LITTLE HOOVER COMMISSION

Biennial Report

1995-1996

Table of Contents

The Mandate

- Created in 1962, the Little Hoover Commission is a bipartisan, independent body that promotes efficiency, effectiveness and economy in state programs.

- The 13 members come to the Commission from all walks of life and from diverse appointing authorities. (Please see Appendix A for biographies of current members. As this report is being printed, the Commission has three vacancies.) Five are appointed by the governor, two by the Speaker of the Assembly and two by the Senate Rules Committee. Rounding out the membership are two sitting Senators and two sitting Assembly members. By statute, no more than five of the nine public members may be from the same political party and legislators from each body must be from different parties.

- The Commission's role differs in three distinct ways from other bodies that analyze state programs:

  - Unlike fiscal or performance audits, the Commission's studies look beyond whether programs comply with laws, instead exploring how programs could and should function in today's world.

  - The Commission produces in-depth, well-documented reports that serve as a factual basis for crafting effective reform legislation.

  - Based on its reports, the Commission follows through with legislation to implement its recommendations, building coalitions, testifying at hearings and providing technical support to policy makers.

- In addition, the Commission is responsible for general oversight of the State Auditor, providing a home for this important function that is outside both the Executive and Legislative branches of government.

The Process

- The full Commission selects study topics that come to its attention from citizens, legislators and other sources. In addition, it has a statutory obligation to review and make recommendations on proposed government reorganization plans.

- Under the direction of a subcommittee of Commission members, staff conducts research by bringing key players together for discussions, contacting experts, reviewing academic literature and interviewing those most closely affected by the targeted topic.

- Based on research, the subcommittee identifies key issues and oversees the creation of public hearings to explore all sides of the issues in an open forum setting. The public hearings serve to inform the commissioners, legislators, the public and the media about the problem areas.

- The subcommittee develops findings and recommendations that focus on the key issues and forwards a draft report to the full Commission for its consideration. The Commission, as a whole, may make changes before adopting and releasing the final report.

- The Commission works to implement its recommendations, either through legislation or administrative changes. Follow-up reviews and additional studies are carried out on a regular basis until the Commission's recommendations have been enacted or its concerns have been addressed.

The Result

As the Commission noted in its 1995 study of performance-based budgeting, some things in government programs are easy to measure: how many pieces of paper are processed, how long it takes, how much money it costs. Other things are more difficult to quantify: the impact of a recommendation, the degree to which a study stimulates discussion and leads to change, the number of people reached and educated by a report. Results are often best measured by looking at a combination of:

- Inputs, such as expenditures, numbers of meetings and level of involvement by experts.
- Outputs, including number of reports and bills.
- Outcomes, such as reforms implemented.

This section summarizes the easy-to-measure inputs and outputs for the Commission in 1995 and 1996, as well as highlighting some "outcome" indicators.

Inputs: The Commission operates with a staff of six and a budget of under $700,000. Its process is specifically designed to augment these limited resources with experts, who generously donate their time and services.

To illustrate this leveraging process, during 1995 and 1996 the Commission hosted meetings for a half dozen advisory committees ranging in size from 45 to 140, often involving more than 40 hours of discussion for each study topic. The Commission also conducted 18 days of public hearings for various studies, providing a platform for more than 100 expert witnesses.

For instance, for its Public Utilities Commission study, the Commission had two separate advisory groups, each with more than 50 members, hosted more than a dozen half-day meetings, and conducted five days of public hearings with 45 witnesses. For its land-use study, more than 100 experts were

interviewed. The charter school study involved site visits to 26 of the 80 charter schools then in existence.

Outputs: The Commission's main "products" are in-depth, well-documented reports. The Commission produced 13 reports in 1995 and 1996 (please see Appendix B for a listing of all Commission reports since 1962).

In addition, the Commission sponsored or supported 97 bills during the two-year legislative session. These are detailed in the section on legislation.

Outcomes: When the Commission sees its recommendations implemented through legislation, it is relatively easy to link the Commission's effort to a result. But perhaps the most difficult impact to quantify is the Commission's success in promoting change. Often the Commission's activities serve as a stimulus for dialogue, incremental change or further review of problems by other bodies. Examples abound in the past two years:

√ The state procurement report led directly to the Governor's creation of a task force to recraft the procurement process, with the Commission participating on an advisory group. Similarly, the Commission's reports on charter schools and long-term care have led to the inclusion of the Commission on advisory bodies to promote reform and assess problems in those areas.

√ The civil service report has been credited with prompting many internal administrative changes at the State Personnel Board that have improved hiring and disciplinary practices. In addition, a leadership academy to enhance training for state managers has been created based on the report's recommendation.

√ The Commission has shared its research and conclusions about land use, boot camps, charter schools and long-term care in dozens of speeches to conferences and groups. In some instances, its reports have been used as the focal point of conferences -- and in others, organizations from other states have contacted the Commission for information and assistance.

√ The Commission's landmark Public Utilities

Commission study, which has been cited by many knowledgeable utility participants as laying out issues that will still be evolving for the next decade, has been the topic of dozens of meetings with different interest groups.

- √ The Commission has testified to Congress about mechanisms for constantly improving government processes, advised a county grand jury on research techniques and met with Chinese dignataries about government oversight.

- √ The Commission's Internet home page -- which allows on-line access to the Commission's reports and legislative agenda -- has attracted more than 3,600 visitors since its creation in March 1996.

Strategic Plan

The Little Hoover Commission has a long history of crafting recommendations that are both pragmatic and visionary. Reflecting this goal, reports usually yield a combination of actions that legislators may take immediately and reforms that may require further study or multiple steps for implementation. As a result, the Commission may continue to work on implementing recommendations many years after a report is issued. In addition, the Commission frequently returns to a study area to review its status and update the Commission's advice.

Few changes come automatically, regardless of how conclusive the evidence is for reform. The Commission has found that it is most successful when it pursues the following techniques:

- ***Providing solid, in-depth technical support***
  Legislators frequently request Commission assistance on fleshing out a concept that they wish to sponsor with actual bill language and providing pertinent examples of problems and solutions.

- ***Serving as a catalyst for concepts already in circulation***
  At times, the Commission chooses topics that have little public exposure. But often, the Commission's studies involve areas where concern is widespread and extensive discussions for reform are already in progress. In this situation, the Commission's product can serve as a focal point for synthesizing the best information and most pertinent solutions.

- ***Building coalitions among experts with similar perspectives***
  As it conducts studies, the Commission builds a database of experts with similar perspectives. Bringing these interested parties together to work on reform provides state policy makers with insight into needed solutions.

