



COUNTY OF MENDOCINO

Executive Office

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July 22, 2009

The Honorable Cindee Mayfield, Presiding Judge
Superior Court of California
County of Mendocino
Mendocino County Courthouse
Ukiah, CA 95482

Re: Response to the 2008/2009 Grand Jury's Final Report:
Another Look at the Health and Human Services Agency

Dear Judge Mayfield:

Enclosed is the Board of Supervisor's official response to the findings and recommendations, as specified within the above mentioned report. If applicable, the report may also include the responses provided from select County departments and their respective Grand Jury Response forms.

The Mendocino County Board of Supervisors approved their response at their Board Meeting of July 21, 2009.

Sincerely,

Hunter Alexander

Enclosures

cc: Grand Jury

Grand Jury Report RESPONSE FORM

Grand Jury Report Title : ***Another Look at the Health and Human Services Agency***

Report Dated : ***May 21, 2009***

Response Form Submitted By:

Mendocino County Board of Supervisors
501 Low Gap Road Rm. 1070
Ukiah, CA 95482

Response MUST be submitted, per Penal Code §933.05, no later than: August 19, 2009

Required Responses (see final section of attached report):

Mendocino County Board of Supervisors (All Findings; All Recommendations)

I have reviewed the report and submit my responses to the FINDINGS portion of the report as follows:

- I (we) agree with the Findings numbered:
1, 3-5, 9, 10, 13-15, 19, 23, 24, 26-28, 30, 33, 37, 38, 40, 44, and 45
- I (we) disagree wholly or partially with the Findings numbered below, and have **attached, as required**, a statement specifying any portion of the Finding that are disputed with an explanation of the reasons therefore.
2, 6-8, 11, 12, 16-18, 20-22, 29, 31, 32, 34-36, 39, and 41-43
- I (we) can neither agree or disagree with the Findings numbered:
1

I have reviewed the report and submit my responses to the RECOMMENDATIONS portion of the report as follows:

- The following Recommendation(s) have have been implemented and **attached, as required**, is a summary describing the implemented actions:
1, 2, and 7
- The following Recommendation(s) have not yet been implemented, but will be implemented in the future, **attached, as required** is a time frame for implementation:
4, 5, and 6

- The following Recommendation(s) require further analysis, and **attached as required**, is an explanation and the scope and parameters of the planned analysis, and a time frame for the matter to be prepared, discussed and approved by the officer and/or director of the agency or department being investigated or reviewed: (This time frame shall not exceed six (6) months from the date of publication of the Grand Jury Report)

3

- The following Recommendations will NOT be implemented because they are not warranted and/or are not deemed reasonable, **attached, as required** is an explanation therefore:

I have completed the above responses, and have attached, as required the following number of pages to this response form:

Number of Pages attached: 22 (Combined Response Report)

I understand that responses to Grand Jury Reports are public records. They will be posted on the Grand Jury website: www.co.mendocino.ca.us/grandjury. The clerk of the responding agency is required to maintain a copy of the response.

I understand that I must submit this signed response form and any attachments as follows:

First Step: E-mail (word documents) to the County's Executive Office:
alexandr@co.mendocino.ca.us

Second Step: Mail all originals to Mendocino County Executive Office for delivery to the Mendocino County Courts and Mendocino County Grand Jury

Printed Name: Jeanine B. Nadel

Title: County Counsel

Signed:  _____

Date: 7-23-07

Grand Jury Report RESPONSE FORM

Grand Jury Report Title : *Another Look at the Health and Human Services Agency*

Report Dated : *May 21, 2009*

Response Form Submitted By:

Tom Mitchell, Chief Executive Officer
County of Mendocino
Mitchell@co.mendocino.ca.us

Response MUST be submitted, per Penal Code §933.05, no later than: August 19, 2009

Required Responses (see final section of attached report):

Mendocino County Executive Officer (All Findings; All Recommendations)

I have reviewed the report and submit my responses to the FINDINGS portion of the report as follows:

- I (we) agree with the Findings numbered:
1, 3-5, 9, 10, 13-15, 19, 23, 24, 26-28, 30, 33, 37, 38, 40, 44, and 45
- I (we) disagree wholly or partially with the Findings numbered below, and have **attached, as required**, a statement specifying any portion of the Finding that are disputed with an explanation of the reasons therefore.
2, 6-8, 11, 12, 16-18, 20-22, 29, 31, 32, 34-36, 39, and 41-43
- I (we) can neither agree or disagree with the Findings numbered:
1

