

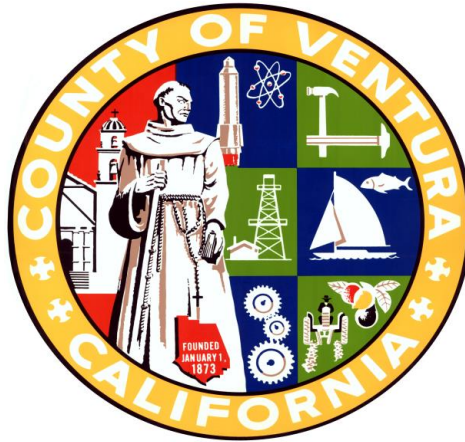
2015-2016 VENTURA COUNTY GRAND JURY



RONALD WILSON REAGAN
FEBRUARY 6, 1911 – JUNE 5, 2004
NANCY DAVIS REAGAN
JULY 6, 1921 – MARCH 6, 2016

CONSOLIDATED FINAL REPORT

2015-2016 Ventura County Grand Jury



Consolidated Final Report

The Ventura County Grand Jury is an independent investigative body with two major functions:

1. Civil Government Oversight - examination of all aspects of local government, including county, cities, special districts, and joint powers agreements to ensure that the best interests of county residents are being served.
2. Citizen Complaints - investigation of the validity of complaints brought by citizens alleging government misconduct, mistreatment, or inefficiencies.

California Penal Code section 933 directs the Grand Jury to prepare and issue a final report. California Penal Code section 916 requires that all problems identified in the final report be accompanied by suggested means for resolution, including financial, where applicable.

On the Cover

Ronald Reagan Library

Photograph courtesy of Grand Juror Alan Dorfman



Grand Jury
800 South Victoria Avenue
Ventura, CA 93009
(805) 477-1600
Fax: (805) 658-4523

grandjury.countyofventura.org

July 1, 2016

The Honorable Donald D. Coleman
Presiding Judge
Superior Court, State of California
County of Ventura

The Honorable Patricia Murphy
Assistant Presiding Judge
Superior Court, State of California
County of Ventura

Dear Judge Coleman and Judge Murphy:

On behalf of the 2015-2016 Ventura County Grand Jury and in compliance with California Code Section 933(a), it is my pleasure to present the Consolidated Final Report to the Superior Court as well as the residents of the County of Ventura. This Consolidated Final Report contains the results of eight investigations that reflect a variety of important issues raised by both the public and the members of the Grand Jury. The intent of the individual final reports contained herein is to inform, shape, and improve local government practices. Each presents the facts, findings, and recommendations deemed relevant to the issue.

The members of the 2015-2016 Grand Jury brought a wide variety of backgrounds, experiences, and talents to their service on the Jury. All 19 members applied a focused work ethic to the civil function of government oversight – that is, giving consideration to whether local government agents and officers are properly carrying out their powers and duties – as evidenced by the hundreds of hours devoted to extensive research, analysis, and writing of reports. Each juror took an oath to "...diligently inquire into, and true presentment make..." of matters brought before the Grand Jury, as well as to carry out his/her duties with impartiality and confidentiality. I have faith that each has kept, and will continue to keep, this oath.

We appreciate the cooperation of the officials and employees of the County, the Cities, and the Special Districts who made themselves available to us and were thorough and candid in their responses to our requests for information. We offer a special thank you to Your Honors as well as to County Counsel Leroy Smith for your support, advice, and good humor. We also thank the staff in Jury Services, IT, GSA and other County departments for their assistance throughout the year.

As members of the Grand Jury, we have all gained a wealth of knowledge about the operations of local government and we hope that, through our service, we have made a worthwhile contribution to our communities. We are all honored to have had the privilege of serving. I personally thank the Court for the additional privilege of serving as Foreperson and trust that I have carried out my responsibilities with diligence and distinction.

Respectfully submitted,

A handwritten signature in blue ink that reads "Janice Feingold".