- ***Supporting efforts by others when they are in line with the essence of Commission recommendations***

  As the Commission's studies have become more widely regarded as important sources of policy background and non-partisan information, legislators and activists have turned to the Commission for support on bills they are sponsoring. Since Commission resources to pursue legislative implementation of recommendations are limited, the Commission's role as a supporter of legislation -- rather than solely a sponsor of bills -- is an important means of accomplishing its goals.

As policy makers lose valuable institutional memory and expertise from the effects of term limits, diminished research resources and staff turnover, the Commission believes it can help fill the gap with non-partisan, pragmatic information and recommendations. With its statutory mission of increasing the efficiency and effectiveness of government programs and operations, the Commission is charting a strategic path that relies on bringing together expertise, building coalitions around best-practices solutions and persistently pursuing excellence through innovation and reform.

Legislation, 1995-1996

The Little Hoover Commission supported 97 pieces of legislation in 13 different topic areas during the 1995-1996 legislative session. In some cases, the bills were outgrowths of recent studies conducted by the Commission. But in other cases, Commission support for measures was based on recommendations from reports that are still relevant today despite being issued up to 10 years ago.

Commission support had to be withdrawn from 17 bills when amendments made them no longer compatible with Commission recommendations. Of the remaining 80, 19 measures passed both houses of the Legislature, and the Governor signed 15 of those measures. Four Commission-supported bills were vetoed.

The Commission's legislative activities during the 1995-1996 legislative session were primarily focused on the areas of crime, education and civil service. To a lesser degree, there was legislative activity in the topics of children's services, revenue and taxation, and general state management. Other subject matters, such as land use, elder care and worker's compensation, also received the Commission's legislative attention.

The tables on the following pages describe each bill (by category and in numerical order) that the Commission supported during the 1995-1996 legislative session.

Children's Services

Bill, Author	Summary	Status
AB 159 (W. Murray)	Originally allowed the income of a foster child's relative to determine eligibility for Aid to Families with Dependent Children - Foster Care	Support Withdrawn
AB 2078 (K. Murray)	Allows the income of a foster child's relative to determine eligibility for Aid to Families with Dependent Children - Foster Care	Died in Assembly Committee
AB 3062 (Friedman)	Requires every person serving as a foster parent to complete an annual training program	Chapter 1016, 1996

Civil Service

Bill, Author	Summary	Status
AB 1553 (Kaloogian)	Creates a program to allow the Department of Personnel Administration to test alternatives in the State's employee classification and compensation programs	Died in Senate committee
AB 2503 (Ackerman)	Opens the examination process for Career Executive Assignment positions to non-civil service applicants	Dropped by author
AB 2519 (Kaloogian)	Allows the State Personnel Board to redefine "class" to encompass a "broadband" classification concept	Failed Passage Assembly Floor
AB 2570 (Margett)	Limits the Administrative Procedure Act as it applies to internal civil service personnel rules	Died in Senate committee

Bill, Author	Summary	Status
AB 2709 (Brulte)	Eliminates automatic salary increases and revises salary statutes to provide that all salary increases are to be based on merit	Assembly Inactive File
AB 2747 (Ackerman)	Shortens and modifies the state's layoff process to eliminate overlapping jurisdiction and responsibility between the Department of Personnel Administration and the State Personnel Board	Assembly Inactive File
AB 2772 (Cortese)	Limits the application of the Administrative Procedure Act as it applies to the internal personnel rules of the State Personnel Board	Chapter 935, 1996
AB 2775 (Miller)	Reforms the civil service examination process	Chapter 772, 1996
AB 3282 (Cunneen)	Streamlines the civil service discipline process	Died in Senate committee
AB 3427 (Baugh)	Reforms the civil service selection and certification process	Failed Passage Assembly Floor
ACA 11 (Morrow)	Eliminates the constitutional prohibition against contracting out	Dropped by author
ACA 22 (Speier)	Abolishes the State Personnel Board	Dropped by author
ACA 35 (Kaloogian)	Eliminates the constitutional prohibition against contracting out	Died in Assembly committee
ACA 42 (Poochigian)	Eliminates the constitutional prohibition against contracting out	Failed Passage Assembly Floor

Bill, Author	Summary	Status
SCA 20 (Monteith)	Eliminates the constitutional prohibition against contracting out	Died in Senate committee

Crime

Bill, Author	Summary	Status
AB 12 (Katz)	Reduces worktime credit for serious offenders	Died in Senate committee
AB 69 (W. Murray)	Creates a Superintendent of Correctional Education and bars prisoners from working until they are literate	Died in Assembly committee
AB 126 (Rainey)	Restructures the existing sentencing system	Died in Conference Committee
AB 300 (Rainey)	Eliminates worktime credits for violent offenders	Died in Senate committee
AB 344 (Ducheny)	Requires work programs to be established and administered by the Department of Corrections	Vetoed
AB 488 (Baca)	Requires the collection of certain data relating to the juvenile justice system	Chapter 803, 1995
AB 589 (Rainey)	Lengthens the maximum sentence for parole violations	Died in Senate committee
AB 716 (Lee)	Places priority on the rehabilitation of non-violent, first-time offenders	Chapter 49, 1995
AB 889 (Rogan)	Allows victim testimony in juvenile court proceedings	Chapter 234, 1995

Bill, Author	Summary	Status
AB 1036 (Vasconcellos)	Creates the California Sentencing Commission	Died in Assembly committee
AB 1185 (Morrissey)	Decreases barriers to interagency sharing of information regarding at-risk juveniles	Died in Senate committee
AB 1300 (K. Murray)	Creates a pilot project for the treatment of at-risk juvenile offenders	Failed Passage Assembly Floor
AB 1408 (Villaraigosa)	Originally established a parole system for inmates who are medically incapacitated	Support Withdrawn
AB 1592 (Boland)	Prohibits the sealing and destruction of juvenile records in specified circumstances	Died in Senate committee
AB 1678 (Granlund)	Reforms the sealed records laws	Died in Senate committee
AB 1809 (Knox)	Lengthens the maximum sentence for parole violations	Died in Senate committee
AB 2128 (W. Murray)	Requires the Department of Corrections and the Department of the Youth Authority to complete a study on the effectiveness of the educational programs offered in correctional facilities	Died in Assembly committee
AB 2139 (Cortese)	Creates a task force to study the role of parks and recreation programs in providing at-risk youth recreational programs	Senate Inactive File
AB 2447 (K. Murray)	Expands the Repeat Offender Prevention Project to additional counties	Chapter 1049, 1996

