



December 10, 2019

Michael Jurkovich
Supervising Judge of the Grand Jury
Madera County Superior Court
200 S. G Street
Madera, CA 93637

Subject: Response to the 2018-19 Grand Jury Report entitled "Community Action Partnership of Madera County Inc. Meeting Community Needs"

Honorable Judge Jurkovich:

In accordance with California Penal Code § 933.5(a) and (b), this letter addresses all Findings and Recommendations contained in the above-referenced Grand Jury report.

The following are the Grand Jury's findings and recommendations, followed by the responses of The Madera County Board of Supervisors.

Finding 1:

The MCGJ finds that community knowledge of CAPMC services is severely limited to primarily word of mouth.

Finding 2:

The MCGJ finds that the Resource Guide is outdated in style, information, and format for the entire County of Madera.

Finding 3:

The MCGJ finds that elimination of the Gang Task Force resulted in increased violent gang activity.

Finding 4:

The MCGJ finds that staff members and witnesses experience intimidation during court appearances



Finding 5:

The MCGJ finds that the number of victims of sexual assault have increased dramatically.

Finding 6:

The MCGJ finds that CAPMC does not have dedicated funding specifically related to CFIT activity.

Finding 7:

The MCGJ finds that DSS and CAPMC work well together.

Recommendation 1:

By January 1, 2020, the MCGJ recommends that CAPMC promote services through various forms of social media and other community venues throughout the County.

Recommendation 2:

By January 1, 2020, the MCGJ recommends that CAPMC update their Resource Guide to reflect style, social media outlets, and other community venues throughout the County.

Recommendation 3:

The MCGJ recommends, by January 1, 2020, CAPMC reestablish the Gang Task Force in conjunction with other community agencies.

Recommendation 4:

The MCGJ recommends, by January 1, 2020, CAPMC coordinate a plan to work with law enforcement and the Courts for training staff on how to recognize and defuse gang intimidation.

Recommendation 5:

The MCGJ recommends, by January 1, 2020, CAPMC increase efforts to address the community issues for the needs of victims of sexual assault and human trafficking by reviewing and creating new strategies for victim prevention and assistance.

Recommendation 6:

It is recommended by July 1, 2020-2021 budget, CAPMC secure funds and include a line item for expenses attributed specifically related to CFIT activity.

Recommendation 7:

The MCGJ recommends that CAPMC and DSS continue to have a positive relationship.

Response to all Findings and Recommendations

The Board of Supervisors wishes to acknowledge the Grand Jury's review and time involved in this matter. Further, the Board appreciates the opportunity to respond to the findings and recommendations contained in the report.

The Board also wishes to thank the Executive Director of CAPMC for providing her response for review.

As highlighted in the report, as well as the response of the Executive Director, CAPMC has a long history of administering community programs for which it has oversight and responsibility. Certainly, the County of Madera and CAPMC have had a longstanding partnership as it relates to some of these programs such as the Fresno Madera Area Agency on Aging program which provides home-delivered meals to seniors. The report also correctly states that the Executive Director reports to the Board of Supervisors and the County Administrative Officer. The report states that, "Since its inception, CAPMC has reported to the Madera County Board of Supervisors." As previously discussed, there is a partnership, and there is some degree of oversight between the Board and CAPMC, but it is important to note that CAPMC is a non-profit agency which has its own Board of Directors, management team and employees, and for fiscal year 2017-18 had an operating budget of over \$23 million.

The findings and recommendations outlined in the Grand Jury's report concern matters which fall under the control of CAPMC, its Board, Executive Director and staff and not the Board of Supervisors. To the extent that any of the findings and recommendations contained in the subject report may pertain to matters under the control of the Board of Supervisors, the Board agrees with the responses provided by the Executive Director, whose response is attached (See Attachment 1).

Once again, the Board of Supervisors wishes to thank the Grand Jury for its time and effort in this matter and for providing the Board with an opportunity to review and respond.

Sincerely,

A handwritten signature in blue ink, appearing to read "Brett Frazier", with a stylized flourish at the end.

Brett Frazier

Chairman, Madera County Board of Supervisors

ATTACHMENT 1

August 8, 2019

VIA E-MAIL AND U.S. MAIL

jury@madera.courts.ca.gov

Madera County Grand Jury
PO Box 534
Madera, California 93639

**Re: Community Action Partnership of Madera County, Inc.
Madera County Grand Jury Final Report 1819-03
Formal Response from CAPMC Board of Directors**

Dear Members of the Grand Jury:

I am legal counsel for the Community Action Partnership of Madera County, Inc. ("CAPMC"). On behalf of the CAPMC Board of Directors, and as requested by the Grand Jury and authorized by Penal Code §§933 and 933.05, please consider the following the response of the Board of Directors to the Madera County Grand Jury Final Report 1819-03 (the "**Report**").

A. Introduction

It should be acknowledged at the outset that CAPMC and the Board of Directors appreciates the significant time taken by members of the Grand Jury to review the activities of CAPMC, meet with select employees, and prepare the Report. Such a review can only benefit CAPMC, the Board, the management team, CAPMC employees, and the community at large as CAPMC seeks to provide the highest level of service as it administers the various community programs for which it has oversight and responsibility.

This response will address both the findings reached and recommendations made by the Grand Jury as well as the actions CAPMC intends to take as a result. This response will also address and provide clarification regarding certain statements made in the discussion section regarding issues not directly addressed in the Report's findings

such as the Strengthening Families Program and the Grand Jury's visit to Head Start facilities.

