



**SACRAMENTO COUNTY GRAND JURY
2023-2024
FULL GRAND JURY REPORT**

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2023 – 2024 Grand Jury of Sacramento County



**SACRAMENTO COUNTY
GRAND JURY**

Steve Caruso
Foreperson

June 30, 2024

Audrey Berotti

The Honorable Bunmi Awoniyi
Presiding Judge
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Lisa Brody

Satish Chand

Lesley Cummings

Dear Judge Awoniyi,

Akinola Dosunmu

It is an honor and a privilege to submit to you the 2023-2024 Sacramento County Grand Jury final reports. This package of reports – six in all – represents thousands of hours of work involving extensive research and inquiries by the 19-member Grand Jury over a 12-month period.

Jeff Gregson

Richard Hernandez

The investigative reports found here reflect the belief and determination that the elected leaders throughout the County must continue to be held accountable for their actions and, in some cases, their inaction. Please be assured the Grand Jury took seriously its role to serve as the “public watchdog” and eagerly embraced the trust to which it was given.

Carrie Jackson-Harris

Joseph Jacobs

Alan Jong

As practiced by the previous two Grand Juries, the investigative reports were released as they were completed, as opposed to one end-of-term consolidated report. This practice is deliberately intended to shine a bright spotlight on the issues the Grand Jury uncovered in its six investigations, and increase the public’s awareness and, hopefully, demands for change.

Jeff Neczypor

Susan Oto

Jane Parsons

Thank you, Judge Awoniyi, and a special thanks to Judge Steven Gevercer for his gentle and generous support as our Advisory Judge. Hearty thank-yous also to Assistant County Counsel Janice Snyder, who was unfailingly available to us for legal interpretations, and to Public Information Officer Brandy Boyd.

Janice Provost

Howard Schmidt

Timothy Shelley

Finally, the Grand Jury would probably devolve into chaos without the experienced guidance of our Grand Jury Coordinator, Erendira “Endy” Tapia-Bouthillier. Thank you, Endy, for your patience and flawless support.

Francina Stevenson

Elizabeth TenPas

Respectfully yours,

Steve Caruso, Foreperson
2023-2024 Sacramento County Grand Jury



Sacramento City Unified School District Fails Its Most Vulnerable Students

Summary

Sacramento City Unified School District deserves an “F” grade for not meeting the needs of its students with learning, physical, and behavioral disabilities.

Despite repeated warnings and numerous recommendations from national experts, the school board and administration have failed to develop a plan and services to address the needs of these students. This failure means students with special needs do not receive the appropriate education and support services required by law.

If the District provided early intervention programs starting in kindergarten, many students could avoid special education altogether. All students benefit from having their unique learning styles understood, so they receive the support they need to thrive in the regular classroom.

By not providing early intervention to all students in all schools, SCUSD inappropriately funnels students with learning challenges into often-isolated special education programs. Research shows students with learning disabilities are more successful if they are taught in a general education classroom.

This Grand Jury report intends to hold SCUSD accountable for educating all students effectively.

Background

Sacramento City Unified School District (SCUSD) currently has more than 40,000 students, and approximately 7,000 students receive special education services. Federal law dictates all public-school districts must provide students with a free, appropriate public education in the least restrictive environment.

Each student qualified for special education must have an Individual Education Plan (IEP) to meet their learning needs. The IEP must be developed in collaboration with parents, administrators, teachers, educational specialists, and students to comply with state and federal regulations.

SCUSD has been officially admonished numerous times regarding its Special Education Department. The California Department of Education (CDE) has found SCUSD out of compliance for several years. SCUSD has received reports outlining the District's deficiencies that also provided proven research-based recommendations. In addition, SCUSD has been subject to numerous complaints.

SCUSD's inaction to address these concerns prompted the CDE to send a letter in April 2024 to the Superintendent, alerting the district that CDE must use district funds to hire a CDE Technical Assistant Facilitator who will ensure corrective actions are taken.

Below is a sampling of failures:

1. In 2017, the Strategic Support Team of the Council of the Great City Schools, a coalition of 78 of the nation's largest urban public-school systems, submitted a report to SCUSD recommending improvements for early intervention and special education services in all schools. There is no evidence of any progress on this goal.
2. In 2017, an expert panel commissioned by SCUSD submitted a report with findings and a substantial number of recommendations to improve current policies on special education, implicit bias, and school discipline. To date, no action has been taken on the report entitled *Experts' Evaluation Report for SCUSD: Special Ed, School Discipline and Implicit Bias*.
3. In September 2019, the Black Parallel School Board (BPSB) and three students filed a lawsuit against SCUSD on behalf of all students with disabilities on issues which included the segregation of Special Education Department (SPED) students and failure to provide necessary services and support. SCUSD settled the lawsuit by agreeing to use, among other remedies, an independent monitor to develop an action plan with specific improvement goals and timetables.
4. For the past three years, CDE has found the SCUSD Special Education Department significantly out of compliance. Among other issues, its special education population has a disproportionate number of children of color. CDE is officially monitoring the District.

5. In 2023, the Sacramento City Teachers Association (SCTA) filed a complaint with CDE alleging SCUSD failed to comply with IEP requirements. CDE upheld the complaint.
6. SCUSD has been forced to make numerous individual financial settlements with parents/guardians on behalf of students to resolve complaints about the inadequacies of the current special education programs.

Despite the above, SCUSD has failed to address the deficiencies identified in special education. Overall, SCUSD has neither provided a proper administrative work plan for special education nor implemented early intervention in all schools. This is an unconscionable lack of action by SCUSD.

Who suffers? Our students. They deserve better.

As mentioned above, the CDE intends to impose conditions on the use of special education funds by directing a portion of funds to be utilized by SCUSD to hire a Technical Assistant Facilitator. Appointed by the CDE, this facilitator will collaborate with SCUSD to secure prompt and comprehensive compliance with corrective actions.

Methodology

The findings in this report are based on information from multiple sources, including documents provided by SCUSD and other organizations, individual interviews, and a review of federal and state requirements.

The Grand Jury conducted 14 interviews with individuals from:

- Sacramento County Office of Education
- California Department of Education
- Sacramento City Unified School District
- Sacramento City Teachers Association
- Black Parallel School Board

The Grand Jury used materials from the following for this investigation:

- California Department of Education www.cde.ca.gov/
- Sacramento County Office of Education www.scoe.ca.gov/
- Sacramento City Teachers Association <https://sacteachers.org>
- Black Parallel School Board blackparallelschoolboard.com/scusd-lawsuit
- SCUSD www.scusd.edu/
- Council of the Great City Schools
www.cgcs.org/cms/lib/DC00001581/Centricity/Domain/4/SacramentoSpecialEducation.pdf
- Experts' Evaluation Report for Sacramento City Unified School District
www.scusd.edu/sites/main/files/file-attachments/scusd_experts_final_integrated_report.pdf

Glossary

Abbreviation	Meaning
CDE	California Department of Education
DOE	Department of Education -Federal
IDEA	Individuals with Disabilities Education Act - Federal <i>20 United States Code 1400 (d)(1)(a)</i>
IEP	Individual Education Plan
LRE	Least Restrictive Environment
MTSS	Multi-Tiered Systems of Support
SCOE	Sacramento County Office of Education
SCTA	Sacramento City Teachers Association
SCUSD	Sacramento City Unified School District
SEIS	Special Education Information System
SELPA	Special Education Local Plan Area
SPED	Special Education Department

Discussion

SCUSD has been reprimanded by CDE numerous times regarding non-compliance for special education laws. Most recently, in April 2024, CDE issued a “notification of continued non-compliance” to SCUSD.

CDE has engaged in efforts that include 40 documented emails requesting required documentation and reminding of deadlines, 22 direct phone calls and meetings along with 10 formal letters. Despite numerous notifications, SCUSD has not acted to correct the problems.

Based on this failure to correct, CDE now identifies SCUSD as a high-risk grantee of apportionment of 2023-2024 and 2024-2025 funds.

Strife, Frustration, and Conflict

SCUSD has a history of discord among its ranks that continues into the present. A recurring theme in multiple Grand Jury interviews is that organizational dissension exists due to a lack of clear direction, frequent turnover, and the high vacancy rate. This conflict extends from the SCUSD Board of Education through the administration and into the classroom.

Limited collaboration and poor communication among the SCUSD Board, the administration, and the Sacramento City Teachers Association (SCTA) hampers staff



development and training, and stymies the delivery of required services to students. In addition, administrators suffer from a history of distrust of each other's motives which makes attempts at collaboration contentious. Teachers have limited input to develop policy improvements.

While the recent change of top administrative leadership bodes well for improving relationships in the future, infighting among district office administrators thwarts progress. The Special Education Department (SPED) has seen frequent leadership turnover in recent years. Turnover continues to add to district-wide internal strife and low morale especially when there is no adopted master plan to follow. The focus changes frequently with no clear expectations or consequences for not following procedures.

This conflict exacerbates the pervasive misperception by the SCUSD Board, administrators, teachers, staff, parents, and the public that special education is separate from the general education program. However, under the federal Individuals with Disabilities Education Act (IDEA), the services and support provided through special education programs are designed to help place each child in general education classrooms, if at all possible. Currently, SCUSD emphasizes segregation of these children into special day classes.

Need for a Special Education Plan

SCUSD is governed by a seven-member elected Board of Education and administered by a Superintendent. It is the SCUSD Board's responsibility to set policy and the Superintendent's job to make it happen.

To date, SCUSD has not created any working plans or district-wide accepted goals to guide the Special Education Department. The Department lacks a clear mission statement. Also, there are no consistent expectations for the District's schools to follow.

Lawsuits and complaints detail the problems. Experts have submitted reports filled with recommended improvements. The District possesses tools for improving programs and tracking data, but it does not take full advantage of them. It could benefit from the expert assistance and advice available from CDE and the Sacramento County Office of Education (SCOE). SCUSD misses the mark again.

These lawsuits and complaints also reveal SCUSD and the SCUSD Board of Education fail to ensure programs and procedures are provided consistently at every school.

Disproportionality

SCUSD's failure to have a special education plan contributes to over-representation of students of color in special education programs.

The District is aware of this disturbing fact.

The Great City Schools report and the Experts Evaluation Report pointed out this disparity. Disproportionality was a major element in the Black Parallel School Board lawsuit filed in 2019. CDE has warned the District for the past three years that its special education programs are “significantly disproportionate.” There are more students of color in special education than would be expected based on their percentage of the general student population.

SCUSD’s 2023 legal settlement with the Black Parallel School Board is a hopeful sign this problem will be addressed. The settlement requires the use of an independent monitor to develop an action plan with specific goals and timetables and is fully supported by the Grand Jury.

District drops the ball on early intervention

Research demonstrates the importance of early discovery of a child’s unique learning needs and the provision of appropriate support.

SCUSD does not consistently conduct early intervention assessments at each school.

SCUSD has invested in the Multi-Tiered Systems of Support (MTSS) program, a nationally recognized method to make an early assessment of students’ learning needs. In its 2016 – 2021 Strategic Plan, the District committed to use this program. The Great City Schools report and the Experts Evaluation report reinforced the importance of using MTSS to improve educational outcomes for all students.

MTSS also helps educators identify students’ academic, behavioral, and social-emotional strengths and challenges. This early intervention means the difference between a student receiving individual help to succeed in a general education classroom or each year falling further behind until they need significant special education support.

Unfortunately, MTSS has only been implemented at a few of the District’s 47 elementary schools.

Individual Educational Plan

The Individual Education Plan (IEP) identifies a student’s educational needs and desired goals, and determines the most appropriate support services for them.

The first step in referring a child for special education are concerns regarding a student’s academic and/or a child behavior, raised by the parents, teachers, physicians, and/or other school personnel.

Once a referral is received, a meeting is scheduled with the school staff to gather information about concerns of a child. At that meeting, resources and strategies are suggested. If special education assessments are indicated, the child will be tested to help determine if he or she has a disability and is eligible for special education services.



If a child is identified as needing special education services, the school is required to create an IEP. An IEP team includes, but is not limited to, the classroom teacher, the special education teacher, an administrator, service providers, parents/guardians, and, if appropriate, the child.

All IEPs are required to be reviewed annually to ensure the special education student receives the services to which they are entitled, and to check the student's progress. Grand Jury interviews

confirmed this is not always the case at SCUSD schools.

SCUSD's failure to meet IEP requirements has led to considerable complaints from parents/guardians. In addition, SCTA filed a complaint with CDE in 2023 about the SCUSD's failure to meet IEP requirements. CDE found in favor of SCTA.

The Grand Jury learned in interviews there is no consistency in District management holding principals, teachers, and resource specialists accountable to record their student's information in a correct manner. This negatively impacts tracking the student's progress. It hampers the ability to ensure the student is receiving the current services to which they are entitled. It also deprives the students of any additional services they may need in the next year.

This is another example of SCUSD letting down students and parents.

IEP information is required to be reported to CDE. However, CDE has cited SCUSD numerous times for missing deadlines and submitting incomplete reports. CDE has assigned a special education monitor to ensure the District becomes compliant.

SCUSD's deficiency in IEP recordkeeping is not for lack of tools, but for lack of training and accountability. SCUSD purchased a software program called Special Education Information System (SEIS) to record student information. SEIS tracks student progress, and whether or not they are receiving all the support services they should. Training on SEIS is available, but SCUSD staff is not required to take it. Bargaining agreements with SCTA severely limit the number of required training hours educators must attend each year.

Special Day Classes

One of the primary goals of special education, according to those professionals interviewed, is to keep the student in the regular classroom as much as possible. However, often special education students are segregated from their general education

peers and placed in special day classes that are “self-contained.” Classrooms that have students with similar disabilities and are separate from the general classrooms are referred to as self-contained.

Special day classes consist of children labeled as special education students with mild to severe disabilities. Each classroom may contain up to 20 students. Once the students are in a self-contained classroom, they have limited, if any, interaction with students in the rest of the school.

SCUSD has as many as 162 special day classes. Interviewees acknowledged special day classes do have a purpose for those students with severe disabilities. However, interviews also revealed that many students without severe disabilities are placed in special day classes unnecessarily. Educational professionals described the number of special day classes at SCUSD as being “on the higher end” compared to other local districts of similar size.

Previously cited reports and Grand Jury interviews revealed that educational professionals have encouraged SCUSD to reduce the number of special day classes because research shows special education students do better academically and socially when they are in general education classes.

These professionals told the Grand Jury that SCUSD’s absence of a work plan contributes to the excessive number of special day classrooms. Federal law dictates the District must provide students with a free, appropriate public education in the least restrictive environment.

SCUSD lacks a defined vision that will include students with divergent learning styles in general education classrooms.



Parent Involvement

The education system can be confusing and overwhelming, especially for parents/guardians of children with learning challenges. Educators interviewed by the Grand Jury recommended the SCUSD Special Education Department provide parents/guardians with more information and ensure their greater involvement in the educational process to help reduce fears and frustration.

Parents play a vital role in their child's IEP. They are not just mere participants, but they are the primary decision-makers on what support services their child needs, including type, frequency, and location.

Parents must be notified of all rights and services to which their child is entitled. They have the right to review records, participate in meetings, receive written notices in their primary language, engage in discussions, and file complaints if necessary.

Understanding these rights is crucial for effective participation in the IEP process. Testimony to the Grand Jury revealed economic status severely impacts parental involvement. Some parents hire consultants and advocates to advance the needs of their child in the IEP process. Parents without such resources deserve support to ensure they have adequate information about special education. Many working parents are disadvantaged if IEP meetings held at times that are inconvenient to the parents' schedule. SCUSD should do more than merely hand parents a form about their parental rights.

The IEP is a fluid plan for the child's progress with ongoing updates and goals. Educators who were interviewed stressed the importance of the child's parent/guardian involvement as a member of the IEP team. Engaged parent/guardian involvement depends on their full understanding of the child's educational needs and required services. This will help them ensure tasks stay aligned with their child's IEP goals. This can be accomplished, educators said, with ongoing communication, coordination, and progress reports.

If the District fails to provide necessary services, parents/guardians have recourse to file complaints with the District and CDE. The Grand Jury was told by educational professionals if parents were better informed and able to be involved in IEP decision-making, the likelihood of litigation would be reduced.

Throughout the Grand Jury's investigation, it found there is a pervasive misperception by the public and the District itself that special education is separate from the general education program.

