four years.***

A Need to Redesign the Promotional Process

Many staff have voiced concerns about the lack of leadership in the Department, a feeling of unfairness in promotions and special assignments, and a feeling that "It isn't what you know, but who you know" when promotions occur. Nepotism has proven to be problematic. Managers have voiced that in many instances, exemplary managers have been overlooked. The current promotional system appears to be built upon a process that possesses little objectivity in assessing a candidate's ability to perform competently at a higher level. Promotional opportunities to management positions should be for experienced individuals. However, managers express a sense of having no voice and that Executive Management does not care.

It is quite clear that there is a need for and that all managerial levels want the Department to establish an equitable promotion process that includes a thorough review of the candidate's background, years in service, and capacity to fulfill the assignment. Management and supervisor-level promotions should be based upon the successful demonstration of a candidate's ability to fulfill the responsibilities of the higher-level position, such as conducting qualifying written examinations. An effective system could also include allowing managers to bid for positions that are of interest that could afford them the opportunity to learn something new.

Many managers suggest that the following factors need to be considered:

- Consider when promoting a Director to Senior Director or to Bureau Chief that candidates should have acquired experience as a Director in all of the following

areas: camps and halls, and adult and juvenile field. Currently, the promotion practices and policies lack credibility and support from within.

- Do not consider appointing a new Director while on probation as a lead Director over seasoned and experienced Directors.

- Consider establishing a credible and equitable process for the rotation of Directors.

Probation will need to work with the Department of Human Resources to design a promotional process that is more objective and is perceived by staff as meritorious. The redesigned promotional process along with the process for the reassignment of positions will need to be as transparent as possible.

Recommendation #27: ***The Department needs to work with the Department of Human Resources to institute a promotional process that is more objective and is perceived by staff as meritorious.***

Disparate Treatment Related to Assignments and Compensation

The following are key concerns shared by some Directors based on recently received input:

- There is a strong perception that preferential or disparate treatment is widespread. As previously indicated, this has had a negative impact on staff morale and a feeling that "It isn't what you know, but who you know" when it comes to promotions. Staff too often expressed the view that relationships, loyalty and cronyism are more important than merit when promotional decisions are made. Staff also expressed concerns that race may also play a part in promotional decisions.
- The Longevity Bonus remains applicable to Supervisors and not Probation Directors and therefore, some Supervising Deputy Probation Officers may be receiving greater compensation than their superior or Director.
- Additional Responsibilities Bonus for Residential Treatment Services Bureau staff who work 24-7 should be considered.
- There is an inequity amongst managers as some are responsible for large operations, programs and other responsibilities while others are not. Managers that supervise an inner city office should receive additional compensation.
- There are some managers who do not have a college degree that should be returned to their former positions.
- There are enough competent managers to work in close proximity of their residence, yet these opportunities are not utilized.

Some of the above concerns have not previously been explored and will be reviewed as part of addressing the management reorganization and compensation policy matters.

Recommendation #28: ***Review the concerns noted above including conducting a review to resolve compensation inequities resulting from salary compaction issues.***

Recommendation #29: ***To the extent possible and when appropriate, as an efficiency, effectuate the transfer of managers to work in closer proximities of their residences.***

Management Appraisal and Promotability Plan

Managers emphasize the need to keep Management Appraisal and Promotability Plan (MAPP) goals "simple", and this is a good standard to follow. MAPP Performance indicators should not be written in a convoluted manner – they should not be beyond a manager's ability to attain due to factors beyond their control. Executive management should ensure there is a correlation between the goals and their sub-ordinate managers' assignments. Directors should also have more input in the development of MAPP goals. Bureau Chiefs and Senior Directors should write MAPP Performance indicators and present them. These are reasonable expectations related to the development of MAPP goals.

Recommendation #30: ***Executive management should ensure there is a correlation between the MAPP goals and their sub-ordinate managers' assignments.***

Insufficient Staffing and Resources

As a result of recent budget curtailments, there are numerous areas that have been noted as having insufficient resources. These areas should be reviewed and identified to the Chief Executive Office for consideration as part of the plan to develop a balanced budget for FY 2010-11.

Recommendation #31: ***Review those areas that are currently under-funded due to recent budget curtailments and identify them to the CEO for consideration as part of the plan to develop a balanced budget for FY 2010-11.***

Training

Managers believe that there is a need to improve coordination in providing required training. More relevant training for managers and supervisors is needed – training available in the last several years is a reflection of how the Department has "dropped the ball" in this critical area. For example, for years, the training provided to staff in the Detention and Residential Treatment Services Bureaus has been limited to the same classes primarily taught by their peers.

It is managers' perception that training needs to reflect the Department's policies, procedures and philosophy rather than the culture developed at particular locations over the years. We need to do a better job of equipping our staff to enable them to work more effectively with juvenile and adult probationers as well as their co-workers and the public. We need to train staff in the specific skills relevant to the population they supervise. Although staff work hard to do their jobs, they may or may not have the skill sets necessary to effectively defuse situations.

Use of Force is a major issue – a significant number of staff have not had any additional training since completing their initial Safe Crisis Management training several years ago. As with any appropriately operated corrections institution, there should be periodic refresher courses covering this and other areas. Proper training, for example, would enhance staffs' understanding on how to best address the needs of the minors they supervise and could result in improved policies and procedures that are population-specific.

Some of the training-related needs that have been brought to my attention include:

- Provide regular, specialized and tailored officer safety training to the Intensive Gang Supervision Program Deputy Probation Officers;
- Develop, train, and engage the Supervisor classification;
- Provide ethics and peace officer status training – it is important that sworn staff are reminded of their peace officer status and that they are held to a higher standard;
- Provide managers with budget and fiscal training – if managers will be held responsible for managing their budgets, they will need appropriate training.
- Managers are required to manage grants without knowledge of fiscal and procurement procedures that are required to ensure proper accounting. Managers need to be aware that they need to complete staff certifications for those working on a grant or conducting a reconciliation of expenditures to ensure that Procurement Services bills purchases against the grant. The Administrative Services Bureau should develop a procedural manual for managing grants and provide training.
- Staff are promoted to positions without any form of transfer training.
- The Staff Training Office should be reorganized to ensure that staff are appropriately providing training and coordinating training with outside vendors and not just clerical work.
- Some classes are not available until May and June, thus, there is a rush for staff enrollment.
- Mentoring of staff is critical to succession planning and developing our Department's future leaders.

In addition, all employees must undergo sexual harassment training every two years. In recognition that the Department's Affirmative Action Compliance Programs Office is no longer conducting investigations of discrimination, this office may be available to assist in conducting Sexual Harassment training for staff.

Understandably, the above concerns are due to insufficient funding and resources. For example, decisions need to be made regarding the use of State Standards Training (STC) for Corrections funding. Currently, the $2.5 million in STC funding is primarily used for replacement costs – overtime. Unfortunately, this restricts the ability of the Department to hire vendors that can bring more specialized professional development courses to its sworn staff as desired by many managers. Consequently, many conferences and professional organization training opportunities are missed. In addition, the Department does not currently fund training for its approximately 1,200 non-sworn staff.

The STC funding should be budgeted to enhance work-related skills, participation in conferences, and professional organization travel. In addition, the need for non-peace officers training has increased and should be addressed.

Recommendation #32: ***Train staff with specific knowledge and skill sets to address the populations under their responsibility.***

Recommendation #33: ***Each year, the Staff Training Office should complete a training needs assessment involving and receiving input from supervisors and Directors.***

Recommendation #34: ***Establish a Department mentoring program.***

Recommendation #35: ***In recognition that the Department's Affirmative Action Compliance Programs Office is no longer conducting discrimination investigations, utilize available resources to assist in conducting Sexual Harassment training for staff.***

Identify and Implement Efficiencies

Over the past several months, in accordance with the County's effort to identify efficiencies that will reduce costs, the Department has identified numerous efficiencies and has implemented some of them. However, due to competing priorities, the Department has not been able to maximize savings from other identified efficiencies. To maximize savings, the Department needs to revisit such efficiencies to determine which ones would achieve cost savings and which ones are priorities for implementation.

Although the Department has over-hires in the juvenile halls which has been a key factor in reducing overtime, the Department should be commended for its remarkable effort that

was initiated last year in significantly reducing the juvenile hall population, and by implementing ProbStat, a management accountability system that is being used to improve the utilization and monitoring of overtime expenditures in the camps and halls.

Recommendation #36: ***The Department needs to continue to monitor overtime monthly to sustain its reduced expenditure level.***

Recommendation #37: ***Develop timelines to ensure the timely implementation of efficiencies.***

Overall, the Department clearly has a significant number of well-qualified and competent employees who take great pride in the performance of the Department's mission and accomplishments and are willing to be part of the solution rather than the problem. It is very optimistic to see staff at all levels welcome the Department undergoing a total review and assessment of its top managers and programs. Managers have expressed that there is much that can be done, however, that we must believe in each other and respect the views and opinions of all to become a professional team. If the culture does not change, the Department will not change.

SECTION TWO:

MANAGEMENT ASSESSMENT

SECTION TWO: MANAGEMENT ASSESSMENT

This section covers a management assessment of the Department's operations: Juvenile Institutions Services (Juvenile Halls and Camps), Placement Services, Juvenile Field Services, Juvenile Special Services, and Adult Services.

The highest priority at this time is for the Department, in concert with the Departments of Health Services and Mental Health, to have all of the provisions in the County's Settlement Agreement with the United States Department of Justice (DOJ) related to the Camps in formal monitoring by October, 2011. This will allow for 12 consecutive months of monitoring by the DOJ. It is to the County's best interest to make every effort to meet this deadline. If the 12 months of monitoring is not successfully achieved by October, 2012, the DOJ may decide to extend their stay or request the Court for a Consent Decree.

The DOJ Monitors have expressed their concern that the Departments will not be able to have all provisions related to assessment, programming and case management in place for formal monitoring by October 2011. Key to this challenge is getting the additional positions requested for the Departments of Mental Health and Health Services approved and filled.

JUVENILE HALLS

The Detention Services Bureau consists of three juvenile halls that primarily provide temporary housing and transportation services to an average daily population of approximately 1,300 youth who have been arrested for criminal or delinquent activity. Juvenile hall staff assess youth as to the risk they pose to the community, the need to remove them from the community, and their service needs. Those youth who pose a significant threat to the community are then detained pending the Court process. While in juvenile hall, minors need to be provided physical health, mental health, and educational assessments, and treatment as required. Minors are required to attend school daily, be involved in life skills training, and engage in recreation and social activities. The table below provides the FY 2010-11 Adopted Budget for the Detention Services Bureau.

FY 2010-11 ADOPTED BUDGET: DETENTION SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$192,805,000	--	$38,405,000	$154,400,000	1,664.0

In August, 2004, the County and the DOJ entered into a Settlement Agreement related to the juvenile halls. Probation, the Department of Mental Health, the Department of Health Services, and the Los Angeles County Office of Education were involved in this agreement.

In August 2009, the County achieved substantial compliance with the Settlement Agreement. The Department of Justice's final report was written in December 2009. In recognition of the importance of providing the necessary services to the minors under the Department's care and custody and that the Board has allocated significant funding towards this effort, it is imperative that the Department continue being in compliance with the agreement.

From November 2008 to February 2009, the Probation Department hired 180 Detention Services Officers (DSO) in the juvenile halls to address 1) youth supervision issues; 2) the increasing need to transport youth to external specialty medical appointments; and 3) the 1:1 supervision for the growing number of mentally-challenged youth entering the juvenile halls.

Since the Department did not have sufficient budgeted and vacant DSO positions, a plan to achieve the State-required 1:10 daytime supervision ratio by utilizing other available resources was developed. For example, the Department froze budgeted and vacant Deputy Probation Officer II (DPO II) positions in the Field and Special Services budgets and hired against these vacancies. However, during subsequent budget curtailments, various DPO II positions were inadvertently eliminated during the budget process. In such instances, this resulted in over-hires.