B. Response to Grand Jury Findings

1. F-1 Community Knowledge of CAPMC Services is Severely Limited to Primarily Word of Mouth

The Report initially states in the background section that there is a "general lack of understanding as to what CAPMC does for the community, its funding sources and who benefits from the services," suggesting that this purported lack of knowledge may stem from an inability as a non-profit agency "to use direct advertising of its services and programs," which "causes a broad lack of knowledge of the agency's services and programs."¹

While CAPMC acknowledges that its full name, the Community Action Partnership of Madera County, or its acronym, CAPMC, may not be at the tip of the tongue of all residents of Madera County, CAPMC has never focused on the branding of CAPMC as significant to its mission or the services it provides. CAPMC's focus has instead been on ensuring that there is name recognition and an understanding of the various *programs* administered by CAPMC so that residents of Madera County (and certain services such as Migrant Head Start provided in Fresno County) and, more importantly, the individuals and at-risk groups who can potentially benefit from the services provided by CAPMC's various programs, have an understanding of what services are available, have a working knowledge and understanding of where to go to access those programs, and readily find program information when needed.

For this reason, and as conceded in the Report's Discussion Section, CAPMC "communicates program information via community fairs, health fairs, parent resource centers at school sites, neighborhood gatherings, brochures, social media and word-of-mouth."² As detailed below, CAPMC's method of engaging the community the way it does ensures that its programs—not necessarily the CAPMC name—are widely understood and there is full participation in all programs, with most having waiting lists for prospective participants.

¹Report, Page 3, in the Background Section.

²Report, page 4 in the Discussion Section.

a. Head Start Program

The Head Start program is the CAPMC program that employs the vast majority of CAPMC employees, *and is the most well-known early childhood program in the United States*. Established in 1965 as part of a broader effort to fight poverty, Head Start has served 25 million children since its inception, 90 percent of whom are required by law to be from low-income families.³ *Head Start enrolls over 1 million children each year at a cost approaching \$9.8 billion and is collectively the 18th largest employer in the United States.*⁴ The National Head Start Association calls Head Start "America's effective and most thoroughly tested early childhood education and health program targeting low-income children."⁵

Given its highly visible public status, CAPMC does not see a significant need to expend its limited resources to promote and market the Head Start name or program, although it would not necessarily be prohibited from doing so; CAPMC recognizes that its grant funds are for providing services to the children. The focus is instead on conducting recruiting activities throughout the year. Madera Regional and Migrant Head Start Advocates thus distribute program flyers in the community where the centers are located, including mountain sites in Eastern Madera County. Head Start program staff also participate in community events such as community/resource fairs, health fairs, flea markets, craft fairs, etc. in order to recruit/advertise Head Start services. CAPMC Head Start employees also go directly to large employers such as Agriland Farming and set up booths during company events to directly promote its services to employee.

Head Start flyers and pamphlets are also given to medical providers, health clinic systems such as Camarena Health, dental offices, the Madera County Department of Social Services ("DSS"), First 5 of Madera County, WIC offices, the Madera County Health Department, Madera Unified School District, Madera County Superintendent of Schools, etc. Head Start staff also work with parents who are already involved with the Head Start program to share the details of recruiting and enrollment with other parents through word of mouth (very effective, especially for the Migrant Program) so that other parents become aware of the dates and timing for registration.

³ U.S. Government Accountability Office (1997). *Head Start: Research Provides Little Information on Impact of Current Program*. Washington, DC, GAO/HEHS-97-59.

⁴ U.S. Department of Health and Human Services, Administration for Children and Families. *Head Start Program Fact Sheet*; <https://www.nhsa.org/pr-update/head-start-welcomes-boost-federal-funding>.

⁵ National Head Start Association. (January 8, 2009); http://www.nhsa.org/news_release_1082009

The Fresno Migrant Head Start Program operated by CAPMC conducts similar outreach activities such as calling potential participants, door-to-door recruitment, recruitment events, contacting local radio stations, posting flyers at local businesses, and presentations at local agencies.

At no time have any parents, community members or funding sources complained of any lack of recognition of the Head Start program or complained that they did not know it was part of CAPMC. Further, CAPMC's funding and grantee agencies such as Community Action Partnership of San Luis Obispo County and Stanislaus County Office of Education have never expressed any concerns that the Head Start program has not been properly advertised, promoted or that there is a lack of participation by those eligible for such services. Actually, the converse is true. The CAPMC Head Start Programs have been recognize for establishing collaborative relationships and partnerships in the communities it serves to facilitate access to community services that are responsive to children's and families' needs.

The success of CAPMC's recruiting activities can in large part can be demonstrated and understood by the fact that there are nearly always waiting lists for the various Head Start programs that *average over 100 registered children* and for virtually every center site, evidencing a significant unmet need. By some measures, given the size of the waiting lists of registered children, CAPMC's recruitments efforts and name recognition might be considered too successful.

b. Community Services Department

The Community Services Department administers programs such as

1. **Shunammite Place.** The Shunammite Place Permanent Supportive Housing is a program which houses chronically homeless clients with disabilities
2. **Madera Mental Health Housing Program.** The Madera Mental Health Act Housing Program houses individuals with mental health issues and challenges and are generally referred by Madera County Department Social services.
3. **Senior Services.** Senior Services includes: (a) the Senior Nutrition Program offers adults 60 years and older in Eastern Madera County and the City of Chowchilla a nutritionally balanced, delicious lunch for a suggested donation of \$1.75 per meal, with no senior ever being denied a meal due to the inability to donate;

and (b) the Fresno Madera Area Agency on Aging ("FMAAA") program where adults 60 years of age or older who are unable to leave their home may be eligible for home delivered meals. This service provides delivered meals to seniors, seven meals are delivered Tuesday through Friday (excluding holidays). There is a suggested donation of \$2.00 per meal.

4. Low-Income Home Energy Assistance Program (LIHEAP) and Weatherization. LIHEAP applies a credit to PG&E and propane accounts, and helps pay for wood for applicants who qualify. Weatherization services are also provided under the Community Services Department.

The Community Services Departments uses the following methods to inform the community of services offered: (a) placement of posters/flyers in local and county social services offices (e.g. DSS), local offices of aging (e.g. FMAAA), and other locations located throughout Madera County; (b) communicates about program offerings of list serves such as the Social Agencies Linking Together (S.A.L.T.) group, the Madera County Homeless Coalition, and the Fresno Madera Continuum of Care; (c) include flyers in the local Food Bank food giveaway boxes and /or the Madera County Coalition for Community Justice food box giveaways; (d) conducts outreach at community meetings; (e) the CAPMC website; and (f) the agency newsletter.

