

FINAL REPORT

A Report for the Citizens of Yolo County, California



Arcade
Arroz
Beatrice
Brooks
Browns Corner
Cadenasso
Capay
Central
Citrona
Clarksburg
Conaway
Coniston
Daisie
Davis
Dufour
Dunnigan
El Macero
El Rio Villa
Esparto
Fremont
Green
Greendale
Guinda
Hershey
Jacobs Corner

Kiesel
Kings Farms
Knights Landing
Lovdal
Lund
Madison
Merritt
Monument Hills
Norton
Peethill
Plainfield
Riverview
Rumsey
Saxon
Sorroca
Sugarfield
Swingle

Tancred
Tyndall Landing
University of California Davis
Valdez
Vin
Webster
West Sacramento
Willow Point
Winters
Woodland
Yolo
Zamora

2017-18 Yolo County Grand Jury



June 30, 2018
Woodland, California

**2017-2018
YOLO COUNTY GRAND JURY
FINAL REPORT**

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June 30, 2018
Woodland, California



Acknowledgements

Thanks to Judy Wohlfrom, 2017-18 Foreperson of the Yolo County Grand Jury, for her excellent leadership and the beautiful original artwork on the cover of this report. Thanks also to jurors Phillip Shaver, Brian Scaccia, Claudia Morain, Lynn DeLapp, and Geoffrey Engel for their extra effort in bringing the final report to completion. Thanks to all of the other jurors who gathered information all year and contributed to writing the various specific reports.

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GRAND JURY
County of Yolo
P.O. Box 2142
Woodland, California 95776

Honorable David W. Reed
Judge, Superior Court of California
1000 Main Street
Woodland, CA 95776

Dear Judge Reed:

The 2017-2018 Yolo County Grand Jury is honored to prepare and present our consolidated Final Report to you and the citizens of Yolo County.

The Grand Jury received and reviewed 17 citizen complaints. Of those complaints, seven were referred to the different Grand Jury Committees, seven were declined, and one was investigated but no report was written. Additionally, due to the timing of the submitted complaints, two are being forwarded to the incoming 2018-19 Grand Jury so the complaints may receive adequate review and investigation.

In its final comprehensive document, the Grand Jury presents seven specific reports based on its investigations. The Grand Jury reviewed the County Detention Facilities as stipulated by the California Penal Code as well as visiting the various police departments within the County. One of the seven reports was a follow-up from the 2016-17 report, four reports were based on investigations initiated by the Grand Jury, and two were based on citizen complaints.

The 2017-18 Yolo County Grand Jury is composed of a diverse group of selfless volunteers from throughout the county. The Final Report represents the commitment and hard work of the Jurors, who were dedicated to finding the truth and improving the county community. I personally wish to express my sincere gratitude and admiration to all those who applied their various skills and interests to form a cohesive and cooperative jury in accomplishing this task.

The Grand Jury appreciates and thanks all the Yolo County employees and officials, as well as those in Jury Services, providing us with outstanding support and guidance throughout the process. We could not have completed this herculean effort without them. It has been our honor and privilege to serve the citizens of Yolo County.

Judy Wohlfrom

Judy Wohlfrom, Foreperson
2017-18 Yolo County Grand Jury

The 2017-2018 Yolo County Grand Jury

Judy Wohlfrom, Foreperson ~ Woodland

Lynn DeLapp, Foreperson Pro Tem ~ Davis

Marianne Boyer ~ Winters

Geoffrey Engel ~ Davis

Maria Grijalva ~ West Sacramento

Linda Jackson ~ West Sacramento

Scott Keilholtz ~ West Sacramento

Colleen Leahy ~ West Sacramento

Joanna Lugo ~ Woodland

Thomas Lugo ~ Woodland

Claudia Morain ~ Davis

Janel Morgan ~ Woodland

Michael Neff ~ Davis

Ralph Riggs ~ Davis

Brian Scaccia ~ Davis

Kevin Scott ~ Davis

Erik Shank ~ Woodland

Phillip Shaver ~ Davis

Enid Williams ~ Woodland



ABOUT THE GRAND JURY

The United States Constitution's Fifth Amendment and the California Constitution require that each county appoint a Grand Jury to guard the public interest by monitoring local government. Per California Penal Code Section 888, the Yolo County Superior Court appoints 19 Grand Jurors each year from a pool of volunteers. These Yolo County citizens, with diverse and varied backgrounds, serve their community as Grand Jurors from July 1st to June 30th. The Yolo County Grand Jury is an official, independent body of the court, not answerable to administrators or to the Board of Supervisors.