Level 3 minors are those individuals who have been identified through a mental health assessment to be suicidal and who are generally provided one-on-one supervision as recommended by the Department of Mental Health. Although the California Standards Authority (CSA) guidelines do not specify the level of supervision for this type of youth, the Los Angeles County Probation Department is perhaps the only probation department that currently provides 1:1 or greater supervision of such minors on a 24-7 basis. However, statistics reveal that the suicide rate of minors in juvenile halls is relatively rare. The 1:1 supervision level needs to be reviewed as it may not be necessary or cost effective. The cost of this approach exceeds an estimated $20 million annually. The Department should develop and implement a plan to safely reduce the supervision level of these youth.

In addition, the Department has been working towards reducing the juvenile hall population through the implementation of various measures, such as more community-based alternatives for those youth who can be safely maintained in the community. This has reduced the average daily population of approximately 1,500 in FY 2008-09 to about 1,300 in FY 2009-10. A reduction in overtime is also attributed to the successful implementation of ProbStat, an accountability system which since last year, has enabled management to monitor overtime expenditures weekly in the juvenile halls and camps. The Department should be commended for these efforts because with fewer youth to supervise, the need for overtime has significantly decreased.

The overall staffing has not decreased as staff has been redirected to supervise Level 3 youth. If the Department continues to succeed in reducing the juvenile hall population and maintaining such reduction, a significant decrease in expenditures will occur.

Recommendation #38: ***Despite having achieved compliance with the Department of Justice Settlement Agreement pertaining to the juvenile halls, the Department needs to ensure monitoring of all areas to maintain continued compliance.***

Recommendation #39: ***In order to substantially reduce costs, the supervision of Level 3 minors should decrease to a safe level and every effort should be made to maintain overtime at the current reduced level.***

JUVENILE CAMPS & DOROTHY KIRBY CENTER

The Residential Treatment Services Bureau consists of 18 camps, 16 of which are currently operational, as well as the Dorothy Kirby Center, a facility that provides mental health services to severely emotionally disturbed youth. The camps provide an intermediate sanction alternative to probation in the community or incarceration in the California Department of Corrections and Rehabilitation. Camp programs are provided in a residential setting over an average stay of four to six months for approximately 1,300 youth. Each minor needs to be provided mental health, physical health, educational, and family assessments that allow for treatment to be tailored to meet individual needs. The camps need to enhance structured work experience, vocational training, education, specialized tutoring, athletic participation, and various kinds of social enrichment. The goals are to reunify the minor and family, reintegrate the minor into the community, and assist the minor in achieving a productive, crime-free life. The table below provides the FY 2010-11 Adopted Budget for the Residential Treatment Services Bureau.

FY 2010-11 ADOPTED BUDGET: RESIDENTIAL TREATMENT SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$128,040,000	$432,000	$52,118,000	$75,490,000	1,113.0

The number one priority at this time is for the Department, in concert with DMH and DHS, to achieve substantial compliance with the Settlement Agreement related to the camps by the October 2012 deadline. The Department's Executive Leadership Team needs to effectively collaborate towards reallocating any available resources to assist in achieving such compliance.

LOS ANGELES COUNTY PROBATION CAMPS ASSESSMENT REPORT

In early April 2010, the Chief Executive Officer retained Ms. Marie Whittington and Ms. Stephanie Lewis, two retired Chief Probation Officers from other counties as Consultants, to assist Probation in conducting a comprehensive camps assessment including the capacity and staffing of the Department's 18 camps and the Dorothy Kirby Center. The following several pages consist of excerpts, with some modifications, from the consultants' July 2010 report.

BACKGROUND SUMMARY

Between April and July 2010, the Consultants studied the Los Angeles County Probation Department's Residential and Treatment Services Bureau (RTSB) relative to the following major areas:

- The Corrections Standards Authority (CSA) rated bed capacity of each camp and the Dorothy Kirby Center (DKC), reviewing CSA reports, examining physical plants, reviewing staffing resources, and the number of minors provided services
- Existing staffing model at each camp and DKC to determine if implementation of a different model would be more effective
- Pros and cons analysis of having a camp reception and assessment center where multi-disciplinary teams can be held in one location and identifying the best site for the center
- Possible consolidation of some of the camps to achieve cost savings and/or more effective dissemination of services
- Reducing Juvenile Hall costs including review of minors ordered to camp who are in Juvenile Halls for medical reasons
- Other areas of concern including quality of camp programming and service delivery and personnel and leadership development

The Consultants conducted site visits of 14 of the 16 open camps, the Dorothy Kirby Center, Central Juvenile Hall and Camp Headquarters in Sylmar. Camp Directors, supervisors, line staff, support service personnel and minors were interviewed during the time spent at the facilities. Without exception, staff were courteous, professional and responsive to the Consultants' efforts to assess facility operations and to obtain relevant information to support observations and findings.

Despite concern in recent years surrounding alleged violations of minors' rights, as well as issues pertaining to the quality of services for incarcerated youth, the positive results of the

camp experience are very much in evidence. Records show that ninety percent of minors committed to Los Angeles County Probation Camps successfully complete their camp program and return home. This large majority of juvenile offenders is not recycling from camp through the overly-burdened court system nor are they requiring additional costly confinement resources.

In 2006, the Department embarked on an effort to introduce evidence-based practices (EPB) in the written CAMP REDESIGN[1] plan to provide the most promising treatment and rehabilitative tools for minors in residence. Unfortunately, the intended programs that were to address minors' needs were never fully implemented, even though added staffing and financial resources were provided by the County and lengthy staff training sessions were devoted to the plan. A multitude of obstacles have disrupted the implementation of the comprehensive delivery of treatment services throughout RTSB. The findings in the Consultants' report review those obstacles and suggest areas for further evaluation aimed at redirecting the Department toward better meeting the needs of youth in its custodial care.

ASSESSMENT OF THE CORRECTIONS STANDARDS AUTHORITY RATED BED CAPACITY OF EACH CAMP AND DOROTHY KIRBY CENTER

The CSA rated bed capacity appears appropriate for the size and design of each facility and is based on Titles 15 and 24 regulations which set minimum standards for such things as cubic feet per bed, number of bathrooms and showers, and size of dining facilities and exercise areas. The Probation Department subsequently set a lower "operational capacity" for each camp, reducing overall capacity by 12% to better meet the supervision and treatment needs of the resident minors as influenced by the evidence-based program modalities. The system's capacity still exceeds current need, regardless of which capacity standard is used, since population is 20-30% below capacity, and there is no wait list of minors pending camp assignment.

TABLE 1: COMPARATIVE CAMP SYSTEM CAPACITIES v. ACTUAL POPULATION - June 2010

		% CSA CAPACITY	% OPERATIONAL CAPACITY
CSA RATED BED CAPACITY	1,813		
OPERATIONAL CAPACITY	1,592	87.8%	
ACTUAL POPULATION	1,300	71.7%	81.6%

[1] Taylor, Robert B., Chief Probation Officer, REVIEW OF CAMP STAFFING LEVELS AND SECURITY NEEDS AND PROPOSED CAMP REDESIGN, June 22, 2006, (hereafter referred to as "CAMP REDESIGN ")

The CAMP REDESIGN[2] projected that the Camps' population would return from the 2006 low of 1,676 minors to full capacity of 1,989 by 2007. This did not happen and the Camps' population has continued to decline to the current 1,300 minors.

REVIEW OF STAFFING MODELS TO DETERMINE IF A DIFFERENT MODEL WOULD BE MORE EFFECTIVE AT EACH SITE

The current staffing pattern was proposed and approved in the CAMP REDESIGN and based on a formula that was to provide enhanced supervision and treatment services,[3] plus a "relief factor" for employees off-duty for training, court appearances, vacation or illness.[4] Despite the enhanced staffing, today every camp manager expresses being understaffed, and the validity of the staffing formula cannot be reassessed primarily due to the following intervening issues:

- The Department's Item Control Report (ICR) is inaccurate that the number and category of staff actually working at each Camp is difficult to determine.
- As many as 20% of camp childcare staff are off-duty on prolonged Workers Compensation (WC) status, or on Industrial Accident (IA) "limited duty" (also known as "work hardening").
- Disciplinary investigations typically take more than one year to resolve, thereby impacting the employee who is either administratively reassigned to another work location, and/or distracted by the ongoing threat of discipline.
- The enhanced CAMP REDESIGN staffing proposal was based on maximum CSA rated camp populations, however the actual total camp population is 20-30% lower.
- A significant (though unmeasured) additional workload factor has been added to staff duties because of the DOJ Agreement. Every camp Director cites the increased amount of staff time now devoted to the completion of paperwork at the expense of the Camp program. This workload needs further study and possible modification to streamline documentation and reduce or eliminate redundancy.
- There is no easily accessible data available on short term use of sick days or vacation schedules which might reveal patterns of abuse.

Workers' Compensation – Industrial Accident Cases

Clearly the high rate of absenteeism unnecessarily increases the costs of camps operations. An obstacle to getting injured peace officers back on the job quickly is the availability of

[2] Ibid, p. 4, ¶2, line 6.
[3] Ibid, p. 5, ¶1, line 11.
[4] Ibid, p. 7, ¶6, lines 1-5.

nontaxable full salary for one year (Labor Code Sec. 4850) compounded by available disability insurance that pays an additional percentage. Therefore, there is monetary incentive for employees to remain off work as long as possible. Furthermore, there appears to be too little effort devoted to full injury claims investigation and getting these employees back on the job as soon as possible.

The Probation Department can better manage the Workers' Compensation/Industrial Accident cases and reduce future incidents and related costs through the following operational steps:

1. Develop a comprehensive risk management plan to reduce work-related injuries and the length of time off work to include:
    a. Injury prevention plan
    b. Staff education on injury prevention and agency IA policy and process
    c. Comprehensive injury investigation process to include disciplinary action and/or criminal investigation with intent to prosecute incidents of fraud
    d. Identification of temporary "limited duty" posts, duties and time limits (3-6 months maximum). Cease leaving employees at home or on "work hardening" for indefinite periods.
    e. Working closely with medical professionals (employee's physician or County WC doctors) to track employee recovery progress and set target return-to-work date.
2. Develop and implement an effective return-to-work plan to clear the long-term WC cases where employees are fit for duty and to handle new cases as they occur.
3. Establish an effective investigation, management and resolution protocol of WC/IA claims including better consultation with medical personnel on employees' job-related capabilities.
4. Train supervisors and managers in WC law and practices to properly investigate and manage most WC complaints at the worksite. When these processes are centralized at Headquarters, cases tend to get lost. Technical expert guidance could be provided through Department Personnel, augmented by onsite Personnel/WC technicians out-stationed at the larger camp sites to assist the camp Director in resolving cases in a timely fashion.
5. Establish a responsible method to remove prolonged absentees and fill their positions rather than leave post positions vacant, thus requiring a temporary fill or overtime.

6. Provide appropriate alternatives for the employees who are no longer fit for duty to include such things as job retraining, reduction to a position for which they are qualified, or medical retirement.

Recommendations #40 to #45: Refer to the preceding six recommendations provided by the Consultants.

Camp Managers

All but three camp Directors were interviewed at length and, as a group, appear capable of effectively managing their camp. Their skill level varies from very strong to adequate, but almost without exception they are dedicated to the resident population and camp programs. They demonstrate knowledge of good program design and operation, and articulate sound management skills. However, they appear to have been demoralized as their roles have been shifted from leaders to passive followers.

Currently, managers feel stripped of the authority to operate their camp or manage their staff. Decisions managers make are often rescinded without explanation, highlighting the Directors' lack of authority. Budget control, maintenance and supplies have been centralized away from the camp, leaving the Director dependent on the Management Services Bureau (MSB) to prioritize and respond to requests on their timelines. Directors must sign for receipt of purchased items but have no direct knowledge that the items were received as they are handled by MSB staff. This is inefficient, lacks oversight and control, retards responsiveness, and can lead to unchecked abuse. These matters can be corrected quickly by restoring to Directors the authority to manage their camp and all personnel assigned there within agreed upon parameters.