Janice Feingold, Foreperson
2015-2016 Ventura County Grand Jury


Paulette Amar-Buck


Charles Kasper


Renee Artman


Charles Maslin


Cecilia Coe


Ellen Maul


Isabel deMula


Daniel McHargue


Arthur Donovan


Braden McKinley


Alan Dorfman


Pamela Riss


Luis Espinosa


Michael Sander


Janice Feingold


JoAnne Story


David Gale


Sheila Taylor


William Wellman



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July 1, 2016

To the Residents of Ventura County:

The primary function of the "Civil" Grand Jury is to act as the public's watchdog by investigating and reporting on the affairs of local government. Its role is to assess the performance of local governmental agencies and officials and to publish reports which detail the facts, findings, and recommendations arising from an investigation. Local government includes the County of Ventura, its ten incorporated cities, and all special districts within the County.

Investigations may be based on complaints received from the public. They may also be based on internal discussion of information learned during agency briefings and protocol visits, monitoring meetings of the Board of Supervisors and other governing bodies, reading newspapers, and observing local events. The individual reports included in this Consolidated Final Report reflect the results of four investigations initiated due to public complaints, three initiated from internal discussions, and one that fulfills a legal mandate to annually inspect all detention facilities in the County.

During the current year the Grand Jury received 34 agency briefings by local government officials and made 24 site visits in evaluating local government processes. You will not find a better opportunity to learn about local government operations while simultaneously giving back to your community. Service on the Grand Jury allows you to help inform, shape, and improve your community by suggesting ways to make local governments operate more effectively, efficiently, and transparently.

Each year the Superior Court of Ventura County invites residents to apply to serve on the "Civil" Grand Jury. The California Penal Code requires that applicants: be a citizen of the United States; be 18 years of age or older; be a resident of Ventura County for one year immediately before being selected; be of ordinary intelligence, sound judgement, and fair character; and have sufficient knowledge of the English language to reasonably conduct jury business. Basic computer skills are also an important element of conducting jury business.

Members of the 2015-2016 Ventura County Grand Jury urge you to become actively involved in your community by applying for future service. Applications are accepted from January 1 through April 15 of each year. For more information about the functions of the Grand Jury, how to become a grand juror, and to view past annual reports, please visit the Grand Jury website at <http://grandjury.countyofventura.org>.

Sincerely,

A handwritten signature in blue ink that reads "Janice Feingold".

Janice Feingold, Foreperson
2015-2016 Ventura County Grand Jury

Legal Requirements for Responses

California Penal Code Section 933.05

- (a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:
 - (1) The respondent agrees with the finding.
 - (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.
- (b) For the purposes of subdivision (b) of Section 933, as to each grand jury recommendation, the responding person or entity shall report one of the following actions:
 - (1) The recommendation has been implemented, with a summary regarding the implemented action.
 - (2) The recommendation has not yet been implemented but will be implemented in the future, with a timeframe for implementation.
 - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.
 - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.
- (c) However, if a finding or recommendation of a grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the board of supervisors shall respond if requested by the grand jury, but the response of the board of supervisors shall address only those budgetary or personnel matters over which it has some decision making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.
- (d) A grand jury may request a subject person or entity to come before the grand jury for the purpose of reading and discussing the findings of the grand jury report that relates to that person or entity in order to verify the accuracy of the findings prior to their release.
- (e) During an investigation, the grand jury shall meet with the subject of that investigation regarding the investigation, unless the court, either on its own determination or upon the request of the foreperson of the grand jury, determines that such a meeting would be detrimental.
- (f) A grand jury shall provide to the affected agency a copy of the portion of the grand jury report relating to that person or entity two working days prior to its public release and after approval of the presiding judge. No officer, agency, department, or governing body of a public agency shall disclose any contents of the report prior to the public release of the final report.



Donald D. Coleman
Presiding Judge of the Superior Court
January 1, 2015 – Present

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2015-2016 VENTURA COUNTY GRAND JURY

Standing in the Back (L-R) Charles Maslin, David Gale, JoAnne Story, Paulette Amar-Buck, Pamela Riss, Renee Artman, Ellen Maul, Arthur Donovan, Luis Espinosa, William Wellman, Daniel McHargue, Michael Sander

Seated in the Front (L-R) Charles Kasper, Isabel de Mula, Cecilia Coe, Janice Feingold, Sheila Taylor, Alan Dorfman, Braden McKinley

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Ventura County 2015-2016 Grand Jury