Bill, Author	Summary	Status
AB 2617 (Baca)	Authorizes school districts to participate in interagency data information systems to facilitate the identification of and the provision of services to at-risk juveniles	Chapter 343, 1996
AB 3112 (Goldsmith)	Originally established a licensing and inspection system for private-sector structured programs for juveniles	Support Withdrawn
AB 3224 (Poochigian)	Originally revised the confidentiality and sealed record laws regarding juvenile offenders	Support Withdrawn
AB 3288 (Miller)	Requires mandatory HIV, hepatitis B and C, and tuberculosis testing and hepatitis B vaccination of all inmates in state correctional facilities	Died in Senate committee
AB 3349 (Knox)	Moves certain classes of violent criminals into the indeterminate sentencing system	Died In Senate committee
SB 90 (Haynes)	Removes limitations on consecutive sentences	Died in Senate committee
SB 138 (Polanco)	Establishes minimum standards for the development of boot camp and work-intensive programs	Died in Assembly committee
SB 165 (Polanco)	Establishes various pilot projects to test boot camps as an alternative sentencing option	Died in Assembly committee
SB 166 (Polanco)	Creates the California Sentencing Commission	Died in Assembly Committee
SB 213 (Polanco)	Reforms the sealed records laws	Died in Senate committee

Bill, Author	Summary	Status
SB 214 (Polanco)	Eliminates worktime credit for violent offenders	Died in Senate committee
SB 239 (Hurtt)	Removes limitations on consecutive sentences	Died in Senate committee
SB 254 (Polanco)	Lengthens the maximum sentence for parole violations	Died in Senate committee
SB 346 (Campbell)	Allows electronic monitoring as a sentencing option for certain non-violent offenders	Vetoed
SB 575 (Polanco)	Creates regulations for private-sector boot camps	Senate Unfinished Business
SB 604 (Rosenthal)	Allows additional alternatives for treatment of non-violent, first-time juvenile offenders	Chapter 72, 1995
SB 1231 (Lewis)	Makes prisoners convicted of murder ineligible to earn worktime credits	Chapter 598, 1996
SB 2126 (Marks)	Revises the goals of juvenile justice law and increases the number of sentencing options available to juvenile courts	Died in Assembly committee

Education

Bill, Author	Summary	Status
AB 198 (Caldera)	Authorizes a total of 300 charter schools to operate in this state	Died in Senate committee
AB 1041 (Alpert)	Originally authorized school districts to provide innovative instructional services to English learners	Support Withdrawn

Bill, Author	Summary	Status
AB 2106 (Baldwin)	Originally expanded opportunities to create charter schools	Support Withdrawn
AB 2107 (Baldwin)	Creates alternative petitioning methods to create charter schools	Died in Senate committee
AB 2135 (Mazzoni)	Requires an assessment of charter schools by the Legislative Analyst's Office	Chapter 767, 1996
AB 2136 (Mazzoni)	Requires an assessment of charter schools by the Legislative Analyst's Office	Died in Assembly committee
AB 2137 (Mazzoni)	Provides alternative petitioning methods to create charter schools	Dropped by author
AB 2310 (Firestone)	Establishes a new program of instructional services for English learners	Died in Senate committee
AB 2463 (Caldera)	Originally allowed alternative sponsors for charter schools	Support Withdrawn
AB 2506 (Ackerman)	Allows schools to utilize commercial buildings constructed after January 1, 1990 which meet standard building codes	Died in Assembly committee
AB 2708 (Brulte)	Establishes new parameters for financing school facility construction	Died in Senate committee
AB 3176 (Brulte)	States legislative finding that the school construction funding process is complex and that a process should be developed to streamline the system	Chapter 478, 1996
AB 3384 (Knox)	Allows charter schools to access a revolving loan fund	Chapter 786, 1996

Bill, Author	Summary	Status
ACA 40 (Mazzoni)	Changes the vote requirement for the approval of bond measures related to school facility construction	Died in Assembly committee
SB 98 (Greene)	Originally required the Department of General Services to develop a centralized tracking system for school facility projects	Support Withdrawn
SB 569 (Maddy)	Originally changed the vote requirement for the approval of bond measures related to school facility construction	Support Withdrawn
SB 1542 (Rosenthal)	Requires school districts to provide each individual school at least 50% of any additional revenue that results from increased attendance	Died in Assembly committee
SCA 14 (Maddy)	Companion measure to SB 569	Support Withdrawn

Elder Care

Bill, Author	Summary	Status
AB 769 (Conroy)	Imposes minimum standards for the delivery of services to IHSS recipients	Died in Senate committee
AB 2976 (Gallegos)	Increases fines for improper care in nursing homes and requires the state to be more responsive to consumer complaints	Died in Assembly committee
SB 278 (Killea)	Extends the process of encouraging counties to use managed care services for IHSS recipients	Died in Assembly committee

Environment

Bill, Author	Summary	Status
SB 220 (Haynes)	Provides that regulations adopted pursuant to the Forest Practices Act shall become effective at a specific time of year	Chapter 425, 1995
SB 1104 (Hayden)	Extends the public comment period for Timber Harvest Plan reviews	Died in Assembly committee

Health

Bill, Author	Summary	Status
SB 104 (Russell)	Expands the definition of "gravely disabled" for treatment of the mentally ill	Died in Senate committee
SB 260 (Wright)	Expands the definition of "gravely disabled" for treatment of the mentally ill	Died in Senate committee

Land Use

Bill, Author	Summary	Status
AB 1930 (Sweeney)	Reduces the time limits for approval of development projects under the Permit Streamlining Act and California Environmental Quality Act	Chapter 808, 1996

Procurement

Bill, Author	Summary	Status
AB 3324 (Richter)	Originally permitted the development of the principles of "best value" and would have employed "best value" techniques for all purchases made by the state	Support Withdrawn
SB 286 (Polanco)	Reforms the information technology procurement process to allow performance-based procurement	Vetoed
SB 617 (Polanco)	Originally allowed state departments to purchase goods from the Prison Industry Authority based on "best value"	Support Withdrawn
SB 910 (Polanco)	Originally allowed protesting bidders to use independent arbitration for the resolution of bid protests	Support Withdrawn

Property Management

Bill, Author	Summary	Status
AB 1449 (Rogan)	Provides the Department of General Services with the authority to enter into long-term leases and to dispose of surplus property	Dropped by author
AB 2308 (Firestone)	Allows departments to redirect a portion of the revenue derived from certain property-related activities to enhance existing programs	Dropped by author
AB 2428 (Alpert)	Reforms the rental rate structure utilized by the Department of General Services for the buildings it controls and leases to other state agencies	Vetoed