Managers will also be more effective if, when possible, they are assigned to work sites in some proximity to their city of residence. Managers also have a perceived expectation that each is "on-duty" 24 hours/7 days a week to respond to camp incidents or problems. An "administrator in charge" system should be developed wherein:

1. Managers are assigned weekend/evening duty days for a group of camps, relieving the non-duty managers to actual time off.

2. Managers work 1-2 weekend days a month, and 1-2 evenings a week to observe staff performance and program delivery.

Bureau meetings should be conducted less frequently (suggested once a month rather than weekly) with an agenda that focuses on review and discussion of issues rather than review of individual camp statistics. If additional meetings are needed, consider maximizing the use of video conferencing capability.

Managers express hope that the new Chief Probation Officer will set a new tone that will enable them to again operate a caring, supportive and effective camp program.

Recommendation #46: ***To the extent possible, assign managers to work sites in some proximity to their city of residence.***

Recommendation #47: ***Develop an "administrator in charge" system wherein a) Managers are assigned weekend/evening duty days for a group of camps, relieving the non-duty managers to actual time off; and b) Managers work 1-2 weekend days a month, and 1-2 evenings a week to observe staff performance and program delivery.***

Recommendation #48: ***Conduct Bureau meetings on a monthly basis with an agenda that focuses on review and discussion of issues rather than review of individual camp statistics. If additional meetings are necessary, consider maximizing the use of video conferencing capability.***

Regional Director Structure

In implementing the CAMP REDESIGN, Regional Director (Senior Probation Director) positions were created within RTSB and the camps were divided into four separate regions. If empowered, these Senior Probation Directors and their support staff are supposed to manage four to six camps each.

It is suggested that the span of control at CMYC be evaluated for the possible addition of a Superintendent (Senior Director) position to manage this large site with six co-located camps. By reference, it appears Juvenile Halls with comparable populations of 500 and multiple Directors each has a Superintendent. Such a position would enhance communication and cooperation between the CMYC camps. Additionally, an Officer of the Day position is suggested to be added to CMYC to coordinate the activities of the six onsite camps (recreation schedule, movements, incident response, etc.)

Recommendation #49: ***Empower the Camp Regional Directors to manage the four to six camps in their region as originally intended when these positions were created.***

Recommendation #50: ***Evaluate the span of control at CMYC for the possible addition of a Superintendent (Senior Director) position to manage this large site that consists of six camps.***

Recommendation #51: ***Evaluate the need to add an Officer of the Day position to CMYC to coordinate the activities of the six onsite camps, including recreation schedule, movements, and incident response.***

Staff Suitability

Most Probation staff are initially hired into the Juvenile Hall entry-level positions of Group Supervisor Night, or Detention Service Officer. As they look to improve their career status, working conditions, and increase their pay level, they apply for promotion into the camps but may not be suited to work with the difficult delinquent population in the more open camp environment. The employee's strengths may be in control and direction more than counseling and rehabilitation but once in the camp system, it is difficult to return them to the Juvenile Hall setting where their strengths are more appropriate. This factor, in part, appears to have led to some of the DOJ issues. It is recommended that:

1. Selection for camps positions be based on testing and screening for the characteristics needed to work effectively with this difficult population.

2. Employees be trained before they transfer into camp assignments and evaluated for compatibility with the camps' environment and, if necessary, be returned to Juvenile Hall assignments.

Recommendation #52: ***Base selection for camp positions on testing and screening for the characteristics needed to work effectively with this difficult population.***

Recommendation #53: ***Train employees before they transfer into camp assignments and evaluate them for compatibility with the camps' environment.***

Shift Coverage for Improved Operations: 56-Hour Shifts

Most camp staff work a 2 ½ day "56-hour shift" schedule consisting of two 16-hour shifts [6:00 am to 10:00 pm] and one 8-hour shift, with two 8-hour on-site sleep periods [10:00 pm to 6:00 am]. While the 56-hour shifts are popular with employees, because of the unusual work schedule, both the employee and camp program may suffer negative impacts in certain areas, including job performance, reduced commitment to camp program and population, program effectiveness, DOJ compliance efforts, and operational costs. The 56-hours is permissible pursuant to the existing labor-management contract and would require negotiations with the respective union to eliminate or change the work schedule.

It appears the 56-hour shifts were recognized as problematic and referenced in the CAMP REDESIGN[5], however no action step was listed. In the February 3, 2009 quarterly report to

[5] CAMP REDESIGN – 2006, p 7, ¶4.

the Board of Supervisors, the 56-hour shifts were cited as an implementation barrier and the proposed resolution was listed as "need to convert all or most EBP treatment staff from 56-hour shifts to 4/10 shifts ".[6] It is suggested that eliminating or phasing out the 56-hour shifts be revisited, either as part of updating the CAMP REDESIGN, or as a stand-alone effort. An improved shift pattern would be either five 8-hour shifts or four 10-hour shifts each week or a blend of 8 and 10-hour shifts. The 16 hours minors are awake and require full staffing, does not lend itself to 10 hour shifts, however, a blend could provide adequate coverage, and limit shift overlap.

Recommendation #54: ***Revisit the elimination or phasing out of the 56-hour shifts either as part of updating the CAMP REDESIGN or as a stand-alone effort and develop some alternative(s).***

Staff Deployment

Department management has limited ability to assign and reassign staff to best meet Department needs. Actual transfers are sometimes subverted when upper level management rescinds the transfer in response to union complaints. Because this is a contract issue, it is suggested this be further reviewed and addressed in the negotiation process.

Of bigger concern is the inability to temporarily transfer an employee for even one shift to assist a camp with an unexpected shift vacancy. Since most camps are co-located, it makes operational sense for one camp with a full compliment of SDPO's or DPO's to lend one of their employees to cover a shift at the camp next door that is short staffed. It is suggested that all camps designate "floater" positions available to fill these emergency shift vacancies.

Recommendation #55: ***As part of contract labor negotiations, address the concern of the Department's inability to temporarily transfer employees, if they are available, to assist a camp with an unexpected shift vacancy.***

Recommendation #56: ***Designate "floater" positions to be available at all camps to fill emergency shift vacancies.***

Clerical Vacancies

Each camp has clerical vacancies and the duties are usually assumed by DPOs or supervisors at the expense of smooth facility operation and effective programming. It is recommended that clerical vacancies be filled and the additional clerical needs be evaluated in light of the workload increase related to DOJ compliance and inadequate technical support systems.

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[6] Taylor, Robert, IMPLEMENTATION OF CAMP REDESIGN – NINTH QUARTERLY REPORT (OCTOBER 2008-DECEMBER 2008), ATTACHMENT II, P.1, §4.

The Consultants conclude that if the structural and systemic issues discussed above are corrected, it is possible the current staffing resources are adequate to meet the workload. This area needs reassessment after off-duty Worker's Comp employees are returned to full duty or released, all other Item Control Report positions are filled, and workload is stabilized.

Recommendation #57: ***Fill clerical vacancies and evaluate additional clerical needs in light of the workload increase related to DOJ compliance and inadequate technical support systems.***

PROS AND CONS OF MOVING CAMP RECEPTION AND ASSESSMENT CENTER

The Camp Assessment Unit (CAU) was opened in April 2007 at Barry Nidorf Juvenile Hall (BNJH) as an initial phase of the CAMP REDESIGN. [7] The envisioned purpose was to screen each minor's risk of recidivism, place low risk minors in the community, and assess the medium and high-risk minors' medical, mental health, and educational needs before camp assignment.

An average 150 minors a day are housed at BNJH pending assessment and transfer to camp, and the average length of stay before transfer is 9 days. Probation staff completes its part of the assessment in 4-5 days but the mental health and educational components are delayed by document collection and a claim of insufficient staff. What was to be a comprehensive assessment is, in reality, a paper file supported by little or no contact with the minor. This can result in inappropriate camp assignment which may require later reassignment.

Although minors are medically cleared as "fit" for camp, many have long-deferred medical, vision and dental issues that need attention. This requires repeated temporary medical transfers to one of the Juvenile Halls for non-emergent follow-up medical care. An average 40 camp minors per day are temporarily housed in one of the Juvenile Halls for medical appointments or treatment for 1-14 days. These absences disrupt the minor's program progress and this matter was of concern to the DOJ .[8]

In looking for a way to reduce Juvenile Hall costs, better assess minors' treatment needs and reduce program disruption for medical transfers, it is proposed that CAU (also known as Camp Intake/HQ) move to Challenger Memorial Youth Center (CMYC). This proposal is supported by managers at Intake/HQ, Challenger, and Central Juvenile Hall and could be a workable relocation if the move included the following components:

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[7] Ibid, ATTACHMENT I, p 1, #1.

[8] Graham, M, et al, "First Semi-Annual Monitoring Report for MEMORANDUM OF AGREEMENT BETWEEN THE UNITED STATES AND THE COUNTY OF LOS ANGELES REGARDING THE LOS ANGELES PROBATION CAMPS, October 20,2009, p. 14, Paragraph 24: Youth Movement, etc., ¶2, lines 6-7.

1. Converting two 100-bed camps at CMYC to Camp Intake Units where minors will be held 15-30 days for comprehensive assessment, testing, case planning, orientation, medical treatment, and determination of appropriate camp assignment/transfer. CMYC offers an open living unit setting with large open recreational space which is more consistent with the camp environment, and would offer a suitable transition for the minors. Medical, mental health and educational services are already on site, but may require expanded services to meet the increased assessment needs. The needed expansion may be partially achieved by relocating staff and services currently supporting this population in the Juvenile Halls.

2. Transferring new camp minors to CMYC immediately after court, thereby reducing BNJH population by approximately 150 minors per day. This also reduces costs. The cost per day in Juvenile Hall is over $100 more than the daily cost in a camp.

3. Conducting general orientation to camp life within 36 hours of arrival to include daily routine, behavioral expectations, services available, visitation, disciplinary processes, resident grievance process, child abuse reporting and handbook on topics covered during orientation. This component would address Paragraph 16 of the DOJ Agreement on "Orientation".

4. Revising operational agreements with partner agencies (Mental Health, LACOE and Medical) to adequately staff CAU 7 days a week, and to promptly and completely assess minors within the 15-30 day window. This requires modification of agreements and if agreement cannot be reached, Probation may propose contracting with private providers.

5. Add an assessment of the minor's behavioral risk while in Camp, i.e., compliance, ability to follow instructions, impulse control and aggression. It appears that staff confuse the current assessment of "risk to re-offend", with the risk the minor poses to staff and others in the camp setting. The minor may be high risk to reoffend because of substance abuse, gang involvement or family influence, but can be compliant in the camp setting where they are sober and away from negative influences.

6. Improving assignment of minors to camps that will best meet their needs and skills/limitations and reduce returns to JH for replacement.

7. Allowing camps to use the enhanced medical services at CMYC for non-emergent medical treatment of camp residents rather than transporting them to one of the Juvenile Halls. The disruption of the minor's camp program for medical purposes should decline dramatically. This recommendation addresses Paragraph 24 or the DOJ Agreement – Youth Movement Between...Camps...and ...Juvenile Halls.

8. Developing a fully functioning case management system to track:

a. Camp population profiles (demographics, treatment needs, etc)

b. Minors' locations

c. Camp vacancies

d. Temporary removals (medical and court)

e. Program outcomes

f. Population trends, occupancy rates and treatment needs

g. Staffing needs

h. Services and supplies needs

Recommendation #58: ***Create a Reception and Assessment Center at Challenger Memorial Youth Center (CMYC) by moving the Camp Assessment Center at Barry Nidorf Juvenile Hall to CMYC.***

ALTERNATIVE TO CONSOLIDATION OF CAMPS TO ACHIEVE COST SAVINGS AND IMPROVE SERVICE DELIERY: MOVE CAMP INTAKE / HEADQUARTERS

If CAU is moved to Challenger and the displaced Challenger residents are moved into vacant camp beds elsewhere, the camps would approach full capacity and there should be no need to consolidate. It is anticipated that this shift of approximately 200 minors from BNJH would save significant funding without substantially increasing camps' costs.