For example, in 2019 the Community Services Department attended a total of six community events and distributed a total of 490 LIHEAP flyers and 205 LIHEAP applications. In addition to attending the community events, Outreach workers placed 2,335 flyers and 445 applications at 29 locations throughout Madera County.

The Community Services Department's promotional efforts have been quite successful. Vacancies at the Shunammite Place and the Madera Mental Health Act Housing Programs a filled quickly. CAPMC uses all (and runs out of) all LIHEAP Assistance Program Funding prior to the end of the each contract year, every year. In 2018, CAPMC received an "A" rating from California Community Services Department for completing the 2018 contract by December 31, 2018.

As of July 31, 2019, CAPMC provided energy assistance to 1,549 households and has depleted all the direct benefit funding for the 2019 fiscal year except for enough funding to provide energy assistance to 15 more households. New contract funding will not be available until late October 2019.

The Community Services Department has never received a complaint from the community regarding lack of name recognition for CAPMC or awareness of services available from the CAPMC Community Services Department.

c. Child Care Alternative Payment and Resource & Referral Program

CAPMC also administers the Madera County's Child Care Resource & Referral (CCR&R), a service funded by the California Department of Education to provide information and resources to families and child care providers who live and work in Madera County. In doing so, CAPMC serves as the community child care link between parents and families, and the quality child care they are looking for.

This program is wildly successful and not only has all available positions filled, it currently has a total of *114 families and 247 children on the wait list*. Even with such a wait list, CAPMC continues to promote these services through its Resource & Referral Facebook page as well as providing brochures to the Madera County Work Investment Corporation. This program also does outreach at community events such as health fairs and job fairs, etc.

In addition, CCR&R provides wait-list applications for prospective families through CAPMC's In-Home License Child Care Providers and License Centers in Madera County. As a result, the wait list numbers are quite high and CAPMC is limited to enrolling these families due to no additional funding from California Department of Education. Therefore, these families have to wait for approximately one year for available slots, which can be quite difficult to these families.

In fact, the only complaints received is from those families on the waiting list who are in dire need of subsidized child care services, and no available slots are available for them to be enrolled. Other local agencies are familiar with the many services CAPMC has to offer and regularly send referrals. Another great advertisement has been done through families in our program speaking to friends and families about the services they have or are currently receiving through CAPMC.

d. Victim Services. The Victim Services program, a nationally known program, administers the Victim Services Program, Victim Witness Program, the Martha Diaz Shelter and related services. The programs and services are all well-known throughout Madera County and local agencies, law enforcement (City of Madera Police Department, the Madera County Sheriff's Department and the California Highway

Patrol) and the Madera County District Attorney's office work closely and collaboratively with CAPMC in relation to these programs. There are flyers and other written materials available at almost every conceivable location where there might be an opportunity to refer someone to the Victim Services Program for the services it provides.

The total number of presentations reported by Victim Services for the 2017-18 fiscal year is 60, with the total number of attendees reported as 668. The total number of community events such as health fairs, resource fairs, National Night Out, etc. is 45.

Victim Services also hosts Teen Dating Violence Awareness Month in February, Orange Day in February, Walk a Mile in April, Denim Day In April, Victims' Rights Awareness Day in April, and Domestic Violence Awareness Day in October.

Thus, CAPMC and the Board of Directors believes that the awareness of CAPMC's programs is not severely limited to word of mouth. The programs are widely known, some of the most visible in the County, and in some cases (like Head Start, FMAAA, Victim Services, etc. and other programs) are visible on a state and/or national level. Nearly every program has substantial waiting lists, CAPMC employees go straight to those who need the services the most, so the individuals and at-risk groups who can potentially benefit from the services provided by CAPMC's various programs are clearly aware of where and how to access these programs.

2. F-2 Resource Guide Outdated in Style, Information and Format

The Report noted on page 5 that the Resource Guide for the County of Madera ("Resource Guide"), last updated in August 2016, listed few services outside the City of Madera, the size of the font type was too small for the public to read.

It might be helpful to have some context as to the formulation and updating of the multiple resources guides developed by CAPMC.⁶ One is specific to the City of Madera, but the resources guides developed by CAPMC were for the County of Madera, City of Chowchilla and Eastern Madera County. CAPMC received limited funding to prepare the general resources guides and the one provided to the Grand Jury members in connection with their review is the one prepared for the County of Madera, which was last updated in August 2016. Please note that a standard version of the Resource Guide is

⁶ Copies of various resource guides are attached as Exhibit A. The one provided to the Grand Jury is the first one in Exhibit A.

in a least 14 point type, large type than used in this letter, but a smaller version was provided to the Grand Jury as part of its review.

The Resource Guide contains a listing of telephone numbers for various city, county and state agencies in the county and, somewhat inconsistent with the comments from the Grand Jury, is not limited primarily to resources within the City. ***In fact, more than 90% of the Resource Guide references services throughout the County of Madera and/or includes services in Chowchilla, Coarsegold and Oakhurst.*** A detailed review of the Resource Guide list services located as follows:

- a. Child Care - all County-wide services
- b. Recreational - 3 of 6 outside the City of Madera
- c. Children With Disabilities – all 15 provide services outside of City of Madera
- d. Early Education Programs – All 12 provide services outside of City of Madera
- e. Education Programs – All 29 provide services outside of City of Madera
- f. Public Guardian – Provides services throughout County of Madera
- g. Teen Resources – 10 of 12 provide services outside of City of Madera
- h. Parenting – All 12 provide services outside City of Madera
- i. Health Services – All 17 provide services outside City of Madera
- j. Adults with Disabilities – All 9 provide services outside City of Madera
- k. Veteran Services - All 3 provide services outside City of Madera
- l. Food and Clothing Resources - 14 of 15 provide services outside City of Madera
- m. Housing – 4 of 6 provide services outside City of Madera
- n. Alcohol and Drug Treatment -- All 5 provide services outside City of Madera
- o. Breastfeeding Support – Both provide services outside City of Madera
- p. Employment - All 5 provide services outside City of Madera
- q. Libraries - All 5 provide services outside City of Madera
- r. Domestic Violence Assistance – All provides provide services outside City of Madera
- s. Counseling Services -- All 6 provide services outside City of Madera;