Findings

- F1. The misperception that special education is separate from general education denies the student a chance to participate in a general education classroom. (R1)
- F2. The District has ignored repeated warnings and failed to implement recommendations to address the deficiencies of its special education programs. (R2, R3)

- F3. The District administration and the SCUSD Board of Education have failed to adopt a working plan with specific steps and measurable outcomes to guide special education, resulting in a lack of focus and effectiveness in the Special Education Department. (R2, R3)
- F4. The District unnecessarily places a significant number of students of color in special education. (R4)
- F5. SCUSD fails all its students and their parents and guardians by not consistently performing early assessment of students to determine their learning needs and appropriate support. (R5, R6, R7)
- F6. Students' achievements and goals are not measured consistently because the District does not hold individual school personnel accountable for updating IEPs as mandated by state and federal laws. (R5, R6, R7)
- F7. By not fully utilizing the district's tracking system (SEIS), services to special needs students are not accurately recorded and centrally documented. (R5, R6, R7)
- F8. SCUSD fails to provide free and appropriate education due to its overreliance on placing special education students in 162 self-contained classrooms as opposed to placing them in the least restrictive environment. (R6, R7)
- F9. The District's failure to provide ongoing communication and outreach leaves parents/guardians uninformed and unengaged about the special education process and their student's progress. (R12, R13)

Recommendations

- R1. The SCUSD Board should direct administrators, teachers, and staff to formally collaborate to develop a plan to ensure special education is included as an equal component of the general education program rather than being treated as a segregated entity by January 3, 2025 and a formal adoption by February 3, 2025. (F1)
- R2. The SCUSD Board and the District Administration should independently review the numerous reports with recommendations to improve special education and implement a comprehensive special education plan by January 3, 2025. (F2, F3)
- R3. SCUSD administration should provide quarterly updates to the SCUSD Board on the comprehensive special education implementation plan's progress by January 3, 2025. (F2, F3)
- R4. SCUSD should take corrective action as recommended by CDE to reduce the number of students of color in special education by January 3, 2025. (F4)

- R5. SCUSD should create and implement district-wide policies that identify and assess the learning needs of all students for early intervention services by January 3, 2025. (F5)
- R6. SCUSD should complete the implementation of MTSS at all elementary schools as the underlying structure for all work designed to improve student outcomes by August 1, 2025. (F5)
- R7. SCUSD should mandate educators and administrators to attend professional development on early intervention models that will lead to evidence-based universal screening, benchmark assessments, and progress monitoring for all students by January 3, 2025. (F5)
- R8. SCUSD should improve accuracy of IEP data by providing professional training on SEIS to special education teachers and providers (e.g., speech therapist, Occupational Therapist, Behavior Therapist, etc.) by January 3, 2025. (F6, F7)
- R9. SCUSD should conduct quarterly audits to ensure accountability for the input of SEIS data and the accuracy of information beginning January 3, 2025. (F6, F7)
- R10. SCUSD should hold principals, teachers, and support specialists accountable to ensure IEPs are updated annually beginning January 3, 2025. (F6, F7)
- R11. SCUSD should provide necessary support and resource services to keep students in general education classrooms, when possible, rather than placed in self-contained special education classrooms to ensure all students are placed in the least restrictive environment by January 3, 2025. (F8)
- R12. SCUSD should bolster its communications plan and outreach efforts to parents/guardians of special education students to recognize differences in culture, language, and internet access by January 3, 2025. (F9)
- R13. SCUSD should identify a point of contact at each school for parents/guardians of special education students by January 3, 2025. (F9)

Required Responses

Pursuant to Penal Code sections 933 and 933.05, the 2023-2024 Sacramento County Grand jury requests a response from the following officials within 90 days:

SCUSD Board of Education
c/o Lavinia Grace Phillips, President
Sacramento City Unified School District
5735 47th Avenue
Sacramento, CA 95824

Mail or deliver a hard copy response to:

The Honorable Presiding Judge Bunmi Awoniyi
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Please email a copy of this response to:

Ms. Erendira Tapia-Bouthillier, Grand Jury Coordinator
Email: TapiaE@saccourt.ca.gov

Invited Responses

Lisa Allen, Superintendent
Sacramento City Unified School District
5735 47th Ave.
Sacramento, CA 95824

Darryl White, Chair
Black Parallel School Board
4625 44th Street, Rm 5
Sacramento, CA 95820

Jim Durgin, Consultant
California Department of Education
1430 N Street
Sacramento, CA 95814-5901

Nikki Milevsky, President
Sacramento City Teachers Association
5300 Elvas Ave
Sacramento, CA 95819

David Gordon, Superintendent
Sacramento County Office of Education
P.O. Box 269003
Sacramento, CA 95826-9003



2023 – 2024 Grand Jury of Sacramento County

BOARD OF SUPERVISORS' PAY RAISE: Mistakes Have Consequences

SUMMARY

“The people of this State do not yield their sovereignty to the agencies which serve them. The people, in delegating authority, do not give their public servants the right to decide what is good for the people to know and what is good for them not to know. The people insist on remaining informed so that they may retain control over the instruments they have created.” – The Ralph M. Brown Act

In 2023, the Sacramento County Board of Supervisors (BOS) passed a local ordinance giving themselves a massive 36% salary increase. As if the salary windfall was not enough, all salary-driven benefits, including qualified retirement benefits, annual cost-of-living adjustments, and a 3.35% management differential pay increased proportionally as well.

The pay raise ordinance was voted upon by way of a BOS consent calendar. This is a common parliamentary process where dozens of routine non-controversial matters are grouped as a single agenda item and generally passed by a single unanimous vote. It is a tool to efficiently handle items that are expected to elicit little or no discussion, leaving discussion time for matters of significant public interest such as, perhaps, compensation for elected officials.

The inconspicuous nature of the consent calendar, whether intended or not, often results in an uninformed and marginalized constituency. The issue of Supervisor compensation deserved and required more public participation and input than this process encouraged.

The Supervisors were called upon to vote for their own very substantial pay raise, a responsibility indeed authorized by statute. But it is commonly believed that government should always avoid even the appearance of impropriety. Where the act of self-enrichment is so clearly evident, use of the consent calendar was not only “a mistake,” as one top County official commented, in the eyes of the Sacramento County Grand Jury, it was wrong.

So why and how did this happen? The Grand Jury investigated and the answers it received were mixed and elusive.

The decision to use a process lacking full transparency was a mistake in judgment and irresponsible. In the course of investigating the lack of full transparency, the Grand Jury discovered additional mistakes, the kind of mistakes that result from lack of formal procedures or just sloppy work.

These mistakes had big consequences. One such mistake placed the validity of the pay raise ordinance in question. Monies paid pursuant to the ordinance could potentially be owed back to the taxpayers.

The mistakes were correctable. Ironically, had the BOS opted for a more transparent process, the mistakes likely would have been caught and the Grand Jury would be reporting on some other topic.

BACKGROUND

The supervisor pay raise ordinance was initiated by the Department of Personnel Services (DPS), and in coordination with the County's Executive team. The ordinance was introduced on the consent calendar and approved on April 18, 2023, by a 4-1 vote. Then, as the process provides, it was continued to May 23, 2023, when it was summarily adopted by consent.

At neither the April 18, 2023, nor May 23, 2023, meetings did any Supervisor, as is their right, direct the item be removed from the consent calendar and placed among the agenda's openly discussed "Timed Matters." Such a decision was within each Supervisor's discretion and could have encouraged public comment and provided an opportunity to fully explain the salary increase. The consent calendar process was not sufficiently transparent for the adoption of the salary increase. This was an important question for the Grand Jury to examine.

In the course of investigating the lack of full transparency, the Grand Jury discovered additional issues not previously acknowledged by County officials or reported on by the media.

An Executive team, comprised of the County Executive, Assistant Executive, and Head of DPS, and a third-party compensation consultant, all recommended a pay increase which they stated "would result in an increase of approximately 20% to the Board of Supervisor salaries." The salary increase was actually 36%.

Also, the Executive team represented to the public that the total cost of the recommended pay raise ordinance for all five Supervisors combined would be \$173,296 for FY2023-24. The Grand Jury learned the true estimated cost was in fact \$333,069, nearly double the amount presented to and relied upon by the Supervisors.

Of the many issues uncovered, the most troubling may be that the language of the pay raise ordinance conflicted directly with the language on effective date in the California Government Code, and violated the California Election Code regarding the time period allowed for public protest. This placed the validity of the pay raise ordinance in question.

The Grand Jury investigated the mistakes by staff and misjudgments by the Executive team and BOS. The consequences from their mistakes could be costly. It may be cliché, but it's true: "someone has to pay." If so, that "someone" should not be the residents of Sacramento County.

METHODOLOGY

The Grand Jury conducted extensive research and data collection to better understand the nature of the laws, rules, and regulations pertaining to the procedural operations of the Board of Supervisors and their compensation, as highlighted below.

The Grand Jury sourced historical, legal, and code of ethics documentation pertaining to the issue of elected official compensation and matters of transparency. Some of the documents and information reviewed from public sources are listed below:

- California State Constitution (Section 1, 4 and 7 of Article XI)
- Sacramento County Charter (Section 10,15, 34, and 73)
- Sacramento County Ordinance Nos. 1382, 1498,1544, and 1598
- Government Code Section 25123.5, 3511.1(d)
- Ralph M. Brown Act, Government Code Sections 54950-54963
- Penal Code Section 932
- Election Code Section 9144
- City of Sacramento Charter, Article 3, Section 29
- California Citizens' Compensation Commission
- Contra Costa County Ad Hoc Salary Commission

The Grand Jury reviewed parliamentary procedural documentation pertaining to the issue of Board of Supervisor compensation. All documentation was publicly sourced:

- BOS Agenda Packet for April 18, 2023 and May 23, 2023
- BOS Compensation Survey by Ralph Andersen and Associates
- The public recordings made of meetings held April 18, 2023, and May 23, 2023, via the Sacramento County Board of Supervisors website as well as YouTube.
- Sacramento County Budget FY 2023-2024

The Grand Jury conducted 16 in-person interviews. The interviews assisted with historical perspectives, legal considerations, and procedural interpretations and clarifications. As with all Grand Jury investigations, individuals who spoke with the Grand Jury were afforded the rights and protection of confidentiality for the purpose of anonymity. Therefore, no names are used in this report. Interviews were conducted with individuals who gave direct, first-person testimony and perspective in the following employment/responsibility capacities and classifications:

- Sacramento County elected officials, executives, department heads, and staff
- Private government contractors
- Sacramento County legal staff

The Grand Jury reviewed media reports and analyses from several news organizations in the region, as well as those local to Sacramento County, which were published after the BOS vote on the Supervisors' compensation. See the Appendix for links to various media reports.

DISCUSSION

The Sacramento County BOS answers ultimately to the voters. To provide effective oversight, the voters need information and an understanding of how County government runs, how money is allocated and spent, and how to get more involved. There also must be mutual trust between County government leaders and the voters. These factors are important considerations to understand the context of the events related to the adoption of the BOS salary adjustment in 2023.

The Grand Jury believes the key questions in relation to the BOS pay raise are as follows:

1. What was the legal process for adjusting the BOS compensation and was the law followed?
2. Did the supporting documentation to the ordinance amendment reflect the true cost to Sacramento County?
3. Was the process transparent and were the residents of Sacramento County given a fair chance to participate?

These key questions not only stand by themselves in terms of singular importance, but also compounded the impact of each by way of how the events played out.

Ordinance Adoption Process

Recognizing the BOS had no base salary review since 1991, the County Executive team decided in the fall of 2022 to have Ralph Andersen & Associates conduct a salary compensation survey. In the intervening years, the Supervisors had, however, regularly received the same cost-of-living adjustments that were granted to other non-represented County employees.

The last ordinance to establish the base salary for the BOS was adopted in 1991. It set the Supervisors' base pay at 55% of a Municipal Court Judge's salary. In 2001, Ordinance No. 1544 was adopted to reflect the reclassification of Municipal Court Judges to Superior Court Judges, and the base pay remained at 55%.

On April 18, 2023, the proposal to amend Ordinance No. 1544 was introduced on the BOS board meeting consent calendar and passed by a 4-1 vote. It was continued to May 23, 2023, when it was re-introduced and adopted as Ordinance No. 1598, establishing "salaries will be raised from the current 55% to 75% of a Superior Court Judge's salary." The ordinance provided, "This update will take effect on June 4, 2023, after adoption of the ordinance." Furthermore, it stated, "This ordinance shall take effect and be in full force on and after thirty (30) days from the date of its passage."

What was overlooked by the BOS, County Executive team, and County Counsel was California Government Code section 25123.5. This state law mandates ordinances which change supervisory salaries shall become effective *60 days* after their adoption. This gives voters a 60-day window afforded under California Election Code section 9144 to object to the ordinance and, if the voters decide, initiate a referendum process.

The “effective date” stated in the pay raise ordinance was 30 days after adoption with the increase in pay itself to “take effect” on June 4. While it remains unclear which of the two dates represents the actual “effective date” of the ordinance, both dates fall well short of the 60 days required by state law.

This presents four unresolved issues Sacramento County must not ignore:

1. The 60 days have come and gone. How will voter rights be restored?
2. The “effective date” of the ordinance conflicts with state law. This places the validity of the ordinance in doubt. Does the ordinance have legal force and effect?
3. If the ordinance is invalid, were the monies paid pursuant to the ordinance done so lawfully? Are any monies owed to Sacramento County?
4. The Grand Jury has authority under California Penal Code Section 932 to order the District Attorney to pursue recovery of monies that may be owed to the County. If the County does not address these issues, should the matter then be referred to the District Attorney?

Financial Discrepancies

The County Executive and the Clerk of the Board are responsible for preparing the agenda packets for the BOS meetings. They create the agenda, gather the agenda packet items (including Board Letters), decide what will get openly discussed or debated, and what gets added to the consent calendar. The department heads and Executive team are responsible for the accuracy of all information provided to the BOS. This is especially important on matters which require a vote.

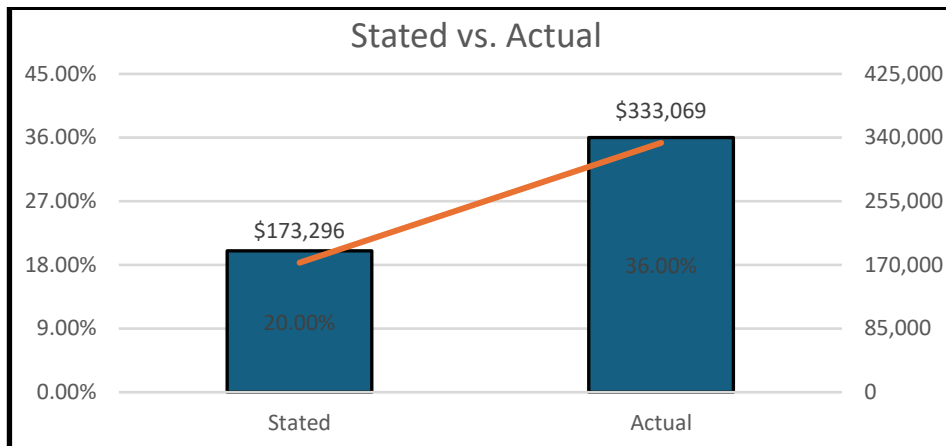
Each Supervisor receives the agenda packet at least 72 hours before the meeting. This gives them time to review the materials and, if necessary, use their independent authority to move an item from the consent calendar to the non-consent calendar.

The Grand Jury found no evidence the Supervisors knew any details of the pay raise proposal before receiving their agenda packet. The compensation survey prepared by Ralph Andersen & Associates was presented to the Executive team with recommendations based on comparable counties. The Executive team determined how much of a pay raise the Supervisors were due and drafted the amendment to Ordinance No.1544 raising the pay from 55% of a Sacramento County Superior Court Judge's salary to 75%.

Here is where the numbers get murky. Board Letters are commonly used by County staff and officials to introduce policies, procedures, and recommendations for the BOS

to act upon. In this instance, the April 18, 2023, Board Letter wrongly represented the salary increase as 20% for each Supervisor. In fact, it was actually 36%, as reported by many media outlets. Where County staffers went astray is they used simple math (75%-55%=20%) rather than an algebraic formula $((75-55)/55=36.36\%)$ to calculate the percent of increase. It was not a 20% increase, but that's what the Supervisors were told.

The Board Letter further stated the total increased cost to the County for the pay raise for all five Supervisors would be \$173,296 for FY2023-2024. This was calculated based on the erroneous figure of 20%. Upon closer examination by the Grand Jury, it was discovered the actual cost to the County, and ultimately to the taxpayers, was \$333,069, a difference of \$159,773 and nearly double what was originally represented.



Inaccurate information in the agenda packet, including the Board Letter, misled Supervisors to believe they were voting for a 20% salary increase. Our investigation included 16 interviews of County officials, County executives, heads of departments, and staff. Based on these interviews, the Grand Jury conclusively determined at least two Supervisors understood and believed they were voting for a 20% raise.