If CAU is not moved to Challenger, there are several candidate camps for consolidation consideration. Closing down any one camp would save approximately $4 million/year, however, the selected camp could probably never reopen despite future need. Most Los Angeles County camps were constructed so long ago and were certified under the State regulations that existed at the time they were built. They have been, in effect, "grandfathered" and exempted from most new facility regulations. To reopen a closed camp, the physical plant would probably have to be brought up to current regulations (Titles 15 and 24) and that would be cost prohibitive. Therefore, the decision to close a camp would be with the understanding that it could be permanently lost.

Revisit Length of Programming

The CAMP REDESIGN postulated that a camp commitment of less than six months was insufficient to effect positive behavior change and reduce recidivism. The proposal was to work with the Court to enhance treatment programs from 3-6-9 months, to 6-9-12-18

months based on Risk level.[9] It appears that most aspects of the CAMP REDESIGN were not executed, the programs the Court expected never materialized and, consequently, the Court has not changed its sentencing patterns. If an updated CAMP REDESIGN continues to link length of programming with reduced recidivism, then Probation must put functioning treatment programs in place and approach the Court to gain their support. At present, 40% of all camp commitments are for 90 days.

Two things need to happen to gain the Courts' support of 6-12 month commitments to achieve better recidivism outcomes:

- Reassess and modify the CAMP REDESIGN to an achievable and sustainable program that fits today's resources, camp resident profile, and is appropriate for the number and nature of today's minors.
- Develop a short-term sentencing alternative for the Court such as a community-based plan for 90-day commitments that combines an intense and structured 30-day custody program followed by 60 days of house arrest/intensive transitional supervision or day reporting centers. The comprehensive assessment and case plan would not be completed on these short-term commitment minors.

Recommendation #59: ***Reassess and modify the Camp Redesign to an achievable and sustainable program that fits today's resources, camp resident profile, and is appropriate for the number and nature of today's minors.***

Recommendation #60: ***Develop a short-term sentencing alternative for the Court such as a community-based plan for 90-day commitments that combines an intense and structured 30-day custody program followed by 60 days of house arrest/intensive transitional supervision or day reporting centers.***

There is potential for significant reduction in Juvenile Hall costs with two operational modifications. First, actuate the recommendation to relocate CAU (150-200 beds) and Camp medical transfers (40 beds) from the Juvenile Halls to Challenger.

Second, work to safely reduce the supervision ratio for Level 3 minors. An average 65 minors a day are identified to be at-risk of inflicting self-harm and placed on Level 3 "enhanced supervision" wherein one to three minors is directly supervised by one staff member, 24 hours/7 days – awake or sleeping. That translates to more than 2000 "supervision days" each month! At the 1:1 level, the annual cost is estimated at $20 million, or $307,692 per year per bed. At a 1:3 ratio, the cost is reduced to approximately $7 million per year. It is suggested that Probation and Mental Health review the JH suicide

[9] CAMP REDESIGN – 2006, p. 5, ¶3.

protocols for possible modification to reduce the number of minors on Level 3 supervision and how long they remain Level 3. For instance, the current Level 3 protocol makes no mention of reducing suicidal ideation by staff engaging and redirecting the minor to gain insight to the minor's state of mind for the purpose of considering a reduction of risk level. While the written directive for enhanced supervision requirements affords Level 3 status to minors at high-risk of suicide, the application of procedural guidelines appears to include minors who are at a lesser risk and some who are not in need of the maximum level of enhanced supervision. Through further review and revision, substantial savings in this area may be possible.

Recommendation #61: ***Relocate CAU (150-200 beds) and Camp medical transfers (40 beds) from the Juvenile Halls to CMYC.***

Recommendation #62: ***Safely reduce the supervision level for Level 3 minors. Probation and Mental Health should review the Juvenile Hall suicide protocols for possible modification to reduce the number of minors on Level 3 supervision and how long they remain Level 3.***

QUALITY OF CAMP PROGRAMMING AND SERVICE DELIVERY

Los Angeles County had a long history of responsible camp programs, although today's programs have eroded and require a restructure. It is recognized that the CAMP REDESIGN may have been overly ambitious. Despite funded staffing enhancements when the CAMP REDESIGN was approved in 2006, implementation fell apart during the ensuing three years. It appears the additional staff were hired and deployed, however, the concurrent high employee absentee rate coupled with an increased number of line staff detached for special Bureau projects blunted any positive program impact. Only bits and pieces of the CAMP REDESIGN program currently exist and those are now being trumped by DOJ Agreement compliance efforts.

The camps currently have a uniform identity or sameness that eliminates specialized programming that could address minors' differing needs. The camps' atmosphere is further destabilized by a series of recent Director transfers between October 2009 and the present. Camps can return to stable and effective programming as the new Chief Probation Officer sets the vision for the camps' future and suggests a roadmap for achieving it.

Probation's Role in Camp Program Structure

Probation must assume its rightful leadership role in coordinating delivery of camp services. It is Probation that should set the tone and expectations for the partner agencies to achieve the appropriate balance between camp custodial responsibilities and treatment services. Although many employees of the partner agencies are truly committed to the minors, it is

evident that they operate with their own agendas, styles, priorities, and hours so the needs of the residents can seem secondary:

1. Schools assign and retain staff based on seniority and union concerns, and some teachers are low-energy, frequently absent, and fearful of the residents.
2. Mental Health regularly schedules the preponderance of staff and services in conflict with the school schedule, and not during evenings and on weekends when the minors and families can best be served.
3. Some medical staff work 6:00 am to 3:00 pm when most minors are in school, and not evenings and weekends when most injuries occur.
4. The multi-disciplinary services have not been coordinated and tailored cohesively and assigned staff seem unwilling or unable to cooperate in streamlining procedures.

Better coordination of available services is needed to maximize program effectiveness.

1. Partner agency schedules and services must be coordinated in cooperation and consultation with Probation.
2. Schedule staff and services for the hours and days when the minors are most available for the services.
3. Minimize "down time" lost to documentation.
4. Assign employees to the camp who are physically and emotionally compatible with the program, the camp environment and the population. Probation needs input to the selection and retention of partner agency staff.
5. Understand and integrate evidence-based practices into each partner's service delivery.
6. Coordinate cross-training to promote understanding and cooperation.

If the partner agencies are unable to meet the needs of Probation's camp programs, the Probation Department may need to consider contracting with other service providers.

Recommendation #63: ***Probation staff need to set the tone and expectations for the partner agencies to achieve the appropriate balance between camp custodial responsibilities and treatment services.***

Recommendation #64: ***Probation staff need to work with partner agencies (including the Department of Mental Health, the Department of Health Services,***

and the Los Angeles County Office of Education) to better coordinate the services delivered at the camps that will enable maximizing program effectiveness.

Update the Camp Redesign Plan

As stated earlier, the CAMP REDESIGN plan was reasonable though overly ambitions. The County and Probation Department have invested significant resources in the plan, which argues for updating it rather than scrapping it and starting over. Although the plan was never implemented effectively, there is an amount of staff training and knowledge that can be salvaged to get the camp program back on track. Because camps have been whipsawed by numerous changes in recent years, scrapping the CAMP REDESIGN and introducing a new plan would only compound the chaos and disarray. Instead, it is suggested that the Redesign be updated in a facilitated process by the management team and partner agencies and selected stakeholders. Key components of the update are:

1. Understanding the executive vision of the camp program and desired outcomes.
2. A facilitated CAMP REDESIGN symposium to review and develop an updated proposal that is sustainable, realistic and within resource limitations.
3. Review the camp population profile and tailor individual camp programs to serve target sub-populations.
4. Encouraging creativity of design ideas to foster camp programs with consistent components that comply with applicable laws, agreements and guidelines, yet create camps with individualized personalities/themes such as sports, culinary arts, quasi-military, etc.
5. Redefine staff roles, responsibilities and accountability measures to better support the CAMP REDESIGN update. For instance, the current plan makes little distinction between job duties of DPO I's and II's, assigning them both "custody" and "casework" responsibilities. Operationally, the custody duties are never ending and dominate casework duties. As a result, casework and transition planning which are vital to successful outcomes are neglected. Instead, staff duties should be clearly defined, such as:
    a. DPO I's - Responsible for custodial care and resident supervision
    b. DPO II's – Responsible as custodial lead worker for casework, leading small groups, writing court reports, transitional planning, training and coaching DPO I's
    c. Supervising DPO's – Function as duty officer and first-line supervisor responsible for DPO I's and II's, quality control, performance evaluations,

overseeing incidents and keeping Director advised, etc.

6. Agreement on outcome definitions and measures, adoption of common forms/formats to support comparative and cumulative data reporting.
7. Developing a training plan to bring all staff to common skills level, including EBP skills in support of the updated CAMP REDESIGN plan.
8. Identification of community resources to enhance/support individual camps and development of a strong volunteer program.

Items 3-8 could be assigned to subcommittees to move the process ahead faster and engage managers in a participatory process.

The second step is to assign each camp Director the responsibility to apply the CAMP REDESIGN update to their camp, using the same participatory process with supervisors, line staff and partner agencies to flesh out the program, procedures, schedules, expectations, timelines, etc.

Recommendation #65: ***In-lieu of starting over, update the Camp Redesign Plan in a facilitated process by the management team and partner agencies and selected stakeholders to get the camp program back on track.***

Recommendation #66: ***Assign each camp Director the responsibility to apply the CAMP REDESIGN update to their camp, using the same participatory process with supervisors, line staff and partner agencies to flesh out the program, procedures, schedules, expectations, and timelines.***

Recommendation #67: ***Create an integrated treatment system that begins with assessment and develops a case management re-entry and aftercare plan for each youth committed to camp***

Recommendation #68: ***Implement a meaningful Camp Redesign and develop unique and appropriate treatment programs in all Camps. This will allow for the implementation of an integrated treatment approach for each minor.***

PERSONNEL AND LEADERSHIP DEVELOPMENT

All personnel functions, from hiring through termination, should be reevaluated.

Recruitment and Hiring

Employees hired in to line-level positions are potentially the agency's future supervisors and managers. Therefore, hiring standards and testing should reflect the skills and characteristics needed at all levels of the Department – written and verbal communication, ethics, integrity, intelligence, attitude, judgment and commitment to clients and program, etc. Hiring the unqualified or under-qualified affects quality performance throughout the Department. Considering the many available public and private colleges and universities from which to recruit, there should be an abundance of qualified candidates. Part of the Personnel function should be a strong liaison effort with the academic community to produce prepared candidates for both Institutions and Field Services.

Recommendation #69: ***The Department's hiring standards and testing should reflect the skills and characteristics needed at all levels of the Department, including written and verbal communication, ethics, integrity, intelligence, attitude, judgment and commitment to clients and program.***

Leadership Development

Los Angeles County Probation is an unusually large department with a work force sufficient to develop the future leadership from within. Leadership development does not happen without considerable effort, and there is a clear need for a succession planning and leadership development program to groom strong candidates for promotion. The curriculum would include such topics as:

a. Skills and characteristics valued by the Department in promotion decisions

b. Agency values and objectives

c. Leadership skills

d. Strategic planning

e. Program management

f. Resource management

g. Workforce management

h. Project completion and management

i. Writing skills

j. Management skills

k. Career assessment and planning

Similar training for skills building would also be beneficial to supervisors.