FUNCTION

The California Grand Jury has three basic functions: to weigh criminal charges and determine whether indictments should be returned (Penal Code 917); to weigh allegations of misconduct against public officials and determine whether to present formal accusations requesting their removal from office (Penal Code, 992); and to act as the public's "watchdog" by investigating and reporting on the affairs of local government (e.g., Penal Code 919, 925, et seq.). The purposes of any Grand Jury civil investigation are to identify organizational strengths and weaknesses and to make recommendations aimed at improving the services of county and city governments, school districts, and special districts under study. Based on these assessments, the Grand Jury publishes its findings and may recommend constructive action to improve the quality and effectiveness of local government.

Recommendations from the Grand Jury are not binding on the organization investigated. The governing body of any public agency must respond to the Grand Jury findings and recommendations within 90 days. An elected county officer or agency head must respond to the Grand Jury findings and recommendations within 60 days. The following year's Grand Jury will then evaluate and report on the required responses.

The findings in this document report the conclusions reached by this year's Grand Jury. Although all the findings are based on evidence, they are the product of the Grand Jury's independent judgment. Some findings are the opinion of the Grand Jury rather than indisputable statements of fact. All reports included in the document have been approved by at least 12 jurors. Any juror who has a personal interest, or might be perceived to have a personal interest, in a particular investigation is recused from discussion and voting regarding the matter. All reports are reviewed by the Grand Jury's lead advisors to ensure conformance with prevailing laws.

While the Yolo County Grand Jury's primary function is civil review of government agencies, it is also called upon to participate in criminal indictments, usually based on evidence presented by the district Attorney. On its own initiative, the Grand Jury may investigate charges of malfeasance (wrongdoing), misfeasance (a lawful act performed in an unlawful manner), or nonfeasance (failure to perform required duties) by public officials.

The Grand Jury investigates complaints from private citizens, local government officials, or government employees; initiates investigations based on ideas generated from the jury; and follows California Penal Code that requires it to inspect the county's jails.

Copies of the Grand Jury's comprehensive final report, consisting of each year's individual reports on departments and agencies and responses to the prior year's report, are available in hard copy at the courthouse, in all public libraries, and on the Grand Jury's website, <http://www.yolocounty.org/grand-jury>. The report may also be obtained by contacting the Yolo County Grand Jury at 530-406-5088 or at P.O. Box 2142 In Woodland, CA 95776. Grand Jurors

and all witnesses are sworn to secrecy and, except in rare circumstances, records of meeting may not be subpoenaed. This Secrecy ensures that neither the identity of the complainant nor the testimony offered to the Grand Jury during its investigations will be revealed. The Grand Jury exercises its own discretion in deciding whether to conduct an investigation or report its findings on citizen complaints.

HOW TO SUBMIT A COMPLAINT

Complaints must be submitted in writing and should include any supporting evidence available. A person can pick up a complaint form at the county courthouse, the jail, or any local library; can request a form be mailed by calling 530-406-5088 or by writing to the Grand Jury at P.O. Box 2142, Woodland, CA 95776; or by accessing the Grand Jury's website at <http://www.yolocounty.org/grand-jury>. Complaints should be mailed to P.O. Box 2142 in Woodland or sent to the Grand Jury's email address, grandjury@sbcglobal.net. It is not necessary to use the printed form as long as the essential information is included in the complaint. Complaints received after February, when the Grand Jury's work is coming to a close, may be referred to the next year's Grand Jury for consideration.

REQUIREMENTS AND SELECTION OF GRAND JURORS

To be eligible for the Grand Jury you must meet the following criteria:

- You must be a citizen of the United States.
- You must be 18 years of age or older.
- You must have been a resident of Yolo County for at least one year before selection.
- You must be in possession of your natural faculties, of ordinary intelligence, of sound judgement and fair character.
- You must possess sufficient knowledge of the English language.
- You are not currently serving as a trial juror in any court of this state during the time of your Grand Jury term.
- You have not been discharged as a Grand Juror in any court of this state within one year.
- You have not been convicted of malfeasance in office or any felony.
- You are not serving as an elected public officer.
- In addition to the requirements prescribed by California law, applicants for the Grand Jury should be aware of the following requirements:
 - Service on the Grand Jury requires a minimum of 25 hours per month at various times during the day, evening and weekend. During peak months, 40 hours a month is typical, with more hours for those in leadership positions.
 - Jurors must maintain electronic communications to participate in meeting planning, report distribution, and other essential jury functions. Such communications can be supported by computers at local libraries or personal electronic devices.