The true pay raise of 36% was reported by most major regional news outlets. Some Supervisors suggested they paid no attention to the news accounts. Still, all five Supervisors did nothing. There were no calls for audit, no calls for explanation, and no calls for correction.

These financial mistakes were uncovered after-the-fact by a financial analyst working at the County Office of Budget and Debt Management (BDM). The errors were discovered in the normal course of reconciling the County budget. The analyst reported the discovery to their department head who revised the budget with the correct data.

The discovery, however, was not reported to the BOS. Those interviewed did not remember details concerning the non-disclosure.

The BOS should have been informed and the Board Letter corrected with the true numbers. It should have been re-presented at a BOS meeting in order to rectify the official record, affirm the vote, and inform the public. A correction to the County budget alone, in our opinion, was not enough. This appears to be an attempt to hide the true facts from the public.

Procedural Transparency and Public Engagement

The Sacramento County Supervisor pay raise ordinance was essentially developed and proposed under wraps. When it was eventually presented at the April 18, 2023 BOS meeting, the proposal was tucked away deep within the collective of 26 consent items, a decision that did not encourage public discussion, input, or outwardly upfront awareness of it. The consent calendar was not appropriate for this vote.

The last base salary review of the BOS was addressed 33 years ago. The significant time between the last review and present, as well as the need for active participation of the citizenry, made the decision about BOS pay non-routine, unlike other County staff pay decisions. It called for significant publicity and discussion, making it abundantly clear the decision to put the item on the consent calendar was inappropriate. In the spirit of transparency, the BOS should have opted to place this on the Board's agenda as a Time Matter, allowing for more discussion during the board meeting to ensure the public received a full understanding of the rationale for the raise and an opportunity to have their say as well.

The majority of Supervisors acknowledged in interviews their pay raise was a controversial matter of significant public interest. However, none of the Supervisors made a motion to pull the item from the consent calendar and allow for a robust, thorough discussion. The consultant with Ralph Andersen and Associates was on standby during the April 18, 2023 BOS meeting to answer questions from the BOS or perhaps the citizenry, but leaving the item on the consent calendar did not encourage such an interactive discussion. Supervisors Frost and Serna, during the April 18, 2023 meeting, did make public comments but did not exercise their authority to pull the item and set it forward for discussion.

During the Grand Jury investigation, a County official involved in placing the matter on the consent calendar stated doing so was a mistake. Though the decision was a matter of discretion, the exercise of discretion should require the exercise of good and ethical judgment. Political expediency should not override public interest and input. Issues of the compensation for elected officials, including County Supervisors, requires a higher standard of transparency. The voters, serving as oversight, need to be included and informed to effectively perform their oversight responsibilities. Without this, there is no accountability until it is too late.

To be more transparent, the County could look to examples such as the California Citizens' Compensation Commission which determines pay for state elected officials and the members of the Legislature. Contra Costa County has a citizen's compensation panel for County Supervisors, and the City of Sacramento has a citizen's volunteer board which meets annually to discuss any pertinent pay raises for the Mayor and City

Council. These are public groups made up of average citizens who are afforded the opportunity to participate in government, and actually get to say things like “We pay your salary!”

FINDINGS

- F1 The financial mistakes contained in the Board Letter of April 18, 2023, were discovered after-the-fact by County staff and were not reported to the BOS directly, thereby leaving both the Board and the public misinformed. [R1] [R2]
- F2 Because the BOS are voted into office by the people to serve the people, decisions relating to compensation for the BOS should be decided with public participation and input. [R3]
- F3 Although the BOS's use of the consent calendar was not unlawful, the consent calendar process lacked the level of procedural transparency essential to maintain the public's trust when voting on controversial matters of significant public interest. [R4]
- F4 Ordinance No. 1598 conflicts, on its face, with California Government Code Section 25123.5 and thereby places the validity of the ordinance in question. [R5] [R6]
- F5 Ordinance No. 1598 violated California Election Code Section 9144 by depriving Sacramento County residents of their right to protest the ordinance and initiate the referendum process. [R7]

RECOMMENDATIONS

- R1 The Office of Budget and Debt Management should explain the financial mistakes described in F1. The explanation should include how it was discovered and provide the correct financial information to the BOS in open session by no later than November 1, 2024. [F1]
- R2 The County Executive, in collaboration with the Clerk of the Board, should establish a formal procedure, by no later than December 31, 2024, to ensure material flaws concerning information presented to the BOS are brought to the attention of the Clerk of the Board or the BOS directly. [F1]
- R3 The County Executive should establish a citizen-based compensation commission such as those procedures established by other local and state governmental jurisdictions by no later than April 1, 2025. [F2]
- R4 The County Executive, in collaboration with the Clerk of the Board, should establish a formal procedure to limit the use of the consent calendar to only non-controversial matters that are reasonably expected to elicit little or no discussion by no later than November 1, 2024. [F3]
- R5 The Board of Supervisors should direct the County Executive, in collaboration with County Counsel, to determine the validity or invalidity of Ordinance No. 1598

and upon doing so, present recommendations to the Board of Supervisors in open session by no later than November 1, 2024. [F4]

R6 The Board of Supervisors should direct the County Executive, in collaboration with County Counsel, to determine if any monies paid pursuant to Ordinance No. 1598 are owed to the County and upon doing so, present recommendations to the Board of Supervisors in open session by no later than November 1, 2024. [F4]

R7 The Board of Supervisors should direct the County Executive, in collaboration with County Counsel, to determine the nature and extent of the violation of voter rights afforded by California Election Code Section 9144 and upon doing so, present recommendations to the Board of Supervisors in open session by no later than November 1, 2024. [F5]

REQUIRED RESPONSES

All responses are required pursuant to Penal Code Sections 933 and 933.05. From the following governing body, as to all findings and recommendations, the response is required within 90 days:

Sacramento County Board of Supervisors
700 H Street
Sacramento, CA 95814

INVITED RESPONSES

David Villanueva, County Executive
Sacramento County
700 H Street, #7650
Sacramento, CA 95814

Amanda Thomas, Chief Fiscal Officer
Office of Budget and Debt Management
700 H Street, #7650
Sacramento, CA 95814

Mail or deliver a hard copy of required and invited responses to:

The Honorable Bunmi Awoniyi
Presiding Judge
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Email a digital copy of the required and invited responses to:

Erendira Tapia-Bouthillier
Sacramento County Superior Court
Grand Jury Coordinator
Email: Tapia-E@saccourt.ca.gov

DISCLAIMER

This report was issued by the Sacramento County Grand Jury, with the exception of one juror who had a conflict of interest with the jurisdiction in this report. This juror was

excluded from all parts of the investigation, including interviews, deliberations, and the writing and approval of the report.

APPENDIX

Regulatory and Legal Resources

- California State Constitution (section 1 and 4 of Article XI)
[https://ballotpedia.org/Article XI, California Constitution](https://ballotpedia.org/Article_XI,_California_Constitution)
- Sacramento County Charter (section 10, 15, 34, 73)
<https://bos.saccounty.net/CountyCharter/Pages/default.aspx>
- Government Code Section 25123.5 (60-day rule)
<https://law.justia.com/codes/california/2022/code-gov/title-3/division-2/part-2/chapter-1/article-7/section-25123-5/>
- Government Code Sections 54950-54963 (Ralph M. Brown Act) subsection 54953(c)(3)
https://www.rcrcnet.org/sites/default/files/documents/Gov_Code_Section_54950-54963.pdf
- Government Code section 3511.1(d)
<https://law.justia.com/codes/california/2011/gov/title-1/3511.1-3511.2/3511.1>
- City of Sacramento Charter, Article 3, §29
https://library.qcode.us/lib/sacramento_ca/pub/city_code/item/city_of_sacramento_charter-article_iii-29
- California Citizens' Compensation Commission
<https://www.calhr.ca.gov/cccc/Pages/home.aspx>
- Contra Costa County Ad Hoc Salary Commission
<https://www.contracosta.ca.gov/gov/DocumentCenter/View/55852/BOS-Salary-Committee-NEWS-RELEASE-12-18-18>

Sacramento County Board of Supervisors and Civic Resources

- Board of Supervisors Agenda Packet for April 18, 2023, and related attachments
<https://agendanet.saccounty.gov/onbaseagendaonline>
- The public recordings made of the Board of Supervisors meeting held April 18, 2023, via the Sacramento County Board of Supervisors website as well as YouTube.
<https://www.youtube.com/watch?v=BxYdeIU4dEA>
- Sacramento County Budget
https://bdm.saccounty.gov/Documents/Budget_in_Brief_2023-2024.pdf

Media Resources

- ABC10 KXTV, May 23, 2023
<https://www.abc10.com/article/news/politics/sacramento-county-supervisors-pay-raise/103-3d33b1ea-e654-46ca-b850-500f211550a1>
- The California Globe, May 24, 2023
<https://californiaglobe.com/articles/sacramentos-elected-politicians-enrich-themselves-with-pay-increases-and-shiny-stadiums/>
- The Sacramento Bee, May 26, 2023
<https://www.sacbee.com/news/local/article275749676.html>
- KCRA News, May 24, 2023
<https://www.kcra.com/article/sacramento-county-board-of-supervisors-big-pay-raise/43995407>



2023 – 2024 Grand Jury of Sacramento County

INVISIBLE FOSTER TEENS: WHERE ARE THEY?



SUMMARY

Sacramento County continues to fail – after many years – in its efforts to find safe permanent housing for foster teenagers who are housed in temporary facilities. These teenagers are virtually invisible because they are not a priority in Sacramento County’s foster system.

In recent years, the County has housed these youth in a neighborhood with easy access to vice and crime, in office buildings with no kitchens or showers, and in a jail-like former youth detention facility.

Under the auspices of the County’s Department of Child, Family and Adult Services (DCFAS), the Child Protective Services Division (CPS) bears the day-to-day responsibility to care for these teenagers but fails to meet its obligations. CPS abdicates its responsibility to these vulnerable unplaced foster teenagers who are entitled to a safe and secure living environment.

A County oversight committee, created to advise the Board of Supervisors (BOS), pays little or no attention to this festering problem. Ultimately, the BOS is responsible for these young people.

CPS’s long-term lack of planning results in them being reactive instead of proactive in addressing the changes required by the 2015 Continuum of Care Reform (CCR) legislation. This state legislation brought sweeping changes to the foster care system.

The County’s latest solution relies on three small “Welcome Homes” operated day-to-day by CPS that appear home-like and less institutional. However, these homes remain

unlicensed under state guidelines and continue to be an unsafe environment for foster teenagers and staff. To CPS's credit, the agency has recently opened a fourth home which is licensed and operated by an outside non-profit organization.

A move in the right direction, but these teenagers are still invisible.

BACKGROUND

When a child must be removed from their family home for reasons such as abuse, abandonment, or neglect, the child's protection and welfare become the responsibility of foster care, a system supervised by the State of California and administered by the counties. In 2015, Assembly Bill (AB) 403, better known as Continuum of Care Reform (CCR), was signed into law. The legislation was designed to severely reduce the use of group homes and move the children into more home-like settings.

In Sacramento County, CPS is responsible for the temporary care and permanent placement of children in foster care. Within CPS, the Centralized Placement Services Unit (CPSU) performs intake interviews of children and tries to find permanent placement with relatives or resource families (previously known as foster homes).

On average, there are approximately 1,200 foster children under the protection of CPS. Most of these children are successfully placed in appropriate home-based settings. However, on any given night, 40 to 50 unplaced foster children are either temporarily housed by CPS or missing and labeled "Absent Without Leave" (AWOL). Those who are not AWOL are sheltered in unlicensed spaces. AWOL teenagers, on the other hand, have simply walked away from a shelter or home placement.

Finding a suitable home for these teenagers has been a challenge. Teenagers are less likely to be placed with resource families for a variety of reasons. For example, some carry past traumatic experiences along with normal adolescent behaviors. Resource families more readily accept younger children. In turn, teenagers prefer the company of their age group, so those that go AWOL communicate with their friends and often turn to couch-surfing or life on the street. CPS is required to look for these youth, and cell phone calls or texts may be the only contact for weeks. The teenagers may then just drop into the Welcome Homes.

Two provisions of the state's Foster Youth Bill of Rights, first enacted in 2005, enable this freedom of movement. It states that children shall not "be locked in any portion of their foster care placement" and they are allowed contact with their friends.

In April 2023, the local news media first reported the County's practice of housing foster children in cells in a former juvenile detention facility, in violation of state law.

In response, the Grand Jury investigated and discovered a series of unlicensed housing arrangements for teenagers, consisting of (1) a CPSU office, (2) an office building, (3) a former detention center, and (4) converted residential properties labeled by CPS as

“Welcome Homes.” Starting in 2016, and continuing to date, these County-run facilities have been operationally unsuitable for temporary sheltering of unplaced foster teenagers.

The Sacramento County Children’s Coalition (Coalition) was established by the BOS in October 1994 to provide advisory oversight on matters relating to children and families in the County, which includes foster care. The Grand Jury noted the Coalition did not focus on foster care, allowing these unacceptable conditions to exist for too long under their watch.

METHODOLOGY

The Grand Jury’s investigation consisted of the following:

- Reviewed broadcast and print media reports.
- Performed 12 interviews, including employees of County and state government, attorneys representing foster children, labor representatives of County social workers, members of the Child Protective System Oversight Committee (Oversight Committee), and leadership from non-profit agencies.
- Examined documents including redacted incident reports, an agreement between the Youth Law Center and the County of Sacramento, and internally reported statistics.
- Visited four Welcome Homes.
- Viewed October 17, 2023, public meeting of the BOS, which included the Annual Report of the Oversight Committee and CPS’s response.
- Studied publicly available websites which provided background into the County’s foster care system.
- Reviewed agendas and minutes of the Coalition and Oversight Committee meetings.
- Reviewed California State law governing foster youth. The most critical legislation is [Continuum of Care Reform](#) and the [Foster Care Bill of Rights](#)

GLOSSARY

AWOL	Absent Without Leave (missing)
BOS	Sacramento County Board of Supervisors
CCR	Continuum of Care Reform
CDSS	California Department of Social Services
CPS	Sacramento County Division of Child Protective Services

CPSU	Centralized Placement Services Unit within CPS
CRH	Children’s Receiving Home
DCFAS	Sacramento County Department of Child, Family and Adult Services
NREFM	Non-Related Extended Family Members
OB3	Sacramento County Office Building 3
STRTP	Short-Term Residential Therapeutic Program
TSCF	Temporary Shelter Care Facility
WET Center	Warren E. Thornton Youth Center, a former Juvenile Detention Center
YLC	Youth Law Center

DISCUSSION

AB 403 was signed into law in 2015. Better known as Continuum of Care Reform (CCR), the goal is to provide care and services to foster children with permanent placement in a home-based setting, preferably with a relative or Non-related Extended Family Members (NREFM). Under CCR, two types of temporary homes are authorized to provide care for the foster children, who are mostly teenagers, when permanent placement in a home is not immediately available or appropriate. CPSU triages these unplaced foster teenagers for temporary placement.

1. Unplaced foster teens with significant physical, emotional, or behavioral health needs may be assigned to a Short-Term Residential Therapeutic Program (STRTP). These facilities are designed to provide more intensive care and supervision of children than they would receive in traditional group homes. Examples of STRTPs being operated in Sacramento County are the Children’s Receiving Home (CRH) and the Sacramento Children’s Home, both non-profit organizations.
2. The other temporary shelter option is a Temporary Shelter Care Facility (TSCF), a home operated by the County or a private agency on the County’s behalf that provides for 24-hour non-medical care for up to 10 consecutive calendar days. During this time, CPSU staff work to find placement with Relatives/NREFM or resource families. Although the law does not provide for stays beyond 10 days, the California Department of Social Services (CDSS) is aware circumstances may require stays of more than 10 days, accounted for as “overstays.”

TSCFs are rare in the State of California. Statewide, there exists only 11 TSCFs in eight different counties. When the Grand Jury’s investigation began, the Children’s Receiving Home was the only TSCF in Sacramento County, but it did not accept teenagers. Interviews revealed the demand for temporary placement has exceeded the supply since CCR was implemented.

CPS used two different office locations for temporary shelter from 2016 through 2022. These facilities provided no privacy, no shower or kitchen facilities, no rooms or standard beds, and could never be considered “home-like.” The offices were located in areas where sex trafficking was too easily accessible.