Recommendation #70: ***Establish a succession planning and leadership development program to groom strong candidates for promotion.***

Accountability

Part of a strong management structure is accountability. It is suggested that the department take concrete steps to establish and promote accountability by conducting all-staff training to fully advise employees at all levels that they will be held accountable for:

1. Performance, conduct, and judgment
2. Omissions, i.e., failure to report and document events and behaviors, failure to take appropriate action
3. Cover ups or "code of silence"
4. Absolute integrity and honesty – criminal justice employees are held to a higher standard and untruthful employees cannot be tolerated
5. Compliance with established performance standards

Specific to supervisors and managers, it is recommended that supervisors be responsible for completing Performance Evaluations and Appraisals of Promotability that accurately assess performance, conduct and achievements.

Directors should begin to prepare quarterly reports with a defined template that updates areas such as statistical information to track trends pertaining to camp population, staffing issues, an overview of programs offered to minors during the quarter, special events and special accomplishments of minors and/or staff, problems and concerns, e.g., DOJ compliance issues, and goals or planned activities for the upcoming quarter. This process will help keep administration apprised of key areas of interest and concern, as well as hold Directors accountable for attaining camp goals.

Recommendation #71: ***Establish and promote accountability by conducting all-staff training to fully advise employees at all levels of what they will be held accountable.***

Promotions

Probation's promotional process needs review, upgrade and professionalization with appropriate testing to identify the best candidates. Managers complain of a significant perception of a manipulated promotional process in which under-qualified candidates are promoted with systemic favoritism, nepotism and chicanery. Staff are resigned to questionable practices that bypass the established process through temporary promotions, special assignments, abbreviated and unpublished filing periods, union influence on selection, and unqualified individuals who are fast-tracked into management positions. There is some evidence to support this pervasive belief and morale has been seriously damaged.

Further, the career ladder is fuzzy and the Probation job specifications need review and possible revision. There are inconsistencies in the requirements for education and experience that leave room for manipulation.

It also appears that Probation Department promotions are based primarily on the Appraisal of Promotability and individual executive preference, not on skills testing. This is inconsistent with the practice of most Probation Departments in California. Skills testing allows employees to demonstrate their qualifications specific to:

- Written communications
- Verbal communications
- "People" skills/political matters
- Integrity and ethics
- Commitment to agency and standards
- Problem solving
- Quality control
- Technical knowledge
- Training/coaching
- Decision-making

Such testing offers the employee the opportunity to be judged on objective scales rather than on "who you know".

To restore employee morale relating to promotions, it is strongly recommended that the Probation Department adopt a promotional process that is absolutely fair and unbiased,

and identifies the most qualified candidates based on job-related testing for the skills and characteristics needed for each position. Selection should then be based on test scores, work history, performance, experience, training, and discipline history.

Staff are more likely to trust a system that is transparent, understandable, and objective. Promotional preparation classes should be offered to assist staff in adjusting to the new promotional system.

Recommendation #72: ***The Department needs to adopt a promotional process that is absolutely fair and unbiased, and identifies the most qualified candidates based on job-related testing for the skills and characteristics needed for each position. Selection should then be based on test scores, work history, performance, experience, training, and discipline history.***

Recommendation #73: ***Promotional preparation classes should be offered to assist staff in adjusting to the new promotional system.***

Recommendation #74: ***Probation's job specifications need to be reviewed for possible revision.***

Discipline

It often takes in excess of one year to resolve disciplinary matters, issues that should be processed as quickly as possible with a target of 6-12 weeks depending on seriousness and complexity. Unresolved disciplinary cases sharply reduce the employee's performance and commitment, can create the impression there are no consequences for misconduct or poor performance, and unnecessarily punishes those falsely accused. Disciplinary cases should also be investigated and resolved by sworn staff who are more familiar with the job, duties, demands, and procedures.

The County is assisting the Probation Department in this area and the ideal outcome would be a complete restructuring of the disciplinary process and the resolution of all pending cases. It would also be beneficial to adhere to a standardized matrix of consequences on the most common violations, and create an understanding of the Department's efforts to be fair and effective in appropriately dealing with disciplinary cases through training and progressive discipline.

Recommendation #75: ***Completely restructure the disciplinary process to enable the timely resolution of matters to occur within weeks, versus 12 months or longer.***

Recommendation #76: ***Disciplinary cases should also be investigated and resolved by sworn staff who are more familiar with the job, duties, demands, and procedures.***

Recommendation #77: ***Resolve lower level disciplinary cases through training and progressive discipline.***

OTHER AREAS OF CONCERN

Dorothy Kirby Center

The Dorothy Kirby Center is in the fourth month of new management and the Director is working hard to understand and develop DKC policies, procedures and practices. In general, DKC offers a higher level of services to minors with significant mental health issues. It is uniquely staffed, and despite 15-20 vacant beds, more than 40 minors remain housed at Juvenile Hall awaiting clearance. It is a complex process to return the matter to court and find a more suitable placement when DKC is not appropriate for a minor. It is suggested that the Court be approached about referring a DKC candidate for assessment and a more appropriate placement before commitment to DKC.

A segment of the DKC population is not compatible with the majority of residents because of their size, age, sophistication and aggression. Additionally, each camp complains of approximately five minors whose mental health needs interfere with overall camp operations and who demand the majority of staff attention.

DKC staffing was not enhanced in recent budgets, and the Director claims authorization to schedule twenty (20) overtime shifts each day.

Recommendation #78: ***Work with the Courts regarding referring a Kirby candidate for assessment to a more appropriate placement prior to commitment to DKC.***

Camp Medical Services

As discussed earlier, many minors have medical, dental and/or vision conditions that were not addressed before confinement. Once at camp, medical staff feel obligated to address the needs of untreated pre-existing conditions, and to continue treatment for diagnosed chronic conditions, pregnancy, etc. Repeated and frequent medical appointments disrupt

the minors' camp programming and education and is a concern addressed in the DOJ Agreement. [10]

Most physician services are now delivered at a Juvenile Hall medical unit or at USC County General Hospital. This requires that minors be temporarily transferred to BNJH or Central JH by the Probation Transportation Unit. If unscheduled medical care is needed, two camp staff are required to transport the minor to a Juvenile Hall or in emergencies to a local emergency room, leaving the camp short staffed. The "soft" cost of DPO medical transport is estimated at $700 per trip. Each trip removes two staff from the camp a minimum 2-4 hours and, not uncommonly, up to 12 hours.

System-wide, centralized medical service delivery involves hours of nonproductive staff time, leaves the camps short staffed, and disrupts the minors' treatment program. Camp managers agree that current medical service delivery has negative impact on camp operations and programming and could be significantly improved by decentralization. The following two steps are recommended for planning and action:

1. Contract with local providers for medical, dental, vision and mental health services close to each camp. This could involve use of Urgent Care Walk-in centers, local doctors and laboratories, or developing County and/or private mobile units.

2. Modify the current requirement that a minor who is treated at a local emergency room and cleared for return to camp, must additionally be transported to a JH medical unit for further clearance before return to camp. The Central JH Nurse Manager could not cite a case where this secondary clearance revealed a condition that prevented the minor returning to camp. Elimination of this redundant step would save time, money and promote program integrity. If notification to JH medical unit is important, it can be done electronically by phone, fax or email.

Recommendation #79: ***Explore contracting with local providers for medical, dental, vision and mental health services close to each camp.***

Recommendation #80: ***Modify the current requirement that a minor who is treated at a local emergency room and cleared for return to camp, must additionally be transported to a JH medical unit for further clearance before return to camp.***

[10] Graham, M, et al, "First Semi-Annual Monitoring Report for MEMORANDUM OF AGREEMENT BETWEEN THE UNITED STATES AND THE COUNTY OF LOS ANGELES REGARDING THE LOS ANGELES PROBATION CAMPS, October 20,2009, p. 14, Paragraph 24: Youth Movement, etc., ¶2, lines 6-7.

Operational Issues

1. Clerical vacancies – most camps have clerical vacancies, and the duties are performed by DPOs or supervisors e.g., front desk and phone coverage. This is not a cost-effective use of staff and contributes to the belief that camps are understaffed. Many DOJ data collection tasks could be done by clerical staff thereby freeing up Supervising DPOs for much needed oversight of staff and program.

2. Each camp has some combination of vacant budgeted positions and non-budgeted positions that are filled. This makes staff management and cost calculations extremely difficult. The ICRs must become current and be maintained.

Recommendation #81: ***Fill clerical vacancies at camps to enable Deputy Probation Officers and supervisors to provide much needed oversight of staff and programs.***

Recommendation #82: ***The Department's Item Control Report must become current and be maintained.***

DOJ Agreement

Although assessment of the DOJ Bureau falls outside the scope of the Consultants' review, the following observations are offered. The Bureau was apparently created several years ago to bring the Juvenile Halls into compliance with the JH DOJ Agreement, reportedly because JH management was unable and/or unwilling to do so. Now that the Juvenile Hall DOJ monitoring is completed, some restructuring of the DOJ Bureau seems appropriate.

1. Consider changing the title and focus of in-house monitoring of DOJ issues to an ongoing function such as "quality control", "policy and procedure compliance".

2. Assign monitoring duties to each JH, transferring appropriate level staff from the DOJ Bureau as warranted.

3. Hold Senior Directors and Directors accountable for managing their facility so that DOJ-like issues do not recur.

4. Transfer some DOJ Bureau resources to RTSB to assist the Bureau Chief in orchestrating camps' compliance efforts.

5. Review DOJ agreement and compliance plan with monitors to see if modification is an option.

Management Services Bureau (MSB)

At some point, Probation centralized services and supplies into the Management Services Bureau. All services and supplies related to the physical plant are managed thru MSB. Camp and Juvenile Hall managers express that MSB is detached from their needs, preferences and priorities and are unresponsive to requests. There are issues about quality of services and supplies, timely maintenance, and facility needs that are not properly addressed through MSB.

It is recommended that after further study and planning, MSB be decentralized and the budget and some staff be redistributed to the RTSB for camp Director management with RTSB and Administrative oversight. Some contract and approved provider services may still be necessary but can be assigned to Administration.

Recommendation #83: ***Review MSB for potential decentralization with the budget and some staff being redistributed to RTSB for camp Director management with RTSB and Administrative oversight.***

Training

A complete training needs assessment should be conducted by the Staff Training Office involving and receiving input from supervisors and Directors. Bureau Chiefs were given control over training when the State STC training funds were suspended for several years and have not given it back. Although there are employee instructors assigned to the Training Division, there is no quality control over curriculum and instructors for training classes arranged by the Bureaus. It is suggested that the Probation Director assigned to the Training Division conduct training needs assessments, coordinate all training delivery, and ensure that sworn officers are provided a quality training program with curriculum that complies with State STC standards and regulations. Efforts should be made to reduce training redundancy (CPR, first aid, suicide prevention) through updates, written reviews, and sign-offs, and provide more skills building training.

Recommendation #84: ***The Probation Director over the Training Division needs to conduct training needs assessments, coordinate all training delivery, and ensure that sworn officers are provided a quality training program with curriculum that complies with State STC standards and regulations. (Relates to Recommendation #34)***

CONSULTANTS' CAMP ASSESSMENT CONCLUSION

With heightened scrutiny on the Los Angeles County Probation Department and a focused demand on both greater accountability and more responsible performance, Probation administration faces an opportunity to introduce important changes that will be welcome on nearly every front. There is an expectation from responsible overseers, including the Department of Justice and County Board of Supervisors that the Department reform to provide improved services to young offenders incarcerated in the Probation camp system. At the same time, budgetary constraints require responsible planning to meet the young offenders' needs within the most cost-effective means possible.

It is clear that some corrective action can be taken immediately but further study is required to fully assess the potential to maximize improvements and to evaluate any obstacles that require attention before action can be initiated. Many of the corrective measures will afford a direct cost savings associated with improved services. Undeniably, a team of managers awaits empowerment and direction so that they might contribute to redefining the treatment goals for the young people in their care and restoring the reputation and performance of the Los Angeles County Probation camps.