- t. Energy Assistance -- All 3 provide services outside City of Madera
- u. Other Community Services -- All 13 provide services outside City of Madera
- v. Law Enforcement -- 5 of 6 provide services outside City of Madera
- w. Fire -- 2 of 3 provide services outside City of Madera
- x. Corrections -- All 6 provide services throughout the County of Madera
- y. Helplines -- All 10 provide services outside City of Madera
- z. Senior Services -- 14 of 16 provide services outside City of Madera
- aa. Head Start -- Throughout County of Madera
- bb. Other Local Services -- Throughout County of Madera
- cc. Transportation -- 6 of 7 provide services outside City of Madera

Perhaps more importantly, however, such information becomes quickly outdated with changes in structure and management of various governmental and nonprofit resources.

Like telephone books, telephone directory assistance, the Yellow Pages, etc., such resources that were once critical for access to services and companies are now largely obsolete because online searches through sites such as Google yield results more quickly and accurately—and once found, one click or the press of a finger on the screen—can make the call to the service or organization in question. CAPMC has found that nearly everyone who has a need to access such services have a cell phone or Internet access available to them including, without limitation, the poor, farmworkers (including migrant farmworkers, the undocumented and the homeless.

As a result of the above, plus the cessation of funding to continue to update the Resource Guide, CAPMC determined that it was not an effective expenditure of CAPMC's limited resources to do so in the age of Google and other online search engines and directories.

3. F-3 Elimination of Gang Task Force Resulted in Increased Violent Gang Activity

The Report states at page 5 that the Madera County Gang Task Force was “considered effective at suppressing gang activity. When the Gang Task Force was disbanded, gang activity increased substantially,” with an implication that perhaps CAPMC has some role in the creation or disbanding of the Gang Task Force.

It might be helpful to know that the Madera County Gang Task Force was established through the County of Madera and was headed by a then-member of the Board of Supervisors, Richard Farinelli. While CAPMC did send a participant to the Gang Task Force meetings, CAPMC played no role in the formation or the disbanding of the task force. The assumption of CAPMC personnel that it was generally helpful to have the Gang Task Force so that it could potentially provide for more collaboration in connection with the suppression/prevention of gang activity, CAPMC has never been provided with any evidence, statistics or information that showed that the task force was actually “effective in suppressing gang activity” and likewise has no evidence, statistics or information suggesting that “gang activity has increased substantially” since the task force was disbanded.

In fact, the perspective of those in local law enforcement and Victim Services that actually track such information is that there has been no appreciable increase in gang activity in recent years or since the task force was disbanded, and compared to other parts of California, gang activity in Madera County is not on the increase or any more of an issue that it has been in the past. In fact, it is much better than in many urban areas. While such task forces can be a force for good—and CAPMC certainly supported the force—CAPMC does not believe that the disbanding of the Gang Task Force has resulted in the increase in violent gang activity.

4. F-4 Victim Services Staff Members and Witnesses Experience Intimidation During Court Appearances

In connection with the statements regarding the disbanding of the Gang Task Force, the Report states that “Staff Members and witnesses currently experience intimidation during court appearances” suggesting that such alleged intimidation is regular, ongoing and resulting from the disbanding of the task force.

When an issue arises with regard to an incident of potential intimidation of a Victim Services employee, such incidents are reported to Human Resources as well CAPMC’s legal counsel. There have been few incidents of intimidation of Victim Services employees reported to Human Resources or legal counsel the past few years, and an interview with a recently-retired Victim Services coordinator who would have knowledge and responsibility for the reporting of such incidents confirmed that there has not been an increase in intimidation incidents of Victim Services employees.

Another Victim Services coordinator did report one specific incident in the past year or so where a Victim Services advocate stated that her vehicle might have been

“keyed” by the family members of an alleged perpetrator that was on trial, but could not fully confirm that it was a family member. This was the only incident she could recall in recent years. In response, Victim Services employees were encouraged to drive Agency vehicles to court whenever possible to minimize their personal vehicle being identified as belonging to a Victim Services employee.

Out of an abundance of caution, Victim Services Advocates have reported that they do engage in such behaviors such as: (1) change their driving patterns to avoid being followed, (2) not using the same routes coming and going to the court sessions; (3) not wearing ID badges in certain settings, etc.

As to intimidation of witnesses, the Victim Services coordinator who would have knowledge and responsibility for the reporting of such incidents confirmed that there has not been an increase in intimidation incidents of Victim Services witnesses. The same Victim Services coordinator who reported the incident of the Victim Services employee’s vehicle being keyed also reported that one Victim Services witnesses thought that perhaps he was being followed by the family member of an alleged perpetrator, but could not confirm that to be the case. He was advised to immediately report it to law enforcement.

Victim Services Advocates have in place a process to report any incidents of intimidation or threats while at court to the court bailiff and to other law enforcement as appropriate. Madera County Superior Court has generally been quite protective in situations where there are potential or actual threats of violence towards participants in court proceedings.

The CAPMC Human Resources Director reports that the Victim Services Program Manager rarely reports any incidents to her. The most recent events are: (1) in September 2012 the Victim Services Program Manager asked the Human Resources Director join her in speaking with a client about getting services while holding her pet dog for calming purpose, because other employees were offended the client for refusing her dog to be with her; (2) in November 2012 the Director expressed some concern regarding a conversation with an attorney from the District Attorney’s office regarding a CFIT examination. There have been on issues of intimidation reported to Human Resources by Victim Services or the Victim Services Program Manager in years.