Bill, Author	Summary	Status
AB 2962 (Firestone)	Originally authorized a state agency to employ a licensed real estate broker to sell surplus state-owned property	Support Withdrawn

Recycling

Bill, Author	Summary	Status
SB 174 (Killea)	Originally consolidated the Division of Recycling and the Integrated Waste Management Board and reduced the membership of the Board from six to five	Support Withdrawn
SB 1163 (Hughes)	Originally consolidated the Division of Recycling and the Integrated Waste Management Board and reduced the membership of the Board from six to five	Support Withdrawn

Revenue and Tax Collection

Bill, Author	Summary	Status
AB 255 (Speier)	Originally provided the State with more effective tools to collect delinquent accounts	Support Withdrawn
AB 2794 (Bowen)	Abolishes the Franchise Tax Board and the State Board of Equalization and transfers functions to a proposed Department of Revenue	Died in Assembly committee
AB 3118 (Kuykendall)	Originally provided the State with more effective tools to collect delinquent accounts	Support Withdrawn

Bill, Author	Summary	Status
SB 1727 (Kopp)	Abolishes the Franchise Tax Board and the State Board of Equalization and transfers functions to a proposed State Tax Authority	Died in Senate committee
SCA 29 (Kopp)	Companion measure to SB 1727	Died in Senate committee

Workers' Compensation

Bill, Author	Summary	Status
AB 2965 (Bordonaro)	Prohibits compensation for psychiatric injuries except under specified circumstances	Died in Assembly committee

Reports, 1995-1996

During this two- year period, the Commission carried out an ambitious agenda of studies and reports on important issues that in one way or another affect the lives of Californians. Two themes consistently emerge in the focus areas:

■ *Improving the State's ability to provide an attractive quality of life*

The Commission focused on ways:

- To improve the State's economic and business climate (land use policies, state fiscal condition, regulation of utility markets)
- To broaden educational opportunities (charter schools)
- To increase the public's sense of safety through enhancements to the criminal justice system (boot camps)
- To deliver critical services effectively to those in need (long-term care)

■ *Promoting efficiency and economy in the way the State operates*

The Commission examined the State's budgeting process,

its real property management techniques, and the structure and operation of the civil service system. The Commission also analyzed three agency reorganizations proposed by the Governor and considered the role that the State should play in the ever-changing utility markets.

The following pages contain a description of the reports that were issued during 1995 and 1996. The reports are listed in reverse chronological order, with the most recent releases listed first.

Long Term Care: Providing Compassion Without Confusion

December 1996

In the next few decades, California's elderly and disabled population will soar as the Baby Boom generation ages and medical advances stave off death from disabling injuries and diseases. Many of these people will need long-term care services to cope with functional limitations -- and much of the financial burden will fall on government. California can expect to see the $5 billion it spends today on long-term care double in the next 25 years just to provide the current level of service.

This report, which is the result of a comprehensive 11-month study, concludes that while the State has taken some preliminary steps towards restructuring the long-term care services it provides to consumers, Californians needing long-term care still face a bewildering maze of choices. The Commission found that the State's oversight structure is too fragmented to allow effective coordination and integration of long-term care services, that many of the State's policies favor expensive institutionalization at the expense of home-based services preferred by consumers, and that consumers continue to take issue with the quality of care in skilled nursing facilities despite the presence of new federal regulations.

To address these issues, the report offers 24 specific recommendations, including consolidating long-term care into a single state agency, increasing resources for programs that delay institutionalization, and strengthening the consumer-complaint systems now in place for skilled nursing facilities and residential care facilities.

When Consumers Have Choices: The State's Role in Competitive Utility Markets

December 1996

Over the last 20 years, state and federal policy makers have charted a course toward competition among utility and other essential service providers -- allowing whenever possible for market forces to replace governmental regulation. In 1996, California affirmed its leadership in this pursuit with the adoption of landmark legislation establishing competitive electricity markets.

With competitive markets as a backdrop, the Commission embarked on an intensive, year-long study of the State's regulation of the energy, telecommunications and other utility markets. In this report, the Commission proposes sweeping changes to realign government oversight to match the evolving markets, increasing the chances that California consumers will benefit from emerging competition.

The Commission presents 14 findings and offers 27 specific recommendations that are designed to assist the State in developing its proper role in changing utility markets. The recommendations establish a long-term goal of a single energy oversight agency, with those functions consolidated in the California Energy Commission. The recommendations call for the Public Utilities Commission to assist in the transition to competitive utility markets and then focus its attention on the dynamic telecommunications industry. The Commission also recommends that the State: move the administration of energy efficiency and research and development programs to the Department of Conservation; expand the Attorney General's consumer protection and antitrust role in the energy and telecommunications markets; transfer rate-setting of investor-owned water providers to the State Water Resources Control Board; and move the safety and licensing authority over transportation providers to the Department of Motor Vehicles and the California Highway Patrol.

The Commission also recognizes that developments in the next few years will shape the State's ultimate role in competitive markets and determined that the best strategy would begin with a commitment to frequently reassess the evolving public interests. The Commission concludes its report by acknowledging the difficulties, both logistically and institutionally, in executing the recommended restructuring. However, the Commission believes that the risks associated with not reforming the structure are too great to dismiss.

The Charter Movement: Education Reform School by School

March 1996

In this report, the Commission takes a look at a unique experiment being conducted in California's educational system -- the use of charter schools. This report, which followed a six-month study and an on-site inspection of more than one-quarter of the charter schools in the State, said:

The performance of schools in California and across the nation is widely recognized as falling short. For the past couple of decades, multiple efforts at reforming the education system have been focused on improving the preparation of students to be productive citizens. Some of these reforms have been aimed at improving the existing system by making the components work better. Other reforms have touted the benefit of eliminating the present system and moving to a privatized system that relies on market forces to produce excellence. But a growing movement combines elements of both: Charter schools embrace private-sector concepts such as competition and customer-focus while retaining the accountability and equity that are the foundation of public-sector activities.

In the three years since California's charter law was enacted, more than 100 charter schools have been opened. Since then, however, no definitive academic evaluation has been performed. With this in mind, the Commission set out to determine whether this innovative system is actually delivering the many benefits promised by its supporters.

While the Commission found that charter schools are a success by many measures, it also found that there are some shortcomings in the system that need to be addressed if charter schools are to remain a viable part of the State's education system. In this report, the Commission offers numerous recommendations for improving the system, including: removing the statutory cap on the number of charter schools allowed to operate; requiring the Legislature to set specific parameters for the upcoming assessment of the charter school system; clarifying the charter law to ensure that charter schools are included in statewide achievement standards systems; modifying the charter school funding process; and requiring the Legislature to authorize and fund a charter school technical assistance/advocacy unit.