I have reviewed the report and submit my responses to the RECOMMENDATIONS portion of the report as follows:

- The following Recommendation(s) have have been implemented and **attached, as required**, is a summary describing the implemented actions:
1, 2, and 7
- The following Recommendation(s) have not yet been implemented, but will be implemented in the future, **attached, as required** is a time frame for implementation:
4, 5, and 6

The following Recommendation(s) require further analysis, and **attached as required**, is an explanation and the scope and parameters of the planned analysis, and a time frame for the matter to be prepared, discussed and approved by the officer and/or director of the agency or department being investigated or reviewed: (This time frame shall not exceed six (6) months from the date of publication of the Grand Jury Report)

3

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Second Step: Mail all originals to Mendocino County Executive Office for delivery to the Mendocino County Courts and Mendocino County Grand Jury

Printed Name: Mr. Tom Mitchell

Title: Chief Executive Officer

Signed: 

Date: 01/23/2008

THOMAS D. ALLMAN
Sheriff-Coroner



Undersheriff Gary Hudson

Captain Kurt O Smallcomb

Field Services

Captain Tim Pearce

Corrections

County of Mendocino Office Of The Sheriff-Coroner

July 6, 2009

Honorable Cindee Mayfield, Presiding Judge
Superior Court of California
County of Mendocino
County Courthouse
Ukiah, CA 95482

RE: Response to Report of the May 21, 2009 Grand Jury
Another Look at the Health and Human Services Agency

Dear Judge Mayfield:

Attached and enclosed please find my responses to the Grand Jury's report entitled:

Another Look at the Health and Human Services Agency

The Grand Jury requires me to respond to Findings #32, #33 & #40 and Recommendations #2 & #7.

Findings

32. The four positions of Animal Control Officers and the funds to support these positions were transferred to the Sheriff's Office on February 8, 2009. This transfer was made by BOS from recommendations made by the Agency in cooperation of the Sheriff's Office. The transfer was planned without prior discussion with AC&C line management concerning budget line items.

Sheriffs Response:

I agree with the Grand Jury findings with the exception of the transfer of funds for these positions. In comparing fiscal year 2008/2009 with 2009/2010, the amount we were given in 2009/2010 fell short approximately 17% of what is needed to maintain and support four Animal Control Officer positions.

33. One goal in 2008-09 for AC&C was to collaborate with all Tribal Governments in Mendocino County to continue providing field services on tribal land.

Sheriffs Response:

As per Public Law 280, agreements must be made with each tribal government individually. The Mendocino County Sheriff's Office has met with several representatives of tribal government regarding this topic.

40. Unsupervised dogs (unleashed, uncontrolled or abandoned) continue to be a major problem throughout Mendocino County.

Sheriffs Response:

In 2009, the Mendocino County Sheriff's Office took over Mendocino County's Animal Control Services and have endeavored to improve the response to unsupervised dogs.

RECOMMENDATIONS:

2. The Agency Director discuss with line management any policy changes that affect division budgets before decisions are finalized. (Findings 7-8, 32)

Sheriffs Response:

I agree with this recommendation.

7. The Sheriff's Office continues the collaborative efforts for animal control on Tribal land. (Finding 33)

Sheriffs Response:

I agree with this recommendation.

Sincerely,



Thomas D. Allman
Sheriff-Coroner

Grand Jury Report
RESPONSE FORM

Grand Jury Report Title : Another Look at the Health and Human Services Agency

Report Dated : May 21, 2009

Response Form Submitted By:

Carmel Angelo, Director
Mendocino County Health and Human Services Agency

Response MUST be submitted, per Penal Code §933.05, no later than: Aug 19, 2009

Required Responses (see final section of attached report):

Mendocino County Health and Human Services Agency
(All Findings and All Recommendations)

I have reviewed the report and submit my responses to the FINDINGS portion of the report as follows:

- I (we) agree with the Findings numbered:
1,3,4,5,9,10,13,14,15,19,23,24,26,27,28,30,33,37,38,40,44,45
- I (we) disagree wholly or partially with the Findings numbered below, and have **attached, as required**, a statement specifying any portion of the Finding that are disputed with an explanation of the reasons therefore.
2,6,7,8,11,12,16,17,18,20,21,22,29,31,32,34,35,36,39,41,42,43
- I (we) neither agree nor disagree with the findings numbered below:
25

I have reviewed the report and submit my responses to the RECOMMENDATIONS portion of the report as follows:

- The following Recommendation(s) have have been implemented and **attached, as required**, is a summary describing the implemented actions:
1,2,6,7
- The following Recommendation(s) have not yet been implemented, but will be implemented in the future, **attached, as required** is a time frame for implementation:
4,5

- The following Recommendation(s) require further analysis, and **attached as required**, is an explanation and the scope and parameters of the planned analysis, and a time frame for the matter to be prepared, discussed and approved by the officer and/or director of the agency or department being investigated or reviewed: (This time frame shall not exceed six (6) months from the date of publication of the Grand Jury Report)

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- The following Recommendations will NOT be implemented because they are not warranted and/or are not deemed reasonable, **attached as required** is an explanation therefore:

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Second Step: Mail all originals to Mendocino County Executive Office for delivery to the Mendocino County Courts and Mendocino County Grand Jury

Printed Name: Carmel Angelo

Title: Director, Mendocino County Health and Human Services Agency

Signed: 

Date: June 22, 2009

ANOTHER LOOK AT THE HEALTH AND HUMAN SERVICES AGENCY

MAY 21, 2009

Summary

In 2005 the Mendocino County Board of Supervisors (BOS) changed the system of management of health and human services from departments to a single Agency. The intent was to eliminate what was seen as duplications and to maximize the use of available funds.

In 2008-2009 the Grand Jury found that the Health and Human Services Agency continues to develop as a functioning structural agency but is delivering fewer services than it did as separate departments. The current financial crisis makes it difficult to determine whether the reduction of services is due to organizational changes or to severe reduction of funds.

Management of the Field Service Officers, formerly of Animal Care and Control (AC&C), has been transferred to the Sheriff's Office. This will result in a major change of budget, focus and possible change of name of AC&C to Animal Care.

Background

The 2006-2007 Grand Jury examined the restructuring of the former Departments of Health, Social Services, Animal Care and Control, and Mental Health into the Health and Human Services Agency (Agency/HHSA). That Grand Jury reported that the restructuring would be an ongoing process. Many changes had to occur before these independent departments with different structures, cultures and service delivery systems could be truly integrated. The Grand Jury found potential for better integrated use of funds and a concerned but anxious work force.

To understand how the Agency was developing and to answer questions raised concerning the level of services delivered, the 2008-2009 Grand Jury studied three of the former departments: Mental Health, Alcohol and Other Drug Programs (AODP), and Animal Care and Control (AC&C). In addition, the Grand Jury briefly looked at aspects of Social Services and Welfare-to-Work/CalWORKs.

Methods

The Grand Jury interviewed County administrators and line staff, examined budgets, reports and memos, and attended public meetings. Jurors also looked at Web-sites and performed an onsite inspection.

FINDINGS

Administration

1. Restructuring of the Agency required the development of an administrative management unit.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

2. The management unit for the Agency has been put in place through the creation of newly funded positions.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. All positions, except one, for the agency leadership team were existing funded positions - not newly created.

Required Response: Chief Executive Officer of Mendocino County

The Mendocino County Chief Executive's Office disagrees partially with this finding. All positions, except one, for the agency leadership team were existing funded positions - not newly created.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagree partially with this finding. All positions, except one, for the agency leadership team were existing funded positions - not newly created.

3. A permanent Director of the Agency has been appointed.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

4. The Director goes before the BOS through the office of the County Chief Executive Officer (CEO). This is the only avenue of communication between the BOS and the Health and Human Services Agency.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

5. Differences in hiring practices, salary scales and benefits that existed between Social Service employees hired under the State Merit System and County Civil Service employees have been resolved.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

6. The Agency structure allows for the transfer of funds and personnel from one division to another except for Welfare-to-Work/CalWORKs.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding, per the HHSA Director response. The Agency structure allows for collaborative planning and use of fund and for programs to be provided by blending staff and funding streams, where appropriate.

Required Response: Chief Executive Officer of Mendocino County

The Mendocino County Board of Supervisors disagrees wholly with this finding, per the HHSA Director response.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. We do not have the ability to shift funds from Social Services and there are restrictions on the use of realignment, MHSA and other funding streams.

7. The Agency has instituted a linear system of communication through most of the divisions.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, per response of the Director of Health and Human Services Agency.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, per response of the Director of Health and Human Services Agency.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. If linear refers to chain of command, then it is agreed that HHSA uses the chain of command for many communications. In addition, all employees have direct access to the Agency Director, Assistant Director, Staff Resources Manager, their managers, deputy directors, and the members of numerous committees, including the Reflecting Team, the Cultural Competency Committee, the Staff to Supervisor Ratio Committee, and the Professional Standards Committee. Members of those committees take comments and concerns forward to the Agency's Leadership Team.