The County began looking for alternatives, and settled first on rehabilitating the Warren E. Thornton Youth Center (WET Center), a closed juvenile detention center. While this afforded some privacy along with showers and a gym, the beds were metal, rooms had wooden boxes placed over non-operational metal toilets, and the doors had glass windows. Meals had to be brought in because no kitchen facilities were available. Residents had to pass through metal detectors and security checks, and the Sacramento Sheriff’s Office staffed a Deputy there 24/7. The atmosphere was more like a jail than a home.

In February 2023, the County began a Request for Proposals process to seek non-governmental licensed providers to operate what it called Welcome and Assessment Centers (later called Welcome Homes), which were to meet the licensing requirements for TSCFs. Responses were due back to CPS by March 2023, and no successful responses were received.

AT A GLANCE: CPS ATTEMPTS HOUSING OF UNPLACED FOSTER TEENS				
LOCATION	CPSU Intake Office	County Office Building (OB3)	WET Youth Center	Welcome Homes*
TIME	2016 - 2020	2020-2022	2022 -2023	2023 and continuing
LICENSURE STATUS	Unlicensed	Unlicensed	Unlicensed	Unlicensed
DESCRIPTION OF CONDITIONS	<ul style="list-style-type: none"> • Violence • No beds • No showers • No kitchen • Sex trafficking <p style="text-align: right;">- SF Chronicle</p>	<ul style="list-style-type: none"> • Health and safety risk <li style="padding-left: 20px;">- CDSS • Unsafe conditions <li style="padding-left: 20px;">- Metro Fire 	<ul style="list-style-type: none"> • Violence • Drugs • Alcohol • Sex trafficking • Jail-like conditions <p style="text-align: right;">- Interviews</p>	<ul style="list-style-type: none"> • Violence • Weapons • Drugs • Alcohol • Sex trafficking <p style="text-align: right;">- Interviews</p>

*Progress Ranch assumed operations of one of the Welcome Homes, with a TSCF license, in February 2024

In response to the media attention in April 2023 and a Youth Law Center (YLC) lawsuit final judgment requiring youth to be removed from the WET Center by June 16, 2023, the County changed its plan. They began to seek out three residential locations to serve as the Welcome Homes to house up to six teenagers each, with overflow cots available. The County filed applications with the state for TSCF licensure for each of the three properties. One year later, CPS still has not secured a license for any of the facilities, due to delays in obtaining complete background checks and health clearance for all staff.

Since 2016, unplaced foster teenagers have been temporarily housed in a series of inappropriate, unlicensed locations. Since the closure of group homes, as required by CCR, Sacramento County has proven incapable to secure a licensed County-run TSCF, let alone one that is safe and protected from violence, drug and alcohol use, and sex trafficking.

The unsafe and unstable living conditions apparent at all of the County-operated temporary shelters since 2016 make it abundantly clear CPS has been incapable of managing a TSCF within acceptable standards. This is not only the opinion of the Grand Jury, but opinions expressed in multiple interviews as well.

Operation of Welcome Homes

Welcome Homes opened with round-the-clock personnel who were inadequately trained and prepared. Based upon the Grand Jury's investigation, including interviews and BOS agenda items, staff positions with the relevant skills were not established at the time. CPS relies on social workers, probation aides, and supervisors to step in, resulting in costly overtime pay.

Labor leaders reported employees have been subjected to harsh conditions, unclear procedures, physical abuse, and critical incidents involving teenagers, for which they have not been adequately prepared or trained. Moreover, due to the lack of preparedness, direction, and leadership, foster teenagers have been exposed to problems such as drugs, alcohol, physical abuse, truancy, and sex trafficking.

Outside Operators

To CPS's credit, they successfully contracted with Progress Ranch to operate a fourth Welcome Home. Progress Ranch, a non-profit agency that specializes in foster care

services, secured licensure from the CDSS Division of Community Care Licensing in a matter of months, becoming fully operational in February 2024. CPS has been unable to accomplish this on any of the properties after nearly a year of trying.

Based on Grand Jury interviews, the collaboration with Progress Ranch has been positive. It seems a promising model for success in an arena historically plagued with frustration and failure.

CPS has also entered into an arrangement with CRH to remodel two bungalows on its campus, with the intent of using these as TSCFs. In interviews, CPS staff stated the smaller occupancy of the bungalows (4-6 each) and physical separation from younger children will provide a positive environment for teens.

CPS's strategy to recruit more professional agencies to operate the remaining Welcome Homes is encouraging. However, securing contracts with agencies takes time. Meanwhile, CPS must continue to provide care for these teenagers and should do so in a safe and healthful manner.

The Grand Jury recognizes that while CPS awaits licensure of the current Welcome Homes by CDSS, CPS should operate these homes in the same way they would if fully licensed.

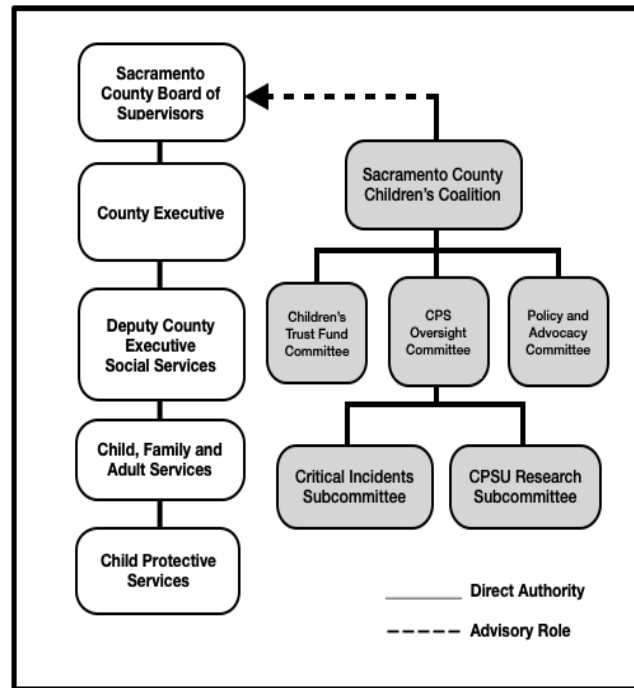
CPS currently expends resources and energy in operating the Welcome Homes. Staff should focus more on applying the County’s Family Finding policy to provide permanent placement for teenagers with relatives and NREFM. The University of San Diego Law School Children’s Advocacy Institute reported in December 2023 that Sacramento County currently falls behind most major California counties in placing foster children with relatives/NREFM.

Oversight

The Sacramento County Children's Coalition (Coalition) is an advisory body appointed by the BOS on matters relating to the needs of children, youth, and families. The Coalition created the Child Protective Systems Oversight Committee (Oversight Committee) to examine and evaluate the efforts of all service providers that are part of child protective systems. The Coalition’s Policy and Advocacy Committee recommends data-driven actions to improve social outcomes for the County’s children.

The Grand Jury learned the issue of unplaced foster teenagers has been virtually invisible to the Oversight Committee. As early as 2017, the Oversight Committee was warned by CPS officials and the Coalition’s Policy and Advocacy Committee that the loss of group homes would require alternatives for temporary shelter for foster teenagers. No investigation on how to provide new options was undertaken, so no recommendations were forthcoming from the Oversight Committee.

When the WET Center activity appeared in the news and gained the attention of County leadership, the Oversight Committee then acted by creating the CPSU Research subcommittee to look into the matter. The two members of this subcommittee subsequently resigned from the Oversight Committee before making any report. With no specific individuals assigned to the investigation, it has devolved into a series of questions and answers between the Oversight Committee Chair and CPS management. The Oversight Committee’s plans include making recommendations in their Annual



Reference Chart

Report to the BOS, relying solely on information from the very organization they are investigating.

A deeper dive into the actions of the Oversight Committee revealed almost all of their attention was and has been focused on child abuse. The Oversight Committee's Critical Incidents subcommittee is mandated to review all Critical Incident Reports of maltreatment due to abuse or neglect. The Grand Jury recognizes that injury or death of children in Sacramento County warrants this level of attention, but so do foster children.

For years, the Oversight Committee of volunteer experts, community activists, medical and educational professionals, clergy, law enforcement, and helpful citizens appears to be unable to form a quorum at their meetings. They have been plagued with vacancies, no shows, and tired leadership. This reduces the effectiveness of their oversight.

Conclusion

This Grand Jury investigation and report focused solely on foster teenagers that are awaiting placement in a home. For them, the foster system in Sacramento County is woefully broken. DCFAS fails to lead and CPS fails to serve. The BOS and their advisory group, the Coalition's Oversight Committee, do not recognize these failures.

The appalling conditions under which these teenagers have suffered have been widely publicized by media for years. Still the conditions continue. Now that these teenagers are no longer invisible, the County must act.

FINDINGS

- F1 CPS has failed to establish a licensed County-operated TSCF, leaving unplaced foster teens without a safe, healthy, and comfortable home, as is required by the Foster Youth Bill of Rights. (R1)
- F2 CPS lacks practical experience, human resources, and commitment to operate TSCFs, and as a result have been unable to operate them successfully. (R2, R3)
- F3 CPS has failed to eliminate exposure to drug and alcohol use, possession of weapons, sex trafficking, and other threats around the County-operated Welcome Homes, leaving teenagers vulnerable and unsafe. (R4, R5)
- F4 CPS does not focus adequate effort on Family Finding, and as a result, falls behind most counties in placing foster children with relatives/NREFM. (R5, R6)
- F5 The Coalition does not require foster care conditions to be included in the Oversight Committee's Annual Report to the BOS, potentially leaving the BOS uninformed. (R7)
- F6 The Oversight Committee's failure to recognize and respond to CPS's inadequate efforts to shelter unplaced foster teens allowed the many years of unsafe, unhealthy, and unlicensed living conditions to continue. (R8)

RECOMMENDATIONS

- R1 CPS should present a viable strategic plan to the BOS, no later than November 30, 2024, to recruit licensed and experienced agencies to operate the Welcome Homes as TSCFs, replacing the county-operated model. (F1)
- R2 CPS should continue to collaborate with outside operators, such as Progress Ranch and the Children's Receiving Home of Sacramento, to establish one or more licensed TSCFs operated on behalf of the County as soon as possible but no later than December 31, 2024. (F2)
- R3 So long as CPS continues to operate the Welcome Homes, they should be staffed with personnel with practical experience in congregate living environments as soon as possible but no later than December 31, 2024. (F2)
- R4 While the Welcome Homes are still in use, CPS should immediately implement stronger measures to eliminate drug and alcohol use, possession of weapons, sex trafficking, and other threats, but no later than September 30, 2024. (F3)
- R5 CPS reports should publicize statistics that state the number and type of incidents related to temporarily-sheltered foster children, the average daily census of all temporary shelters, and the number of AWOL foster children, and report these measures to the BOS in a public meeting on a quarterly basis starting no later than October 31, 2024. (F3, F4)
- R6 BOS should require that CPS rigorously follow the policy on Family Finding to increase the number of teenagers placed with relatives/NREFM no later than December 31, 2024. (F4)
- R7 The Coalition should amend Section 1.04 of its Bylaws to require a review of Foster Care equal in standing to Critical Incidents and to report annually to the BOS, no later than December 31, 2024. (F5)
- R8 The Oversight Committee should establish a monthly review of Foster Care, and include a report on CPS's progress in opening TSCFs, no later than December 31, 2024. (F6)

REQUIRED RESPONSES

Pursuant to Penal Code sections 933 and 933.05, the Grand Jury requests responses as follows. From the following governing body of a public agency within 90 days, for all Findings and Recommendations:

Sacramento County Board of Supervisors
700 H Street, Suite 2450
Sacramento, CA 95814

Mail or deliver a hard copy response to:

The Honorable Bunmi Awoniyi
Presiding Judge
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Please email a copy of the response to:

Ms. Erendira Tapia-Bouthillier
Sacramento County Superior Court
Grand Jury Coordinator
Email: TapiaE@saccourt.ca.gov

INVITED RESPONSES

Chevon Kothari,
Deputy County Executive
Sacramento County Social Services
700 H Street, Room 7650
Sacramento, CA 95814
(Findings 1-4, Recommendations 1-6)

Robin Banks-Guster, Chair
Sacramento County Children’s Coalition
9750 Business Park Drive
Sacramento, CA 95827
(Findings 5-6, Recommendations 7-8)

Michelle Callejas, Director
Sacramento County Department of
Child, Family and Adult Services
9750 Business Park Drive
Sacramento, CA 95827
(Findings 1-4, Recommendations 1-6)

Dr. Maynard Johnston, Chair
Child Protective System
Oversight Committee
9700 Roseville Road
North Highlands, CA 95660
(Findings 5-6, Recommendations 7-8)

Melissa Lloyd, Deputy Director,
Sacramento County Department of
Child, Family and Adult Services
Child Protective Services Division
9750 Business Park Drive
Sacramento, CA 95827
(Findings 1-4, Recommendations 1-6)



2023 – 2024 Grand Jury of Sacramento County

Infighting and Turmoil Drown Florin County Water District



SUMMARY

On the surface, things appear to be running fine at the Florin County Water District (FCWD). The water tastes good, the monthly charges are reasonable, and there is plenty of water to meet the demands of the District's customers. However, a closer look reveals there is much more to the Florin County Water District than just the infrastructure that delivers the water to its customers.

FCWD is a small independent water district located in Sacramento County. The former General Manager (GM) dominated the District for 25 years. The Board of Directors not only leaned on the former GM to run the daily operations of the District, but they deferred to him in most management decisions. The Board's actions were little more than a rubber stamp for all of the former GM's decisions. Acting more like a social club, they were all trusting friends and neighbors. The Board's over-reliance on the former GM led to ineffective, almost non-existent, oversight.

The Board should have recognized it was their failure to exercise effective oversight which led to a series of mistakes. No financial audit took place for four consecutive years (Fiscal Years ending 2018, 2019, 2020, and 2021). When a four-year audit was finally completed in 2022, it revealed the former GM took significant financial actions without specific board approval.

The Grand Jury received two complaints concerning the management of FCWD. Those complaints led the Grand Jury to investigate the reported financial misdeeds uncovered by the audit, and found severe, almost paralyzing, dysfunction on the Board.

Distrust within the Board and with management results in chaotic board meetings. Board members bicker for hours and fail to make decisions on agenda items. The District is not planning for its long-term challenges, such as the state-mandated installation of water meters and anticipated replacement of aging infrastructure. With expenses growing while revenues remain flat, the District plans to tap its reserves, risking the financial viability of the District.

Also, by not engaging with regional water organizations, the tiny district ignores the larger discussion of groundwater viability along with the opportunities that membership can provide for training, cooperation, and grant funding.

Information about FCWD is difficult for ratepayers to access. Compared to other Sacramento County water agencies, FCWD's website is rudimentary and lacks full transparency.

The residents of FCWD deserve better.

BACKGROUND

Established on October 19, 1959, the Florin County Water District (FCWD) operates as an independent special district governed by an elected board under the California Water Code.

FCWD encompasses an area of 2.5 square miles, including Old Florin Town, which is part of the unincorporated area of Sacramento County. Generally bounded by Florin Road on the north, Gerber Road on the south, Power Inn Road on the west and Gardner Avenue on the east (*See map in Appendix A*). This area has a population of 7,831 with 3,911 registered voters. FCWD operates 10 ground wells, tapping into the region's aquifer as the source.

FCWD is surrounded by other water providers, including the two largest in Sacramento County. To the east is the Sacramento County Water Agency, with over 200,000 customers. On the north and west is the City of Sacramento, serving 130,000 customers. Both providers obtain water through a combination of surface water from the Sacramento and American rivers and groundwater.

FCWD exists to provide customers an accessible and adequate water supply that complies with the federal Safe Drinking Water Act. One of the smallest water districts in the county, FCWD serves residential and commercial customers in suburban and rural areas. FCWD has 2,405 water connections, 37 of which are commercial or industrial and four are agricultural. The balance of their customer base is residential.

FCWD requires all new services to be metered in order to begin the implementation of conservation measures. Meters provide accountability for water use and discovery of water loss due to leakage. California state law requires all water connections be metered by 2032 and charged at a meter rate to reflect usage. Currently less than 2-percent of FCWD residential services are metered.

Water Regulations

All California water districts must meet various federal, state, and county standards and regulations to ensure the sustainable management and distribution of water resources. These include:

Water Quality Standards

- Water Conservation Mandates
- Groundwater Management
- Water Supply Reliability
- Environmental Regulations
- Water Rights Compliance
- Emergency Preparedness



Meeting these standards and requirements is increasingly complex. Operations require collaboration among water agencies, government entities, stakeholders, and the public to develop effective water management strategies and policies to balance competing interests and ensure the long-term sustainability of California's water resources.

