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REVIEW OF RESPONSES TO THE 2017-2018 GRAND JURY REPORTS

The *2017-2018 Sacramento County Grand Jury Final Report* contained five investigative reports that required responses from various governing boards and elected officials in Sacramento County.

The 2018-2019 Sacramento County Grand Jury reviewed the responses to these reports submitted by the identified government entities for compliance with the requirements in Penal Code Sections 933 and 933.05.

The full version of the *2017-2018 Sacramento County Grand Jury Final Report* and the submitted responses can be found at the Sacramento County Grand Jury website, www.sacgrandjury.org

1. Is There a Home for Every Foster Child?

REASON FOR INVESTIGATION

The 2017-2018 Sacramento County Grand Jury conducted an investigation of the foster care system in Sacramento, focusing on the Centralized Placement Support Unit (CPSU), which is an intake center licensed to house children for up to 24 hours. The Grand Jury also looked into the entities that work with CPSU as part of the overall foster care youth intake process.

2017-2018 FINDINGS

- F1. CPSU has experienced, compassionate and dedicated staff whose priority is the welfare of the children they serve.
- F2. The current location of the CPSU is in a high crime neighborhood that places CPSU staff and traumatized youths in undue danger.
- F3. Since the enactment of SB 855 in 2014, no measurable progress has been made to find suitable options that address the unique treatment and placement needs of the expanded population of high risk children.
- F4. There is a lack of communication on spending priorities between senior management and the needs of the service providers.
- F5. CPS and DHHS are still focused on ineffective recruitment strategies rather than considering innovative approaches to gain more placement models for the expanded population it serves.
- F6. CPS personnel hired to recruit placement opportunities for children are unable to focus their efforts due to other job activities.

2017-2018 RECOMMENDATIONS

- R1. Acknowledge the social workers and supervisors of the CPSU for their outstanding service and dedication.
- R2. Relocate the CPSU to a safer environment.
- R3. Develop a plan and accelerated timeline to increase placement options for all children with immediate needs and children requiring Short Term Residential Treatment Centers.
- R4. Senior management needs to improve transparency and open communication between county policy makers and service providers so that budget allocations better match the needs of Sacramento County foster children.
- R5. Create an analytical model that compares cost effectiveness, resulting in the ability to pro-actively develop and implement alternative models.
- R6. Determine the necessary hiring or utilization of existing staff to allow recruiters to focus exclusively on placement opportunities for children.

2017-2018 RESPONSES

The Sacramento County Executive provided responses to the findings and recommendations noted above on September 11, 2018. The Sacramento County Board of Supervisors agrees with all responses provided by the County Executive.

The 2018-2019 Sacramento County Grand Jury notes that the required responses are in compliance with PC Section 933 and PC Section 933.05.

The Sacramento County Executive reported the following actions:

- R1. *The recommendation has been implemented.* The department supports CPS in its acknowledgement and appreciation of the important, difficult, and sometimes dangerous work CPS staff members perform on a daily basis.
- R2. *The recommendation requires further analysis.* CPS has moved several CPS staff away from the CRH site and is researching plans to take children to other locations for assessment. During the next six months, CPS will complete its analysis of the feasibility of relocating CPSU to a safer environment.
- R3. *The recommendation is being implemented.* CPS continues to work with its foster family agency (FFA); group home; Short-Term Residential Therapeutic Program (STRTP); County resource home; relative caregiver; and non-related, extended family member providers to help develop solutions.

- R4. *The recommendation has been implemented.* Please refer to CPS activities related to the Title IV-E Waiver, FPRRS funding opportunity and on-going monthly meetings with service providers referenced in response to Finding 4 above.
- R5. *The recommendation has not yet been implemented, but will be implemented in the future.* Not enough time has passed since the passage of CCR legislation to develop an analytical model that compares the cost effectiveness of the alternative models. Sacramento County CPS cannot develop service models independent of the regulations set forth by the State of California.
- R6. *The recommendation has been implemented.* CPS has begun transitioning the Recruiters/Trainers away from non-recruitment activities as well as utilizing staff throughout the department to help with recruitment

2. Strengthening the Internal Audit Functions of Sacramento County

REASON FOR INVESTIGATION

The 2017-2018 Sacramento County Grand Jury conducted an investigation of Sacramento County's internal audit process. The focus was on "best practices" which could be incorporated into Sacramento County operations.