EDUCATION REFORM AT JUVENILE HALLS AND CAMPS – COMMITTEE'S PRIORITIES

As Acting Chief Probation Officer, I had the opportunity to chair a couple of Comprehensive Education Reform Committee (CERC) meetings that are held on a monthly basis. The CERC remains committed to education reform and has identified the following priorities over the next six months:

- Hiring an individual to function as Probation's Director of School Services.

- Developing a revised proposed expenditure plan associated with the $2.1 million in ongoing funding in the Provisional Financing Uses Budget appropriated for education reform, as well as presentation of the information at a Cluster Agenda Review meeting.

- Implementing a career technical/vocational educational program at Camps Onizuka and Miller pending the necessary funding appropriation.

- Designing a "charter look-alike" pilot school at Camps Scott/Scudder.

- Developing a few additional parent training DVD modules, pending the necessary funding appropriation.

- Enabling a more effective use of Probation's use of the Digital Dashboard System as it

currently has limited data related to recidivism and public safety issues.

Recommendation #85: Ensure the above six education reform priorities are implemented within the next six months.

PLACEMENT SERVICES

The Placement Services Bureau consists of providing placement services to approximately 1,100 youth. Suitable placement is a dispositional option for the Juvenile Court for minors whose delinquent behavior may be explained by a contributory family environment and/or emotional/psychiatric problems. Most suitable placement minors are removed from their homes and placed in a safe environment such as group homes, pending resolution of the minor's issues. Deputy Probation Officers work with the minor and the family to identify needed services and prepare case plans to assist them with accessing the services. Through monitoring the minor's progress, the DPO is able to determine what long-term living arrangement would be in the best interest of the minor and develop/implement a permanency plan to return the minor to a safe and stable environment, such as reunification with family, emancipation, placement in a relative/non-relative home, or long-term foster care.

The table below provides the FY 2010-11 Adopted Budget for the Placement Services Bureau.

FY 2010-11 ADOPTED BUDGET: PLACEMENT SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$30,302,000	$4,717,000	$23,401,000	$2,184,000	314.0

In FY 2009-10, a decision by the Federal Ninth Circuit Court resulted in a lawsuit by placement providers that resulted in an ordered increase of approximately 33% for placement costs which equates to an increase of approximately $30 million for Probation. For this reason and because it is better for the minor's well-being, it is best to place the minor at home where services can be provided to the minor and family/relatives thus increasing the opportunity for family reunification and preservation.

Child Welfare Services / Case Management System Implementation

A critical area currently within the Placement Services Bureau relates to Child Welfare Services/Case Management System (CWS/CMS) implementation. The CWS/CMS is the State-wide child welfare case management system. The upcoming CWS/CMS implementation will require Probation to input specific data elements into the State CWS/CMS System by October 2010. Without the ability to migrate data directly from the

Department's Probation Case Management System (PCMS) into CWS/CMS, there is a great possibility of staff having to perform dual entry. Training slots are limited and information from the State remains limited and unclear. Policy and protocols have not been developed. Additional discussion by Executive Management regarding the infrastructure (Information Technology and staffing) is needed to implement this new endeavor.

There needs to be a dedicated working group that is reviewing the mandated requirements as well as developing the process, procedures, and policies needed to implement the usage of the system. Discussions also need to occur between County and State representatives regarding the potential migration of data from PCMS into CWS/CMS, as well as equipment and IT needs to use the system. Clerks would need to be hired to do the necessary data entry utilizing CWS funding. Training needs regarding CWS entry will need to be considered as this will possibly impact Juvenile Field Services as well as the Department's claiming of Title-IV E revenue.

Recommendation #86: ***Establish a dedicated CWS/CMS working group to prepare an action plan and the necessary resources for review by the Department's Executive Leadership Team that will enable CWS/CMS implementation in accordance with the State's requirements.***

Youth Development Services and Access to Local Resources

There is a need to maximize Youth Development Services (YDS, formerly Independent Living Program services). The decentralization of YDS Management has been suggested to provide regional oversight of YDS operations. By decentralizing and creating HUBs (3 regional service areas – North, Central, and South) the Department will be able to develop and maximize links to local community resources. Due to the size of Los Angeles County, the decentralization of YDS is anticipated to improve service delivery by region and build service capacity. It would also allow for identifying resource shortages within communities, and respond appropriately and strategically to build community capacity and/or re-allocate resources. The YDS staff and the manager assigned to a specific geographical location would become an expert in the local resources and service linkages, and represent the County and Department more effectively at community forums. The decentralization would also improve service delivery by having an on-site manager with check writing capabilities.

Recommendation #87: ***Decentralize Youth Development Services to enable providing regional oversight of YDS operations.***

Group Home Reduction

With the current group home rate increase and our goal to provide services to youth in the community, placement needs to reduce the group home numbers to remain cost neutral and to provide alternative services to youth and their families in their homes.

Recommendation #88: ***Reduce out-of-home placement costs in FY 2010-11.***

Recommendation #89: ***Pursue the enhancement of the "Permanency Model".***

Recommendation #90: ***Move the Prospective Authorization and Utilization Review Unit to Placement to closely monitor out-of-home placements and recommend supportive community-based services in lieu of out-of-home care.***

Recommendation #91: ***Convert 14 Residential-Based Service deputies to community-based Functional Family Probation deputies.***

JUVENILE FIELD SERVICES

The Juvenile Field Services Bureau (JFSB) provides investigation and supervision services to juvenile offenders and their families throughout the County of Los Angeles. These identified services/programs support the Department's mission to promote and enhance public safety, ensure victims' rights and facilitate positive behavior change of juvenile probationers. Additionally, staff assigned to these programs serve as an arm of the Juvenile Court and recommend appropriate dispositions while preserving and enhancing the family unit, whenever possible. The Juvenile Field Services Bureau provides services through the following programs and functions: Juvenile Investigations, Community-Based Supervision, Dual Supervision, Teen Court and Drug Court.

The table below provides the FY 2010-11 Adopted Budget for the Juvenile Field Services Bureau.

FY 2010-11 ADOPTED BUDGET: JUVENILE FIELD SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$41,425,000	$68,000	$28,250,000	$13,107,000	419.0

The Practice Model

Probation's Juvenile Justice Practice Model seeks to integrate and align the Department's

mission, vision and core practice principles into a clear and concise lens for practice development, training content, supervisory focus, continuous quality improvement processes, outcomes and evaluation. This Model describes practices throughout the Juvenile Justice continuum, from arrest to case closure. Phased implementation planning and training began across the Department's five Juvenile Bureaus (Juvenile Field Services, Juvenile Special Services, Placement Services, Detention Services and Residential Treatment Services) and is expected to positively impact service delivery to youth and their families countywide.

Recommendation #92: ***Enhance cross-systems collaboration to make more assessment based recommendations to court that result in youth remaining in the appropriate system (Dependency/Delinquency). Additionally, implement the Crossover Youth Practice model, which will enhance the cross-systems collaboration process and the multi-disciplinary team approach.***

JUVENILE SPECIAL SERVICES

The Juvenile Special Services Bureau provides protection and safety to the community by serving as an arm of the Superior Court. Juvenile probation officers provide investigation and enhanced supervision services for juvenile offenders on court-ordered probation or in specialized programs. In addition, they recommend appropriate dispositions for juvenile offenders while preserving and enhancing the family unit, whenever possible. The Juvenile Special Services Bureau provides services through the following programs and functions: Countywide Gang Violence Reduction Initiative, Intensive Gang Supervision Program, Juvenile Justice Crime Prevention Act (JJCPA) Programs, Prevention and Intervention Program (PIP), Camp Community Transition Program (CCTP), Special Enforcement Operations (DISARM), Court Officer Program, Operation Read, Community Law Enforcement and Recovery (CLEAR) Program, Community Intervention Team (CIT), Vandalism Enforcement Team (VET), and Drug Enforcement Agency Task Force (DEA).

The table below provides the FY 2010-11 Adopted Budget for the Juvenile Special Services Bureau.

FY 2010-11 ADOPTED BUDGET: JUVENILE SPECIAL SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$81,992,000	$72,000	$72,193,000	$9,727,000	659.0

Additional opportunities are needed for youth to transition more successfully back into the community.

Recommendation #93: ***Enhance the transition/reentry model to include a more robust family engagement component that begins prior to the youth's release and is designed to promote effective parenting practices that support the youth's successful transition back into the community.***

ADULT FIELD SERVICES

The Adult Field Services Bureau consists of the Pretrial Services Division (PTS), Adult Investigations, Adult Supervision, Specialized Programs and Special Services functions conducted at nineteen field offices and more than 19 additional branch offices in court locations. Pretrial Services Division completes approximately 88,000 eligibility assessments/reports a year. Adult Investigations conducts approximately 72,000 investigations per year and AFSB has under its supervision approximately 62,000 adult probationers, resulting in 92,000 supervision reports per year. The table below provides the FY 2010-11 Adopted Budget for the Adult Field Services Bureau.

FY 2010-11 ADOPTED BUDGET: ADULT FIELD SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$109,740,000	$886,000	$20,635,000	$88,219,000	1,089.0

The following identifies a few key priorities within the Adult Field Services Bureau.

Implementation of the Byrne/JAG and SB 678 Programs

The Byrne/JAG Federal grant is designed to reduce the number of probationers at risk of failing probation and being sentenced to State prison through the application of evidence-based programs such as Cognitive Behavioral Therapy. California received $44 million in Federal grant funds of which the County is eligible for approximately $11 million. The grant requires that applicants develop evidence-based programs that identify and address the needs of probationers that have been demonstrated as having the highest risk of failing probationer and subsequently being remanded to State prison. The Byrne/JAG grant is being used as "seed money" for the implementation of funding to local probation departments through SB 678.

The local probation departments will then be eligible for funding from the State in FY 2011-12 for the number of probationers not sent to State prison below the baseline average for the 2010 calendar year. Local probation agencies will be eligible for 40% to 45% of the California Department of Corrections and Rehabilitation's (CDCR) annual savings from reduced State prison commitments from active probation.

Recommendation #94: ***The Department needs to move forward in a timely manner to enable the full utilization of Byrne/JAG grant funds and create a large impact to lower the Department's rate of State prison commitments. This will increase the Department's opportunity to maximize the receipt of State funds resulting from CDCR annual savings due to a reduction in probationers not sent to State prison below the baseline average for the 2010 calendar year.***

Adult Restructuring

The restructuring of Adult Investigations involves utilizing staffing resources that prepare non-interview Pre-plea reports more efficiently. The current court procedures limit the ability of Investigation DPOs to contact defendants when completing a Pre-plea report for the court. The Pre-plea process makes up approximately 79% of investigation reports being completed, with up to 66% of those reports prohibiting an interview with the defendant. While this requirement for completing Pre-plea report has changed over the past decade, the assignment of cases to DPOs remained unchanged, overlooking the reduced work and investigations required by such cases. As a result, cases were continuing to be assigned to Investigation DPOs in relation to a work expectation that became invalid.

The Adult Bureau has worked with the Courts to develop a shorter version of the Pre-plea report, one that provides substantially the same information that will be utilized with non-interview cases. This will reduce the amount of time a DPO will need to spend in providing the court with sentencing information. Consequently, this reduced work expectation will enable the Department to increase the number of reports completed by a DPO, from 6 reports per week using the old format to 15-17 reports per week using the new report format. The subsequent increase of reports completed per investigator will reduce the need for 60 Investigation DPO IIs. The Bureau's plan is to place those resources in Supervision. This will allow for the reduction of high and medium-risk caseloads to a level that is better suited to the implementation of evidence-based practices. Achieving this goal will also contribute to the realization of increased funding under SB 678.

The result of this efficiency is that the Department will increase the number of deputies available for supervision of probationers, increasing successful probation outcomes and thereby increasing public safety.

There is a need for Probation's Information Systems Bureau (ISB)'s continued support in creating the necessary networking drives for easy document transmission between Pre-trial Services and Central Adult Investigations.