FCWD Governance and Management

The District is governed by a five-person Board, elected at-large from registered voters within its boundaries. As set forth in the California Water Code, the FCWD Board of Directors has the responsibility and authority to:

- Adopt and enforce the District's policies and procedures.
- Maintain the financial viability of the District, including the performance of periodic audits.
- Acquire or sell the District's real property, construct and operate facilities, purchase equipment, and enter contracts.
- Adopt and oversee annual District budgets and finances, set water rates and charges, and approve the purchase of resources needed by management to carry out District policies; and
- Appoint and conduct annual performance evaluations of the General Manager and General Counsel and approve compensation for all District employees.

The General Manager position is charged with carrying out responsibilities of the District's day-to-day operations. Currently, the District is supported by a staff of 10. An additional eight positions were budgeted and remain vacant.

Local Agency Formation Commission

The Sacramento County Local Area Agency Formation Commission (LAFCo) is the only governmental agency with review authority over independent special districts. Among LAFCo's responsibilities is the performance of periodic Municipal Service Reviews (MSRs) that analyze the capacity of local agencies to provide services, assess infrastructure needs, and identify opportunities for service efficiencies.

Grand Jury Complaints

Ratepayers first attempted to bring their concerns about public misuse of funds to law enforcement for investigation. They found the path unclear for reporting possible local government malfeasance.

The Sacramento County Grand Jury received two complaints about board dysfunction and possible financial malfeasance at FCWD. After a review of these complaints and additional research, the Sacramento County Grand Jury determined an investigation was warranted focusing on the FCWD Board, management, staff, and operations.

METHODOLOGY

The Grand Jury investigation began with two complaints and obtained more in-depth information through the following:

1. Interviews of 20 individuals, representing various aspects of our investigation:
 - Current and former employees and contract professionals of FCWD
 - Current and former members of the FCWD Board of Directors
 - Employees of organizations associated with regulating or providing water
 - FCWD Ratepayers / Concerned voters
 - Sacramento County employees
2. Review of FCWD website and materials provided directly from the District:
 - Annual Budgets for Fiscal Years 2023 and 2024
 - Audited Financial Statements covering Fiscal Years 2016 through 2021
 - Board of Directors meeting agendas and minutes from 2016 to March 2024
 - Website link: <https://florincountywd.org/>
3. Websites to provide information about water regulation, special districts, and water agencies and associations (*See Appendix B*)
4. Websites associated with investigating or reporting suspected fraudulent activity (*See Appendix B*)

DISCUSSION

For many years FCWD has drawn little attention or interest from its residential ratepayers who pay a low flat rate and are not subject to meters that monitor their water usage.

Manager Dominates the District

For approximately 25 years, the former GM dominated FCWD's operations and governance. The Board displayed confidence in his management, took his direction, and rarely questioned his recommendations. Essentially, the Board relinquished its oversight responsibilities to the former GM.

Under the former GM, FCWD handled all construction projects and routine maintenance in-house and no professional engineer was on staff or on contract. The former GM never built a long-term capital plan, but identified only short-term capital projects in the District's annual budget. Those practices continue today.

In addition, the District lacked inventory controls for equipment and materials, which remains applicable today. For example, FCWD's headquarters at 7090 McComber Street in the unincorporated area of Sacramento County has limited space for its corporation yard. As a result, some equipment has been stored at private locations where security varies. This haphazard practice places FCWD at risk of damage, theft, and exposure to liability.

The former GM hired his daughter as the Office Manager, as well as her husband whom he ultimately promoted to Superintendent. The 2022 audit and a 2023 complaint to the Grand Jury raised the issue of nepotism related to separation of duties. To date, the Board has taken no action to address nepotism or employees directly supervising close family members.

Board Abdicates Leadership to the General Manager

During the former GM's tenure, the Board's membership was stable and subject to limited turnover. These Board members seldom faced contested elections. When Board vacancies occurred without elections, replacements were filled through appointment, with family members sometimes selected to succeed the departing Board members.

In interviews with the Grand Jury, Board members stated they never received any formal orientation or training from the District about their duties. Board meetings rarely attracted members of the general public and FCWD's contracted legal counsel usually did not attend those sessions. The former GM instead would consult with counsel only on occasion. The former GM prepared board meeting agendas and solely chose what information the Board needed to know.

Rate Lawsuit

Upon the former GM's recommendation in 2016, the Board adopted a three-year stepped rate increase that resulted in a 200-percent increase overall. Before it took effect in 2017, two ratepayers challenged the rate increase in court. While the matter was litigated, FCWD continued to charge the increased rates. In 2021, the Court of Appeals ruled against FCWD, finding the District failed to follow the state law requirements regarding how to raise rates. The Court ordered the two ratepayers who brought the suit to receive refunds. The District was under no legal obligation and chose not to provide refunds to any other ratepayers.

FCWD rolled back its fees to historical levels for all ratepayers during the 2021-22 Fiscal Year. By choosing not to issue refunds to all ratepayers, this windfall allowed FCWD to build up a reserve of \$6 million.

The Audit Exposure

The Board did not initiate audits for four consecutive fiscal years ending in June, from 2018 through 2021. One reason cited for the missing audits was the COVID pandemic; however, this was not a barrier for many other public agencies. In the summer of 2022, the District's long-time Certified Public Accountant (CPA) firm began the audit that covered the overdue four years. In December 2022, the audit was completed and released to the Board with a number of significant findings. The audit highlighted that the former GM in 2018 had given himself, along with two family members (Office Manager/daughter and District Superintendent/son-in-law), raises of two and half times the amount the Board approved.

The audit noted FCWD is at risk of financial mismanagement due to the lack of separation of financial duties, as well as the familial relationship between the former and current General Managers and the Office Manager. The audit further disclosed the District did not have a written financial and accounting policy manual nor a current investment policy and conflict of interest policy.

During the investigation, the Grand Jury learned the long-time CPA firm dropped FCWD as a client after the completion of the audit.

New General Manager

In early 2022, the Board began planning for the former GM's retirement by placing a job posting for a successor. The Board decided to interview the only two candidates who applied for the interim GM position. One candidate removed himself from consideration, and the other candidate was the District Superintendent, the former GM's son-in-law.

That same year, confidence in the former GM began to erode because Board members challenged his representation of the status of FCWD's wells. At a meeting, a Board member presented documentation that some wells were not operational.

After that meeting, the former GM abruptly retired.

Following the former GM's sudden retirement, the Board appointed the District Superintendent as the interim GM, although his experience did not include the executive skills detailed in the job description requirements. Additionally, the Board did not enter into an employment contract with him, and that status has not changed.

Board Turnover

Board composition shifted following the former GM's resignation.

Three of the five board seats opened up in 2022. No incumbent filed for election. Two individuals who did file faced no opposition and were automatically elected. The Board filled the remaining third seat by appointing one of the incumbents who missed the 2022 filing date for re-election.

When another veteran board member resigned later in 2023, the Board could not reach a consensus on a replacement. It fell to the County Board of Supervisors to make the appointment.

Board Chaos Follows

Starting in January 2023, the presence of FCWD legal counsel became routine at board meetings unlike during the former GM's tenure. Continuous concern about the wells and the audit findings led to Board friction. Members of the public began attending Board meetings more frequently, usually averaging 4-10 attendees.

Bickering among the Board and with FCWD staff began following the former GM's departure and continues today ultimately leading to inaction. In multiple interviews, the Grand Jury heard descriptions of chaotic meetings and name-calling between the Board members. The Board does not follow overly long agendas and rarely takes action. Items re-appear month after month.

The Board has not approved or publicly posted meeting minutes dating back to 2023, which is inconsistent with transparency. No action has been taken with respect to the audit findings. The District's annual budget has not been adopted in a timely manner. And no audit has commenced for Fiscal Years 2021-22 or 2022-23.

The Board is also split about whether the adoption of a budget is sufficient approval to cover all salary increases. Despite the auditor's finding that the Board had not approved salary increases for the former GM and his two family members, the issue continues to create dissension among the board members.

No action plan has been agreed upon by the Board to address the state law mandating water meter installation by 2032.

Without the former GM's dominance, the Board spun out of control. They began a search for governing documents and found none existed. Examples of these missing

documents are by-laws, procedural manuals, adopted policies and/or procedures. Individual board members have attempted to draft such documents on their own. The Board has failed to adopt easily accessible best-practice templates from special district or local government associations. The Board has made some progress in developing these documents; however, the situation continues to paralyze the board from acting on issues such as performance appraisals, contract bidding, etc.

More Public Review and Transparency

FCWD has been operating without much public accountability. For instance, Sacramento LAFCo has never performed an MSR on FCWD. A review by LAFCo would provide an independent assessment of the District's governance structure and its ability to provide efficient and effective service to its customers.

The growing interest by the rate-paying public, evidenced by increased attendance at FCWD Board meetings, demands greater transparency of District operations and better access to information. FCWD customers do not have an adequate source of information about water operations and governance because the District's website is rudimentary and the only contact is the monthly bill sent to the customer of record.

Because the terms of the Board members have fluctuated over the years due to various appointments, the public cannot easily ascertain who has served as a director and their terms of office. FCWD can learn from many special district websites, such as Del Paso Manor Water District. These websites include a concise agency history, a list of elected officials along with their emails, and easy access to financial information.

Looming Fiscal Deficit

Financially, FCWD generated significant cash flow with the rate increase that began July 2017. However, once that increase was rolled back pursuant to the court order, this trend reversed which resulted in an operating deficit. FCWD's budget uses a portion of the District's reserves to plug the leak instead of planning for a properly adopted rate increase. The District faces additional costs over the coming years due to water meter requirements, aging infrastructure replacement, increasing repairs, and technology upgrades. As a result, the District will rapidly deplete its \$6 million reserve.

With flat revenue and growing major expenses, FCWD's financial viability is threatened. The physical limits of the District and little land available for development indicate stagnant customer growth and a lack of new revenue potential. Without a five-year capital improvement plan, FCWD cannot accurately prepare for future expenses. The Board did not require a capital improvement plan from the former GM and fails to demand one from the interim GM. FCWD cannot pursue a rate increase as a possible solution without first completing a capital improvement plan to justify the need.

The Future of Water Management is Increasingly Complex

The complexities of modern water district operations involve more than pumps and pipes. FCWD operates in isolation. Board members and staff refer to the regional aquifer, the source for the District's wells, as "their" water. That insular outlook fails to recognize all local water providers are dependent on the shared aquifer serving this region. Yet, FCWD management does not engage with any of the regional associations. For example, FCWD is absent from discussions being held by the Sacramento Central Groundwater Authority or the Regional Water Authority regarding local groundwater management projects. These two organizations ensure water viability for all applications within the region.

In addition to coordination with regional water management, FCWD management needs to be prepared to deal with finance, human resources, and the effects of climate change. Past training has focused on the technical aspects of pumps and pipes offered through trade associations like the California Rural Water Association. Management has not sufficiently developed executive skills for how FCWD will address future challenges.

Conclusion

The Board and management of FCWD face immense challenges of governance, operations, and long-term planning. Customers and ratepayers are generally unaware of the District's dysfunction and its problems. While the water continues to flow for now, FCWD is not prepared for the future.

FINDINGS

- F1 Members of the FCWD Board of Directors have limited understanding of their duties and bicker among themselves as well as with staff, resulting in mismanagement and little planning for the future. (R1, R2, R3)
- F2 FCWD management lacks professional executive experience in finance, water management, human resources, and climate change, so they are unprepared for the complexities of modern water district operations. (R4, R5, R6, R7)
- F3 FCWD Board of Directors, management, and legal counsel downplay the appearance of impropriety posed by employees directly supervising close family members, which raises questions about the integrity of the District. (R8)
- F4 The FCWD Board of Directors fails to address the problems and financial risks identified in the delayed four-year fiscal audit dated October 27, 2022, so the District remains financially vulnerable. (R9)
- F5 Because the FCWD Board of Directors fails to initiate annual audits as required by law, FCWD is unable to ensure public money is accounted for and controls are in place to protect against misappropriation and misuse. (R10)

- F6 The FCWD Board of Directors' disagreement about the salary increase given by the former General Manager only to himself, the Office Manager, and Superintendent (all close family members) contributes to Board conflict and paralysis. (R11)
- F7 FCWD does not provide an adequate source of information about water operations and governance because its website is rudimentary and the only regular contact with ratepayers is the monthly bill, resulting in an uninformed customer base. (R12, R13)
- F8 Flat revenue and growing major expenses, including water meter installation and aging infrastructure replacement, threaten FCWD's financial viability. (R14)
- F9 Without a LAFCo review, FCWD has not benefited from an outside evaluation that would address governance, service capacity, infrastructure, and efficiencies. (R15)

RECOMMENDATIONS

- R1 FCWD Board members should adopt and ensure staff adhere to Policies and Procedures (e.g., operations, accounting, and human resources) based on the best-practice templates provided by FCWD legal counsel or those available from special district or local government associations, no later than December 31, 2024. (F1)
- R2 FCWD management should establish a checklist by November 30, 2024, of all state-mandated training and forms required to be completed by Board members and staff, and document the completion dates. (F1)
- R3 FCWD management should maintain a list of terms of office for all current members of the FCWD Board of Directors, including start and end of terms of office for each Board Member, no later than October 31, 2024. (F1)
- R4 FCWD Board members and management should take advantage of membership in the California Special Districts Association and attend relevant training sessions by March 31, 2025. (F1, F2)
- R5 FCWD Board should adopt an employment contract for the general manager position that requires, but is not limited to: demonstrated ability in financial management and budgeting, personnel management, groundwater conservation, and water treatment operations, and the performance assessment of the Interim General Manager by October 31, 2024. (F2)
- R6 FCWD management should engage with the Sacramento Central Groundwater Authority and the Regional Water Authority regarding local groundwater management projects no later than October 31, 2024. (F2)

- R7 FCWD's operating policies and procedures, including provisions to require construction plans be reviewed by a professional civil engineer, should be adopted by the Board by December 31, 2024. (F2)
- R8 FCWD Board should establish human resource policies that address nepotism and lack of separation of duties between family members no later than December 31, 2024. (F3)
- R9 FCWD Board should review the four-year audit and management report presented in October 2022 and establish an action plan to address problems no later than December 31, 2024. (F4)
- R10 FCWD Board should ensure that audits for Fiscal Years 2021/2022 and 2022/2023, are completed no later than December 31, 2024, and arrange that future annual audits are completed within 6 months of the end of each fiscal year. (F5)
- R11 FCWD Board should require budgets include a schedule that lists by job title all actual and budgeted positions and salaries starting with Fiscal Year 2025/2026. (F6)
- R12 FCWD management should add key documents to the FCWD website by the dates below. (F7)
- Adopted policies and procedures, by December 31, 2024. (see R1)
 - Terms of office for current members of the FCWD Board of Directors, including start and end of terms of office for each Board Member, by October 31, 2024. (see R3)
 - The action plan developed to address the deficiencies identified in the four-year audit and management report presented in October 2022, by December 31, 2024. (see R9)
 - Audited Financial Statements with accompanying Management Reports, within two months of delivery to the Board. (see R10)
- R13 FCWD management should update and maintain the FCWD website for ease of use by all, no later than March 31, 2025. (F7)
- R14 FCWD Board should study the need to implement a rate increase, with the first step being the creation of a five-year capital improvement plan, no later than November 30, 2024. (F8)
- R15 A Municipal Service Review should be performed by LAFCo to study and analyze information about the District's governance structure, service capacity, infrastructure, and efficiencies, by March 31, 2025. The Grand Jury also recommends that FCWD fully cooperate with LAFCo. (F9)

REQUIRED RESPONSES

Pursuant to Penal Code sections 933 and 933.05, the grand jury requests responses as follows. From the following governing body of a public agency within 90 days, for all Findings and Recommendations:

Florin County Water District Board of Directors
c/o Board President, Cindy Russell
7090 McComber Street
Sacramento, CA 95828

Mail or deliver a hard copy response to:

The Honorable Bunmi Awoniyi
Presiding Judge Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Email the response to:

Ms. Erendira Tapia-Bouthillier
Sacramento County Grand Jury Coordinator
Email: TapiaE@saccourt.ca.gov

