

**LOS ANGELES COUNTY
CITIZENS ECONOMY AND EFFICIENCY COMMITTEE**

ROOM 139, HALL OF ADMINISTRATION/500 WEST TEMPLE/LOS ANGELES, CALIFORNIA 90012/625-3611, Ext. 64605

M I N U T E S

FULL COMMITTEE MEETING

DATE: Monday, November 24, 1969
TIME: 9:30 a.m.
PLACE: Hall of Administration, Room 739

Robert Mitchell,
Chairman

Raymond Arbuthnot
Dr. John C. Bollens
Davis Brabant
John D. Byork
Maurice Rene Chez
Roc Cutri
Dr. Warren S. Jones
Mrs. Ray Kidd
Harlan G. Loud
P. S. Magruder
Kiyoshi Maruyama
Irvin Mazzei
L. E. McKee
Ferdinand Mendenhall
Louis Rogers
George Shellenberger
Mrs. Benjamin Erick Smith
William Torrence
Gus A. Walker
Burke Roche,
Executive Secretary

Members Present:

Robert Mitchell, Chairman
Ray Arbuthnot
Dr. John C. Bollens
Davis Brabant
John D. Byork
Maurice Rene Chez
Roc Cutri
Dr. Warren Jones
Mrs. Ray Kidd
Harlan G. Loud
P. S. Magruder
Kiyoshi Maruyama
Irvin Mazzei
L. E. McKee
Louis Rogers
George Shellenberger
Mrs. Benjamin Smith

Members Absent:

Ferdinand Mendenhall
William Torrence
Gus Walker

GUEST SPEAKER - Mr. Loren Enoch,
County Executive,
Ventura County

Mr. Mitchell called the meeting to order at 9:37 a.m. He introduced the committee members to Mr. Enoch and asked Dr. Bollens to introduce Mr. Enoch.

Dr. Bollens said that Mr. Enoch had spent all of his professional career in Los Angeles County government until he was appointed as County Executive of Ventura County in 1961. He was Chief of the Management Division in the Chief Administrative Office until he took his present position in Ventura County.

Mr. Enoch said he would address his remarks to the three subjects that the committee had outlined in its letter to him: the selection, authority and responsibility of the chief executive officer; the authority and status of department heads; and the size of the board of supervisors.

He said he would first like to comment on some of the past developments in County government in California. He said that charter counties were authorized in 1911, and that this gave a greater degree of self-determination on the local level. Eleven charters were adopted up to 1951. Since that time, there have been no more charter counties. Mr. Enoch said that he felt the reason for this was that counties feel that they can be more effective in dealing with the legislature than with their own electorate.

Considering the question of an elected versus an appointed administrative officer, Mr. Enoch strongly advocated an appointed chief executive. He said that he thinks the prerequisites and the skills for this position are more likely to come from appointment than by popular election. He said that a politicians training as he comes up through local organizations and city

councils is different from that of an administrator. A politician must develop his associations with various interest groups. These are legitimate associations and they represent public interest. "But," Mr. Enoch asked, "do they really qualify a person for an administrative position?" He said he did not think so. Mr. Enoch advocated an appointed chief executive who would serve at the pleasure of the board. The board should retain the right to remove the chief executive if a certain number, after a reasonable, rational approach, decided that the chief administrative officer did not meet the requirements of the board. The board should reserve policy determination as its responsibility. It should leave the administrative responsibilities to those who are qualified and competent to be administrators.

The chief administrative officer should have three major responsibilities: (1) He should be responsible for providing factual information to the board on policy matters as well as administrative matters. (2) He should be responsible for the implementation of the board's policies and for exerting leadership in carrying forth the program that the board approves. (3) He should have sufficient managerial authority to be accountable for the results. If there is one deficiency in Los Angeles County, Mr. Enoch said, it is the lack of authority to produce results. A tremendous amount of energy is expended by the Chief Administrative Officer on the amenities of trying to achieve co-operation. Much of this energy would be better expended if the Chief Administrative Officer had more authority.