2017-2018 FINDINGS

- F1. The Sacramento County Internal Audit Unit lacks the necessary independence to perform operational audits and report their findings directly to the Board of Supervisors.
- F2. Sacramento County lacks a process for independent outside operational audits.
- F3. There is a lack of public transparency in the current audit process.
- F4. Current staffing levels are not at maximum strength and are not sufficient to undertake an increased role in performing internal operational audits.
- F5. Sacramento County currently lacks staff in the audit section with the breadth of experience or broader education to also process operational audits, in addition to financial audits.
- F6. Audit reports that are available to the public are often written to address specific accounting and legal needs and are not readily understandable to the public.
- F7. The Audit Committee is comprised of department heads.
- F8. The Internal Audit Unit, as well as the Department of Finance as a whole, are understaffed in IT support.

2017-2018 RECOMMENDATIONS

- R1. Create an elected position of County Auditor. Remove the Internal Audit Unit from the Department of Finance, eliminating unnecessary levels of supervision.
- R2. Emphasize independent operational audits to review processes and procedures. Emphasize Risk Assessment Modeling to develop operational audits and scheduling.
- R3. Establish a strong mission statement and objectives for the Internal Audit Unit. The County should work to improve its website and to support it.
- R4. Staffing increases are necessary to also undertake operational audit workloads.
- R5. Hire and retain staff with a wide breadth of education and experience that they can bring to operational and process audits.
- R6. Make all reports more transparent to the public, particularly the readability and accessibility of completed operational and performance audits.
- R7. Maintain and expand the Audit Committee to include one or two members of the Board of Supervisors. The Board should also consider appointing members of the public to the Audit Committee.
- R8. Improve information technology support for the Internal Audit Unit and the Department of Finance.
- R9. The County Auditor should be a permanent member of the COMPASS Steering Committee.

2017-2018 RESPONSES

The Sacramento County Executive provided responses to the finding and recommendations noted above on September 11, 2018. The Sacramento County Board of Supervisors agrees with all responses made by the County Executive.

The 2018-2019 Sacramento County Grand Jury notes that the required responses are in compliance with PC Section 933 and PC Section 933.05.

The Sacramento County Executive reported the following actions:

- R1. *The recommendation will not be implemented because it is not reasonable* for the County to create an elected Auditor position. In 1996, the voters of Sacramento County approved Measure C which changed the County Charter to remove the County Auditor from the elected list of county officers. In addition, Measure C revised the County Charter to consolidate the offices of Auditor and Treasurer into the newly created office of the Director of Finance, which is an appointed position.

- R2. *The recommendation has been implemented.* The County has developed a “Risk Assessment Study and Audit Plan”. The risk based operational tool is used as a guide for the Department of Finance Management (Director of Finance, Assistant Auditor-Controller and IAU managers) to prepare the annual Audit Plan.
- R3. *The recommendation has been implemented.* The Department of Finance website has long standing statements pertaining to vision, mission and value statements.
- R4. *The recommendation requires further analysis that will be completed within the next six months.* The Department of Finance will examine workloads, timeline and requirements to determine appropriate staffing levels.
- R5. *The recommendation has been implemented.* Current audit staff have the necessary education, training and experience to complete audits including operational audits.
- R6. *The recommendation has not yet been implemented,* but is in the process of being implemented. Audit reports are available on the County’s Open Data Portal which allows for improved search and sort functionality.
- R7. *The recommendation requires further analysis that will be completed in the next six months.* Sacramento County is making its first steps to transform the internal audit function, and is working to improve the audit reporting structure and processes.
- R8. *The recommendation has been implemented.* The IAU is a unit within the Department of Finance (DOF) and has access to use the Department of Technology (DTECH) through service requests and various user groups.
- R9. *The recommendation has been implemented.* The Director of Finance (County Auditor) has historically been and is a member of the COMPASS Steering Committee.

3. Cosumnes Fire Department: “Second Chance to Make it Right”- School Inspections

REASON FOR INVESTIGATION

The 2017-2018 Sacramento County Grand Jury opened an investigation into the Cosumnes Fire Department (CFD), specifically for its responsibility to oversee Fire & Life Safety inspections of schools within its jurisdiction. The report looked at the fire code compliance inspection process as it relates to high schools within the fire district.