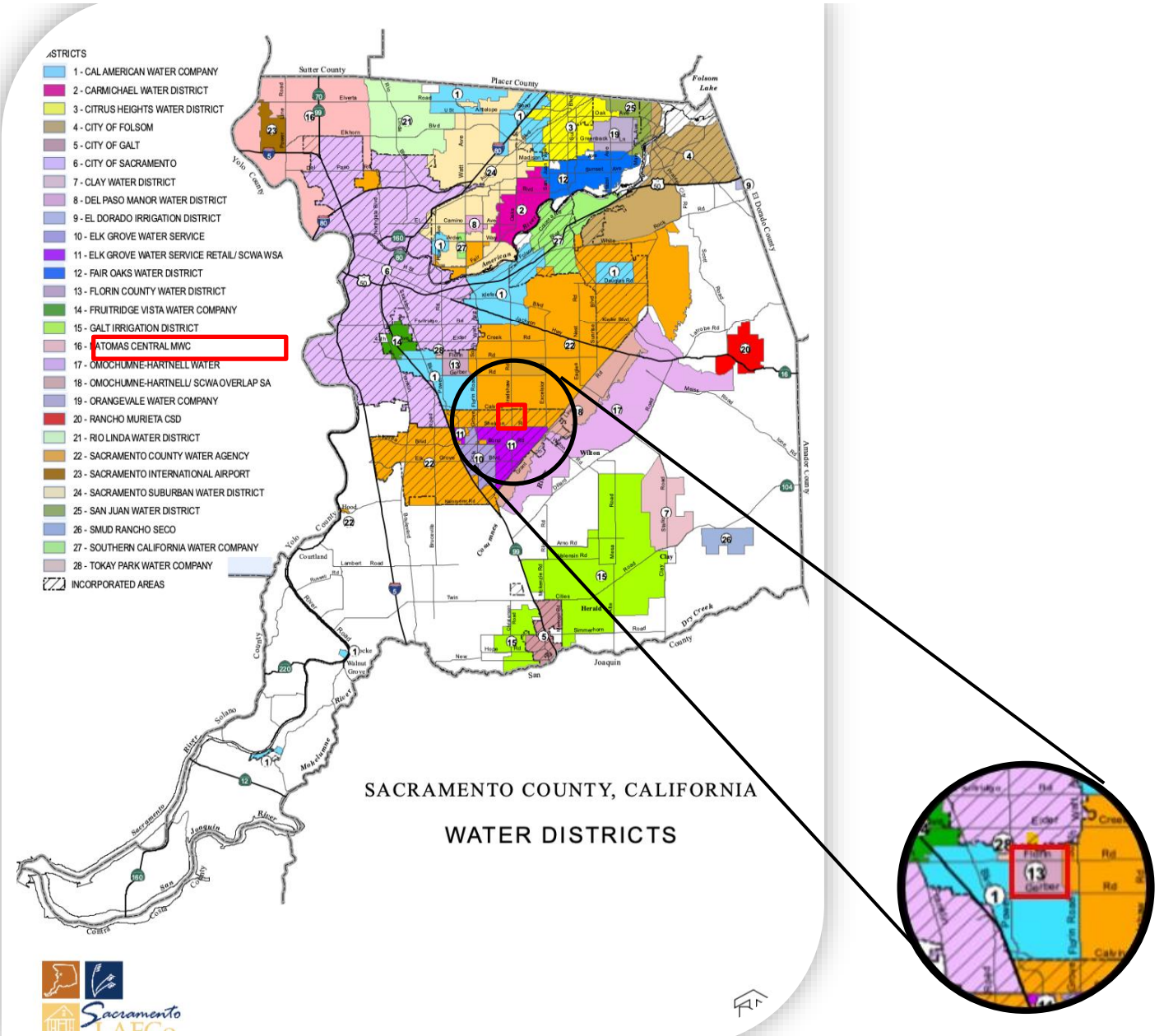
INVITED RESPONSES

Edmond Leggette, Interim General Manager
Florin County Water District
7090 McComber Street
Sacramento, CA 95828
(for all Findings and Recommendations)

Jose Henriquez, Executive Director
Sacramento County LAFCo
1112 I Street, Suite 100
Sacramento, CA 95814
(Including but not limited to Finding 9 and Recommendation 15)

Marcie Frost, Chief Executive Officer
California Public Employees Retirement System (CalPERS)
400 Q Street
Sacramento, CA 95811
(for Finding 6 and Recommendation 11)

APPENDIX A



Map of Sacramento County Water Districts, with Florin County Water District highlighted.

APPENDIX B

Websites to provide information about water regulation, special districts, and water agencies and associations.

California Water Code

<https://leginfo.legislature.ca.gov/faces/codesTOCSelected.xhtml?tocCode=WAT&tocTitle=+Water+Code+-+WAT>

California Rural Water Association (CRWA)

<https://calruralwater.org>

California Special Districts Association (CSDA)

<https://www.csda.net/home>

Del Paso Manor Water District

<https://www.delpasomanorwd.org/>

Environmental Protection Agency (EPA)

<https://www.epa.gov/laws-regulations/summary-safe-drinking-water-act>

Regional Water Authority (RWA)

<https://rwah2o.org/>

Sacramento Central Groundwater Authority (SCGA)

<https://sasbgroundwater.org>

Sacramento County Local Area Formation Commission (LAFCo)

<https://sacdafco.saccounty.gov/Pages/default.aspx>

Sacramento County Water Districts (map)

https://planning.saccounty.gov/Documents/Maps/Water%20Districts_0110.pdf

Websites associated with investigating or reporting suspected fraudulent activity.

Sacramento County District Attorney

<https://www.sacda.org/how-do-i/>

Sacramento County Sheriff

https://www.sacsheriff.com/pages/crime_report.php

Santa Clara County District Attorney Major Fraud Unit

<https://da.santaclaracounty.gov/prosecution/departments/major-fraud-unit>

State Controller's Government Compensation in California website

<https://gcc.sco.ca.gov/>

Transparent California

<https://transparentcalifornia.com/>





Keep Your Eyes Off My Privacy!

SUMMARY

Sacramento County residents are likely unaware that Law Enforcement Agencies (LEAs) – the Sacramento Sheriff’s Office and the city police departments located within the County – operate an intricate network of stationary and mobile cameras tracking their vehicles as they travel.

This network of cameras is called Automated License Plate Readers (ALPR). ALPR systems scan and record license plates, along with the car’s location, date, and time the digital image is taken.

While these systems provide law enforcement with a powerful tool for legitimate investigations, they also present considerable risks of indiscriminate mass surveillance, potentially tracking innocent individuals as well as the possible misuse of their data. The Sacramento County Grand Jury found the Sacramento Sheriff’s Office (SSO) had previously been cited by a state audit to be non-compliant with the state’s prohibition on sharing data with out-of-state entities. As a result, the Grand Jury initiated an investigation into the SSO regarding the sharing of ALPR information.

The Grand Jury was concerned the stored data could be used to track individuals based on immigration status, place of worship, employment locations, or visits to places such as gun stores or hospitals. Particularly troubling was the potential sharing of ALPR data with other states whose citizens travel to California to seek an abortion, which has been banned or severely restricted in their home states.

As ALPR systems become increasingly prevalent on our streets and highways, significant privacy concerns are emerging about the collection, sharing, and storage of this data.

The residents of Sacramento County have a right to understand who is collecting the data, how the information is shared and stored, and which local LEAs may not be following state privacy laws.

BACKGROUND

The Grand Jury conducted extensive research and data collection to better understand the nature of the laws, rules, and regulations pertaining to the operations of ALPR systems in the State of California and implementation by LEAs within Sacramento County.

The Grand Jury interviewed department leadership and reviewed the ALPR policies for the Citrus Heights, Elk Grove, Folsom, Galt, and Sacramento police departments, and the SSO. The Rancho Cordova Police Department contracts with the SSO, so the Grand Jury did not interview them.

Automated License Plate Readers

ALPR systems use high-speed cameras, either stationary or mobile, with advanced software to automatically read and record license plate numbers from images or videos. Modern ALPR cameras can capture detailed images of vehicles, drivers, and passengers. The collected data, including license plate numbers, dates, times, and locations of scans, is stored and can be matched against predetermined "hotlists" such as Amber Alerts or stolen vehicle lists. LEAs can also manually search for specific license plate movements at any time.

This extensive network of cameras can pinpoint a person's exact whereabouts and track their movement patterns. ALPR technology does not only capture moving vehicles, but parked cars can also be scanned. Over time, LEAs can piece together details about where individuals live, work, worship, shop, and participate in other daily activities.

Some mobile ALPR cameras can capture up to 1,800 plates per minute. The SSO reportedly scanned 1.7 million plates in one week. These images are stored in either an LEA's database or an ALPR vendor's cloud for a specific period. The SSO, for instance, retains images for two years from the date of capture.

Privacy Laws

In 2015, the California Legislature passed Senate Bill 34 (SB 34), establishing requirements for California LEAs utilizing the ALPR system. SB 34 addressed privacy concerns and set stringent policies and requirements for these agencies. It mandated detailed usage and privacy policies to describe the system's purpose, who may use it, how the agency will share, store and protect the data, and how the system will be monitored. Sharing data with any out-of-state agency, including federal agencies, is strictly prohibited by SB 34.

In 2022, the Legislature also passed Assembly Bill 1242, which prohibits state and local agencies from providing abortion-related information to out-of-state agencies. Specifically, this law prohibits LEAs from cooperating with or giving information to a person, agency, or department from another state regarding a lawful abortion performed in California and protected under the laws of this state.

California has positioned itself as a safe haven for women seeking reproductive health care, raising concerns that other states with restrictive abortion laws might use ALPR data to track their citizens traveling to California for such services. In 2023, Attorneys General from 19 states with abortion restrictions requested access to out-of-state medical records from the U.S. Department of Health and Human Services.

In October 2023, the California Attorney General issued an informational bulletin (2023-DLE-06) to guide state and local LEAs on the usage of ALPRs. The purpose of the bulletin outlines the collection, storage, sharing, and usage of ALPR data to ensure compliance with California law, specifically SB 34.

LEAs using ALPR systems are required by law to follow security procedures and practices to safeguard ALPR data from unauthorized access or out-of-state sharing. Agencies must have a usage and privacy policy conspicuously displayed on their website.

METHODOLOGY

During our investigation, the Grand Jury sourced historical, legal, and legislative documentation pertaining to the deployment, management, and scope of ALPR systems. A list of the documents and information we reviewed from public sources and the agencies follows:

- California State ALPR Audit Report 2020
- SSO Responses to the Audit Report of 2020
- ALPR Audit Scope and Objectives
- Sacramento Sheriff's ALPR General Order
- Electronic Frontier Foundation (EFF) Report on misuse of ALPR
- Third Party ALPR service providers
- The California State Attorney General, "Information Bulletin 2023-DLE-06," California Department of Justice Division of Law Enforcement, October 27, 2023
- California Senate Bill 34, April 15, 2015



We reviewed media reports and analyses from local and regional news organizations published after the release of the California State Auditor's report on the operation of ALPR systems in the state of California.

Additionally, throughout the course of the investigation, seven interviews were conducted. The interviews assisted with historical perspectives, legal considerations,

and procedural interpretations and clarifications. As with all Grand Jury investigations, individuals that spoke with the Grand Jury were afforded the rights and protection of confidentiality for the purpose of anonymity.

DISCUSSION

ALPR systems have legitimate law enforcement applications. According to the original SB 34 bill analysis, in the first 30 days of using ALPR technology, the SSO identified and located 495 stolen vehicles, five carjacked vehicles, and 19 other vehicles involved in felonies.

Forty-five suspects were taken into custody, including individuals involved in bank robberies and home invasions. However, the system cannot distinguish between cars used in criminal activities and those operated legally.

The increased use of ALPR surveillance has raised civil liberties and privacy concerns. Reports in major newspapers such as The Sacramento Bee (May 26, 2023 and July 5, 2023), and the San Francisco Chronicle (March 25, 2024) revealed the SSO and the Sacramento Police Department (SPD) were sharing ALPR data with anti-abortion states and unauthorized entities.

Organizations like the Electronic Frontier Foundation (EFF) and the American Civil Liberties Union (ACLU) of Southern California and ACLU of Northern California were among the first to voice privacy concerns. These concerns led the State Auditor to conduct an official audit of SB 34 policies and procedures of four LEAs in California, including the SSO.

California State Audit

In 2020, the California State Auditor issued a report entitled “*Automated License Plate Readers to Better Protect Individuals’ Privacy, Law Enforcement Must Increase Its Safeguards Over The Data It Collects.*” The Auditor examined the ALPR programs and policies in four California LEAs: the SSO, the Fresno Police Department, the Los Angeles Police Department, and the Marin County Sheriff’s Office. The Auditor raised serious concerns about protecting individual privacy, and recommended these agencies immediately safeguard individuals’ privacy by ensuring their policies align with state law.

The audit identified deficiencies within the four agencies. It recommended the California Department of Justice develop a policy template to help local LEAs immediately create effective ALPR policies. The agencies were also directed to take necessary steps to ensure their use of ALPR systems did not infringe on individual privacy rights.

The Grand Jury conducted research and analysis of the audit, which included the findings and recommendations for the SSO. In addition, we reviewed the responses to the state audit, the SSO’s ALPR General Order dated October 2012 (revised in April 2016), and media coverage related to ALPR. Our research found these audited LEAs, including the SSO, did not always follow practices which would protect the individual’s privacy in their handling of the ALPR data.

Despite SB 34's prohibition on sharing ALPR data with out-of-state public agencies and the federal government, the audit found the SSO shared its ALPR images with more than 1,000 entities within California and across the United States. The audit revealed no evidence that the SSO consistently determined whether these entities had a right and need to access the images or if they were public agencies.

The SSO was cited by the state audit to be non-compliant with SB 34's prohibition on sharing data with out-of-state entities. During the Grand Jury's investigation, the SSO committed to change its direction and comply with the Attorney General's Informational Bulletin.

SSO Internal Audit

Additionally, during the Grand Jury investigation, the SSO provided a previous internal audit that verified the license plate searches conducted by its employees complied with necessary protocols. The audit's scope included 10 random license plate searches for each of the 10 selected days in 2022 from February to November. The SSO's administrator compiled search data from various employees to ensure all users complied with query procedures. No single source was used for any one day. The audit results showed all searches included in the parameters had case information and a search reason.

But, the SSO's audit also brought to light a major flaw in the procedures. It was noted that many case number entries lacked specificity. Users are able to enter non-case-specific random characters that do not provide any valid or verifiable data. This flaw brings the reliability of the system's safeguards into question and points to a weakness that could allow data access to unauthorized personnel.

County LEAs

Given ALPR's capabilities and potential for abuse, these revelations prompted the Grand Jury to further scrutinize the data handling practices and policies of other local LEAs. The Grand Jury interviewed police department leadership and reviewed the ALPR policies for the police departments in the cities of Citrus Heights, Elk Grove, Folsom, Galt, and Sacramento. As noted previously, the Grand Jury did not interview the Rancho Cordova Police Department.

All of these police departments, with the exception of the Sacramento Police Department (SPD), comply with SB 34 and the Attorney General's Informational Bulletin prohibiting California LEAs from sharing ALPR information with private entities or out-of-state or federal agencies, including out-of-state and federal law enforcement agencies. Currently, SPD shares ALPR data with LEAs in Washington, Oregon, Nevada, and Arizona.

SPD representatives have recently met with the Attorney General's staff to discuss SPD's compliance with the law. They are reviewing their sharing policy and practice as a result of that meeting. Notwithstanding that discussion, the Grand Jury must still conclude that SPD is not complying with SB 34.

While ALPR policies are posted on some of the LEA's web pages, the policies are difficult to locate and not easy for the public to access. As a result, some LEAs are noncompliant with the intent of the SB 34 requirement to conspicuously post their ALPR policy.

State law aims to protect the data privacy of Sacramento's residents and visitors. The Grand Jury, through conducting this review and research of ALPR measures, seeks to ensure fair and equitable policing and the promotion of community trust.

Privacy is enshrined in the California state Constitution, and LEAs must take this responsibility seriously. Maintaining the effective use of technology while ensuring public safety and statutory compliance is increasingly complex. This requires LEAs be vigilant in internal oversight of their system, ensure full and complete transparency to the public, and stay current with changes to these laws and regulations.

We all must be equally vigilant in our oversight of these agencies to ensure our privacy rights are not further eroded.