Recommendation #95: ***Implement the utilization of staffing resources that prepare non-interview Pre-plea reports more efficiently that will enable an increase in deputies available for adult supervision.***

Adult Day Reporting Center

The goals of the Adult Day Reporting Center (DRC) are to reduce offender re-arrest and encourage compliance through compulsory on-site intervention. The DRC assists the offender in successfully reintegrating into society by providing needed services, such as cognitive behavioral therapy, substance abuse intervention, mental health services, educational and vocational skills training, and employment search assistance. These services are provided with the cooperation and on-site assistance of the Department of Mental Health, the Alcohol, and drug Program Administration, the Department of Public Social Services, the Los Angeles Unified School District, and other contracted community-based organizations.

The DRC has served approximately 208 Adult probationers in the last 18 month of operations. As of June 1, 2010, approximately 80 probationers have successfully completed the program. Probationers have received substance abuse counseling, mental health evaluations, and job training and job placement services through the program. The Byrne/JAG grant will fund the Deputized and clerical staff at the DRC. At a minimum, the Department must secure funding for the lease, security, DMH, and substance abuse counseling staff to maintain the program in FY 2010-11.

Recommendation #96: ***The Department is working to identify a funding source that will address how the Adult Day Reporting Center will be funded beyond the grant's termination date of August 23, 2010. Although the Department plans to utilize Byrne/JAG funding for the staffing of the facility, a funding source for the costs associated with the building and contract services needs to be identified.***

Digitalization of Case Files at Central Records

Central Records is out of space and has been cited for fire code violations. Other locations for file storage have been identified and filled to capacity. The need for Digitalization of closed case files is now affecting area offices as they are no longer able to send their closed files to Central records. Additional funding would be necessary to initiate this project.

Recommendation #97: ***Initiate discussions with the CEO regarding the need for funding to provide for digitalization of case files at Central Records***

Adult Field Services Bureau – Clerical Staff Contract

There appears to be a Countywide shortage in clerical staff. The Department has not been able to hire clerical staff and yet we continue to lose valuable clerks through attrition and to promotions to other County departments. As of June 1, 2010, the Adult Field Services Bureau has 36 vacant clerical items. The Adult Field Services Bureau lost 32 of 64 contract clerks due to budgetary shortages in FY 2009-10 and is in jeopardy of losing the remaining 32 due to additional shortfalls.

Recommendation #98: ***Work with the CEO to obtain approval to fill vacant budgeted clerical items and to obtain the necessary funding for contract clerical services***

Cost of Probation Services (Adult)

The Department may have or be able to obtain a number of Cost of Probation Services orders, for adult probationers who have completed probation, that are enforceable as if they were civil judgments. However, due to the potential for the cost to collect the funds being greater than the amount collected, no attempt has been made to collect these funds. The State Franchise Tax Board recently began exploring the possibility of assisting Probation in collecting these funds.

Recommendation #99: ***The Department needs to work with the State to determine whether the State's assistance in collecting the Cost of Probation Services for adult probationers who have completed probation is a viable option.***

SECTION THREE:

ADMINISTRATIVE ASSESSMENT

SECTION THREE: ADMINISTRATIVE ASSESSMENT

This section covers an assessment of the Department's Administrative Services Bureau (ASB) and other supporting Bureaus.

As noted by Directors' input, aside from changing our Department's negative image, the Probation Department's first priority should be having a balanced budget and living within our means. Without a balanced budget, we can not do much for the Department. There is a need for staffing, training and staff development, and other resources to address the needs of the various critical areas of the Department. Despite the current financial outlook, these needs are under review.

EXECUTIVE OFFICE / EXECUTIVE OPERATIONS

The Executive Office and Executive Operations consist of the Chief Probation Officer and Chief Deputy functions. The following provides an overview of these functions.

The Chief Probation Officer is responsible for overseeing the operation of the Department and for formulating a long-term vision that will enhance administrative services and field operations. Managing the largest Probation Department in the world, the Chief Probation Officer oversees an annual gross budget of approximately $697 million, a total of over 6,100 employees, and the supervision of approximately 62,000 adult and 20,000 juvenile probationers. The Chief Probation Officer, similar to other County Department heads, reports directly to the Chief Executive Officer on the Probation Department's initiatives and operations.

The Chief Probation Officer presides over the Executive Leadership Team (ELT), conducting bi-monthly meetings with executive managers to establish policy and discuss Departmental operations and practices. Direct reports to the Chief Probation Officer are the Chief Deputy, Senior Deputy Director, Executive Assistant, Public Information Officer, Ombudsman, County DOJ Project Manager, Senior Probation Director, Special Investigations, Director of School Services, and the Directors of the Office's of the State/Federal Legislative Liaison and Communications/Community Outreach.

The Chief Deputy Probation Officer directs and oversees the day-to-day operations of the Department. Direct reports to the Chief Deputy are the Deputy Director, Administrative Services, Deputy Director, Juvenile Institutions Services, Deputy Director, Special Services, Deputy Director, Field Services, and Director, Executive Office Support Services. The Chief Deputy plays a lead role in the Department's governance, and management and program operations, and is charged with developing and implementing operational and administrative strategies and programs consistent with the Department's vision and

mission; and promoting initiatives and facilitating internal and external efforts to create interdepartmental, community and interagency partnerships to deliver new or enhanced services to the courts, probationers, victims, and many others. The table below provides the FY 2010-11 Adopted Budget for the Department's Executive Office and Executive Operations.

FY 2010-11 ADOPTED BUDGET: EXECUTIVE OFFICE / EXECUTIVE OPERATIONS					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$8,034,000	--	--	$8,034,000	59.0

There currently appears to be too many functions/managers and staff reporting to the Chief Probation Officer. The functions and managers reporting to the Chief Deputy will also need to be reviewed as some functions appear that they could be better aligned. These areas and other areas should be reviewed as part of the upcoming proposed Departmental reorganization.

Recommendation #100: ***Review the functions reporting to the Chief Probation Officer and the Chief Deputy to determine if there is a potential for consolidation or realignment of functions to best meet the needs of the Department.***

Recommendation #101: ***Reorganize the Department's existing management structure to ensure appropriate span of control and accountability at all levels of the organization.***

ADMINISTRATIVE SERVICES

The Administrative Services Bureau provides management and administrative support to the Department, which includes Budget and Fiscal Services, Contracts and Grants Management, and Human Resources Management. In addition, since April 2009, the Management Services and Quality Assurance Services Bureaus have been functionally reporting to the Deputy Director, Administrative Services. The table below provides the FY 2010-11 Adopted Budget for the Administrative Services Bureau.

FY 2010-11 ADOPTED BUDGET: ADMINISTRATIVE SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$28,172,000	$185,000	$759,000	$27,228,000	238.0

Recently, the Information Systems Bureau and the Training and Learning Development Office are also functionally reporting to the Deputy Director, Administrative Services. The

FY 2010-11 Adopted Budgets related to the Management Services, Quality Assurance Services, and Information Systems Bureaus as well as the Training and Learning Development Office are reflected separately further below.

There are numerous deficient areas within ASB that require immediate attention and correction. Some have suggested that the entire Human Resources operation needs to be closely scrutinized from top to bottom. I agree. This is the "engine" that supports and drives the Department. Many managers have experienced significant frustration and concern due to the lack of support for the needs of line operations. This has resulted in a myriad of issues which must be confronted on a daily basis in conducting the administrative business of our various operations. To improve this critical bureau's performance, there needs to be an immediate evaluation of the Human Resources Management Office to address its deficiencies.

Recommendation #102: Review the performance of the Administrative Services Bureau's personnel and key business processes.

Office of Independent Review Report Concerning Probation's Internal Investigations

In June 2010, the Office of Independent Review (OIR) released its report on Probation's internal investigations operation. The review revealed significant problems in Internal Affairs and Performance Management (formerly Discipline Unit), the two units most directly involved with internal investigations and discipline, respectively. In general, there is a significant number of Internal Affairs and Performance Management investigations that are not completed within the desired time frame.

Internal Affairs Unit

There is an apparent lack of coordination and communication among the Internal Affairs unit and line operations – there needs to be a reorganization of this Unit. All managers need to have the ability to properly manage and supervise the activities of their staff. The management positions in the Internal Affairs Unit may need to be filled by sworn officers or perhaps attorneys. Overall, better tracking systems and timely investigations are needed.

Performance Management Unit

The Department's Performance Management Unit is a function within the Human Resources Management Office and is responsible for discipline and advocacy. Performance Management is also maintaining the Department's "Arrest Desk", which monitors arrests of Probation employees through the Criminal Justice System. As part of restructuring Performance Management, we need to ensure the establishment and implementation of a fair and equitable discipline structure that includes developing an executive level review

panel for serious employee discipline and disciplinary practices that include training in lieu of suspension. In addition, we need to develop or improve the process for tracking discipline/pending discipline incidents referred to Internal Affairs and Affirmative Action and Compliance. We need to consider systematic tracking within and across bureaus, either through developed system (automated) with defined access roles or through and enhanced reporting process. For discipline, we need to consider including the status of the appeal/grievance process as this is critical for inclusion of accurate information in Performance Evaluations and Appraisal for Promotabilities.

Creation of a Professional Standards Division

The Department has prepared a response to the various recommendations included in the Office of Independent Review's June 2010 report, one of which includes the creation of a new Professional Standards Division. This will be key to the planned corrective action. Currently, the Department has Internal Affairs, Child Abuse Special Investigation Unit, the Arrest Desk, the Performance Management Unit, the Staff Training Office, Affirmative Action Compliance Programs Office, and Background Investigations as separate units under various managers. Under the new proposed structure, a Professional Standards Division will be created and will include all of the previously cited units.

This Division will be restructured to more efficiently and effectively perform the required duties of the unit, will ensure a more timely and accountable workflow of case handling through the various units, and will ensure better coordination and communication between the units. Currently, the handling and tracking of Departmental investigations is handled under a combined centralized and decentralized model, i.e. through Internal Affairs /Child Abuse Special Investigations Unit or by bureaus, respectively. With the establishment of the new Division, a unified, centralized model will be established. All matters that are reported for potential investigation to any departmental manager/supervisor will be immediately referred to the Professional Standards Division. Under the new process of immediate notification and referral by all field operations to the Professional Standards Division and with the transfer of the Arrest Desk to the IA/CASIU manager, this division will be informed of all potential investigations, will make the determinations of what matters are to be investigated and who is to handle the investigation, and will be responsible for providing centralized tracking and oversight of all investigations through the imposition of any appropriate discipline.

The new centralized division management oversight will be able to better coordinate and monitor case handling and processing, will provide consistency and accountability for proper investigations, will enable the Department to take timely and immediate corrective action where needed, will enable the Department to identify trends in issues and behaviors observed during case investigations, and will provide the Department with a structure for processes, procedures and timelines to hold both operational and investigative staff and

managers appropriately accountable.

The Office of Independent Review will provide consultation services during the development of the Professional Standards Division structure, development of processes, and procedures that will be implemented within the new division, and after establishment of the new Professional Standards Division will provide on-going oversight.

The Department will work with the CEO to develop an appropriate structure for the new division, develop a recommended staffing plan, and identify the resources needed for the creation of the Division. The Department has had initial discussions with the CEO, and anticipates the completion of a recommended plan for the new division by October 30, 2010.

Recommendation #103: ***Adopt and implement recommendations in the Office of Independent Review Report within six to nine months.***

Recommendation #104: ***Use the Office of Independent Review report as a guide to reorganize the Internal Affairs and Performance Management functions and develop an Education-Based Discipline System.***

Recommendation #105: ***Establish a Professional Standards Unit that includes Internal Affairs, the Child Abuse Special Investigations Unit, Performance Management, Affirmative Action Compliance Programs Office, Background Investigations, and the Staff Training Office.***

Recommendation #106: ***Hire on-site attorney(s) or expand the Office of Independent Review to provide guidelines and advocacy services in the new Professional Standards Unit.***

Recommendation #107: ***Ensure the establishment and implementation of a fair and equitable discipline structure that includes developing an executive level review panel for serious employee discipline and disciplinary practices that include training in lieu of suspension.***

Recommendation #108: ***Develop or improve the process for tracking discipline/pending discipline incidents referred to Internal Affairs, Affirmative Action Compliance Programs Office, or handled at the Bureau level.***

Return-to-Work Unit

One of Human Resources' responsibilities is the Department's Return-to-Work Unit, which, as the Board of Supervisors and other key stakeholders are aware, has experienced significant problems, and lacks leadership and direction. However, the Unit has made significant improvement.