Based on the foregoing, CAPMC does not believe there has been any measureable increase in employees or witness intimidation during court appearances. In fact, there have been surprisingly few incidents over the past several years.

5. F-5 The Number of Sexual Assault Victims Have Increased Dramatically

The Report states that the "Victim Services program has seen an increase in the number of services for victims of sexual assault. Based on statistics provided by Victim Services, the need for victim services for sexual assault dramatically increased over 800 percent between 2014 and 2016."

In the above-mentioned interview with a recently-retired Victim Services coordinator who would have knowledge and responsibility for the tracking and reporting of sexual assaults, she confirmed that there has not been a substantial increase in the number of services for victims of sexual assault and that the need for victim services for sexual assault did not increase 800% from 2014-2016. Based on the information available to her during those time periods, sexual assaults during that time period had largely leveled off and there has certainly not been any significant increase, certainly not more than 10% since 2014.

As far as services actually provided by CAPMC to sexual assault victims—services that are not exclusively provided to Madera County residents so it is not necessarily representative of an increase in sexual assaults in Madera County, the numbers are:

Fiscal Year

2014-15 – Victim Services served 232 sexual assault victims.

2015-16 – Victim Services service served 288 sexual assault victims

This was an approximate 24% increase from 2014 through 2016 but, as noted above, the increase is not necessarily attributed to an increase in sexual assaults in Madera County as those individuals can and do come from neighboring areas, it may be that the program is more visible, or simply a function of additional individuals seeking services.

6. F-6 No Dedicated Funding Specifically Related to CFIT Activity

CAPMC *does* indeed have dedicated funding specifically related to CFIT activity. It is just through Community Service Block Grant ("CSBG") funds and not

through direct funding from the National Childhood Alliance as it often places significant limitations, terms and conditions on the use of funds obtained from it.

The dedicated CFIT funds CAPMC received from CSBG for 2019 were \$122,683.00 of the total \$279,073 approved by the Board of Directors on December 13, 2018. Notably, the funds for 2019 included an allocation for a CFIT Specialty Advocate that is responsible for arranging CFIT interviews, maintain National Children's Alliance Accreditation and to work with the community and multidisciplinary team.⁷

CAPMC was also eligible for \$30,000.00 in additional CSBG discretionary funds for 2019 and on June 5, 2019 the Board voted to approve the use of a portion of these additional funds to provide a training in CFIT interview techniques (to be offered in November 2019 and March 2020) with a focus on interviewing children of alleged sexual assault and/or physical abuse.⁸

It has long been CAPMC's preference to seek funds for CFIT activities through CSBG grants as they have much less funding terms, limitations and conditions, and the agency can choose to use these dedicated CFIT monies from the CSBG funds where most needed in CFIT activities.

7. F-7 CAPMC and the Department of Social Services Work Well Together

CAPMC appreciates that the Grand Jury recognizes the excellent working relationship that CAPMC has with the DSS. It has been a long-established relationship and both CAPMC and DSS personnel work hard to maintain this relationship as they have a number of coordinating and related activities that jointly benefit various at-risk groups and individuals in Madera County.

C. CAPMC Response to Other Statements in Report

1. The Strengthening Families Program

The Report noted in page 5 that the Strengthening Families Program service-delivery site was visited and the program publications provided by CAPMC "are geared toward a verbal, reading audience. Most publications are reader-intensive and the

⁷ See approved minutes of the December 13, 2018 Board meeting which are enclosed as Exhibit B.

⁸ See June 5, 2019 Board Minutes, Report to Board of Directors and May 23, 2019 CSBG Discretionary Budget Narrative attached as Exhibit C.

vocabulary may be beyond the target audience. Those with limited reading abilities need audio-visual text in order to access and understand CAPMC publications.”

While CAPMC appreciates these comments and that the Strengthening Families materials consist detailed manuals and workbooks that are somewhat reader-intensive, those accompany audio/visual lessons on the Home-Use DVD Version that is age-appropriate (a copy of the version geared towards ages 7-17 accompanies the original of this response), which ameliorates the reader-intensive aspects of the program and works cohesively with the written materials.

Of further note is that fact that Strengthening Families program was *not* created by CAPMC nor are the Strengthening Families materials and manuals CAPMC publications.⁹ The Strengthening Families Program (SFP) is a nationally and internationally recognized parenting and family strengthening program for high-risk and general population families. It is an evidence-based family skills training program found to significantly improve parenting skills and family relationships, reduce problem behaviors, delinquency and alcohol and drug abuse in children and to improve social competencies and school performance. Evidence has further shown that child maltreatment also decreases as parents strengthen bonds with their children and learn more effective parenting skills.

The evidence-based SFP for high-risk families was developed and tested in the mid 1980s by Dr. Karol L. Kumpfer on a NIDA research grant with children of substance-abusing parents. Subsequent randomized control trials have found similar positive results with families in many different ethnic groups. Both culturally adapted versions and the core version of SFP have been found effective with African-American, Hispanic, Asian, Pacific Islander, and First Nations families. SFP is currently in 36 countries.

In order to make SFP skills available to every family, the DVD mentioned above was developed to have ten 30-minute SFP lessons, plus an introductory segment that discusses how the teen brain develops. Handouts can be printed off the DVD or from the website. As with CAPMC, the program can be used in a clinic or agency setting with a trained Discussion Leader or Family Coach. It has also been used throughout the United States as part of a middle school health class curriculum with parent-child homework assignments, and in some schools has helped lower 8th grade binge drinking 50% in one year.

⁹ An overview of the program is attached as Exhibit D.

The latest version of the materials were developed and pilot-tested over 30 times with high risk families with excellent results, so while somewhat reader-intensive, the program has shown to be a demonstrated success for target populations like those served by CAPMC. This new universal version of SFP has lessons for parents, children, teens, and a family practice session. It teaches the same research-proven skills as the original SFP, with added material on mindfulness, the impact of alcohol and drugs on the developing teen brain and the parenting skills needed to prevent it.