FINDINGS

- F1 SSO's practice of sharing ALPR information with out-of-state entities violated SB 34 and unreasonably risked the aiding of potential prosecution by the home-state of women who traveled to California to seek or receive healthcare services. (R1)
- F2 The practice of the SPD to share ALPR information with out-of-state entities violates SB 34 and unreasonably risks the aiding of potential prosecution by the home state of women who have traveled to California to seek or receive healthcare services. (R2)
- F3 SSO's failure to require case number entries with sufficient specificity to track the validity of the request puts ALPR information at risk for unauthorized access, misuse, or disclosure. (R3)
- F4 SSO conducts periodic cursory internal audits of their data, equipment, and processes that do not adequately protect an individual's privacy. The audits are not scheduled or consistent, thereby raising the risk of misuse and abuse of the data. (R4)
- F5 SB 34 requires local LEAs to make their ALPR policies available to the public and post it conspicuously on the agency's website. The failure of most local LEAs to clearly post ALPR policies that can be easily found by the public is noncompliant with California state law. (R5)

RECOMMENDATIONS

- R1 The SSO should update and post its policies and procedures conspicuously on its website to reflect its change in policy to no longer share ALPR data with out-of-state LEAs or the federal government no later than October 1, 2024. (F2)

- R2 The SPD should comply with the Attorney General's Information Bulletin dated October 27, 2023 regarding the compliance with SB 34 requirements prohibiting California LEAs from sharing ALPR information with private entities or out-of-state or federal agencies, including out-of-state and federal law enforcement agencies, as the other LEAs in Sacramento County have done, no later than January 1, 2025. (F2)
- R3 The SSO and other Sacramento County ALPR system administrators should require sufficient and verifiable information which will enable complete and accurate audits on all ALPR data requests no later than January 1, 2025. (F3)
- R4 The SSO should administer quarterly internal audits of ALPR data requests to include user searches and utilize a third-party, external entity to conduct annual audits beginning January 1, 2025. Audit results should be posted conspicuously on the agencies website no later than thirty days after each internal and external audit. (F4)
- R5 All Sacramento LEAs should ensure that their ALPR policies are made available to the public and posted conspicuously on the agencies' websites no later than January 1, 2025. (F5)

Required Responses

Pursuant to Penal Code sections 933 and 933.05, the Grand Jury requests responses from the following elected official within 60 days:

Sheriff Jim Cooper
Sacramento County Sheriff's Office
4500 Orange Grove Ave.
Sacramento, CA. 95841
(F1, F3, F4, F5, R1, R3, R4, R5)

Mail or deliver hard copy response to:

The Honorable Bunmi Awoniyi
Presiding Judge
Sacramento County Superior Court
720 9th street
Sacramento, CA 95814

Please email a copy of the response to:

Ms. Erendia Tapia-Bouthillier
Superior Court Grand Jury Coordinator
Email: TapiaE@saccourt.gov

Invited Responses

Sacramento City Police Department
Chief Kathy Lester
5770 Freeport Blvd, Suite 200
Sacramento CA. 95822
(F2, F5, R2, R5)

Rob Bonta, Attorney General
Office of the Attorney General
California Department of Justice
1300 "I" Street
P.O. Box 944255
Sacramento, CA 95814-2919

Darrell Steinberg, Mayor
City of Sacramento
915 I Street, 5th. Floor
Sacramento, CA. 95814

Citrus Heights Police Department
Chief Alexander A. Turcotte
6315 Fountain Square Drive
Citrus Heights, CA. 95621

Howard Chan, City Manager
City of Sacramento
915 I Street
Sacramento, CA. 95814

Elk Grove Police Department
Chief Bobby Davis
8400 Laguna Palms Way
Elk Grove, CA 95758

Folsom Police Department
Chief Rick Hillman
46 Natomas Street
Folsom, CA. 95630

Galt Police Department
Chief Brian Kalinowski
455 Industrial Drive
Galt, CA 95632

Sacramento County
Board of Supervisors
700 H Street, Suite 2450
Sacramento, CA 95814

Dr. La Tesha Watson, Director
Office of Public Safety Accountability
915 I Street, Historic City Hall, 3rd Floor
Sacramento, CA 95814

Electronic Frontier Foundation
815 Eddy Street
San Francisco, CA 94109

Planned Parenthood Northern California
2185 Pacheco Street
Concord, CA 94520

Kevin Gardner
Sacramento County Inspector General
799 G Street, Room 747
Sacramento, CA. 95814

Paul Curtis, Chair
Sacramento County
Community Review Commission
700 H Street, Room 2450
Sacramento, CA 95814

APPENDIX

Senate Judiciary Committee, "Bill Analysis: Senate Bill 34 (Hill). Automated License Plate Recognition Systems: Use Of Data," 14 April 2015, pg. 1-2.
http://www.leginfo.ca.gov/pub/15-16/bill/sen/sb_0001-0050/sb_34_cfa_20150413_141705_sen_comm.html.

Elaine M. Howle, "Automated License Plate Readers, To Better Protect Individual's Privacy, Law Enforcement Must Increase Its Safeguards for the Data It Collects," California State Auditor Report 2019-118, February 2020, pg. 12,
<https://www.auditor.ca.gov/pdfs/reports/2019-118.pdf>.

Senate Judiciary Committee, "Bill Analysis: Senate Bill 34 (Hill) pg. 6.

Howle, "Automated License Plate Readers" pg. 3.

Attorney General Rob Bonta, "Information Bulletin 2023-DLE-06," California Department of Justice Division of Law Enforcement, 27 October 2023,
<https://oag.ca.gov/system/files/media/2023-dle-06.pdf>



2023 – 2024 Grand Jury of Sacramento County

PUBLIC CONFINEMENT REVIEW SACRAMENTO COUNTY GRAND JURY MAY 2024

Introduction

The 2023-24 Sacramento County Grand Jury conducted its annual tour of the five detention facilities located in Sacramento County. The facilities are Sacramento County Main Jail, Rio Cosumnes Correctional Center (RCCC), Youth Detention Facility (YDF), Folsom State Prison (FSP), and California State Prison Sacramento (CSPS).

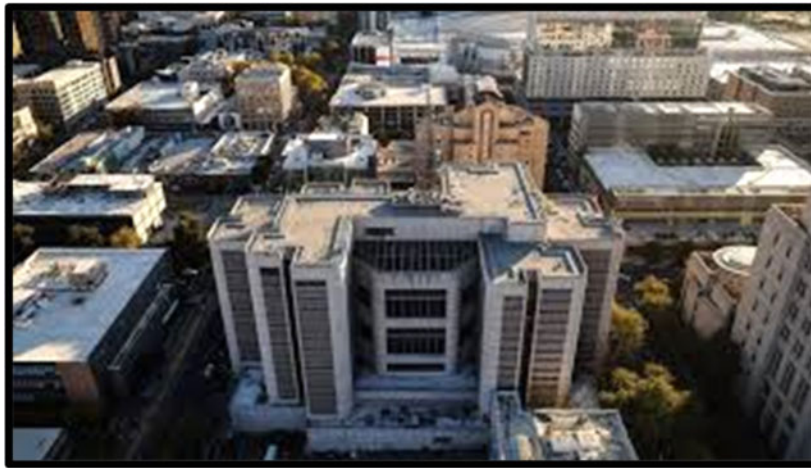
Background

California Penal Code Section 919(b) requires county grand juries to inquire into the condition and management of the public prisons within the county. The tours allow the grand jury the opportunity to meet facility managers, evaluate the conditions, ask questions, view the daily operations, examine certain buildings within the facilities, and learn about programs offered.

Methodology

The Sacramento County Grand Jury obtained the following information from the detention facilities' administration and staff, and through observations including:

1. The facility's mission, history, and layout
2. The population and demographics
3. A description of the facility operations, including:
 - Staffing
 - Handbooks
 - Grievance and Complaint Process
 - Health Care
 - Mental Health Services
4. A description of programs including:
 - Academic
 - Vocational
 - Indoor and outdoor recreation and exercise
5. Overall living conditions within the facilities.



SACRAMENTO COUNTY MAIN JAIL

The Grand Jury toured the Sacramento County Main Jail (Main Jail) on September 19, 2023. The tour encompassed the following areas: booking, intake, medical care, mental health care, dental care, dietary services, pharmacy, reentry process, and inmate housing.

Background and History

Sacramento County began construction of the Main Jail in 1984 and completed the structure in 1989. The jail was originally designed and built as a pre-sentence detention facility with a capacity of 1,250 beds.

The Main Jail is located in downtown Sacramento with close proximity to the Sacramento County Courthouse. The building is comprised of two towers which are each nine stories tall and connected by a vertical spine. The spine includes quasi-outdoor exercise space. Inmates are housed on the upper seven floors, while floors one and two are utilized by the Superior Court and Jail Administration, respectively.

Law enforcement agencies within Sacramento County bring arrestees to the Main Jail for booking. During the booking process, arrestees are screened by healthcare staff to determine if any medical concerns makes them unsuitable for incarceration. Once inmates are medically cleared, they are processed by booking deputies and are fingerprinted, photographed, and dressed in jail clothing.

After inmates have been booked into the Main Jail, they are interviewed to determine where they will be housed and what services they will need. Inmates continue to be reviewed periodically during their incarceration to ensure appropriate housing and personal needs are being met.

The passage of Assembly Bill 109, the Public Safety Realignment Act of 2011, changed the mission of the Main Jail from a pre-sentence facility to a more traditional correctional facility. AB 109 shifted responsibility for housing low-level offenders to the counties. Previously, low-level offenders without current or prior serious or violent offenses would serve their sentence at a state correctional facility. Now they are housed in county facilities or supervised by county probation officers for a significantly longer period of time. As a result, the Main Jail has adjusted to provide more long-term health care for inmates as well as provide more educational and rehabilitative program offerings for those serving longer sentences.

Demographics of the Inmate Population

While the Main Jail was originally constructed to house 1,250 inmates, the current population cap is 2,380 inmates. According to data provided by the Sheriff's Office, as of February 2023, the average daily population (ADP) of the jail was 1,669 inmates, occupying 83.5 percent of the available cells. Male inmates comprise 87.5 percent of the ADP and female inmates are at 12.5 percent. Of those currently held in the Main Jail, 1,255 are pretrial inmates, 80 are Federal holds, and 178 are awaiting transfer to state prisons. There are currently no inmates with Immigration and Customs Enforcement (ICE) holds awaiting transfer to federal custody. Gang affiliation remains an issue in correctional facilities. The Main Jail population, as of June 2023, included 531 inmates with gang affiliations.

Housing

The Main Jail is classified as a Type II maximum-security facility with single and double occupancy cells. The California Board of State and Community Corrections defines a Type II facility as "a local detention facility used for the detention of persons pending arraignment, during trial, and upon a sentence of commitment."

Housing units in the Main Jail are located in both towers. Male and female inmates are housed in separate units. The housing units are classified as maximum security with single and double occupancy cells. In addition to these cells, each unit has a dayroom where inmates are allowed to spend time out of their cells.

Programming

The 2023-24 Grand Jury was unable to visit any of these programs in operation at the Main Jail at the time of its tour. The following information was supplied by the Sheriff's Office:

Education

The Elk Grove Unified School District provides educational programs to the inmate population through the Elk Grove Adult and Community Education's (EGACE) correctional educational program. Classes are offered to the inmate population focused on three program areas – academic, vocational, and personal development. EGACE offers classes to help develop vocational skills, prepare inmates to take the General Educational Development Test (GED), complete requirements to earn a high school diploma, and parenting. This year, the Main Jail, in partnership with EGACE, implemented a custodial vocation program where inmates have the opportunity to earn industry recognized certification for employment.

Recovery and Self-Reflection

Volunteers from the community come into the Main Jail to provide Alcoholics Anonymous and Narcotics Anonymous classes to inmates. The ManAlive Program is offered through experienced facilitators to help inmates address the issues concerning the violence they inflict upon their partners, themselves, their children, and the community.

Health Care

When an arrestee is booked into the Main Jail, that individual is medically screened to determine if they are suitable for incarceration. Each inmate is asked a series of questions by trained medical staff to identify any medical or health issues and to determine if the new inmate requires medications or special housing considerations such as lower bunks or assistive devices.

Once booked into the Main Jail, the Sacramento County Department of Health Services' Adult Correctional Health assumes responsibility for providing health care to that inmate. The services provided by Adult Correctional Health include primary care, women's health, behavioral health, pharmacy, ancillary services, and dental care, all of which are generally provided onsite within the jail. Space limitations within the Main Jail's health services unit, however, create staffing constraints and slow the delivery of medical and dental care. Cardiology, radiology, oncology, and other specialty services are provided outside the Main Jail at local hospitals.

Compared to Sacramento County's general demographics, those incarcerated in the Main Jail have higher rates of serious mental health conditions, substance use disorders, and chronic diseases. The Main Jail operates an Intensive Outpatient Psychiatric program unit where inmates with acute mental health challenges are housed. This unit also houses inmates who are considered to be suicide risks, and staff are required to make a visual inspection of their cells every 15 minutes to ensure the safety of those inmates. This area also houses the Main Jail's 17-bed Acute Psychiatric Unit where inmates can be held for up to 30 days without their consent as allowed by law.

Reentry Services

To help reduce recidivism, the Reentry Services Bureau provides vocational, educational, and treatment programs to equip offenders with the skills and tools for successful reentry into the community. The Bureau works with community partners to assist released offenders to become productive, law-abiding citizens.

Administration

The Main Jail falls under the jurisdiction of the Sacramento County Sheriff's Office and is overseen by the Main Jail Division Commander. The annual budget to operate this facility in 2022-23 was \$113,691,491. There are 453 authorized positions in the Main Jail with 421 positions currently filled -- a 7% vacancy rate. The breakdown of authorized positions is as follows:

- Sworn officers – 275 (61%).
- Non-sworn personnel – 178 (39%).

Sworn staff are required to complete 24 hours of Standards and Training for Corrections (STC) approved training each year, which includes Peace Officers Standards and Training (POST) mandated courses. Non-sworn staff complete mandated annual training in various policy and computer related areas. Medical personnel receive jail safety training in addition to mandated training required by their individual certifications.

Summary

The Main Jail is an older facility not intended to serve the inmate population it currently houses as a result of the passage of AB 109. This facility was not designed to provide the healthcare services that are required for inmates who are being held for longer periods. It is also not compliant with the Americans with Disabilities Act (ADA) or the Health Insurance Portability and Accountability Act (HIPAA).

As the state continues to consider closing more of its prisons, the counties may face additional pressure to house more long-term inmates. Physical space constraints in the Main Jail already impact the provision of health and dental care services, as well as the rehabilitative programming that is offered to inmates. Adding more inmates who would have previously gone to state prison for incarceration would only exacerbate the challenges the Main Jail already faces.



RIO COSUMNES CORRECTIONAL CENTER

On October 16, 2023, the Grand Jury inspected the Rio Cosumnes Correctional Center (RCCC), which functions as a county jail managed by the Sacramento County Sheriff's Office. RCCC was originally designed to accommodate 750 inmates in barracks on 140 acres of rural land located 30 miles south of Sacramento. On average, RCCC now houses between 2,100 and 2,400 county inmates daily.

RCCC has undergone many improvements and additions. Despite the changes, staff leadership indicates that RCCC continues to be severely outdated.

Staff have indicated the jail's medical housing unit is unsuitable for providing proper medical services to the inmate population due to its age. RCCC lacks specialized housing units for inmates with emotional or psychological issues, and staff has expressed concerns regarding the inadequate provision of mental health care to the inmates. Staff indicated these problems have persisted for a long time, failing to provide necessary treatment to the inmates.

RCCC's outside perimeter is surrounded by several sets of chain-link fences that are locked outside, and internal gates that separate units. Moving inmates to and from various activities that require escorts makes it labor-intensive.

The Sheriff's Office is responsible for the custody and care of all inmates within its jurisdiction. RCCC, law enforcement, and specialist staff provide social service benefits and other service referrals. Inmates receive assessments from specialists who evaluate their educational requirements, vocational training, job reentry, and general assistance needs. Inmates are offered alcohol and substance abuse counseling with appropriate referrals made as needed. All this occurs despite RCCC's current challenges with staff recruitment and retention.

Medical

Inmates are screened upon arrival and assessed for medical needs. Sacramento County Correctional Health Services is responsible for providing mandatory healthcare services to inmates housed at RCCC. The clinical staff offers in-patient and outpatient services, which include crisis counseling, clinical treatment, case management oversight, and psychotropic medication support. Correctional Health Services' objective is to ensure inmates access safe, efficient, and timely medical services. Health professionals at RCCC include doctors, registered nurses, licensed vocational nurses, pharmacists, pharmacy technicians, dentists, and social workers.

Medical services also include medical, dental, and ancillary services designed to ensure the physical well-being of the inmate population. RCCC has limited mental health spaces and transfers more severe cases to the Main Jail.

Education/Training

RCCC offers educational programs to decrease recidivism, such as academic classes and vocational courses like welding, culinary arts, automotive, construction, custodial training, barista training, sign making, and engraving. Inmates are provided employment assistance, including job readiness, resume writing, and mock interviews for vocations that interest them. Inmates work with employment-ready specialists who have contacts with organizations that can provide jobs for inmates.