Recommendation #109: ***Continue the process of* reorganizing the Return-to-Work Unit from top to bottom.**

Acting Positions and New-Hires

There is the perception amongst managers and staff that it takes too long to hire and promote qualified staff and that promotional decisions are not always fair and based on merit. In addition, staff have been placed in positions of authority, but are not on a promotional list, nor do they meet the qualifications for the position.

I have also learned that during the mass hiring in 2008, the Department did not adequately screen all new-hires and that some of the Department's disciplinary problems may be attributed to the poor screening of prospective employees. A polygraph test of all Department newly-hired Peace Officers should be included as part of the screening process

Recommendation #110: ***Work with the Chief Executive Office to explore the feasibility of expediting the hiring process.***

Recommendation #111: ***Improve the background investigation process for new-hires and include polygraph testing as part of the screening process for all newly-hired Peace Officers.***

Budget and Fiscal Services

The Department currently has vacancies in Budget and Fiscal Services that are in critical need of being filled with managers that have sufficient experience to properly oversee its Budget and Fiscal operations. The Budget and Fiscal Services Units need to be strengthened to enable the Department to have an opportunity to have a better control of its expenditures and revenues. Probation needs to budget at the Bureau level in lieu of the budget unit level as this is too high of a level to establish budgetary control and accountability.

Budget information currently provided to managers is in a very extensive format and not easily understood by all. Consequently, reports provided to management are not very

user-friendly making it somewhat difficult to effectively manage the Department's resources. In addition, all managers need to be involved and trained in budget development. A process needs to be created and implemented to ensure managers monitor expenditures and revenues on a monthly basis – this will assist Budget and Fiscal Services in the preparation of more accurate estimates for inclusion in the Department's submission of Budget Status Reports to the CEO.

Recommendation #112: ***Work with the CEO to immediately fill the vacancies in the Budget and Fiscal Services with experienced individuals.***

Recommendation #113: ***Ensure budget information provided to managers is in a format that is user-friendly.***

Recommendation #114: ***Provide formal budget training to Probation managers to ensure they are aware of authorized spending levels and are held accountable by participating in budget development; assisting the budget and fiscal staff in developing expenditure and revenue estimates; and monitoring and validating expenditures and revenues.***

Recommendation #115: ***Develop a process to ensure managers monitor Departmental expenditures and revenues on a monthly basis.***

Recommendation #116: ***Provide staff training in budget and fiscal operations and begin the process of moving towards budgeting at the Bureau level in lieu of the budget unit level as this is too high of a level to establish effective budgetary control and accountability.***

Recommendation #117: ***Improve the tracking of expenditures and revenues, including the appropriation of one-time funds and savings.***

Recommendation #118: ***Institute better record-keeping of fiscal and operational data.***

Contracts and Grants Management Services

Grants Management Training – Managers are required to manage grants without knowledge of fiscal and procurement procedures to ensure proper accounting. Managers need to be aware that they need to complete staff certifications for those working on the grant or conducting a reconciliation of expenditures to ensure that Procurement Services bills purchases against the grant. Many managers are not fully aware of such requirements.

Recommendation #119: ***A procedural manual for managing grants should be developed by the Administrative Services Bureau, along with providing managers with the necessary training.***

Management Services

Probation's Management Services Bureau (MSB) was created to provide centralized support services throughout the Department, including procurement services. The table below provides the FY 2010-11 Adopted Budget for the Management Services Bureau.

FY 2010-11 ADOPTED BUDGET: MANAGEMENT SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$31,227,000	739,000	$ 1,260,000	$29,228,000	354.0

As previously indicated, MSB is currently functionally reporting to the Deputy Director, Administrative Services. Executive Management needs to review and assess the need to have MSB as a separate Bureau. In addition to the recommendation cited below regarding centralizing procurement operations, there is a need to identify and implement additional Department efficiencies, one of which is reviewing and assessing the possibility of decentralizing some MSB functions.

Recommendation #120: ***Review and assess the need to have MSB as a separate Bureau, and assess the possibility of decentralizing some MSB functions.***

Auditor-Controller's Draft Report on Review of Probation's Procurement Activities of Juvenile Halls and Camps

The Department had an opportunity to review the Auditor-Controller's draft report (Phase 1) related to their review of the Department's procurement activities of juvenile halls and camps to determine if the Department is in compliance with County procurement policies and procedures. The review disclosed a number of significant deficiencies that have resulted in a lack of accountability and increased operating costs.

Recommendation #121: ***Centralize procurement operations currently provided by MSB to enable better control and oversight of services and goods purchased.***

Recommendation #122: ***Fully implement the Auditor-Controller's procurement review-related (Phase 1) recommendations within 90 days.***

Quality Assurance Services

The Quality Assurance Services Bureau (QASB) is responsible for reviewing all newly proposed and existing programs for fidelity with applicable performance-based standards and evidence-based practices (EBP). The QASB is also responsible for monitoring programs,

services, and functions against established metrics, EBP, and national baselines. It is involved with the on-going vetting of new programs, Departmentwide, and the review and audit of existing programs, services, and functions. The table below provides the FY 2010-11 Adopted Budget for the Quality Assurance Services Bureau.

FY 2010-11 ADOPTED BUDGET: QUALITY ASSURANCE SERVICES BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$6,952,000	--	$256,000	$6,696,000	75.0

As indicated further above, the Quality Assurance Services Bureau is currently functionally reporting to the Administrative Deputy Director. However, there needs to be more exposure as to this Bureau's functions and responsibilities. As noted by Directors' input, we need to develop more efficient methods of accountability and quality assurance. For example, one of the areas that needs to be pursued is to evaluate the feasibility of contracting for food services at the Probation Camps, excluding Challenger, which already contracts for food services. The Department has spent a great deal of funds relative to Evidence-Based Practices. There is a lack of communication from this unit as to whether evidence-based services are really working. Middle managers need to be aware of this information in order to make program adjustments.

Currently, there is a lack of quality assurance staff to monitor the Settlement Agreement with the U.S. Department of Justice related to the camps. There is a need to evaluate the resources within the Quality Assurance Services Bureau to determine if there is a potential for reallocating existing resources to other priorities within the Department, such as to ensure compliance with the Settlement Agreement.

There is also a lack of follow-up by executive managers regarding reports prepared by QASB's Performance Evaluation Office as well as its Internal Audit Unit as it relates to Critical Incident Reports and internal audit reports, respectively.

In addition, programs and grant applications are being developed without being reviewed by the Program Evaluation Office and/or Research Units to ensure proposals align with evidence-based practices and includes the appropriate performance indicators and outcome measures to measure program success.

Recommendation #123: ***Evaluate the feasibility of contracting for food services at the Probation Camps, excluding Challenger which already contracts for food services.***

Recommendation #124: ***Evaluate the resources within the Quality Assurance Services Bureau to determine if there is a potential for reallocating***

existing resources to other priorities within the Department, such as to ensure compliance with the Settlement Agreement with the United States Department of Justice related to camps.

Recommendation #125: ***Implement and monitor a tracking system regarding the recommendations contained in reports prepared by QASB's Performance Evaluation Office and the Internal Audit Unit as it relates to Critical Incident Reports and internal audit reports, respectively. Hold executive managers accountable for following up on implementing recommendations and developing corrective action plans where necessary.***

Recommendation #126: ***Programs and grant applications should be reviewed by QASB's Program Evaluation Office and/or Research Units.***

Information Systems Services

The Information Systems Bureau (ISB) provides centralized leadership in utilizing information technology to support the Department's mission and Strategic Plan. Develop and maintain innovative information systems solutions that support the Department's business objectives. This Bureau supports the Department's information technology infrastructure and application systems and provides information technology support to over 6,100 employees of the Department in support of the adult, juvenile, and administrative business functions. The table below provides the FY 2010-11 Adopted Budget for the Information Systems Bureau.

FY 2010-11 ADOPTED BUDGET: INFORMATION SYSTEMS BUREAU					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$28,272,000	$70,000	--	$28,202,000	86.0

As previously indicated, the Information Systems Bureau is currently functionally reporting to the Administrative Deputy Director. However, ISB, because of its technological function, may be viewed more as a strategic bureau in lieu of an administrative bureau and this should be considered as part of the Department's upcoming reorganization.

The Department's Executive Leadership Team needs to prioritize a number of outstanding issues in each bureau so that clear direction is obtained and available resources are properly allocated. The Bureau has insufficient staff to support over 6,100 Department employees and all the strategic applications. Space is also inadequate. Over 20 information technology staff were working at Central Juvenile Hall for over two years and were recently moved to the Vermont location due to lack of space at Probation's Headquarters. In

addition, the data center has no more physical space. Due to current budget constraints, critical, necessary infrastructure upgrades to the Department's data center have not been made. This datacenter supports many of the applications used by the Department, including, network access. A number of the Department's file servers have been running for five to seven years without replacement. The servers need to be upgraded and are out of capacity. Funds for hardware maintenance in the way of extended warranties need to be considered if funds are not available for hardware refreshes.

PCMS is a major strategic application that provides a global view of juvenile operations. This application was implemented with minimum staff and there is insufficient information technology staff to support this application. The Department has spent millions of dollars and over four years on the project, yet there are insufficient resources to provide ongoing training, user support and maintenance. The Digital Dashboard System and the Probation Electronic Medical Records System are two other critical systems that need to be completed.

In addition, request for data must be validated by each bureau and must funnel through a centralized quality assurance area to keep track of what data is provided to whom and if it is validated.

Recommendation #127: ***The Department's Executive Leadership Team needs to prioritize a number of outstanding issues in each bureau so that clear direction is obtained and available resources are properly allocated.***

Recommendation #128: ***Review the Department's information technology needs and explore any potential funding opportunities.***

Recommendation #129: ***Include key indicators in the Digital Dashboard System by June 2011, or sooner, if possible.***

Recommendation #130: ***Complete the Probation Case Management System by January 1, 2011.***

Recommendation #131: ***Complete the Probation Electronic Medical Records System by December 31, 2011.***

Training and Learning Development

Training and Learning Development Services consists of the Staff Training Office and Manual and Research Development Office. The table below provides the FY 2010-11 Adopted Budget for Training and Learning Development Services.

FY 2010-11 ADOPTED BUDGET: TRAINING & LEARNING DEVELOPMENT SERVICES					
	Gross Appropriation	Intrafund Transfer	Revenue	Net County Cost	Bud Pos
Total	$6,219,000	--	$2,540,000	$3,679,000	56.0

As previously indicated, the Training and Learning Development Division is currently reporting to the Administrative Deputy Director due to the Bureau Chief vacancy. As indicated in Section One of this report, there is a need to improve the coordination of providing required training – managers and supervisors need more relevant training. The Staff Training Office should be reorganized to ensure that staff are appropriately providing training and coordinating training with outside vendors. As previously recommended, each year, the Staff Training Office should complete a training needs assessment involving and receiving input from supervisors and Directors.

CONCLUSION

Based on my opinion, observations, review of various Departmental, and input received by numerous Department employees and stakeholders over the past six months, the Department has tremendous upside potential and the majority of staff are ready and committed to making the necessary changes. I concur with Department employees' input in that the Los Angeles County Probation Department consists of a significant number of qualified and competent employees who take great pride in the performance of the Department's mission and accomplishments and are willing to be part of the solution rather than the problem.