California's Real Property Management: A Cornerstone for Structural Reform

December 1995

Over the past decade, the Little Hoover Commission has advocated repeatedly that the State reform the management of its real property assets. While sincere efforts have been made to make the current system function better, most of those attempts have fallen short of significant improvement. Regardless of whether the source of these failures is institutional inertia, political controversy or an organizational structure that provides neither accountability nor control, the end result is the same -- higher costs to the State and lost revenues.

In this report, the Commission makes numerous findings concerning the deficiencies in the State's management of its real property. To assist the State in overcoming these shortcomings, the Commission offers three specific recommendations. First, the State should aggressively pursue more efficient and market-based management, infusing competition whenever possible to encourage innovation and economy. Second, the State should establish a streamlined, yet rigorous, process for independently analyzing and winning legislative approval of large state construction projects. Third, the State should unify its management of developed property by creating an independent yet accountable entity that is free to use market mechanisms and business practices and that is free from day-to-day political influence.

The report concludes that if these recommendations and reforms are implemented, the State could expect its real property assets to be better managed to save money and even generate revenue. More importantly, the State could expect its more than 100 different departments to give greater consideration to the size, shape and location of their facilities in order to make themselves internally efficient and publicly accessible.

Making Land Use Work: Rules to Reach Our Goals

November 1995

Whether in good times or in bad times, the one constant in California is the staggering pace of its population growth. Individuals from the world over are inspired by the State's history of economic and natural wealth, and those who are drawn to the State seek to claim a part of California's tradition of prosperity -- comfortable homes, rewarding employment and a safe environment. One of the key factors in determining the success of these aspirations rests largely on how Californians, individually and collectively, make economic use of their lands. And the manner in which citizens utilize their land is largely dependent on the actions of the government in regulating land use.

In this report, the Commission looks at the role the State plays in the process of making land use decisions. In examining that role, the Commission found that current land use procedures are costly and time-consuming, are thwarting innovation in development strategies, are undermining the State's long-held policies advocating orderly growth, and are a frequent source of dispute and litigation for the parties involved in the land use process.

While the report acknowledges that there will always be a myriad of competing and seemingly irreconcilable interests involved in the land use debate, the report nonetheless offers several recommendations to improve the efficiency and effectiveness of the process. Specifically, the Commission recommends that the State: establish a single, timely process for assessing the environmental consequences of proposals; revise land use statutes in a manner that encourages regional solutions to growth-related problems; invest in critical infrastructure and establish a coordinated effort that provides for growth and protects environmental assets; and revamp zoning, parking and other ordinances that stifle creative solutions to intransigent land use problems.

Budget Reform: Putting Performance First

October 1995

As the demands on California to provide services increase and resources remain limited, it is critical that the State move to equip its agencies and programs with the flexibility to perform efficiently and effectively. It is no less critical that policy makers be provided with information that will allow them to make informed choices among competing interests.

In this report, the Commission concludes that performance-based budgeting -- while not a panacea -- is a promising tool for managers and policy makers to help them achieve these goals. Performance-based budgeting, which links measured results with allocations of funding, holds departments accountable for outcomes, prioritizes spending based on a program's ability to successfully reach goals, and allows policy makers to understand the array of results that can be accomplished through different levels of spending. This is in sharp contrast to the traditional system of budgeting, where spending growth is based simply on increases in demand for a particular program.

While California has several of its departments already participating in a performance-based budgeting pilot project, the Commission notes that this approach to budgeting has generated little enthusiasm in the Legislature and in the Executive Branch, enthusiasm that is critical for the success of this type of program. To ensure that performance-based budgeting is given a fair opportunity to be tested on a broad scale, the Commission recommends that the Governor and the Legislature make a commitment to provide logistical support and oversight for the pilot project, to extend the time line for the pilot project, and to encourage its expansion to other departments where appropriate.

Review of State Fire Marshal/Dept. of Forestry and Fire Protection Reorganization

June 1995

In its third reorganization plan analysis of 1995, the Commission offers its support for Governor's Reorganization Plan No. 3 of 1995, a proposal which seeks to consolidate the office of the California State Fire Marshal with the California Department of Forestry and Fire Protection.

In developing its support recommendation for the plan, the Commission conducted a public hearing, reviewed materials supplied by the Administration, solicited the perspective of all major fire service organizations in the state and received input from many of those who would be directly affected by the merger.

While the Commission recognizes that the plan leaves the complexities of merging the two organizations to be finalized at a later date, it nevertheless believes that proceeding with conceptual simplicity will give state officials maximum opportunities to effectively re-engineer operations without the hindrance of micro-management. Moreover, a check-and-balance will exist because state policy makers will continue to have oversight through the budgetary process, and statutory mandates that affect both the State Fire Marshal and the Department of Forestry and Fire Protection will continue to be met.

Too Many Agencies, Too Many Rules: Reforming California's Civil Service

April 1995

In this comprehensive report, the Commission takes a critical look at the State's civil service system and the numerous structural problems plaguing it.

This study concludes that California's civil service system, which was established to protect the public and state employees from political corruption, has mutated into a bureaucracy within a bureaucracy -- one that is rigid, duplicative and unresponsive. Examples of the problems abound: Thousands of applicants take exams for civil service jobs and lucky candidates ultimately are picked by lotteries. Changing the form that state workers fill out when they are sick requires reams of paperwork and months of paper shuffling. Scores of state employees each year appeal written reprimands through a months-long and court-like process that involves sworn testimony and formal rulings. And large departments have "bone yards" where workers who are too much trouble to fire are assigned meaningless tasks.

A fundamental problem, the Commission finds, is the collective bargaining system that developed 20 years ago was overlaid upon the century-old, merit-based civil service system. The result is a personnel management system that is at best redundant and often dysfunctional.

To develop a flexible and motivating personnel system, the Commission offers eight recommendations. The Commission urges elimination of the State Personnel Board, which was created to administer the merit-based civil service system, and consolidation of personnel functions in the Department of Personnel Administration. The Commission recommends that internal personnel rules be exempted from many provisions of the Administrative Procedure Act. The Commission recommends that individual departments be given more flexibility over examination, selection and classification procedures. It recommends that the management classes be unified and managers better trained. It recommends that alternative dispute mechanisms be used to swiftly resolve contested discipline actions. It recommended that tenure be eliminated and the State Constitution be amended to eliminate the presumption that the State's work must be performed by civil servants. Finally, the Commission urges the Governor to establish management-labor advisory committees to encourage cooperative problem-solving.