2017-2018 FINDINGS

- F1. CFD has an ongoing lack of focus, priority and accountability in regard to inspections.
- F2. There is a lack of documentation of inspections and re-inspections.
- F3. Previously purchased Image Trend software has not been fully implemented.

- F4. Review of data received on high school re-inspections indicates 70% non-compliance.
- F5. There is no incentive for schools to resolve listed violations due to lack of CFD enforcement. Not correcting these violations increases the risk to children in Elk Grove and Galt school districts.

2017-2018 RECOMMENDATIONS

- R1. Amend the job description for the Fire Marshal to include responsibility and accountability for California Fire Code required inspections and implement scheduled rotation of all inspectors through all job inspection classifications.
- R2. Establish and develop a training program for all applicable personnel and a staff of fully trained professionals to ensure continuity in the processing of the documents.
- R3. Fully implement Image Trend software to improve documentation of inspections and re-inspections.
- R4. School administration needs to be actively involved in the remediation of noted violations.
- R5. CFD should process unresolved violations after re-inspections by issuance of citations.

2017-2018 RESPONSES

The Cosumnes Fire Department provided responses to findings (F1, F2, F3 and F5) and recommendations (R1, R2, R3 and R5) on September 24, 2018. By resolution, the Cosumnes Community Services District Board of Directors concurred with all responses made by the fire department.

The 2018-2019 Sacramento County Grand Jury notes that the required responses are in compliance with PC Section 933 and PC Section 933.05.

The Cosumnes Fire Department reported the following actions:

- R1. *The CFD is in concurrence with this recommendation* and will be implemented by the end of December 2018.
- R2. *The CFD is in non-concurrence with this recommendation.* The lack of documentation stemmed from inspections and re-inspections not being completed, not a lack of training or trained personnel.
- R3. *The CFD is in concurrence with this recommendation.* On July 16, 2018, the ImageTrend software implemented.
- R5. *The CFD is in concurrence with this recommendation.*

The Elk Grove Unified School District (EGUSD) provided responses to finding F4 and recommendation R4 above on September 19, 2018.

The 2018-2019 Sacramento County Grand Jury notes that the required responses are in compliance with PC Section 933 and PC Section 933.05.

The Cosumnes Fire Department reported the following actions:

- R4. *The EGUSD is in concurrence with this recommendation and it has been implemented.* EGUSD and CFD have worked collaboratively to establish procedures and practices to ensure that the Administration is actively involved with not only the remediation of violations but all fire inspections reports.

The Galt Joint Union High School District (GJUHSD) provided responses to finding F4 and recommendation R4 on September 27, 2018.

The 2018-2019 Sacramento County Grand Jury notes that the required response was in compliance with PC Section 933. However, the response is not in compliance with PC Section 933.05. The GJUHSD did not include specific language required either agreeing or wholly or partially disagreeing with the finding. The format for responding to the recommendation as stated in PC Section 933.05 was not followed.

- R4. The GJUHSD places student and public safety as ongoing and high priority. For this purpose, additional emphasis has been focused in collaboration with Cosumnes Fire District Staff over the last two years to ensure the district facilities are within fire compliance and safe for occupants. Whenever there is an area (or areas) of concern, a District Work Order is generated in a timely manner to resolve and issues that can be corrected in-house. If necessary, a contractor and vendors are retained while staff maintains ongoing discussions with the inspector to ensure compliance.

4. A Tarnished Jewel: Status of Illegal Camping on the American River Parkway

REASON FOR INVESTIGATION

The 2017-2018 Sacramento Grand Jury conducted an investigation regarding illegal camping on the American River Parkway. Due to increased illegal camping in recent years, the Parkway is unable to be fully utilized. The report examined the adverse impacts of illegal camping and the current efforts to address them.

2017-2018 FINDINGS

- F1. An inordinate amount of the money and effort spent on the parkway is a result of the approximate 200 illegal campers on the parkway.
- F2. Current ordinances do not act as an effective deterrent to illegal camping in the parkway.

2017-2018 RECOMMENDATIONS

- R1. The focus should be on the removal of the estimated 100 “service resistant” campers on the parkway.

- R2. A carefully crafted “stay-away” ordinance should be considered by both the City of Sacramento and the County of Sacramento.

2017-2018 RESPONSES

The Sacramento City Manager provided responses to findings and recommendations noted above on November 21, 2018. The Mayor and the Sacramento City Council approved the responses at the City Council meeting on November 20, 2018.