Paulette Amar-Buck	Ventura	District 1
Renee Artman	Thousand Oaks	District 2
Cecilia Coe Foreperson Pro Tempore	Simi Valley	District 4
Isabel deMula Treasurer	Port Hueneme	District 3
Arthur Donovan Parliamentarian	Oxnard	District 5
Alan Dorfman Correspondence Secretary	Moorpark	District 4
Luis Espinosa	Camarillo	District 3
Janice Feingold Foreperson	Oxnard	District 5
David Gale	Camarillo	District 3
Charles Kasper Sergeant-at-Arms	Ventura	District 1
Charles Maslin Technology Specialist Grand Jury Response Review Coordinator	Newbury Park	District 3
Ellen Maul	Ventura	District 1
Daniel McHargue Archivist/Librarian	Thousand Oaks	District 2
Braden McKinley Protocol Officer	Ventura	District 1
Pamela Riss	Simi Valley	District 4
Michael Sander	Thousand Oaks	District 2
JoAnne Story	Ventura	District 1
Sheila Taylor Recording Secretary	Oxnard	District 5
William Wellman	Oxnard	District 5

Supervisory Districts in Ventura County



List of Reports

1. Ventura County Crude Oil Pipelines
(Released April 12, 2016)
2. Phoenix School Safety
(Released April 28, 2016)
3. City of San Buenaventura Freedom of Information
(Released May 3, 2016)
4. Riverbed Hazardous Invasive Vegetation
(Released May 3, 2016)
5. Annual Detention Facilities and Law Enforcement Issues
(Released May 24, 2016)
6. Camarillo Congregate Meal Program
(Released May 26, 2016)
7. Public Access to Conflict of Interest Codes
(Released May 26, 2016)
8. Exempt Employees and Administrative Leave
(Released May 31, 2016)

These reports, and previous years' reports and responses, may be accessed on the Ventura County Grand Jury website: <http://www.ventura.org/grand-jury>.

GRAND JURY FUNCTIONS

The “civil” Grand Jury is an investigative body created to serve as a voice of the people and a conscience of the community. Its mission is to determine if the best interests of the residents of Ventura County are being served. The Grand Jury reviews and evaluates policies, procedures, and practices of government to determine their efficiency and effectiveness. Jurors are not appointed by politicians but are volunteers who act as independent eyes and ears of the residents of Ventura County.

The Grand Jury oversees and investigates matters of civil concern within the boundaries of Ventura County, including the county itself, cities, tax-supported agencies and districts, and agencies or districts created by state law. The oversight function is accomplished through on-site or protocol visits, briefings, investigations, and research. The investigation function is accomplished through the operation of investigative committees (see below). Subjects for an investigation originate either from a public complaint or from a suggestion originating within the Grand Jury.

Based on the results of an investigation, the Grand Jury may prepare a formal report of facts, findings, and recommendations. Twelve of the 19 Grand Jurors must approve a report before it is released to the responsible agency and to the public. Sometimes the reports provide a basis for inquiry by other agencies. In all cases, the Grand Jury reports inform the public.

GRAND JURY STRUCTURE

Following established guidelines, each Grand Jury determines its organizational structure for the year. The 2015-2016 Grand Jury consisted of five investigative committees, six internal support committees, and ten officer positions.

Investigative Committees

- Audit, Finance, and County Administration
- Cities and Joint Powers
- County Services and Special Districts
- Health, Education, and Welfare
- Law, Justice, and Public Safety

Support Committees

- Community Relations
- Complaint Review
- Editorial Review
- Executive
- Grand Jury Review
- Social

Officers

- Archivist/Librarian
- Correspondence Secretary
- Foreperson
- Foreperson Pro Tempore
- Parliamentarian
- Protocol Officer
- Recording Secretary
- Response Review Coordinator
- Sergeant-at-Arms
- Technology Specialist
- Treasurer

To ensure effective and efficient operations, Grand Jurors participated in at least two of each type of committee. Duties of the committees and officers are described below.

Investigative Committees

Each year, the Grand Jury independently decides which governmental entities and issues to investigate. Once the Jury approves the opening of an investigation, it is assigned to one of the following investigative committees which oversees its progress and collaborates with lead investigators on producing the report.