State Fiscal Condition Report

March 1995

For several years, California has borrowed money to stay afloat -- and then borrowed again when some of those loans came due. At a personal level, such actions would be viewed as irresponsibly living beyond one's means and flirting with financial ruin. When a state allows such practices, the consequences are no less grave -- and in fact are more so, since millions of lives may be affected.

In this report, the Commission examines the State's actions in crafting the 1994-95 budget agreement, an agreement which is described as an "unconventional two-year plan for $10 billion in external financing and a trigger mechanism to slash state spending if revenues do not materialize to repay the loans." Based on research and public testimony, the Commission believes that an alarm needs to be sounded immediately to alert both policy makers and the public that the State's deteriorating credit ratings, the size of its short-term borrowings, and its reliance upon bank guarantees are placing serious external restraints on California's financial condition. The adverse consequences from these restraints are quite real and are reflected in the State's credit ratings, which have gone from being top notch to very poor, with only two other states in the nation with worse ratings. These ratings not only mean that the State spends millions of dollars more in higher interest charges to borrow money, but they are also a dismal signal to businesses, which avoid investing in states that may need to tax their way out of financial problems.

In order to bring its spending and cash flow budgets into balance and to restore its tarnished credit rating, the Commission recommends that California's policy makers: craft a budget that is based on reasonable and sustainable estimates of revenues, federal reimbursements and debt obligations; focus on a realistic cash flow plan to compliment the budget plan; cut programs as deeply as necessary to end the 1995-96 fiscal year in a balanced position; and adopt long-term policies that California's budgets will be balanced in reality, not through financial maneuvers.

Review of California Highway Patrol/State Police Reorganization

March 1995

In its second reorganization analysis of 1995, the Commission recommends the implementation of Governor's Reorganization plan No. 2 of 1995, a proposal that merges the State Police with the California Highway Patrol.

The Commission's review indiates that the proposed reorganization would result in at least two benefits to the State:

- Enhanced security. The number of State Police officers and their locations are limited compared to the number of state buildings and employees they are meant to provide services to. The California Highway Patrol's comparatively vast resources, both in terms of personnel and equipment, should be able to provide a higher level of security for state property and employees.

- Budgetary savings. Despite the increased cost for pay and benefits, the merger is expected to save approximately $835,000 in the first full year, with ongoing savings from items such as consolidating office needs and bulk purchasing power.

While the Commission's report identifies some minor concerns related to the reorganization, the Commission finds that the potential benefits to the State outweigh the minor issues raised.

Review of Governor's Energy Reorganization

March 1995

By statutory mandate, the Little Hoover Commission is obligated to analyze and comment on reorganizations proposed by the Governor. In this report, the Commission recommends the implementation of Governor's Reorganization Plan No. 1 of 1995, a proposal that affects the State's energy programs.

The broad reorganization effort laid out sweeping changes in the structure of the agencies that oversee the State's energy, oil and recycling programs. Specifically, the proposal would: eliminate the Energy Commission and transfer its functions to a newly created Department of Energy and Conservation; transfer the functions and divisions of the Department of Conservation to the new Department of Energy and Conservation; create an Energy Facilities Siting Board for siting responsibilities now handled by the Energy Commission; transfer various oil and gas management responsibilities from the State Lands Commission to the existing Division of Oil, Gas, and Geothermal Resources; and transfer the Division of Recycling to a newly reconstituted Integrated Waste Management Board that will have a full-time chairman and part-time members.

The time constraints imposed by the reorganization statutes preclude an exhaustive study of the effects of proposed changes. However, the Commission's report suggests two modifications to the plan. First, the Commission recommends that the State should be required every two years to adopt an explicit energy policy that is the product of involvement by the new Department of Energy and Conservation, the Governor and the Legislature. Second, the Commission suggests that public representation be added to the new Energy Facilities Siting Board.

The Commission concludes its study by stating that this reorganization may not address all of the necessary revisions to give California the best energy and resources policy in the future. However, the Commission says, the reorganization puts into place a structure that provides focus, accountability and cohesive functioning, and holds out the promise that energy, conservation and recycling efforts will be enhanced as the State moves into the new century.

Boot Camps: An Evolving Alternative to Traditional Prisons

January 1995

Spurred by the "boot camp" phenomenon and the anticipated influx of up to $1.3 billion in federal funding that is expected to fuel the development frenzy for this form of alternative sentencing, the Commission explored the status of boot camps in California. The Commission's report said:

Currently, a rush to boot camps is on in America and in California, with these programs receiving increasing attention as an alternative sentencing option for both adult and juvenile offenders. The primary goal of boot camps is to reduce the costs of imprisonment by placing lower-risk, non-violent offenders in abbreviated, highly structured programs outside of crowded mainline institutions.

In order to ensure that their viability as an alternative form of sentencing is continued, California needs to take a proactive role in the development of boot camps. To accomplish this goal, the State should:

- Develop a centralized plan to prioritize needs and coordinate plans. This will ensure that crucial federal funding is secured and will reduce the potential for missed opportunities and the inefficient use of resources.

- Establish clearly defined standards and quantifiable goals to lower the risk of boot camp failures. These standards and goals must be accompanied by an appropriate amount of state oversight and participation by local entities.

- Expand the traditional use of boot camps by developing pilot projects to test boot camps with pre-delinquent juveniles, already-imprisoned low-risk inmates, and soon-to-be-released inmates. If successful, these projects may yield dividends in the form of lower incarceration costs, reduced recidivism, and increased availability of prison beds for serious offenders.

- Construct a three-phase boot camp model that emphasizes job placement. Job placement, which is part of the "aftercare" portion of boot camps, is the most important element for boot camp success. Unfortunately, experience has shown that it is typically the weakest link in the boot camp process.

- Create a new category of regulations that will ensure adequate oversight while encouraging the development of private-sector sentencing alternatives.

The Commission believes that by implementing these recommendations, the State can provide the necessary leadership that can turn boot camps into success stories rather than just passing and costly fads.

Appendices

Appendix A

Commission Members

Chairman Richard R. Terzian (R) Los Angeles

Partner in the law firm of LeBoeuf, Lamb, Greene & MacRae. Chariman of the Commission since March 1994. Served as Vice-Chairman from 1992 to 1994. Originally appointed to the Little Hoover Commission by Governor Deukmejian in May 1986. Reappointed by Governor Wilson in March 1994.

Michael E. Alpert (D) Coronado

Retired Partner in the law firm of Gibson, Dunn & Crutcher; specialized in corporate securities. Former Chief Deputy Commissioner of the Department of Corporations. Appointed to the Little Hoover Commission by Assembly Speaker Willie L. Brown on May 10, 1994.