8. Line management testimony indicated the linear system reduced the ability to directly communicate their concerns and suggestions to the head of the Agency.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding, per the HHSA Director response.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding, per the HHSA Director response.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. Agency employees' ability to communicate concerns and suggestions to the Agency Director is not diminished, due to the formal systems that have been in place for over a year: the ability to call and speak with the Director one day per month, the ability to communicate directly with their supervisor, manager, deputy director, branch director, Staff Resources Manager and Agency Assistant Director whenever necessary, and their ability to communicate with members of committees (including the Reflecting Team, the Cultural Competency Committee, the Staff to Supervisor Ratio Committee, and the Professional Standards Committee) who have Leadership representatives who serve on the committees and relay concerns and suggestions to the Leadership Team.

9. The Director of the Agency has stated that there is an open door policy. An Agency newsletter for the public is available on-line. In addition, the director has an open telephone line one time per month for any HHSA employees to talk to the director.

Weekly e-letters are sent to staff to answer questions asked either by phone or e-mail and inform them of Agency policies and procedure changes.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

10. The Mental Health, Social Service and Public Health Departments have been reorganized into an *Adult and Older Adult System of Care*, a *Children and Family System of Care*, and *Community Health*.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

Mental Health

11. Mental Health is designated by Mendocino County as an *enterprise entity*. As such, it is expected to generate its own income. This continues to create budgeting complications.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding. The Mental Health budget unit is designated as an enterprise **fund** – its revenues and expenditures are separate and function independently from the County General Fund. The budget complications are created in that Mental Health revenues are primarily on a reimbursement basis (meaning money is received only if it is spent in the first place) and the necessary expenditures exceed the revenues on an ongoing basis. This leaves the enterprise fund in debt. Infusions of outside funding, whether from County General Funds, or other HHSA funds, have occurred over the years, but the debt has yet to be reversed. Inadequate State funding is a perennial challenge for mental health services.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding, per response of the Director of Health and Human Services Agency.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. Due to the fact that there has never been a Budgeted County General Fund contribution to the Mental Health Branch, it has not and does not matter whether the Branch is an *enterprise entity* or General Fund Department from a Department budget point of view.

12. The transferring of employees between Mental Health and Social Service began in 2007. Administrators reported the transfers went well, however, line workers reported the transfers created less productive units of service.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding, per response of the Director of Health and Human Services Agency.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding, per response of the Director of Health and Human Services Agency.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. The Family Strengths "Wraparound" staff are providing services to 32-35 families. The transfer supported capacity to match federal funding for half of their work time through Social Services. The other half of their time is spent providing MediCal billable services. The billing productivity for these staff has steadily increased with current averages meeting expectations for units of service.

13. The number of budgeted positions declined in Mental Health.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

14. Cross training of employees has provided flexibility of staffing.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Mendocino County Chief Executive's Office agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

15. In the previous structure there was some duplication of services. Elimination of this duplication is in process.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

16. The mandate for the Mental Health Services Act funds received by Mendocino County is to provide for new and innovative Mental Health Services. These funds have been used in part for peer counseling and social rehabilitation services in Ukiah, Willits and Fort Bragg. The State has made the use of these funds more flexible. Some of these funds are now used for previously existing programs.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. The State has continued to provide more specific parameters for use of MHSA funding. Counties have been encouraged to redesign or create new programs to meet the needs of the seriously and persistently mentally ill. They have also clarified that programming is not limited to clients new to the system and that clients in the system are not excluded from participation in full-Service partnership services. Mendocino's homeless outreach program, HOPE, is an example of a redesign. HOPE combines resources of Social Services and MHSA to provide outreach to the homeless mentally ill.

17. Mendocino County has not been able to provide for all mandated services due to budgetary constraints. The current federal, state and county budget crises have further exacerbated the problem.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. California Welfare & Institutions Code includes language "to the extent resources are available". Reduction in funding and/or long delays in reimbursement for eligible costs, impacts the ability of Mental Health to provide services.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding. California Welfare & Institutions Code includes language "to the extent resources are available". Reduction in funding and/or long delays in reimbursement for eligible costs, impacts the ability of Mental Health to provide services.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. California Welfare & Institutions Code includes language "to the extent resources are available". Reduction in funding and/or long delays in reimbursement for eligible costs, impacts the ability of Mental Health to provide services.

18. Due to lack of County Mental Health facilities for mental health hospitalization, residential care and transitional housing approximately 47% of County Mental Health funds are spent out of County.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. Approximately 19% of all Mental Health Branch expenditures go directly out of County.