2. Access to Head Start Sites

There is a comment on page 4 of the Report that the visit to facilities were “pre-selected” by CAPMC staff and interaction with those operating the various facilities was limited. There is a specific reference to the fact that at each of the Head Start facilities visited the “children were at naptime, and the MCGJ met a few of the staff at work,” implying that perhaps CAPMC was purposeful in limiting the visits and interactions with staff.

For clarification purposes, CAPMC wanted to make sure it was understood that the Grand Jury did not request to visit any program sites, CAPMC offered at its own initiative to schedule site visits during the meeting with members of the Grand Jury to provide a visual understanding of some of the services offered by CAPMC and clients served by the various departments. By the time the Grand Jury was ready to visit the Head Start sites it was time for naps. This was not purposeful but a function of the timing of the Grand Jury’s visit. As parents know, infants sleep whenever they choose to do so, while the scheduled naps for toddlers at the Head Start centers is 11:30 a.m. and pre-school children are put down for a nap around noon.

It is significant to know, however, that visits to a Head Start center at any time is limited by federal and California law and visits can have only minimal (or no interaction at all) unless the visits meet with requirements to volunteer and work at a child care center. These requirements include:

1. Evidence of Required immunizations – MMR, TDaP, Flu, and TB test;
2. DSS Clearance -- Department of Social Service Clearances, including fingerprinting and clearance by

the United States Department of Justice and
California Community Care Licensing Division.

Consequently, even if the children had not been napping any interactions with staff or children would have been limited as a matter of law.

D. Response to Grand Jury Recommendations

1. R-1 By January 1, 2020, CAPMC Promote Services Through Various Forms of Social Media and Other Community Venues

CAPMC has and will continue to promote its serves—generally by program—through social media sites, regularly updating the agencies online presence and website, community venues, the distribution of program flyers to government agencies, educational institutions, non-profits, health clinics and systems, and other organizations who serve CAPMC's targeted and at-risk populations, participation in community events, etc. as it has been doing for years.

CAPMC will also look at the possibility of updating job description of one or more employees in the various programs to have responsibility for promotional efforts, including having a more high-profile social media and online presence.

2. R-2 By January 1, 2020, CAPMC update their Resource Guide

CAPMC has no designated funding to update the Resource Guide nor is it aware of any such funding opportunities. As detailed above, such information becomes quickly outdated more than ever. Like telephone books, telephone directory assistance, the Yellow Pages, etc., such resources that were once critical for access to services and companies are now largely obsolete because online searches through sites such as Google yield results more quickly and accurately—and once found, one click or the press of a finger on the screen—can make the call to the service or organization in question. CAPMC has found that nearly everyone who has a need to access such services have a cell phone or Internet access available to them including, without limitation, the poor, farmworkers (including migrant farmworkers, the undocumented and the homeless.

As a result of the above, plus the cessation of funding to continue to update the Resource Guide, CAPMC determined that it would not be an effective expenditure of CAPMC's limited resources to do so in the age of Google and other online search engines and directories.

3. R-3 By January 1, 2020, CAPMC Re-Establish the Gang Task Force

As detailed above, the Madera County Gang Task Force was established through the County of Madera. CAPMC played no role in the formation or the disbanding of the task force and does not have the ability, nor is it in the position, to re-establish the Gang Task Force.

While such task forces can be a force for good—and CAPMC certainly supported the task force and would participate if Madera County re-established it—CAPMC is unable on its own to re-establish the task force.

4. R-4 By January 1, 2020, CAPMC Coordinate a Plan to Work with Law Enforcement and the Courts for Training Staff on How to Recognize and Defuse Gang Intimidation

CAPMC—particularly Victim Services—already has an established collaborative relationship with law enforcement in Madera County and Victim Services Advocates as well as processes and mechanics in place to recognize intimidation and take action as appropriate. This includes including contact with court personnel (particularly court bailiffs), law enforcement and, where needed, taking action to obtain restraining orders to protect employees and others.

Nevertheless, CAPMC will continue to look for ways to decrease the risks and incidents of intimidation and harassment related to gang activities and attempts at intimidation.

5. R-5 By January 1, 2020, CAPMC Increase Efforts to Address the Community Issues for the Needs of Victims of Sexual Assault and Human Trafficking by Review and Creating New Strategies for Victim Prevention and Assistance

Such increased efforts continue to be part of the mission of the Victim Services program at CAPMC and CAPMC is fully committed to looking for meaningful ways to increase efforts to assist in the prevention of sexual assault and human trafficking. CAPMC will continue to review and work with other community

stakeholders (law enforcement, health care systems and hospitals, government agencies, etc.) to create new strategies for victim prevention and assistance.

6. R-6 By July 1, 2020-2021 Budget, CAPMC Secure Funds and Include a Line Item for Expenses Attributed Specifically to CFIT Activity

CAPMC has secured dedicated funding specifically related to CFIT activity through CSBG funds and will continue to do so. The dedicated CFIT funds CAPMC received from CSBG for 2019 were \$122,683.00 of the total \$279,073 approved by the Board of Directors on December 13, 2018. CAPMC also sought and became eligible for \$30,000.00 in additional CSBG discretionary funds for 2019.

CAPMC will continue to secure dedicated funds attributed to CFIT activities in such a way that CAPMC has the discretion to use those funds engaging in CFIT activities it needs most critical and appropriate.

7. CAPMC and DSS Continue to Have a Positive Relationship

Both CAPMC and DSS are committed to strong and positive working relationship between the agencies and will continue to work together to provide the best possible services and experiences to the populations they serve, both separately and jointly.

CAPMC appreciates the Grand Jury's review of CAPMC and hopes that this provides some clarification as to what was observed as part of this review and the findings and recommendations made by the Grand Jury.