Charles G. Bakaly, Jr (R) Pasadena

Retired Senior Partner in the law firm of O'Melveny & Myers; specialized in business and employment litigation from 1956 to 1994. Currently a partner in the dispute resolution firm of Bakaly, Friedman, Katz, Miller. Appointed to the Little Hoover Commission by Governor Pete Wilson on July 15, 1994.

Carl Covitz (R) Los Angeles

Owner and President of Landmark Capital, Inc. since 1973. Served as Secretary of the State Business, Transportation and Housing Agency from 1991 to 1993 and Undersecretary for the U.S. Department of Housing and Urban Development from 1987 to 1989. Appointed by Governor Pete Wilson on October 20, 1993.

Pier A. Gherini, Jr. (R) Santa Barbara

Mr. Gherini is President of Cow Hollow Investment Company, a privately held investment firm located in Santa Barbara and San Francisco. He is also President of Waterfall Communications Company and owner of G/SB Marketing and Public Relations. Mr. Gherini was appointed to the Little Hoover Commission by Governor Pete Wilson on July 15, 1994.

Gwen Moore (D) Los Angeles

Founder and Chief Executive Officer of GeM Communications Group. Member of the California State Assembly from 1978 to 1994. First appointed as a legislative member to the Little Hoover Commission by Assembly Speaker Willie L. Brown Jr. in October 1984. Appointed as a public member by Speaker Brown on May 8, 1995.

Angie Papadakis (R) Rancho Palos Verdes

President of Papadakis Advertising. Author, lecturer, humorist, advertising executive, keynote speaker, wife, mother and grandmother. Serves on the Los Angeles County Board of Education and the California-Nevada Super Speed Train Commission. Previously served on the California State Board of Education and the Los Angeles County Department of Social Services Commission. Originally appointed to the Little Hoover Commission by Governor Deukmejian in August 1990. Reappointed by Governor Wilson in November 1993.

Charles S. Poochigian (R) Fresno

A member of the State Assembly since 1994. Formerly served as Chair of the Assembly Appropriations Committee and as a member of the following Assembly standing committees: Natural Resources and Water, Parks and Wildlife and Assembly Select Committee on Arts, Entertainment Industry, Software and Technology. Also

served on the Joint Legislative Budget Committee. Former Appointments Secretary for Governor Pete Wilson. Served on the California Fair Employment and Housing Committee from 1985 to 1987. Appointed to the Little Hoover Commission by Speaker Curt Pringle on March 13, 1996.

Past Chairman Nathan Shapell (D) Beverly Hills

Chairman of the Board of Directors/Chief Executive Officer of Shapell Industries, Inc. Appointed to the Little Hoover Commission by the Senate Rules Committee on September 10, 1968. Chairman of the Commission 1976-1994.

Stanley R. Zax (I) Beverly Hills

Chairman and President of Zenith Insurance Company. Appointed to the Little Hoover Commission by the Senate Rules Committee on March 2, 1994.

Appendix B

Chronology of Reports

1962

1. Findings & Recommendations Concerning Reorganization of the Executive Branch of California State Government (December)

1963

2. Findings and Recommendations Concerning Organization for Central Staff Services (March)

3. Findings and Recommendations Concerning Automotive Fleet Management (June)

1964

4. Proposals Relating to Inheritance Tax Administration (December)

5. Need for Revenue Unification (December)

1965

6. Management Manpower Requirements (February)

7. Engineering Costs in the Division of Highways (April)

8. The Use of Boards and Commissions in the Resources Agency (April)

1966

9. Program Budgeting (February)

10. Statement of the Commission's 1967 Legislative Interests, (placing top priority on unification of tax collection activities, procedural changes that will result in direct economies in the operation of the State Government, etc.) (December)

11. The California State Highway Commission and its Relationship to the State Transportation Agency, the

Department of Public Works and Division of Highways (December)

1967

12. An Examination of the Department of Professional and Vocational Standards (September)

1968

13. Report on California Statutory Salaries of Executive Branch of Government (December)

1969

14. A Study of the Department of Industrial Relations (December)

1970

15. Study of the Need for a Materials Management System (May)

16. A Pilot Study of California State Employee Workmen's Compensation and Other Work-Related Disability Benefits (May)

1971

17. Report on Local California Fairs Receiving State Financial Support (May)

1972

18. Study of Salaries of Executive and Administrative Positions in California Government (January)

19. Preliminary Findings of Subcommittee on California Division of Highways Excess Right of Way (January)

1973

20. A Study of the School Building Aid Program (June)

1974

21. The Internal Auditing Program in the Executive Branch of California State Government (March)

22. Administration of the HUD-701 Comprehensive Planning Assistance Grant Program by the State of California (August)

23. A Study of the California State Public Utilities Commission (December)

1975

24. A Review of California's Vehicle Emission Control Program (January)

1976

25. A Study of the Administration of State Health Programs (January)

1977

26. Supplemental Report on Licensing & Certification, Department of Health (March)

27. Supplemental Report on State Hospitals, Department of Health (April)

28. Should Social Security Coverage Be Continued for California State Employees (April)

29. Study of the California Department of Transportation (May)

30. Study of the California Department of Motor Vehicles (May)

31. Supplemental Report on Medi-Cal Program, Department of Health (September)

32. Supplemental Report on Developmental Disabilities Program, Department of Health (December)

1978

33. Study of the Utilization of Public School Facilities (K through 12) (July)

34. An Analysis of Community Hospital Medi-Cal Audits (July)

1979

35. Comments and Recommendations Regarding Professional and Business Licensing (January)

36. The Status of Health Planning in California - A Supplementary Report (February)

37. Administration of the Medi-Cal Program -- Second Supplementary Report (February)

38. The Tax Appeals System in California (May)

39. Administration of the Mental Health & Developmental Disabilities Programs (August)

40. Personnel Management in the State Service (August)

41. Medi-Cal Reform (September)

1980

42. 1979 Summary of Activities (March)

43. Health Care Delivery System Reform (May)

44. Additional Funding for the Los Angeles Unified School District (November)

1981

45. A Report on the Los Angeles Unified School District (June)

46. Century Freeway Report (August)

1982

47. Report on the San Juan Unified School District (January)

48. Report on the Role of the State Department of Education in California's K-12 Public Education System (June)

49. Horse Racing in California: Revenue and Regulation (July)

50. Century Freeway Report (December)

1983

51. Office of Special Health Care Negotiations (March)

52. Review of Cost Savings Associated with Conversion of Guadalupe College into a Women's Prison (March)

53. Review of the Department of Transportation's Highway Planning and Development Process (June)

54. California's K-12 Education Funding Report (June)

55. THE BUREAUCRACY OF CARE - Continuing Policy Issues for Nursing Home Services and Regulation (August)

55a. Executive Summary of the "Bureaucracy of Care" (August)