19. Mental Health has contracted with Anka Behavioral Health, Inc. (Anka) for 10 beds in a licensed board and care facility in Redwood Valley that includes socialization and recreational activities, skill building activities and peer mentoring activities. The County is paying \$2,900 per month per bed (\$29,000 per month). Part of this money is reimbursed to the County by residents' payments from government benefits. The board and care facility is appropriate and adequate for housing the population served. It includes group space for socialization and recreational programs.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

20. Anka is not providing all the social rehabilitation and group services that are included in the contract with the County, instead they are sending residents to Ukiah to participate in Health and Human Services Act funded programs.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Anka organizes transportation for resident clients who wish to participate in a Ukiah client recovery resource center funded by Mendocino County's Mental Health Services Act allocation.

21. Medi-CAL funding requires the provision of extensive documentation, logging of time and the preparation of reports to justify payment. This impacts the amount of time available for client care.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Staff are trained and directed towards focusing on MediCal eligible activities. Documentation time for these activities is billable to MediCal. Collating the activities into a report such as a bio-psycho-social assessment is not billable but is limited to initial intake.

22. A shortage of general funding and constraints on how available funding may be used have resulted in services being directed primarily to homeless persons and Medi-CAL recipients.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. Services are directed to MediCal recipients and indigent who are at risk of harm to self or others and the related hospitalization and/or long-term placement costs for these clients.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding. Services are directed to MediCal recipients and indigent who are at risk of harm to self or others and the related hospitalization and/or long-term placement costs for these clients.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Services are directed to MediCal recipients and indigent who are at risk of harm to self or others and the related hospitalization and/or long-term placement costs for these clients.

Alcohol and Other Drug Programs

23. The plan for integration of AODP into the *Adult and Older Adult System of Care, Children and Family System of Care* or *Community Health* was distributed on December 11, 2008.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

24. Adult Services include:

- Drug Court
- Pre-Trial release
- Proposition 36 Programs
- Peri-natal Program
- Men's Alternative to Violence
- Childcare/Community Health
- Federal Probation

Children's Services include:

- grants with Ukiah Unified School District
- Probation Alternatives with Counseling Education (PACE)
- Clean & Sober Classrooms

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

25. Staff members have expressed concerns about the continued funding of Youth Services under Community Health Services. The use of alcohol and other drugs is higher in Mendocino County Middle schools than the state-wide average.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors can neither agree nor disagree with the finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County can neither agree nor disagree with the finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services can neither agree nor disagree with the finding. Youth Services has been restructured. Adolescent Treatment Services is now under the Children and Family System of Care, and Prevention Services remains in the Community Health Branch.

26. AODP is largely dependent on receipt of various grant funds. Under the Agency structure the grant writer's contract with AODP is in place until the end of this fiscal year. The Agency plans to increase the scope of the contract to serve all divisions. Staff members have expressed concern that the merger may lessen the ability to acquire grants for adolescent programs.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

27. AODP staff members remain reluctant about being integrated into the Agency and being split into *Systems of Care* as defined by the Agency.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

28. AODP staff reported that they have philosophical differences and work under different legal requirements than those that apply to Mental Health staff.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Mendocino County Chief Executive's Office agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

Animal Care and Control

29. AC&C is mandated to provide the following services:

- enforcement of state laws & county codes by Field Service Officers
- shelter services, including outreach, adoption programs, volunteer service, feral cat-trap/neuter-release programs and licensing programs
- clinic services, including the mobile unit, animal health education to local groups, vaccine clinic and spay & neuter options for the pets of low-income individuals

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Animal control is not mandated to provide feral-cat trap neuter release, volunteer services, clinic services including the mobile unit and spay neuter options for the pets of low-income individuals. The other services listed are mandated.

Also, enforcement of state laws and county codes by Field Service officers in under the purview of the Mendocino County Sheriffs Office effective February 22, 2009.

30. AC&C was the first formerly independent department transferred to the Agency in 2005.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

31. AC&C is currently managed under the Agency's Community Health division.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. Animal Control Officers were transferred on February 22, 2009, to the Sheriff's Office.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding. Animal Control Officers were transferred on February 22, 2009, to the Sheriff's Office.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Animal Control Officers were transferred on February 22 not February 8. Funds to support these positions will be transferred at the end of the year as agreed. This transfer was made based on CEO recommendation in cooperation with the agency and the sheriff's office and was reported to the Board under Health and Human Services Agency Director report.