Summary

RCCC faces challenges, including outdated facilities, space for vocational training, and staff shortages. Staff stated a significant challenge is the lack of medical and mental health space because the facility was not initially designed for these purposes.

Flooding severely affects the facility during periods of heavy rain, causing transportation challenges for the relocation of inmates. The County incurs additional expenses for housing inmates in a dilapidated facility.



SACRAMENTO YOUTH DETENTION FACILITY

The Sacramento Youth Detention Facility (SYDF) is operated by the Sacramento County Probation Department and provides a safe and secure environment for youths awaiting appearances in juvenile and adult court. The SYDF provides educational, recreational, and vocational programs as well as medical and mental health services. SYDF's mission is to promote the health and well-being of the youth. Its programs encourage law-abiding behavior, teach individual accountability for one's choices, and support positive change.

Background and History

Members of the Sacramento County Grand Jury toured the facility on November 20, 2023. Areas visited included housing, recreational yards, educational classrooms, kitchen facilities, medical and dental wards, a library, and a de-escalation/sensory room. The tour began with a 30-minute presentation by the administration of the Probation Department. The presentation included a brief background of the facility and demographics.

Demographics

SYDF is the first point of interaction for most youth who enter the County's juvenile justice system. The total capacity is 416 residents with an average daily population of 180. The average age of the residents is 17 and the average length of stay is 28 days. Those juveniles adjudicated to serve incarceration may be detained up to age 25.

Housing

Housing assignments are determined by classification based on multiple factors that include the nature of the crime, education, and a mental health assessment.

Programs and Services

The Probation staff, contract employees, and volunteers provide a vast array of programs. These programs include rehabilitation, peer mentoring, faith-based counseling, fitness and sports activities, trauma-informed therapy, leadership, and more.

In addition, SYDF offers the Leadership Education and Athletic Program (LEAP) and the Skills Training Enrichment Program (STEP). LEAP emphasizes teamwork which challenges residents both physically and mentally. STEP is a multidisciplinary youth program encompassing education, mental health, recreational therapy, and physical fitness to build the residents' skills and improve their behavior.

The programs include individual and group therapeutic activities and encourages pro-social behavior. Many programs and activities have been developed by staff and managers at SYDF to provide rehabilitative opportunities for the youth, including peer mentoring, fitness and sports activities, trauma-informed therapy, leadership, and more. Hundreds of volunteers provide everything from faith-based counseling to yoga classes.

Alternatives to Violence Program (ATVP)

ATVP is provided to residents of SYDF as part of a collaborative effort between two non-profit organizations: Health Education Council (HEC) and the Sacramento Minority Youth Violence Prevention Collective. This program links law enforcement, public health, and community organizations to reduce minority youth violence in and out of custody.

HEC targets the improvement of outcomes in neighborhoods and detained youth to empower them to create solutions most needed to succeed. HEC provides a youth mentoring program and offers a safe space where youth can speak candidly.

The Sacramento Minority Youth Violence Prevention Collective focuses on treating violence as a disease and links public health agencies, community groups, and law enforcement to curb youth violence. The program was created by the Office of Minority Health at the United States Department of Health and Human Services and the Office of Community Oriented Policing Services at the U.S. Department of Justice. The curriculum for this initiative includes youth development, academic enrichment activities, service learning, tutoring, case management, and in-home parent resources. In partnership with local law enforcement, the Sacramento Sheriff's Office Student Resource Officers serve as mentors and assist with youth programming while residents are detained at SYDF.

Boys and Girls Clubs

A Boys and Girls Club is located in the facility and is funded by the Sacramento County Probation Department. Residents have the opportunity to attend the Club once or twice per week depending on their behavior. The program offers opportunities for

personal growth and development. The hope is when residents are released, they will continue to participate in these enrichment programs at a local club.

Career Development

Vocational programs are available for culinary arts, construction, and carpentry. The residents have won awards for their projects and have made monetary contributions to the SYDF by selling their completed projects (e.g., holiday decorations).

Education

SYDF's El Centro Junior/Senior High School is operated year-round by the Sacramento County Office of Education and accredited by the Western Association of Schools and Colleges. Students receive instruction in English, Math, Social Studies, Science, Physical Education, as well as Financial and Computer Literacy. The program offers a traditional diploma pathway, High School Equivalency Test (HiSET), advanced courses through the Los Rios Community College District, correspondence college courses for graduates, 21st Century Skills preparation, and pre-apprenticeship programs in Culinary Arts and Construction Technology. Students with Individualized Education Plans (IEPs) receive instruction from special education staff.

Garden Program

The Garden Program teaches residents about germination, composting, seasonal planting, harvesting skills, and healthy eating habits. Residents can enjoy salads from the produce they harvest.

Justice League

Justice League is an intramural sports league in which housing units compete against one another in sports competition. The program builds an incentive platform that promotes positive behavior while participating in teamwork activities.

Juvenile Justice Chaplaincy

Religious services and spiritual support are available to residents and staff through the Juvenile Justice Chaplaincy Volunteer Program.

Library

The SYDF Library has over 11,000 books, promotes reading and improved literacy, and provides residents with resources to help them prepare for the transition back into their communities. Most of the books are donated while some are purchased with grant funds.

Medical

Under the umbrella of the County Department of Health Services, Juvenile Correctional Health provides health care services required by law. Juvenile Correctional Health employs an interdisciplinary team of healthcare providers, registered nurses, and administrative staff. They provide relevant and continually evolving healthcare. Medical staff are on-site 24 hours a day, 7 days a week. Services include health screenings, immunizations, optometry, dental, and specialty care.

Mental Health

Mental health services are provided by licensed clinical staff of the Department of Health Services, Division of Behavioral Health, and supervised by a licensed Mental Health Program Coordinator. The program contracts with physicians to provide on-site psychiatric services.

Music Program

The music program curriculum includes music/instrument instruction, classes on music literacy, and production. Interested students can learn to compose, play, and record their own music and lyrics.

Multi-Sensory De-escalation Room (MSDR)

This tool is an alternative to isolation and external control for unacceptable behavior. The program uses evidence-based principles and applies them to behavioral regulation. It can be used proactively to determine triggers and strengths and is a learning environment that promotes internal regulation of behavior.

By blending applied brain research, child development, and occupational therapy concepts, staff connect with and help youth assess and develop cognitive and self-regulation skills. The results have been a positive change in emphasis from punishment to providing calming methodologies.

Pawsitive Impact/Facility Assistance Dog Programs

This program trains rescue dogs from local animal shelters to help prepare them for adoption into good homes. The Facility Assistance Dog Program is a collaboration with Canine Guardians to train service dogs to assist veterans, children with cancer, and diabetics in the community. The dog lives in the facility during the one-year training and also provides comfort and support for residents.

Recreational Activities and Physical Education

Daily recreational activities and physical education are provided to all SYDF residents within the facility. There is a gymnasium and a swimming pool, with courtyards in all units that are utilized for organized sports and physical activities.

The swim program is an opportunity for exercise and promotes positive social engagement. It builds confidence and increases water safety skills, which can prevent drownings and water-related accidents. Participants in the Lifeguard Program receive training and earn an American Red Cross lifeguard certification. Graduates can be employed at community pools once they are released.

Transition Program

This program prepares youth for reentry into the community by connecting them with community-based organizations that aid residents with transcripts, pre-employment guidance, counseling, and vocational training as well as enrollment in school and Medi-Cal.

Trauma-Informed Care Units

Each resident receives a Child and Adolescent Trauma Screen. Residents who require additional trauma services are placed in two designated units and receive 10 sessions of trauma curriculum. All school and probation staff in the designated units receive two days of intensive trauma training.

Valley Oak Youth Academy (VOYA)

In September 2020, Senate Bill 823 (SB 823) was signed into law, initiating the closure of the California Department of Corrections and Rehabilitation's Division of Juvenile Justice (DJJ), and shifted responsibilities and resources to counties to supervise and deliver services to incarcerated youths.

In response to SB 823, the Sacramento County Probation Department established the Valley Oak Youth Academy (VOYA) program within SYDF. The VOYA program provides a safe and secure environment for youths serving commitments at SYDF.

With collaboration between dedicated and culturally responsive probation staff, contract employees, and more than 100 volunteers from community-based organizations, VOYA provides youths with a vast array of evidence-based programs. These programs focus on strengthening pro-social skills, confidence building, problem solving, decision-making abilities, and increasing physical and academic performance. These opportunities provide for positive outcomes that work toward rehabilitation and reintegration upon release from custody. With these services in mind, the goal of the VOYA program is to avoid the adult criminal justice system.

Summary

The SYDF is a valuable and effective institution staffed by qualified and competent personnel. It was evident that staff are dedicated to helping the youth build skills needed for successful lives and subsequent exit from the juvenile detention system. The Grand Jury was impressed with SYDF's level of services and the clear dedication to the residents.



FOLSOM STATE PRISON

The members of the Grand Jury toured Folsom State Prison (FSP) on October 30, 2023. The tour encompassed the following areas:

- Administration
- Buildings 2, 3, and 5
- Dining hall (Main)
- Main exercise yard
- Medical Center
- Prison Industry Authority (PIA) Reentry Program training facility

Background and History

FSP is California's second oldest prison. The Legislature authorized the construction of a maximum-security prison in 1858 and it retains its 19th Century aesthetic. Folsom inmates built the first Folsom Dam, the American River Canal, and the Folsom hydroelectric power generator plant. FSP is classified as a minimum to medium-security prison.

Housing

FSP was designed to hold 2,065 inmates. At the time of the Grand Jury tour, it held 2,774 inmates or 135% of capacity. There are five buildings that house inmates. Building 1 houses about 800 inmates. The other four buildings have fewer than 400 inmates each. The five buildings have five tiers of 30 to 40 cells each. The cells are approximately 8 feet by 10 feet, and each can accommodate two inmates with a bunk bed, a sink, a toilet, and a small desk.

Programs and Services

Folsom has begun to implement the new California Model of prison rehabilitation and preparation for integration back into society. To prepare each inmate for reentry into society, FSP offers an assessment of their reading and writing levels along with opportunities to take classes to achieve their GED.

As part of the reentry plan, inmates have the opportunity to gain skills by training in different areas. Some of these programs are managed by the Prison Industry Authority (PIA).

PIA runs several skill-building programs such as:

- License Plate Production (40,000 to 45,000 units per day, sole source for the State of California)
- Metal Fabrication and Ironwork
- Print Plant
- Braille Transcription, Printing, and Sign Shop
- Healthcare Facilities Maintenance (Training in healthcare cleaning and maintenance)
- Digital Design and Architectural Services (AutoCAD and other Design software training)

Summary

The Warden and staff were available for questions. The response and outlook showed commitment to the goals of the California Model to focus on rehabilitation and reentry into society. The introduction of tablets and communication devices can assist inmates with communication with family and friends which may help to preserve their connection with their community and their mental health as they adjust to life in the facility.

The Grand Jury also had the opportunity to view their modern health care building which provides room for both acute and chronic ongoing care. FSP provides primary care, dental, and optometry with on-call services in psychiatry and other needs.

A cohort of FSP inmates recently obtained their bachelor's degrees in Communications from California State University, Sacramento, while some continue in the master's program.

The visiting program at FSP is a means to encourage inmates to develop and maintain healthy family and community relationships. Scheduled and walk-in visits are held on Friday and Saturday with video visits on Sunday. Contact visits are earned by inmates who are actively engaged in positive programming. Non-contact visits are designed for inmates who do not conform to the rules and regulations of the department. FSP has four family visiting units for extended overnight visits for eligible inmates and their immediate family members.



CALIFORNIA STATE PRISON SACRAMENTO

Members of the Grand Jury toured the California State Prison Sacramento (CSPS), on September 13, 2023. The tour started with a detailed and informational PowerPoint presentation given by the Warden about the history, mission, programs, and demographics.

The tour included the medical and mental health units, kitchen, exercise yard, laundry facilities, education/college center, and C-5 housing unit. The grounds and facilities visited by the Grand Jury were clean and well maintained.

Background and History

CSPS was built in 1986 as a Level-4 prison for maximum to high security offenders, including those requiring specialized mental health programming and with high-risk medical concerns.

The institution has begun implementation of the California Model which focuses on rehabilitative modalities through educational programming, vocational training, self-help programs, and mental health treatment. CSPS is a low-profile concrete structure with electrification of all fencing surrounding the housing units. The budget for this year is \$213 million, an increase of 3.8% over last year. CSPS is located adjacent to Folsom State Prison.

Demographics of Population

CSPS's capacity consists of 1,828 inmates. At the time of our tour, the population was 1,818 inmates and the total staffing was 1,743. A major issue impacting CSPS and most of the California Department of Corrections and Rehabilitation (CDCR) institutions are the lack of Correctional Officers. On any given day, 30 to 70 staff positions go unfilled which results in more overtime and less than adequate daily coverage.

As in most prison institutions, inmates self-segregate based on gang affiliation, culture, or ethnicity. We noticed groups while observing recreation time in the prison yard. The inmates were respectful to the staff and to the grand jury members.

Housing

Each housing unit is arranged in a 180-degree configuration with two tiers, and a central guard station that can view all the cell blocks. Each cell houses two inmates and is constructed with non-opening slit windows for some natural light. We toured the C-5 housing unit where two cells were made available for jurors to walk around in.

Meals are delivered from the kitchen to the common area in each unit. The common areas within the housing unit were designed for inmates to watch TV, mingle, and play cards.

Programs and Services

CSPS provides various programs such as life skills, transition, and re-entry to employment once released. These programs allow inmates the opportunity to self-police themselves to receive privileges and points when they work in controlled areas (i.e. Canteen, laundry, etc.). Additionally, many inmates can assist vocational teachers to aid peers in obtaining General Educational Development (GED) certificates, acquiring technical skills, and completing job applications. Ninety percent of the inmates who complete the plumbing or electrician certification gain immediate employment upon release from prison. Inmates with a high school diploma or GED can take college and university classes to earn an Associate in Arts (AA) and/or Bachelor's degree.

Medical and Mental Health

Medical care is provided by a fully equipped and staffed team. Primary care physicians provide around-the-clock care and specialty care is provided as needed. Patients with substance and mental health issues are seen on a weekly, monthly, or 90-day schedule by a psychologist or psychiatrist depending on the medication management. The facility recognizes the need to address trauma to ensure the physical and emotional needs are met for the staff as well as inmates. Acute mentally ill patients who cannot be stabilized are transferred to a state mental hospital.

Kitchen

The kitchen is equipped with commercial equipment. The preparation area was clean and orderly. Inmates prepare the meals and transport them to the cell blocks. Both prison communities, CSPS and FSP, make use of this kitchen for meals. The inmates earn a small salary for their work in this area. Inmates who have religious and medical approval gain access to special dietary menus.

Exercise Yard

The exercise yard consists of a quarter-mile dirt-oval track. The units are released in stages at different times. The unit released during our visit had been on lockdown for two weeks. The communication between the inmates and the staff shows a positive environment.

Laundry

The laundry area is comprised of industrial cleaning, folding, and pressing equipment within controlled areas. The laundry service is provided for all prisons within the area including Mule Creek State Prison, Solano State Prison, Folsom State Prison as well as the California Highway Patrol Academy. Three staff members from the Prison Industry Authority in conjunction with three CSPS correctional staff manage the laundry staff of 40 inmates from the general population.

Summary

The facility is well-maintained and clean. It is a newer construction employing the latest technology. The California Model executed by CSPS promotes a positive relationship between staff and inmates. The programs address trauma and mental health, inmate engagement, and the numerous offerings to the inmates transitioning from prison and back into the community. The education and medical programs at CSPS are the first to meet the correctional accreditation standards in the State of California.

**SACRAMENTO COUNTY GRAND JURY 2023-2024
FULL GRAND JURY REPORT**

We wish to extend our deepest appreciation and special gratitude to Endy Tapia-Bouthillier, Operations Supervisor, Office of the Jury Commissioner, and Grand Jury Coordinator. Endy's invaluable assistance and steadfast coordination were instrumental in all aspects of the final grand jury report.

2023-2024 Grand Jurors

Bottom row: Satish Chand, Alan Jong, Jeff Neczypor

Second row from the bottom: Jeff Gregson, Richard Hernandez, Akinola Dosunmu, Joseph Jacobs

Second Row from the top: Jane Parsons, Carrie Jackson-Harris, Jan Provost, Lesley Cummings, Lisa Brody, Francina Stevenson, Beth TenPas, Audrey Berotti

Top Row: Tim Shelley, Howard Schmidt, Steve Caruso (Foreperson), Susan Oto (not pictured)