56. Los Angeles County Contracting Out Report (November)

57. Community Residential Care in California - Community Care as a Long Term Care Service (December)

1984

58. State Employee Air Travel Report (February)

59. A Study of the Organization and Coordination of Electric Energy Planning and Electric Utility Regulation in California (February)

60. 1982-83 ANNUAL REPORT - Summary of Activities and Status of Recommendations (March)

61. A Review of the Organization and Management of the State "Superfund" Program for Cleaning Up Hazardous Waste Sites (July)

62. A Review of State-Owned Land Parcel in Contra Costa County (July)

1985

63. Follow-Up Report on Conditions in Community Residential Care Facilities in California (February)

64. Control of Pesticide Residues in Food Products - A Review of the California Program of Pesticide Regulation (March)

65. A Review of the Organization and Management of State Telecommunications (April)

66. A Review of Selected Taxing and Enforcing Agencies' Programs to Control the Underground Economy (August)

67. A Review of Impact Fees Used to Finance School Facilities (December)

1986

68. A Review of Government Competition with Private Enterprise (January)

69. Inadequate Financial Accountability in California's Community College System (February)

70. California State Government's Management of Real Property (March)

71. Review of the Organization and Operation of the State of California's Major Revenue and Tax Collection Functions and Cash Management Activities (April)

72. Biennial Report - February 1984-86: A Summary of Activities and Status of Recommendations (May)

73. A Review of Use of Lottery Funds in the State's K-12 Public School System (June)

74. A Report on the Liability Insurance Crisis in the State of California (July)

75. A Report on the Lack of Financial Accountability and Responsibility in the State's K-12 Public School System (December)

76. A Review of the State Controller's Office Move to the Capitol Bank of Commerce Building (December)

1987

77. A Review of the Organization, Operation and Performance of the California State Lottery (January)

78. Children's Services Delivery System in California Preliminary Report - Phase I (March)

79. Accessibility of the Disabled Population of Substance Abuse Treatment (May)

80. New and Continuing Impediments to Improving the Quality of Life and the Quality of Care in California's Nursing Homes (May)

81. Review of the State's Medi-Cal Program and the Effects of the Reforms (May)

82. A Review of Crime on University of California Campuses (June)

83. A Review of the Organization and Administration of California's Overseas Trade and Investment Offices (July)

84. Children's Services Delivery System in California -- Final Report (October)

85. A Report on the Financial Management and Accountability in the State's K-12 Public School System (November)

1988

86. Commission's 25th Anniversary - Commemorative Report (January)

87. A Review of the Current Problems in California's Worker's Compensation System (March)

88. A Report on the Planning, Operation and Funding of California's Highway System (March)

89. A Report on the Coordination of Funding for Drug Programs in the State of California (June)

90. A Review of the Operation and Performance of the Office of the State Public Defender (October)

91. A Report on Crime and Violence in California's Public School System (December)

1989

92. A Report on Community Residential Care for the Elderly (January)

93. The Medical Care of California's Nursing Home Residents: Inadequate Care, Inadequate Oversight (February)

94. A Review of the Organization, Operation and Performance of the California State Lottery (May)

95. Meeting the Needs of California's Homeless: It Takes More Than a Roof (May)

96. Report on Solid Waste Management: The Trashing of California (July)

97. Boards and Commissions: California's Hidden Government (July)

98. Follow-up Review of the Organization, Operation and Performance of the California State Lottery (December)

1990

99. Report on California's Fish and Game Commission and Department of Fish and Game (January)

100. K-12 Education in California: A Look At Some Policy Issues (February)

101. Runaway/Homeless Youths: California's Efforts to Recycle Society's Throwaways (April)

102. **Little Hoover Commission, 1988 through 1989:** Two Years of Progress Toward Efficient and Effective Government (April)

103. The Public Employment Relations Board (PERB) Costly, Slow and Unsure (April)

104. California's Coordination of AIDS Services (May)

105. Real Property Management in California: Moving Beyond The Role of Caretaker (October)

106. A Prescription for Medi-Cal (November)

107. **Little Hoover Commission 1989-1990:** Turning Policy Recommendations Into Law (December)

1991

108. The Snail's Pace of Reforming Residential Care Facilities for the Elderly (February)

109. Skilled Nursing Homes: Care Without Dignity (April)

110. CAL-EPA: An Umbrella for the Environment (June)

111. Costs and Casualties of K-12 Education in California (June)

112. Coordinating the Spending on Drug Prevention Programs (October)

113. Unsafe in Their Own Homes: State Programs Fail to Protect Elderly from Indignity, Abuse and Neglect (November)

1992

114. Transportation: Keeping California Moving (January)

115. Mending Our Broken Children: Restructuring Foster Care in California (April)

116. Squeezing Revenues Out of Existing State Assets (June)

117. No Room for Johnny: A New Approach to the School Facilities Crisis (June)

118. Coping with Education Budget Cuts (July)

1993

119. **Little Hoover Commission 1962-1992**: Three Decades of Reform (January)

120. Workers' Compensation: Containing the Costs (February)

121. California's $4 Billion Bottom Line: Getting Best Value Out of the Procurement Process (March)

122. A Chance to Succeed: Providing English Learners with Supportive Education (July)

123. Positioning California for Health Care Reform (September)

1994

124. Putting Violence Behind Bars: Redefining the Role of California's Prisons (January)

125. Beyond Bottles and Cans: Reorganizing California's Recycling Efforts (March)

126. Timber Harvest Plans: A Flawed Effort to Balance Economic and Environmental Needs (June)

127. The Juvenile Crime Challenge: Making Prevention a Priority (September)

1995

128. Boot Camps: An Evolving Alternative to Traditional Prisons (January)

129. Little Hoover Commission 1993-1994: Biennial Report

130. Review of CHP/State Police Reorganization (March)

131. Review of Governor's Energy Reorganization (March)

132. State Fiscal Condition (March)

133. Too Many Agencies, Too Many Rules: Reforming California's Civil Service (April)

134. Review of State Fire Marshal/Department of Forestry and Fire Protection Reorganization (June)

135. Budget Reform: Putting Performance First (October)

136. Making Land Use Work: Rules to Reach Our Goals (November)

137. California's Real Property Management: A Cornerstone for Structural Reform (December)

1996

138. The Charter Movement: Education Reform School by School (March)

139. When Consumers Have Choices: The State's Role in Competitive Utility Markets (December)

140. Long-Term Care: Providing Compassion Without Confusion (December)

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