CAPMC would be happy to provide additional information or a further response as may be requested by the Grand Jury, and sincerely appreciates the jury's service and review of CAPMC's activities.

Very truly yours,

Russell K. Ryan



**Community Action Partnership of Madera County
Inc.**

**Meeting Community Needs
2018-2019**

**Madera County Grand Jury
Final Report 1819-03**

Published on: June 28, 2019

SUMMARY

Community Action Partnership of Madera County Inc. (CAPMC) has been coordinating a variety of community service programs since 1964. These programs include Head Start, Victim Services, Community/Family Services, Child Care, and Senior Services among others. CAPMC receives funds for these and other programs from federal, state and local grants, as well as public and private funding. Services are available throughout Madera County. The agency employs 360+ employees and has its own independent Board of Directors.

GLOSSARY

- CAO- Madera County Chief Administrative Office
- CAPMC- Community Action Partnership Madera County
- CFIT- Child Forensic Interview Team
- DSS Department of Social Services
- MC- Madera County
- MCGJ- Madera County Grand Jury
- CAPQuest – Community Action Partners quest for excellence

BACKGROUND

In 1964, as part of President Lyndon B. Johnson's Great Society and War on Poverty, non-profit agencies were established across the country geared towards meeting the needs of those caught in poverty. Community Action Partnership of Madera County, Inc. coordinates a variety of community service programs for Madera County. Their programs are structured to address the social and economic needs of Madera County residents across the age spectrum. Head Start is one of those programs and was key to the beginning of CAPMC.

In addition to Head Start, CAPMC secures funding for the following programs:

- Senior Meals
- Medical Escort
- Senior Citizen Bus
- Child Care Initiative Project
- Child Care Resource & Referral
- Shunammite Place Permanent supportive Housing
- Victim Services (Domestic Violence, Rape/Sexual Assault, Victim Witness Service);
- Community/Family Services (Energy Assistance, Weatherization, Child Care Alternative Payment Program;

Since its inception, CAPMC has reported to the Madera County Board of Supervisors. Additionally, CAPMC has its own Board of Directors that oversees the many agency programs under CAPMC's umbrella. Operations are led by an Executive Director with an additional supportive administrative staff.

The administration includes, the Chief Financial Officer, Human Resources Director, Madera Head Start Director, Fresno Head Start Director, Victim Services Program Manager, Community Services Program

Manager, and Alternative Payment Program/ Resource & Referral Program Manager. These individuals report to the Executive Director.

The Community Action Partnership of Madera County had an operating budget for 2017-18 of over \$23 million. Funding is from grants via a combination of federal, state, local, public and private sectors. A majority of CAPMC's 2017-2018 annual funding allocation of \$23,600,021 came from state and federal sources. These funds are focused on services to the lower-income and disadvantaged population of Madera County. The Agency's services provide a significant impact to the economy of Madera County, and to that of the surrounding counties of Fresno and Mariposa. CAPMC anticipated expending \$26 million in 2018 with a \$26 million budget.

The effectiveness of the programs is evaluated and audited on an annual basis by the grant-sponsoring agency and through internal evaluations and audits. Results are then conveyed to the CAPMC Board of Directors.

The Executive Director (ED) is the only employee who reports to the Board of Directors and to Madera County's Chief Administrative Officer (CAO). For every grant CAPMC receives, a portion of the funds are allocated to administration and salaries for the individual operating the various programs. The ED is the only person paid in this manner.

The mission of CAPMC is to help people, change lives, and make the community a better place to live by providing the resources and services that inspire personal growth and independence.

In 2011, CAPMC developed CAPQuest, which is a strategic plan to become an Agency of Excellence. As part of the CAPMC's Journey to Excellence, CAPMC created agency standards to live by:

- Courtesy
- Attitude
- Professionalism
- Make time
- Closure

According to CAPMC, by 2020, they will mark the end of a 10-year mission to become an Agency of Excellence. As a non-profit, public benefit agency, CAPMC strives to be a service to clients and the community.

Community Action Partnership of Madera County, Inc., (CAPMC) has never been reviewed by the Madera County Grand Jury (MCGJ). There was a general lack of understanding as to what CAPMC does for the community, its funding sources, and who benefits from the services. As a non-profit agency, CAPMC is unable to use direct advertising of its services and programs. This causes a broad lack of knowledge of the agency's services and programs. This report is designed to help enlighten the community of these services and programs and their availability.

METHODOLOGY

- Attended CAPMC Board of Directors meeting.

- Reviewed CAPMC Board's agenda items and supporting documentation.
- Met with the Administrative Staff.
- Toured operating programs sites, which are funded by CAPMC including three different Head Start programs, Shunammite Place, Strengthening Families program, and the Administration Facilities.
- Reviewed program publications and other printed material used to inform the public of CAPMC services.
- Interviewed select program facilitators.
- Interviewed members of the CAPMC Board.
- Interviewed Department of Social Services (DSS) personnel who refer clients for CAPMC services.
- Examined 2017's audit.

DISCUSSION

The Madera County Grand Jury met with a selection of the administrative staff.

The CAPMC was originally known as "Madera County Action Committee." It is the largest non-profit public benefit organization in Madera County. The CAPMC staff has adopted community projects including the American Cancer Society's Relay for Life, Children's Hospital of Central California Kids Day campaign, Victim's Service Soup Bowl and Walk-a-Mile.

Community Action Partnership of Madera County employs 362 individuals of which 98% are fulltime. The agency connects victim services as well as community and family services with eligible residents of Madera County. Community Action Partnership of Madera County communicates program information via community fairs, health fairs, parent resource centers at school sites, neighborhood gatherings, brochures, social media, and through word-of-mouth.

The MCGJ attended one of the CAPMC Board meetings. The 15-member board is composed of representatives who are elected, from the private sector, and "target areas." They are not involved in the day-to-day operation of the agency. This "Triumvirate Board," consist of five members that are representatives from the elected, private, and target sectors. They function as a policy/oversight group and oversee the Executive Director's position. The public official sector is composed of representatives from elected county bodies. In the private sector, members are represented by community groups. Target areas representatives reside and represent the voice of those populations.