The Chief Administrative Officer should have the authority to appoint and remove department heads. He should have the authority to submit fundamental organizational changes to the board, and he should not have to spend the next three years fighting everybody to try to make these changes successful. These programs should be forthcoming everyday, not every year. Finally, he should have the authority to make basic changes in services. It is astounding how big an organization has been built upon the necessity of co-ordination and co-operation and all the other factors. But, Mr. Enoch said, it is discouraging to see how few people are directly producing public service.

Mr. Enoch next criticized some features of the current civil service system. Some of the traditions of the civil service system are as antiquated as the justification given for their existence. There must be a place in any major organization where personnel problems are handled in such a way as to accomplish the purpose of the organization without placing the whole organization in jeopardy because the competency of an individual is questioned. The over-regulatory and rigid prescriptions of the civil service have severely handicapped public jurisdictions.

In order to provide a more effective evaluation of the performance of department heads, Mr. Enoch advocated that they be exempt from civil service and that they be appointed on a contract basis for three or four years. The advantages of this system would be: (1) it would force periodic evaluation of the performance of each department head; (2) it would provide a motivation

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for good performance by the department head. Under this system department heads should be delegated greater authority to produce results. Mr. Enoch said he means discretion in budgetary, personnel, and organizational matters.

Mr. Enoch also recommended that, wherever appropriate, department heads should be rotated to other departments to stimulate their interest by giving them new managerial challenges.

Mr. Enoch next discussed two areas where a re-organization of governmental functions could reduce the tax burden. First, he advocated that a number of functions now assigned to counties should be assigned to regional agencies such as SKAG (Southern California Association of Governments) and ABAG (Association of Bay Area Governments). He cited such functions as air pollution, transportation, environmental health, planning, and refuse disposal. Second, he advocated that such functions as welfare should be assigned to one level of government. He said the federal government could administer the welfare program much more effectively and with less cost. The present system of federal, state and local partnership results in excessive red tape and wasteful duplication.

Mr. Enoch concluded with a statement that county government is overdue for a radical change. He said that the many departments and services need to be re-organized and consolidated so that people can go to one place when they need services, such as health or property services. With the 57 different departments now in the County, the organization is so complex that an individual needs to employ an expediter or an attorney to guide him through the maze.

Beginning the question period, Dr. Bollens asked Mr. Enoch if the position of appointed chief executive should be defined in the County charter. Mr. Enoch replied that if the position is going to have the appropriate authority, this authority should be defined in the charter--including the authority to hire and dismiss department heads.

Dr. Bollens asked how Mr. Enoch would counteract the argument that such personal authority for the chief executive would be a first step toward building a spoils system. Mr. Enoch replied that, if you define a spoils system as a system which enables people to remain in their positions without respect to their capabilities, then Los Angeles County to some extent already has a spoils system.

In reply to another question by Dr. Bollens, Mr. Enoch said that re-organization along agency lines is mandatory because there is no administrator or board of supervisors who can deal effectively with 60 separate organizational units.

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Mr. Mazzei asked if the present system of districting did not eliminate the possibility of a minority being elected even though the minority might have a large population in a certain district. Mr. Enoch said that the principal reason for a minority not being elected is that they are not incumbents.

Discussing what responsibilities of the chief executive should be included in the charter, Mr. Enoch explained that he would not put the chief executive on a contract basis for a specific term as he had advocated for department heads. The chief executive should serve at the pleasure of the board. His only protection should be the requirement of a four to five vote for dismissal.

Mr. Cutri asked what number of supervisors Mr. Enoch advocated. Mr. Enoch replied that you could not decide the question on the basis of number of people represented. He said if there are large segments within the community that cannot gain representation because of lack of money, political support, or other reasons then a reasonable increase of two members may be appropriate.

In reply to a question by Mr. Roche, Mr. Enoch said he would like to emphasize that in re-organizing the County departments along agency lines, he did not mean that four or five departments would simply be assigned under each agency. He said he was talking about bringing together services that are now departmentalized, putting them under one organizational head, providing an integrated service, and breaking down the artificial departmental lines that now exist.

He asked Mr. Roche to announce the next meeting. Mr. Roche said the next meeting would be December 10th at 2 p.m. The speaker will be Mr. M. D. Tarshes, County Manager of San Mateo County.

Mr. Mitchell adjourned the meeting at 11:15 a.m.