Baumgartner v. City of Long Beach



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IN THE SUPERIOR COURT OF THE STATE OF CALIFORNIA FOR THE COUNTY OF LOS ANGELES

WERNER A. BAUMGARTNER, Ph.D., Resident and Taxpayer of the City of Long Beach, County of Los Angeles,

Plaintiff,

vs.

CITY OF LONG BEACH, a municipal corporation within the County of Los Angeles; ERNIE KELL, in his official capacity as Mayor of the City of Long Beach; CHARLES USSERY, in his official capacity as the Chief of Police for the City of Long Beach; MARC A. WILDER, WALLACE EDGERTON, JAN HALL, DR. THOMAS J. CLARK, JAMES A. WILSON, EUNICE N. SATO, EDD TUTTLE, and WARREN HARWOOD, in their official capacities as members of the Long Beach City

Civ. No. C547482

FIRST AMENDED COMPLAINT FOR INJUNCTIVE RELIEF [CCP SECTION 526, 526a, 527; CC SECTION 3422]

Council; COUNTY OF LOS ANGELES; PETER SCHABARUM, KENNETH HAHN, EDMUND EDELMAN, DEANE DANA, and MICHAEL ANTONOVICH, in their official capacities as members of the Los Angeles County Board of Supervisors; EDDY TANAKA, in his official capacity as Director of the Los Angeles County Department of Public Social Services; ROBERT CHAFFEE in his official capacity as the Acting) Director of the Los Angeles County Department of Children's Services; County Does 1-25; and City Does 1-25, inclusive,

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Defendants.

INTRODUCTION

l. This action is brought by a taxpayer, pursuant to California Code of Civil Procedure Section 526a to challenge the unconstitutional, illegal and draconian' practice of incarcerating children within the Long Beach City Jail (hereinafter "Jail"). As is more particularly set forth herein, abandoned and castoff children, abused and neglected children, and children accused of nothing more than mere status offenses such as running away, as well as other children, are routinely incarcerated within this adult Jail, in flagrant violation of their fundamental rights to due process of law and of the prohibition against cruel and unusual punishment, guaranteed by the United States and California Constitutions. More specifically, the incarceration of abandoned, abused and neglected children and children detained as mere status offenders in any adult jail facility under any conditions is a per se violation of their rights to due process and of the prohibition against

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cruel and unusual punishment as well as a violation of California State law prohibiting such incarceration. (Welfare & Institutions Code Sections 206 and 207). Furthermore, the incarceration of any children within any adult jail under the conditions which are alleged herein to exist at the Long Beach City Jail violates their rights to due process of law and the prohibition against cruel and unusual punishment, as well as the California statute strictly limiting the conditions of such confinement (Welfare & Institutions Code Section 208). Finally, the Defendants' detention practices are dehumanizing and destructive to such young children's mental, emotional and physical welfare and serve no legitimate state interest or purpose whatsoever. In short, the incarceration of children in adult jails is, in no uncertain terms, state sponsored child abuse. It is perhaps the most insidious form of child abuse because it is perpetuated by the state against already disturbed and troubled children.

2. Defendants' practices of incarcerating children as alleged herein constitute an illegal and wasteful expenditure of public funds, and further cause irreparable and substantial harm to Plaintiff, to the children so incarcerated and to the general public.

PLAINTIFF

3. Plaintiff WERNER A. BAUMGARTNER, Ph.D., is a resident of, and owns property within, the City of Long Beach which is located within the County of Los Angeles, State of California. Within one year of the commencement of

this action, he has paid taxes thereon to Defendant City of Long Beach as well as to Defendant County of Los Angeles.

DEFENDANTS

- 4. Defendant CITY OF LONG BEACH is an incorporated city located within the County of Los Angeles, State of California. In its capacity as a local unit of government, it has implemented, executed and adopted the policies, practices, acts and omissions complained of herein through formal adoption or pursuant to governmental custom. The policies, practices, acts and omissions complained of herein are customs and usages of Defendant, City of Long Beach.
- 5. Defendant ERNIE KELL is Mayor and a member of the City Council of the City of Long Beach. Defendant KELL is sued herein in his official capacity.
- 6. Defendants MARC A. WILDER, WALLACE EDGERTON,
 JAN HALL, DR. THOMAS J. CLARK, JAMES H. WILSON, EUNICE N.
 SATO, EDD TUTTLE, and WARREN HARWOOD are members of the City
 Council of the City of Long Beach. They are sued herein in
 their official capacities.
- 7. Defendant CHARLES USSERY is the Chief of Police for the City of Long Beach. Defendant USSERY is sued herein in his official capacity.
- 8. Defendant CITY OF LONG BEACH, acting by and through the Defendants City Council, Mayor and Chief of Police, hereinafter collectively referred to as "City Defendants," is responsible for establishing and carrying out the policies, practices and procedures governing the