The 2018-2019 Sacramento County Grand Jury notes that the required responses did not comply with the timeliness requirement outlined in PC Section 933. The required responses did comply with PC Section 933.05.

The Sacramento City Manager reported the following actions:

- R1. *The recommendation has been implemented.* The City has already implemented programs to address homelessness and illegal camping within City limits, although not in the manner recommended here. These efforts have included, as appropriate, removing illegal campers from the parkway, but the City anticipates utilizing a more holistic approach to accomplishing our citywide goals.
- R2. *The recommendation will not be implemented.* The City already has an illegal camping ordinance which provides the “balanced options” referenced in the grand jury report. In performing “compassionate policing”, Sacramento police officer attempt to put homeless individuals in contact with mental health, housing and other service providers.

The Sacramento County Executive provided responses to the findings and recommendations noted above on September 11, 2018. The Sacramento County Board of Supervisors agrees with all responses made by the County Executive.

The 2018-2019 Sacramento County Grand Jury notes that the required responses are in compliance with PC Section 933 and PC Section 933.05.

The Sacramento County Executive reported the following actions:

- R1. *The recommendation has been implemented.* As part of the Parkway Initiatives funded last year, Park Rangers are working in tandem with the County’s Department of Human Assistance staff and the non profit Sacramento Self Help Housing to place illegal campers in rental homes which serve as shelters until permanent housing can be arranged. Participants receive services such as health care, obtaining official documents including identification cards, driver’s licenses, birth certificates or social security cards.
- R2. *The recommendation will not be implemented.* The City currently has a “stay away” ordinance, which is not being utilized to the extent it has been in the past. The County believes it would be impulsive and counterproductive to pursue a similar “stay away” ordinance at this time. Adequate time must be given for the Parkway and Homeless

Assistance Initiatives to address the most vulnerable and service resistant illegal campers on the Parkway, as per Recommendation 1, cited above.

5. Middle of the Night Jail Releases: Balancing Safety and Jail Processing Concerns

REASON FOR INVESTIGATION

The 2017-2018 Sacramento County Grand Jury conducted an investigation to minimize the number of middle of the night releases from the Sacramento County Jail and to reduce potential safety problems for the person being released and for the community.

2017-2018 FINDINGS

- F1. The new jail management system (ATIMS) being implemented in the Jail will modernize and make more efficient all jail operations from intake to release.
- F2. Until the ATIMS system becomes operational, the Jail continues to process releases without regard to the time of release. This results in more than necessary late-night releases occurring on a daily basis.
- F3. There may be inconsistencies within the different shifts regarding how Court Ordered Releases (COR) are processed by Jail desk personnel and given to release officers. The chain of command, including who is responsible, is not defined.
- F4. The Jail has no written checklist type system in place to inform inmates of their options upon release.
- F5. The Jail does not have a taxi service contract or taxi voucher system that would provide persons being released in the middle of the night with the free option of a taxi service.
- F6. The present debit card system is not user friendly, does not offer a cash option, and may result in a service charge. Further, use of the system may result in the loss of amounts under \$20.

2017-2018 RECOMMENDATIONS

- R1. Implementation of the new ATIMS system should be expedited and specifically be aimed at minimizing late night releases.
- R2. Until implementation of ATIMS, steps should be taken to minimize late night jail releases as recommended.
- R3. Existing written instructions on processing CORs should be updated with a goal of processing such releases consistently and as quickly as possible.

- R4. A written or electronic checklist-type release form should be developed and utilized to fully inform persons being released of their options during the late night hours to incorporate all suggestions previously noted.
- R5. The County should contract or use a voucher system to provide a taxi service option for late night releases.
- R6. The existing debit card system should be reviewed, with the aim of making it more user friendly. Persons being released should be given cash if their balances are less than \$20

2017-2018 RESPONSES

The Sacramento County Sheriff provided responses to the findings and recommendations noted above on September 11, 2018.

The 2018-2019 Sacramento County Grand Jury notes that the required responses are in compliance with PC Section 933 and PC Section 933.05.