32. The four positions of Animal Control Officers and the funds to support these positions were transferred to the Sheriff's Office on February 8, 2009. This transfer was made by BOS from recommendations made by the Agency in cooperation of the Sheriff's Office. The transfer was planned without prior discussion with AC&C line management concerning budget line items.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. Animal Control Officers were transferred on February 22, 2009, to the Sheriff's Office. Funds to support these positions will be transferred at the end of the year as agreed. This transfer was made based on CEO recommendation in cooperation with the agency and the Sheriff's Office and was reported to the Board under Health and Human Services Agency Director report.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding. Animal Control Officers were transferred on February 22, 2009, to the Sheriff's Office. Funds to support these positions will be transferred at the end of the year as agreed. This transfer was made based on CEO recommendation in cooperation with the agency and the Sheriff's Office and was reported to the Board under Health and Human Services Agency Director report.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Animal Control Officers were transferred on February 22 not February 8. Funds to support these positions will be transferred at the end of the year as agreed. This

transfer was made based on CEO recommendation in cooperation with the agency and the Sheriff's office and was reported to the Board under Health and Human Services Agency Director report.

Required Response: Mendocino County Sheriff

I agree with the Grand Jury findings with the exception of the transfer of funds for these positions. In comparing fiscal year 2008/2009 with 2009/2010, the amount we were given in 2009/2010 fell short approximately 17% of what is needed to maintain and support four Animal Control Officer positions.

33. One goal in 2008-09 for AC&C was to collaborate with all Tribal Governments in Mendocino County to continue providing field services on tribal land.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

Required Response: Mendocino County Sheriff

As per Public Law 280, agreements must be made with each tribal government individually. The Mendocino County Sheriff's Office has met with several representatives of tribal government regarding this topic.

34. AC&C is an *enterprise entity* and raises more than one-half of budgeted costs from fees adopted by the BOS. New fees were approved by the BOS on April 20, 2009. AC&C also receive grants, donations and funds from other inconsistent sources.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding. Animal Care and Control budget unit no. 2860 is not an enterprise fund. The *Mobile Spay & Neuter* van budget unit no. 2861 is a separate fund, but it is not an enterprise fund either. Animal Control does not receive any grants at this time. It is funded through County General Fund, fees and fines, donations, contract payments from other entities, and, in the past, SB 90 reimbursements

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding. Animal Care and Control budget unit no. 2860 is not an enterprise fund. The *Mobile Spay & Neuter* van budget unit no. 2861 is a separate fund, but it is not an enterprise fund either. Animal Control does not receive any grants at this time. It is funded through County General Fund, fees and fines, donations, contract payments from other entities, and, in the past, SB 90 reimbursements

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. Animal Care and Control Budget unit 2860 is not an enterprise entity. Mobile Spay neuter van budget unit 2861 is an enterprise entity. Animal Control does not have any grants. They are funded thru county general fund, fees and fines, donations, contract payments and sporadic SB90 reimbursements.

35. The primary facility is in Ukiah and there is a satellite shelter in Fort Bragg. An estimated 17% of the county's domestic animal population is served by the coast shelter; the rest of the animals are served through the Ukiah facility.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, less than 10% of the county's domestic animal population is served by the coast shelter.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, less than 10% of the county's domestic animal population is served by the coast shelter.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding, less than 10% of the county's domestic animal population is served by the coast shelter.

36. Both shelters are clean, sanitary and well maintained. The final section of the access road to the Fort Bragg shelter is rutted and unpaved. The Fort Bragg shelter provides limited medical care for animals.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding. The Fort Bragg shelter provides medical care and treatment for animals as necessary.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding. The Fort Bragg shelter provides medical care and treatment for animals as necessary.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. The Fort Bragg shelter provides medical care and treatment for animals as necessary.

37. The AC&C provides spay and neuter services in Ukiah and through a mobile unit at approximately one-half the cost of private veterinarians. AC&C fees as mandated by state law must not exceed costs of the actual service provided. Animals are also being transferred to private and public animal rescue and care agencies in the counties of Mendocino, Lake, Marin and San Francisco.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

38. The AC&C has developed a special training and socializing program for 'bull breed' dogs to be successfully placed in homes.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

39. Grief counseling is arranged for staff who euthanize animals at the Ukiah Shelter and for pet owners whose animals are "put down."

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. Pet owners are informally counseled by staff and referred to outside sources.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding. Pet owners are informally counseled by staff and referred to outside sources.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Pet owners are informally counseled by staff and referred to outside sources.