 administration, operation and maintenance of the Long Beach City Jail and the placement, custody and care of the persons incarcerated therein.

- 9. Defendant COUNTY OF LOS ANGELES is a county located in the State of California. In its capacity as a local unit of government, it has implemented, executed and adopted the policies, practices, acts and omissions complained of herein through formal adoption or pursuant to governmental custom. The policies, practices, acts and omissions complained of herein are customs and usages of Defendant, County of Long Beach.
- 10. Defendants PETER SCHABARUM, KENNETH HAHN, EDMUND EDELMAN, DEANE DANA, and MICHAEL ANTONOVICH are members of the Los Angeles County Board of Supervisors. They are sued herein in their official capacities.
- 11. Defendant EDDY TANAKA is the Director of the Los Angeles County Department of Public Social Services and he is sued in his official capacity.
- 12. Defendant ROBERT CHAFFEE is the Acting
 Director of the Los Angeles County Department of Children's
 Services and he is sued in his official capacity.
- and through the Defendants PETER SCHABARUM, KENNETH HAHN, EDMUND EDELMAN, DEANE DANA, MICHAEL ANTONOVICH, ROBERT CHAFFEE and EDDY TANAKA, hereinafter collectively referred to as "County Defendants," are responsible for establishing and carrying out the policies, practices and procedures relevant to the care, placement and treatment of abused and

neglected children.

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- Defendants City Does 1 through 25 are other officers, agents or employees of the City of Long Beach also responsible for establishing and carrying out the policies, practices and procedures governing the administration, operation and maintenance of the Long Beach City Jail and the placement, custody and care of persons incarcerated therein. Defendants County Does 1 through 25 are other officers, agents or employees of the County of Los Angeles also responsible for establishing and carrying out the policies, practices and procedures relevant to the care, placement and treatment of abused and neglected children. Plaintiff is ignorant of the true names and capacities of said Doe Defendants and will amend this Complaint to allege the true names and capacities when the same have been ascertained.
- 15. All Defendants act under color of state law in violating the constitutional and statutory rights of children incarcerated in the Jail, as alleged herein.

FACTUAL ALLEGATIONS

- 16. The Long Beach City Jail is a secure adult jail facility located at 400 West Broadway in Long Beach, California, and is administered, maintained and operated by the City of Long Beach, by and through Defendants Mayor, City Council and Chief of Police.
- 17. City Defendants use tax revenues collected from Plaintiff and others by the City of Long Beach to administer, operate and maintain Long Beach City Jail.

 18. For many years prior to the commencement of this action and currently, City Defendants use the Jail to incarcerate children as well as adults. According to the Long Beach Police Department's recent statistics, a total of 4,511 children (i.e., persons under 18 years old) were taken into custody and confined in said Jail by the Long Beach police in calendar year 1983.

- 19. City Defendants employ no written and standardized detention criteria to govern the decisions as to which children should be securely detained and which should be diverted to appropriate community-based alternatives or returned to the custody of their parents.
- 20. Children are incarcerated in the Jail absent a prior determination by the judge of the juvenile court that no other proper and adequate facilities exist for the care and detention of such children.
- 21. City Defendants incarcerate children on the fourth floor of the Jail and in dark, unsanitary and unsafe cells measuring approximately 6-1/2 feet by 6 feet by 8 feet. This cell size is considerably below minimum standards for adult prisoners. The cells are barred and contain two metal wall bunks, and a sink with an attached and unscreened toilet. The mattresses are thin and unsanitary.
- 22. City Defendants maintain twelve (12) cells for boys and five (5) cells for girls. There are also three (3) holding cells for both boys and girls.
 - 23. In the boys area, the City Defendants

maintain one (1) isolation cell and one (1) padded cell as well as the cells in which boys are routinely placed. City Defendants periodically place children in these cells for disciplinary and punishment purposes. These cells are small, dark, and unsanitary and have a solid metal door and a small translucent window, making observation of a child within such isolation or padded cells extremely difficult. City Defendants employ no specific written criteria or standards governing the placement and confinement of children in these isolation and padded cells.