The MCGJ toured several programs and facilities supported, operated, and staffed by CAPMC within the city of Madera. The facilities were pre-selected by the staff, and interaction with those operating the various facilities was limited. Three separate Head Start facilities were toured. At each of these facilities, the children were at naptime, and the MCGJ met a few of the staff at work.

Also included in the tour, was a visit to the Shunammite Place, which is a supportive housing program for chronically homeless women with disabilities. The Shunammite Place currently houses 15 residents. On site staff assists clients with employment training, case management, basic life skills, and education.

The final location visited was the Strengthening Families services-delivery site. Strengthening Families programs involve building parenting communication skills and strategies to prevent and/or mitigate the incidents of behavioral, emotional, or social problems for children, teens, and adults. The program has a

childcare area. It is provided for the parents as a practice area, and while adults are attending classes. The parenting classes are available in English and Spanish.

An issue MCGJ noticed is that program publications provided by CAPMC to the target group, are geared toward a verbal, reading audience. Most publications are reader-intensive, and the vocabulary may be beyond the target audience. Those with limited reading abilities need audio-visual text in order to access and understand CAPMC publications.

In a similar vein, the Resource Guide for the County of Madera was last updated August 3, 2016. The publication information indicated that the booklet Resource Guide for the County of Madera was created for CAPMC. Most services in the booklet are located in the City of Madera. Few resources listed are located in the outlying areas of the County. Additionally, the size of the font type is too small for the public to read.

The MCGJ met with the Victim Services. The issues addressed included, gang activity, sexual assault, human trafficking and the need for financial support.

A primary issue is the high level of gang activity throughout Madera County. Previously, an effort to reduce gang activity was led by the Madera County Gang Task Force. The Task Force brought together participation from law enforcement, schools, churches, civic groups including Boys and Girls Scouts, and Big Brothers and Big Sisters. The Task Force was headed by a member of the Board of Supervisors, and was considered effective in suppressing gang activity. When the Gang Task Force was disbanded, gang activity increased substantially. Staff members and witnesses currently experience intimidation during court appearances.

The Victim Services program has seen an increase in the number of services for victims of sexual assault. Based on statistics provided by Victim Services, the need for victim services for sexual assault dramatically increased over 800 percent between 2014 and 2016. An additional challenge for Victim Services is human trafficking throughout specific pockets in the County. Community awareness for victims of sexual assault, domestic violence, and human trafficking are highlighted with participation in community events such as Denim Day, Walk a Mile, and Soup Bowl community-based activities.

Concerns were expressed regarding financial support of the Child Forensic Interview Team (CFIT). Community Action Partnership of Madera County works in collaboration with other agencies regarding CFIT funding. Several agencies within the county utilize the CFIT services, while working with sexually abused youth. The MCGJ examined the most recent independent audit for CAPMC. A close reading of this document resulted in finding no evidence of funding for expenses attributed specifically related to CFIT activity.

The MCGJ interviewed the Department of Social Services (DSS), which is an agency that refers clients to various programs provided by CAPMC. The DSS reported working closely with CAPMC. The DSS refers clients to the Parenting Program, and works hand-in-hand with the Victim's Service Program.

Community Action Partnership of Madera County is a combination of much needed programs that provide a variety of services to Madera County's low to moderate-income population. Services are made available through local, state, and federally funded grants and address a variety of the community's needs. Community Action Partnership of Madera County is the intervention agency for those in crisis. Depending upon an individual's circumstance, and income qualifications, CAPMC has the means to assist the client prior to being processed through the Department of Social Services.

Community Action Partnership of Madera County has the ability to provide emergency housing, food vouchers, and emergency assistance for those in need.

FINDINGS

- F1.** The MCGJ finds that community knowledge of CAPMC services is severely limited to primarily word of mouth.
- F2.** The MCGJ finds that the Resource Guide is outdated in style, information, and format for the entire County of Madera.
- F3.** The MCGJ finds that elimination of the Gang Task Force resulted in increased violent gang activity.
- F4.** The MCGJ finds staff members and witnesses experience intimidation during court appearances.
- F5.** The MCGJ finds that the number of victims of sexual assault have increased dramatically.
- F6.** The MCGJ finds that CAPMC does not have dedicated funding specifically related to CFIT activity.
- F7.** The MCGJ finds that DSS and CAPMC work well together.

RECOMMENDATIONS

- R1.** By January 1, 2020, the MCGJ recommends that CAPMC promote services through various forms of social media and other community venues throughout the County.
- R2.** The MCGJ recommends, by January 1, 2020, CAPMC update their Resource Guide to reflect style, social media outlets, and include all areas of the county.
- R3.** The MCGJ recommends, by January 1, 2020, that CAPMC reestablish the Gang Task Force in conjunction with other community agencies.
- R4.** The MCGJ recommends, by January 1, 2020, CAPMC coordinate a plan to work with law enforcement and the Courts for training staff on how to recognize and defuse gang intimidation.
- R5.** The MCGJ recommends, by January 1, 2020, CAPMC increase efforts to address the community issues for the needs of victims of sexual assault and human trafficking by reviewing and creating new strategies for victim prevention and assistance.
- R6.** The MCGJ recommends, by July 1, 2020-2021 budget, CAPMC secure funds and include a line item for expenses attributed specifically related to CFIT activity.
- R7.** The MCGJ recommends that CAPMC and DSS continue to have a positive relationship.

REQUIRED RESPONSES

Pursuant to Penal Code sections 933 and 933.05, the grand jury requests responses as follows:

Madera County Board of Supervisors
200 W. Fourth
Madera, CA 93637

Executive Director CAPMC
Community Action Partnership of Madera County
1225 Gill Street
Madera, CA 93637

Community Action Partnership Board of Directors
1225 Gill Street
Madera, CA 93637

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.
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