The Sacramento County Sheriff reported the following actions:

- R1. *The recommendation will not be implemented because it is not reasonable.* The Sheriff's Department is working diligently with ATIMS developers to implement the new jail management system in accordance with a set schedule that has been created by industry experts. New software will not change the requirements for release of inmates nor will it replace the need for more personnel to perform necessary work to accurately calculate and confirm each scheduled release.
- R2. *The recommendation has been implemented.* The Sheriff's Department must maintain compliance with a court-ordered consent decree and section 853.6 of the Penal Code. All arrestees booked with only misdemeanor warrants shall be issued a citation and released, unless judges' remarks indicate otherwise. The Sheriff's Department attempts to minimize late night releases.
- R3. *The recommendation has not yet been implemented* but will be addressed in the release of the ATIMS system.
- R4. *The recommendation has not yet been implemented* but will be addressed in the near future. The Sheriff's Department is working with the Department of Health and Human Services and is working to develop signage for inmates in the release tank to access the County's 211 system.
- R5. *The recommendation has not yet been implemented.* The Sheriff's Department believes this recommendation should involve a discussion with County leadership to contemplate the facilitation and financing of such a venture.
- R6. *The recommendation will not be implemented because it is not reasonable.* The Sheriff's Department does not keep cash on hand. This would require an increase in staffing in order to comply with the County's policy on separation of duties with cash handling.

Sacramento County Grand Jury Complaint Process

General Information

A major function of the Sacramento County Grand Jury is to examine local county and city government, special districts, school districts, and any joint powers agency located in the county to ensure their duties are being carried out lawfully.

The Grand Jury:

- May review and evaluate procedures used by these entities to determine whether more efficient and economical methods may be employed;
- May inspect an audit the books, records and financial expenditures as noted above to ensure that public funds are properly accounted for and legally spent;
- May investigate any charges of willful misconduct in office by public officials;
- Shall inquire into the condition and management of the public prisons within the county.

Anyone may ask the Grand Jury to conduct an investigation of any issue within its jurisdiction. Whether it chooses to investigate such a complaint is entirely in its discretion and may be affected by workload, resource limitations or legal restrictions.

By law, the proceedings of the Grand Jury are confidential. The findings and recommendations of those complaints and issues it chooses to address are published in its final report.

Complaint Process

- Present your complaint as soon as possible. The Grand Jury's term of service begins July 1st and ends June 30th of the following year.
- Identify your specific concern and describe the circumstances as clearly and concisely as possible.
- Document your complaint with copies of pertinent information and evidence in your possession.
- A copy of the Grand Jury Complaint Form may be found at <http://www.sacgrandjury.org/documents/complaint.asp>
- Mail or deliver your complaint in a sealed envelope to:
Sacramento County Grand Jury
720 9th Street, Room 611
Sacramento, CA 95814

Among the responsibilities of the Grand Jury is the investigation of the public's complaints to assure that all branches of city and county government are being administered efficiently, honestly and in the best interest of its citizens.

Complaints submitted to the Grand Jury will be treated confidentially whenever possible. However, it may be impossible to conduct an investigation without revealing your name and complaint.

The results of the complaints investigated by the Grand Jury are published in its final report in which the residents of the county are made aware of its investigations, findings and recommendations, and the entities reported on are required by statute to respond.

GRAND JURY COMPLAINT FORM

PERSON OR AGENCY ABOUT WHICH COMPLAINT IS MADE

NAME: _____

ADDRESS: _____

TELEPHONE NUMBER: _____

GRAND JURY USE ONLY:

Date Received: _____

Number: _____

Subject: _____

NATURE OF COMPLAINT (Describe events in the order they occurred as clearly and concisely as possible. Also indicate what resolution you are seeking. Use extra sheets if necessary and attach copies of any correspondence you feel is pertinent. Documentation becomes the property of the Grand Jury and will not be returned. **Please note: The Sacramento County Grand Jury has no jurisdiction over state or federal agencies, the courts, judicial officers, private companies or most organizations.**)

WHAT PERSONS OR AGENCIES HAVE YOU CONTACTED ABOUT YOUR COMPLAINT?

Person or Agency	Address	Date of Contact	Result

WHO SHOULD THE GRAND JURY CONTACT ABOUT THIS MATTER?

Person or Agency	Address	Telephone No.

YOUR NAME: _____

DRIVER'S LICENSE NO.: _____

ADDRESS: _____

TELEPHONE NO.: _____

The information I have submitted on this form is true, correct and complete to the best of my knowledge.

Complainant's Signature

Date

(This blank form may be duplicated.)

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