- 24. In the immediate vicinity of the boys' and girls' cells, City Defendants further maintain a nursery with cribs for the placment of infants and young children, many of whom are abused, neglected or without a caretaker, within their Jail facility. City Defendants do not provide trained staff or adequate facilities to care for the infants placed in the Jail "nursery."
- 25. Children are frequently held within the Jail under circumstances and conditions alleged herein for extended periods of time and sometimes as much as twenty-four (24) hours or longer.
- 26. City Defendants routinely incarcerate children accused of so-called status offenses (Welfare & Institutions Code Section 601) -- actions which, if committed by an adult, would not be illegal, but are illegal if committed by a person under the age of eighteen (18) e.g., truancy, incorrigibility, running away from home.

 According to official reports submitted by the Long Beach

Police Department to the California Youth Authority ("CYA"), in the month of September 1984 alone, the City Defendants incarcerated 60 children accused of Welfare & Institutions Code Section 601-type status offenses as well as 204 children accused of delinquency offenses (Welfare & Institutions Code Section 602).

- 27. City Defendants routinely incarcerate children who are the unfortunate victims of child abuse and neglect (Welfare & Institutions Code Section 300). These children are incarcerated along with status offenders as well as children accused of delinquency offenses, and they are allowed to come and remain in contact with adult prisoners.
- 28. Children confined in the Jail are brought; into contact with adult inmates, (e.g., adult jail trustees) in direct violation of Welfare and Institution Code Section 208 and the federal Juvenile Justice Delinquency and Prevention Act of 1974.
- 29. City Defendants fail to adequately train and supervise the Jail staff and employees responsible for the care and custody of the children incarcerated within the Jail.
- and care for the children incarcerated within the Jail.

 Typically, there is only one duty officer responsible for monitoring all the cells and his station is separated from the cell area by cement walls and a corridor, making continuous observation and monitoring impossible. In fact,

City Defendants' duty officer monitors these cells only once every thirty to sixty minutes. Such inadequate monitoring poses a major danger and threat to the children's health, safety and welfare. Thus, for example, on March 18, 1979, a 16-year old boy incarcerated for public intoxication (P.C. Section 647f), was able to commit suicide by hanging himself, unobserved and undetected by the officer on duty in the children's wing of the Jail. The conditions at the Jail, including the City Defendants' monitoring practices, have not materially changed since the date of said suicide.

- 31. City Defendants fail to provide adequate supervision and specialized training regarding child and adolescent care to jail staff who deal with children. Furthermore, staff are not specially trained to deal with children who are delivered into their custody in any intoxicated, impaired or otherwise agitated or disoriented condition.
- 32. City Defendants fail to provide adequate medical and mental health services to those children incarcerated within the Jail.
- 33. City Defendants fail to provide adequate opportunity for recreation or exercise to those children incarcerated within the Jail. In fact, children are not allowed out of their cells for any reason whatsoever.
- 34. City Defendants fail to provide regular activities or reading and other materials to occupy the time of the children incarcerated within the Jail.
 - 35. City Defendants fail to provide the

incarcerated children with food that is of adequate nutritional content necessary for a growing child. Children are, moreover, routinely deprived of soap, towels, pillows and toothbrush.

- 36. City Defendants routinely fail to immediately notify parents when their children are incarcerated in the Jail, and in addition, routinely fail and refuse to facilitate contacts between the children so incarcerated and their parents or other responsible family members.
- 37. City Defendants' placement of youthful status offenders and abused and neglected children in the Jail results in extreme and irreparable physical and psychological injury to such children. These injuries will continue to occur unless and until plaintiff is granted the relief requested herein.
- 38. City Defendants' failure to provide adequate supervision and training of the staff and employees responsible for the care and custody of the children incarcerated within the Jail, and City Defendants failure to adequately monitor and care for the children within the Jail, as described herein, result in extreme and irreparable physical and psychological injury to the children held within the Jail. These injuries will continue to occur unless and until Plaintiff is granted the relief requested herein.
- 39. Defendants COUNTY, TANAKA, CHAFFEE and members of the BOARD OF SUPERVISORS have routinely failed to adequately place abused and neglected children taken into

temporary custody into suitable alternative placements.