40. Unsupervised dogs (unleashed, uncontrolled or abandoned) continue to be a major problem throughout Mendocino County.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

Required Response: Mendocino County Sheriff

In 2009, the Mendocino County Sheriff's Office took over Mendocino County's Animal Control Services and have endeavored to improve the response to unsupervised dogs.

Welfare-to-Work/CalWORKs

41. Welfare-to-Work/CalWORKs, a federally funded program, provides cash assistance to families with dependent children and serves all 58 counties. It is operated locally by the Agency.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding. Welfare-to-Work/CalWORKs is funded with Federal and State dollars, with a County Maintenance of Effort (MOE) required.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding. Welfare-to-Work/CalWORKs is funded with Federal and State dollars, with a County Maintenance of Effort (MOE) required.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Welfare-to-Work/CalWORKs is funded with Federal and State dollars, with a County Maintenance of Effort (MOE) required.

42. In Mendocino County this program is not fully integrated into the Agency but is staffed by county employees.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees wholly with this finding. This program is under the Community Health Services Branch and is integrated into the agency.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees wholly with this finding. This program is under the Community Health Services Branch and is integrated into the agency.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees wholly with this finding. This program is under the Community Health Services Branch and is integrated into the agency.

43. This program entitles families to multiple services and is federally limited to a total of five years (60 months). All services are targeted to improve the parents' ability to leave the welfare system. If parents are unwilling or continue to be unable to work after the five-year period, they will be sanctioned by losing funding, except to support their children.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County disagrees partially with this finding, per response of the Director of Health and Human Services Agency below.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency disagrees partially with this finding. Although there is a 60-month time limit on receiving benefits under both TANF and CalWORKs, in the CalWORKs program, some adults are exempt from this time-limit if the reason they are unable to participate in work-related activities is due to a disabling condition. All other statements in this finding are correct.

44. The program includes an advocate that assists disabled parents unable to work to apply for and receive Supplemental Social Security Insurance (SSI).

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Chief Executive Officer of Mendocino County agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

45. Resource centers that provide multiple services are located in Ukiah, Fort Bragg, Willits and Covelo.

Required Response: Mendocino County Board of Supervisors

The Mendocino County Board of Supervisors agrees with this finding.

Required Response: Chief Executive Officer of Mendocino County

The Mendocino County Chief Executive's Office agrees with this finding.

Required Response: Director of Health and Human Services Agency

The Director of Health and Human Services Agency agrees with this finding.

Recommendations

The Grand Jury recommends that:

1. the Administrative Director maintain and further strengthen communication with line managers and other employees. (Findings 4, 7-9)

Required Response: Mendocino County Board of Supervisors

This recommendation has been implemented, per the HHSA Director's response.

Required Response: Chief Executive Officer of Mendocino County

This recommendation has been implemented, per the HHSA Director's response.

Required Response: Director of Health and Human Services Agency

This recommendation has been implemented, the director has strengthened communications with managers and employees through various avenues. These include "cake and conversation" meetings with all staff, weekly newsletter, regular meetings with staff and director call in.

2. The Agency Director discuss with line management any policy changes that affect division budgets before decisions are finalized. (Findings 7-8, 32)

Required Response: Mendocino County Board of Supervisors

This recommendation has been implemented, per the HHSA Director's response.

Required Response: Chief Executive Officer of Mendocino County

This recommendation has been implemented, per the HHSA Director's response.

Required Response: Director of Health and Human Services Agency

This recommendation has been implemented, the 09/10 budget process included input from management at all levels. Policy decisions are discussed at Leadership Budget meetings, HHSALT, SMT and Supes Briefings.

Response: Mendocino County Sheriff

I agree with this recommendation.

3. the Board of Supervisors eliminate the *enterprise* designation for Mental Health. (Finding 11)

Required Response: Mendocino County Board of Supervisors

This recommendation requires further analysis by the County Auditor, Executive Office, and HHSA fiscal staff in order to determine the best fiscal arrangements for Mental Health Services budget units.

Required Response: Chief Executive Officer of Mendocino County

This recommendation requires further analysis by the County Auditor, Executive Office, and HHSA fiscal staff in order to determine the best fiscal arrangements for Mental Health Services budget units.

Required Response: Director of Health and Human Services Agency

The recommendation requires further analysis. This needs to be further discussed with HHSA fiscal staff and the County Auditor's Office in order to determine the best designation for Mental Health. A meeting will be requested with the Auditor within the next sixty (60) days.