Audit, Finance, and County Administration

This committee investigates matters pertaining to sound administrative and financial policies, procedures, and practices as they apply to the County, cities, and other governmental entities. It may examine the accounts and records of these entities, and may employ independent audit firms if necessary.

Cities and Joint Powers

This committee investigates the government offices and services of all cities located in Ventura County and the local entities operating under joint powers agreements.

County Services and Special Districts

This committee investigates Ventura County government offices and services, as well as special districts that operate within the County.

Health, Education & Welfare

This committee investigates all aspects of health care, education, and social services in Ventura County. Agencies investigated may include the Ventura County Health Care Agency, the Office of the Public Administrator/Public Guardian, Library Services Agency, Human Services Agency, Ventura County Animal Services, Ventura County Community College District, the County Superintendent of Schools, and all public school districts.

Law, Justice, and Public Safety

This committee investigates and monitors the operational procedures of all County, municipal, and special district agencies involved in administering criminal justice, law enforcement, and public safety. As mandated by California Penal Code sections 919(a) and 919(b), it also investigates the condition and management of all adult and juvenile detention facilities in Ventura County.

Support Committees

Support committees expedite the work of the Grand Jury. They are administrative in nature.

Community Relations

This committee arranges for presentations to the public about the history, purpose, and operation of the Grand Jury. It prepares and distributes informative printed materials as well as Grand Jury membership application forms and complaint forms. The committee compiles and sends press releases to local media regarding Grand Jury events and published reports, and may provide assistance to the Editorial Review Committee and the Technology Specialist in updating the Grand Jury website. The committee may also coordinate participation of jurors in special community events.

Complaint Review

This committee reviews complaints received from the public to ensure that they provide required and sufficient information to define an investigative inquiry and that the complaint falls within the jurisdiction of the Grand Jury. If a complaint appears to warrant an investigation, this committee refers it to the appropriate investigative committee.

Editorial Review

This committee establishes guidelines for the basic structure and style of final reports and, on request, assigns a member as an editorial liaison for each open investigation. After approval of a report by the investigative committee, the Editorial Review Committee and the investigators jointly review the report to ensure clarity and conformance with the guidelines. This committee also drafts revisions to the Grand Jury Handbook and Handbook Supplement. It prepares the Consolidated Final Report with the assistance of the Technology Specialist.

Executive

This committee includes all committee chairpersons, the Foreperson, the Foreperson Pro Tempore, and the Treasurer. It assists the Foreperson in planning and prioritizing administrative matters to be brought before the entire Grand Jury and assesses the direction and ongoing productivity of the Grand Jury and its committees. It may also serve as a forum for committee chairpersons to address issues and problems.

Social

This committee is responsible for planning Grand Jury social functions and providing refreshments for those events. It shares responsibility with the Community Relations Committee for a spring open house for Grand Jury recruitment. The Social Committee Chair is responsible for collection, approval, and monthly submittal to the Treasurer of associated expense receipts.

Officers

All officers are elected by the members of the Grand Jury with the exception of the Foreperson, who is appointed by the Presiding Judge.

Archivist/Librarian

The Archivist/Librarian maintains an archive of current and past Grand Jury final reports, responses, and updates, and assigns library space for materials accumulated by the various committees. The Archivist/Librarian also maintains and updates reference materials when received and organizes and maintains records and documents for the past five years.

Correspondence Secretary

The Correspondence Secretary opens all incoming mail, stamps each piece with the current date, records it in the incoming correspondence log, and distributes it appropriately. The Correspondence Secretary also maintains an outgoing correspondence file.

Foreperson

The Foreperson ensures that the Grand Jury and each of its committees operates effectively and efficiently in carrying out its responsibilities. The Foreperson serves as the official spokesperson for the Grand Jury. The Foreperson signs all written communications from the Grand Jury and approves all reports before submittal to County Counsel and the Presiding Judge. Additionally, the Foreperson: consults with the Presiding Judge, County Counsel, and District Attorney on legal issues raised by the Grand Jury and reports back to the Grand Jury; prepares the agenda and presides at meetings of the full Grand Jury; oversees election of Grand Jury officers and committee chairs; makes changes in committee assignments when necessary; serves as an ex-officio, voting member of all committees; monitors the progress of investigations; and ensures that jurors receive needed training.