This failure to adequately place has resulted in the incarceration of abused and neglected children in the Jail.

40. City and County Defendants' actions and omissions, and the results therefrom, are continuous and ongoing. Therefore, Plaintiff has no plain, speedy or adequate remedy at law and cannot be compensated adequately by money damages. Unless and until City and County Defendants are enjoined from continuing such actions, children will continue to be incarcerated within the Jail under the conditions alleged herein, and said children and Plaintiff will thereby continue to suffer irreparable and substantial harm.

FIRST CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- PER SE VIOLATION OF DUE PROCESS BY INCARCERATING NEGLECTED AND ABUSED CHILDREN AND STATUS OFFENDERS)

- 41. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through 40 as if fully set forth herein.
- 42. City Defendants' practices, polices and procedures of incarcerating neglected and abused children and children accused of status offenses within Long Beach City Jail, no matter what the conditions of the Jail, constitute a per se violation of such children's rights to due process of law, guaranteed by the Fourteenth Amendment of the United States Constitution and Section 7 of Article I of the California Constitution.
 - 43. City Defendants' expenditures of tax revenues

in so incarcerating said children in Long Beach City Jail, in violation of such children's rights to due process of law, constitute illegal as well as wasteful expenditures of said tax revenues.

SECOND CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- CONDITIONS OF CHILDREN'S CONFINEMENT VIOLATE DUE PROCESS)

- 44. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through 40 as if fully set forth herein.
- 45. City Defendants' policies, practices and procedures as alleged herein, specifically their incarceration of children within Long Beach City Jail under the conditions which exist there, constitute punishment of such children in violation of their right to due process of law as embodied in the Fourteenth Amendment to the United States Constitution and in Section 7 of Article I of the California Constitution.
- 46. City Defendants' expenditures of tax revenues in so incarcerating said children under such conditions in the Long Beach City Jail, in violation of such children's rights to due process of law, constitute illegal as well as wasteful expenditures of such tax revenues.

THIRD CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- PER SE CRUEL AND UNUSUAL PUNISHMENT BY INCARCERATING NEGLECTED AND ABUSED CHILDREN AND STATUS OFFENDERS)

47. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through

49. City Defendants' expenditures of tax revenues in so incarcerating said children in Long Beach City Jail, in violation of the prohibitions against cruel and unusual punishment, constitute illegal as well as wasteful expenditures of said tax revenues.

FOURTH CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- CONDITIONS OF CHILDREN'S CONFINEMENT VIOLATE PROHIBITION AGAINST CRUEL AND UNUSUAL PUNISHMENT)

- 50. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through 40 as if fully set forth herein.
- 51. City Defendants' policies, practices and procedures as alleged herein, specifically their incarceration of children within Long Beach City Jail under the conditions which exist there constitute cruel and unusual punishment in violation of the Eighth and Fourteenth Amendments to the United States Constitution and of Section 17 of Article I of the California Constitution.

52. City Defendants' expenditures of tax revenues in so incarcerating said children under such conditions in the Long Beach City Jail, in violation of the prohibitions against cruel and unusual punishment, constitute illegal as well as wasteful expenditures of said tax revenues.

FIFTH CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- ADULT CONTACT VIOLATES WELFARE & INSTITUTIONS CODE SECTION 208)

- 53. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through 40 as if fully set forth herein.
- 54. City Defendants' practice of allowing children confined in Long Beach City Jail to come or remain in contact with adult inmates directly violates California Welfare and Institutions Code Section 208.
- 55. City Defendants' expenditures of tax revenues in administering, operating and maintaining the Long Beach City Jail in violation of the requirements of California Welfare and Institutions Code Section 208 constitute illegal as well as wasteful expenditures of said tax revenues.

SIXTH CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- INCARCERATING DEPENDENT CHILDREN IN THE JAIL VIOLATES WELFARE & INSTITUTIONS CODE SECTION 206)

- 56. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraph 1 through 40 as if fully set forth herein.
- 57. City Defendants' practice of confining in the Jail children taken into custody pursuant to Welfare &

Institutions Code Section 300 is a <u>per se</u> violation of Welfare & Institutions Code 206.