Each spring, the Yolo County Superior Court solicits applicants for the upcoming year's Grand Jury. Anyone interested in becoming a Grand Juror can submit his or her application to the Court in the spring, usually in April. Application forms are available at the courthouse or from the Grand Jury's website at <http://www.yolocounty.org/grand-jury>. Applications are managed by the Jury Services Supervisor, Yolo County Courthouse, 1000 Main Street, Woodland, CA 95695, telephone 530-406-6828. The Court evaluates written applications and, from these, identifies and interviews potential jurors to comprise the panel of nineteen citizens. Following a screening process by the Court, Grand Jurors are selected by lottery as prescribed by California law.

INVESTIGATIONS

2017-2018 YOLO COUNTY GRAND JURY FINAL REPORT



Inmate Visitation Policy at the Yolo County Monroe Detention Center

SUMMARY

The 2017-2018 Yolo County Grand Jury received a complaint alleging that the process for scheduling visits with inmates at the Yolo County Monroe Detention Center, the county's main jail, is unduly restrictive and inconvenient. An investigation by the Grand Jury confirmed that in order to schedule a visit for the week ahead, visitors are required to place a telephone call between midnight Sunday and 7 a.m. Monday, hours when most people are presumably asleep.

After surveying practices at other detention facilities in the region and reviewing the relevant research literature, the Grand Jury recommended that the Monroe Detention Center adjust the hours during which appointments can be made. The Center administration agreed to test new hours as soon as possible in order to better fulfill its stated mandate to enable and encourage inmates to maintain relationships with family and friends through regular visits. Such visits can reduce recidivism, promote adjustment to prison life, and contribute to a successful re-entry to society after release.

The Grand Jury further recommends that the Monroe Detention Center make it possible for visitors to schedule appointments online, and that the facility invest in videoconferencing technology that makes remote visits possible.

BACKGROUND

According to the Yolo County Sheriff's Office Policy on Inmate Visiting (see bibliography): "The Detention Division shall enable and encourage inmates to maintain contact and relationships with family and friends through the visiting process. Visits are scheduled on a regular basis, limited only by the physical and personnel constraints on the facilities."

However, rather than enabling and encouraging visits, current practice discourages them. The procedure for making appointments places unnecessary burdens on persons wishing to visit their relatives or friends in the Monroe Detention Center by requiring them to call on Mondays between 12:01 a.m. and 7:00 a.m. to schedule appointments for visits during that week.

APPROACH

- During this investigation, the Grand Jury conducted interviews with the administration of the Monroe Detention Center to discuss the rationale for its visitation policy and schedules.
- The Grand Jury reviewed the Yolo County Sheriff's Office Detention Division Policy Manual relating to policies regarding inmate visiting.

- The Yolo County Sheriff's office provided schedules and rules for inmate visiting, and the Grand Jury reviewed them. This information is also available in the lobby of the Monroe Detention Center and online (see Appendix A on page 6).
- The Grand Jury obtained online information concerning the visitation policies and schedules of several adjacent and nearby counties (see Appendix A on page 6).

DISCUSSION

The main area of concern identified by the Grand Jury is the restrictive and burdensome schedule that visitors are required to follow to make appointments to visit incarcerated relatives and friends. The Monroe Detention Center Inmate Visitation schedule includes the following information and rules:

1. The purpose of family visiting is to allow children, younger siblings, and grandchildren under the age of 18 to visit with their parent/guardian or grandparent.
2. Visits are for 30 minutes.
3. All family visits ... will be scheduled by appointment only. An approved visitor will call the Monroe Detention Center at (530) 668-5245 and select options 1, 1, 5 to schedule an appointment.
4. Appointments can be made for the current week only between the hours of 12:01 a.m. and 7:00 a.m. on Monday morning.
5. Family visits count toward the visitation limit of up to two half-hour visits per week. No more than two children may visit at a time. One adult must accompany them. If [the] inmate has more than two children, and the inmate has visiting time available, an additional appointment must be scheduled.

The Grand Jury investigation focused on the third and fourth rules above requiring appointments and restricting the time during which appointments can be made.

The 312-bed Monroe Detention Center is classified as a medium/maximum security facility. It is the main jail for Yolo County. The Sheriff's Office also operates the 142-bed Leinberger Detention Center, which primarily houses inmates who work at various city, county, and state agencies to reduce their jail time. The Leinberger Center also maintains fixed visiting hours and requires visitors to place telephone calls to schedule appointments, but it does not restrict the hours during which visitors must call. Monroe and Leinberger are the only jails operated by Yolo County.