Foreperson Pro Tempore (Pro Tem)

The Pro Tem assumes the Foreperson's responsibilities in the absence of, or at the request of, the Foreperson. The Pro Tem accepts assignments from and assists and advises the Foreperson as needed and serves as the Chairperson of the Executive Committee.

Parliamentarian

The Parliamentarian advises the Foreperson and committee chairpersons on matters of procedure to ensure that *Robert's Rules of Order* are followed during discussions and voting.

Protocol Officer

The Protocol Officer coordinates site visits to various facilities and agencies as well as arranges for agency briefings held in the Grand Jury chambers. The Protocol Officer also coordinates activities with law enforcement, fire departments, and other agencies for such activities as "ride-alongs."

Recording Secretary

The Recording Secretary takes minutes of Grand Jury general meetings, distributes copies of the minutes to all jurors, and maintains a file of all original signed minutes.

Response Review Coordinator

The Response Review Coordinator works with Ventura County Superior Court Jury Services to maintain an accurate log of the Grand Jury's reports and the responses to those reports. Reminder letters are sent to entities that have not provided required responses. When responses have been received and processed, the Coordinator provides a set of copies to the Technology Specialist for posting on the Grand Jury's website.

Sergeant-at-Arms

The Sergeant-at-Arms ensures that the Grand Jury chambers are secure at all times and that no unauthorized person is present. The Sergeant-at-Arms coordinates with County organizations on issues related to the Grand Jury chambers, makes recommendations concerning security matters, and serves as the Grand Jury Emergency Evacuation Coordinator.

Technology Specialist

The Technology Specialist identifies hardware and software needs and coordinates all service requests with the County's Information Technology Department (IT). The Technology Specialist also arranges computer access for incoming jurors and termination of accounts for outgoing jurors; works with jurors to address computer questions or issues; works with the Editorial Review Committee to consolidate reports and other information into the Consolidated Final Report and arranges for its printing; and coordinates with IT to post the final reports and responses on the Grand Jury website.

Treasurer

The Treasurer administers the Grand Jury budget; reports to the Grand Jury on matters relating to the budget; collects, reviews and submits monthly expense claim forms after approval by the Foreperson; processes all Grand Jury bills; and

handles other fiscal matters as needed. The Treasurer assumes the Foreperson's responsibilities in the absence of both the Foreperson and the Foreperson Pro Tem.

Protocol Visits and Agency Briefings

The purpose of protocol visits and agency briefings is to inform the Grand Jury about governmental functions of the County, cities, and special districts within the County so the jurors can meaningfully perform their statutory oversight functions. These visits and briefings acquaint the Jury with officials and managers of agencies they may examine and enable the jurors to better evaluate these agencies.

California Penal Code section 919(b) requires the Grand Jury to visit jails within the County to inspect their conditions and management. Accordingly, the 2015-2016 Grand Jury visited all jails in the County.

The 2015-2016 Grand Jury members visited 25 facilities, agencies, and departments within Ventura County and received 35 protocol visits/agency briefings. In addition, Grand Jury members participated in numerous "ride-alongs" with Sheriff's and Fire Departments and inspectors from the Resource Management Agency.

Protocol Visits

Calleguas Municipal Water District
Casa Pacifica
Detention Facility – Camarillo Police Department
Detention Facility – East County
Detention Facility – Fillmore Police Department
Detention Facility – Moorpark Police Department
Detention Facility – Ojai Police Department
Detention Facility – Oxnard Police Department
Detention Facility – Port Hueneme Police Department
Detention Facility – Santa Paula Police Department
Detention Facility – Simi Valley Police Department
Detention Facility – Thousand Oaks Police Department
Detention Facility – Ventura Police Department
National Oceanic and Atmospheric Administration
Todd Road Jail
Ventura County Animal Services
Ventura County Department of Airports

Ventura County Elections Division of the Clerk-Recorder Office
Ventura County Harbor Department
Ventura County Juvenile Justice Detention Facility
Ventura County Main Jail
Ventura County Sheriff's Aviation Unit
Ventura County Sheriff's Crime Laboratory
Ventura County Sheriff's Training Facility
Ventura Youth Correctional Facility