58. City Defendants' expenditures of tax revenues in administering, operating and maintaining the Long Beach City Jail in violation of the requirements of California Welfare & Institutions Code Section 206 constitute illegal as well as wasteful expenditures of said tax revenues.

SEVENTH CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- FAILURE TO MAKE PRIOR JUDICIAL DETERMINATION OF ALTERNATIVE PLACEMENT BEFORE JAILING CHILDREN VIOLATES WELFARE & INSTITUTIONS CODE SECTION 207)

- 59. Plaintiff repeats and incorporates by this reference the allegations contained in paragraphs 1 through 40 as if fully set forth herein.
- 60. City Defendants' practice of incarcerating children in the Jail absent a prior judicial determination that there are no other proper and adequate facilities for the care and detention of such persons violates Welfare & Institutions Code Section 207.
- 61. City Defendants' expenditures of tax revenues in administering, operating and maintaining the Long Beach City Jail in violation of the requirements of California Welfare & Institutions Code Section 207 constitute illegal as well as wasteful expenditures of said tax revenues.

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EIGHTH CAUSE OF ACTION

(AGAINST CITY DEFENDANTS -- INCARCERATING STATUS OFFENDERS IN THE JAIL VIOLATES WELFARE & INSTITUTIONS CODE SECTION 207)

- 62. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through 40 as if fully set forth herein.
- 63. City Defendants' practice of confining in the Jail children accused of status offenses pursuant to Welfare & Institutions Code Section 601 is a per se violation of Welfare & Institutions Code Section 207 which prohibits such children from being locked in adult jails.
- 64. City Defendants' expenditures of tax revenues in incarcerating status offenders in the Long Beach City Jail in violation of Welfare & Institutions Code Section: 207 constitute illegal as well as wasteful expenditures of said tax revenues.

NINTH CAUSE OF ACTION

(AGAINST COUNTY DEFENDANTS -- FAILURE TO ADEQUATELY PLACE ABUSED AND NEGLECTED CHILDREN IN SUITABLE ALTERNATIVES)

- 65. Plaintiff repeats and incorporates by this reference the allegations contained in Paragraphs 1 through 40 as if fully set forth herein.
- 66. The practice of County Defendants in allowing abused and neglected children to be placed in the Jail violates Welfare & Institutions Code Section 202.5, 206, 272, 306, 16501, 16502, 16504, 16504.1, California DSS Manual-SS, chapter 30-100 and Los Angeles County Ordinance No. 84-0125.

67. County Defendants' expenditures of tax revenues in violation of the above-cited statutes, regulations and ordinance constitute an illegal as well as wasteful expenditure of those tax revenues.

WHEREFORE, Plaintiff respectfully prays that this Court:

- 1. Restrain, prohibit and otherwise forever enjoin City Defendants, from:
- A. Confining and incarcerating any abused and neglected children (Welfare & Institutions Code Section 300), and any status offenders (Welfare & Institutions Code Section 601) under any circumstances in the Long Beach City Jail;
- B. Confining and incarcerating any children accused of criminal acts (Welfare & Institutions Code Section 602) in the Long Beach City Jail; or, in the alternative, confining and incarcerating any children accused of criminal acts (Welfare & Institutions Code Section 602) in the Long Beach City Jail until such time as City Defendants remedy each and every constitutional and statutory violation complained of herein; and
- C. Confining and incarcerating any children in the Long Beach City Jail in violation of Welfare & Institutions Code Section 207, requiring prior judicial determinations in each such case that no other "proper and adequate facilities for the care and detention" of such children exists.

- 2. Restrain, prohibit and otherwise forever enjoin
 City and County Defendants from failing to develop,
 promulgate and comply with written and standardized
 detention criteria and procedures governing the detention of
 children.
- 3. Restrain, prohibit and otherwise forever enjoin
 County Defendants from failing to develop and maintain an
 adequate and sufficient number of non-penal alternatives for
 children in custody.
- 4. Award plaintiff the costs of suit, including reasonable attorneys' fees; and
- 5. Grant such other and further relief as the Court deems necessary and proper.

DATED: June <u>5</u>, 1985

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