4. the Agency should continue to pursue grant support for alcohol and other drug programs for adolescents and children. (Findings 25-26)

Required Response: Mendocino County Board of Supervisors

This recommendation has not yet been implemented, but will be implemented by Health and Human Services Agency (HHSA) in the future as appropriate grants become available.

Required Response: Chief Executive Officer of Mendocino County

This recommendation has not yet been implemented, but will be implemented by Health and Human Services Agency (HHSA) in the future as appropriate grants become available.

Required Response: Director of Health and Human Services Agency

This recommendation has not yet been implemented, but will be implemented in the future as appropriate grants become available.

5. the Agency accelerate the development of county residential care facilities as well as transitional housing in order to reduce out of County placements. (Findings 18-20)

Required Response: Mendocino County Board of Supervisors

This recommendation has not yet been implemented, but will be implemented in the future, per the Health and Human Services Agency Director.

Required Response: Chief Executive Officer of Mendocino County

This recommendation has not yet been implemented, but will be implemented in the future, per the Health and Human Services Agency Director.

Required Response: Director of Health and Human Services Agency

The recommendation has not been implemented, but will be in the future. This was presented to the Board on May 12, 2009 as part of a deficit mitigation strategy for mental health services. This should be implemented in time to accumulate savings for fiscal year 09/10.

6. the Agency Director review and revise the contract with Anka to reflect the services actually provided and the true costs and quality of these services. (Findings 19-20)

Required Response: Mendocino County Board of Supervisors

This recommendation has not yet been implemented, but will be implemented in the future, per the Health and Human Services Agency Director.

Required Response: Chief Executive Officer of Mendocino County

This recommendation has not yet been implemented, but will be implemented in the future, per the Health and Human Services Agency Director.

Required Response: Director of Health and Human Services Agency

This recommendation has not yet been implemented, but will be implemented in the future. We will update the contract to accurately reflect the service expectations in our fiscal year 09/10 with Anka.

7. the Sheriff's Office continue the collaborative efforts for animal control on Tribal land. (Finding 33)

Required Response: Mendocino County Board of Supervisors

This recommendation has been implemented. All existing Memorandum of Understandings (MOUs) regarding Tribal Land are being honored by the Sheriffs Department. Further implementation would need to be addressed with the Sheriff's Office.

Required Response: Chief Executive Officer of Mendocino County

This recommendation has been implemented. All existing Memorandum of Understandings (MOUs) regarding Tribal Land are being honored by the Sheriffs Department. Further implementation would need to be addressed with the Sheriff's Office.

Required Response: Director of Health and Human Services Agency

This recommendation has been implemented. All existing MOUs regarding Tribal Land are being honored by the Sheriffs Department. Further implementation would need to be addressed with the Sheriffs office.

Required Response: Mendocino County Sheriff

I agree with this recommendation.

Discussion

Swift changes within the Agency continue to affect Social Services, Mental Health, AODP and AC&C. The Grand Jury has serious concerns that funding deficits will limit the provision of adult mental health services to only Medi-Cal recipients and homeless persons. We have further concerns that the State plans for the use of Mental Health Services Act funds will effectively end current peer counseling programs.

AODP has expressed concern that the merger will reduce services to children and adolescents with alcohol and drug issues. The Grand Jury applauds the policy of cross

training between Mental Health workers and alcohol and drug counselors but continues to have concerns about the philosophical and legal differences between the two disciplines.

The transfer of AC&C Field Service Officers to the Sheriff's Office will provide for four budgeted officers. This is less than the minimum needed for a county of more than 3,800 square miles. In the past, Mendocino County has had eight Field Service Officers. Current budget restraints do not allow for this coverage. Management of Field Service Officers by the Sheriff's Office will change the focus and possibly the name of the division.

In this report, the Grand Jury has referred to *enterprise entities* which, by definition, are partially or fully self supporting through generation of income. The classification of Mental Health as an *enterprise entity* is *not* appropriate.

The development of the Anka residential facility is a beginning for providing local residential care. However, Jurors believe the contract and the services actually being provided by Anka do not justify the costs. Efforts need to be made by the county to develop more residential care facilities either through the county or private contracts. More transitional housing needs to be provided for clients moving out of conservatorship into supervised living.

Required Responses

Mendocino County Board of Supervisors (All Findings; All Recommendations)

Chief Executive Officer of Mendocino County (All Findings; All Recommendations)

Director of Health and Human Services Agency (All Findings; All Recommendations)

Mendocino County Sheriff (Findings 32-33, 40; Recommendations 2, 7)