Agency & Community Briefings

Alcoholics Anonymous Hospitals and Institutions Director
Board of Supervisors, Ventura County, District 1, Steve Bennett
Board of Supervisors, Ventura County, District 2, Linda Parks
Board of Supervisors, Ventura County, District 3, Kathy Long
Board of Supervisors, Ventura County, District 4, Peter Foy
Board of Supervisors, Ventura County, District 5, John Zaragoza
City Manager, City of Camarillo
City Manager, City of Fillmore
City Manager, City of Moorpark
City Manager, City of Ojai
City Manager, City of Oxnard
City Manager, City of Port Hueneme
City Manager, City of Santa Paula
City Manager, City of Simi Valley
City Manager, City of Thousand Oaks
City Manager, City of Ventura
City of Ventura Housing Authority
Ventura County Area Agency on Aging
Ventura County Auditor-Controller
Ventura County Chief Executive Officer
Ventura County Chief Information Officer
Ventura County Clerk and Recorder/Registrar of Voters
Ventura County Community College District
Ventura County Counsel
Ventura County District Attorney
Ventura County Health Care Agency, Behavioral Health Department
Ventura County Local Agency Formation Commission (LAFCO)
Ventura County Office of Education
Ventura County Probation Department

Ventura County Public Works Agency
Ventura County Resource Conservation District
Ventura County Sheriff
Ventura County Special Education Local Plan Area (SELPA)
Ventura County Treasurer – Tax Collector

Grand Jury Community Relations

The Community Relations Committee informs the public about the history, purpose, and operation of the Grand Jury by making presentations and distributing information to community organizations, colleges, city councils, and prospective jurors in the Jury Assembly Room. During the 2015-2016 Grand Jury term, Jury members made **presentations** at the locations shown below.

Organization	City
Submariners of the USS Parche-SS-384	Port Hueneme
Caps TV Channel 6 – Lyn Fairly Host – Foreman Interviewed	Ventura
Time Warner Cable – Local Edition – Bella Shaw TV – Foreman Interviewed – Four Separate Interviews	Ventura
Lyn Fairly and Friends Radio Show <i>KVTA News Talk Radio 1590 AM</i>	Ventura
Brandeis Woman/Nosh & Knowledge	Thousand Oaks
Superior Court of California, County of Ventura, Jury Assembly Room	Ventura (Weekly Presentations, August 2015 through Mid May 2016)
County of Ventura, Board of Supervisors, Hall of Administration	Ventura (weekly attendance August 2015 through Mid May 2016)
Newbury Park Rotary Club	Newbury Park
Westlakers	Thousand Oaks
Westlake Village Newcomers	Westlake Village
Locals Only News Talk – KVTA – Kelly McKay Host– Foreman Interviewed	Ventura
Brandeis Organization	Westlake
Simi Valley Historical Society – Two Presentations	Simi Valley
Moorpark College – Five Presentations	Moorpark
Simi Valley Knights of Columbus	Simi Valley
University Village Thousand Oaks	Thousand Oaks
ASIS Chapter 21 St. Barbara	Thousand Oaks

Organization	City
Grand Jury Friends and Family Open House	Ventura
Grand Jury General Open House	Ventura
Moorpark City Council	Moorpark
Oxnard City Council	Oxnard
Port Hueneme City Council	Port Hueneme
Simi Valley City Council	Simi Valley
Thousand Oaks City Council	Thousand Oaks
Ventura City Council	Ventura

The Community Relations Committee also writes and distributes **media releases** that cover all significant events in the Grand Jury's term, from publishing a report to holding an open house to encouraging people to apply for service. The following media outlets covered Grand Jury news during the 2015-2016 term.

<i>Ventura County Star</i>
<i>The Acorn</i>
<i>The Camarillo Acorn</i>
<i>The Fillmore Gazette</i>
<i>The Moorpark Acorn</i>
<i>The Simi Valley Acorn</i>
<i>The Thousand Oaks Acorn</i>
<i>Vida</i> (bilingual tabloid; release appeared in Spanish and English)
KCLU Radio
KTVA Radio
<i>Ventura Breeze</i>
Ventura.EdHat.com
Californiahealthline.org
healthcareitnews.com
KEYT local TV news
Caps TV – Channel 6
Time Warner Cable – Local Edition