The Grand Jury conducted an online search to determine the visitation policies and schedules at county jails in El Dorado, Napa, Placer, Sacramento, San Joaquin, Solano, and Sutter counties (see Appendix A on page 6). This survey showed that some facilities allow online scheduling and drop-in visits. Some have video-visit capabilities. None

required visitors to make appointments by calling in the middle of the night on a single day of the week. Only the Yolo County Monroe Detention Center requires visitors to make appointments during hours when most people are sleeping.

During the Grand Jury's interview with Monroe administrators to explore visitation policies and practices, facility representatives cited a number of factors as rationale for the current appointment scheduling process. These included computer challenges, visiting room and facilities limitations, security concerns, the time required for vetting visitors, and personnel constraints.

The Grand Jury suggested that adjusting the start and/or end time for making appointments might be possible without increasing demands on personnel. Increasing the number of hours during which calls are accepted would also help to enable and encourage visits. During the Grand Jury interview, the administration agreed to test new schedules as soon as possible. In addition, administrators said a new computer system that will allow more efficient scheduling of appointments, possibly including online scheduling, may be possible within the next two years.

The Grand Jury also proposed that Monroe institute a video-visiting system. Video visits can be made remotely, such as from home, avoiding the need for visitors to physically travel to the jail. But such systems require visitors to have access to computers or other devices such as tablets, and detention facilities to invest in appropriate equipment. The investment by Monroe might be offset by savings in personnel time required for security during visits, and would allow more visits to more inmates in any given time period. Mann (see bibliography) provides a brief explanation of video visiting, including some pros and cons of the technology.

Jail visitation may have benefits to society. A paper published by Duwe and Clark (see bibliography) examined the effects of prison visitation on recidivism. The researchers found that visitation significantly decreased the risk of recidivism. They also concluded that visitor-friendly prison visitation policies could yield public safety benefits by helping offenders "establish a continuum of social support from prison to the community." A paper by Bales and Mears (see bibliography) also concluded that visitation reduces and delays recidivism.

A third research team, Casey-Acevedo and Bakken (see bibliography), pointed to the potential value of video visits. They found that the major impediment to visitation was the distance that visitors, especially children, had to travel to reach the prison. They concluded that visitation could promote adjustment to prison life and foster better societal adjustment afterward. "If there is to be prison visitation, as is the trend throughout the nation, then prisons and states will have to expend resources to facilitate it," these authors concluded.

FINDINGS

- F1. The Monroe Detention Center permits visits with inmates by family members and friends, but its scheduling procedure is unduly inconvenient and discourages rather than encourages such visits.
- F2. The Monroe Detention Center would benefit from an online system that would allow visitors to make appointments more conveniently.
- F3. The Monroe Detention Center would further enable and encourage visits by investing in video-visiting technology that allows remote visits with inmates by family members and friends.

RECOMMENDATIONS

- R1. The Yolo County Sheriff should direct the Monroe Detention Center to implement a revised, more convenient and more family-friendly schedule for making visiting appointments (to be implemented by Oct. 31, 2018).
- R2. The Yolo County Board of Supervisors should allocate funding for implementation of an online system for making visiting appointments (to be implemented by Dec. 31, 2020 with evidence of planning by Oct. 31, 2018).
- R3. The Yolo County Board of Supervisors should allocate funding for implementation of a video visiting system (to be implemented by Dec. 31, 2020, with evidence of planning by Oct. 31, 2018).

REQUIRED RESPONSES

Pursuant to Penal Code section 933.05, the Grand Jury requests responses as follows:

From the following governing body:

- Yolo County Board of Supervisors – F1, F2, F3; R1, R2, R3

From the following elected official:

- Yolo County Sheriff – F1, F2, F3; R1, R2, R3

INVITED RESPONSES

From the following individual:

- Jail Commander of Yolo County Monroe Detention Center – F1, F2, F3; R1, R2, R3

Note: The governing body indicated above should be aware that the comment or response of the governing body must be conducted subject to notice, agenda, and open meeting requirements of the Brown Act.

BIBLIOGRAPHY

Yolo County Detention Division Sheriff Office Policy Manual: Inmate Visiting Policy T-300, Effective Date: October 1, 1999, Revision Date: May 31, 2002

"Understanding the pros and cons of video visitation systems in corrections." _Melissa Mann. *CorrectionsOne Special Report*.

<https://www.correctionsone.com/products/facility-products/inmate-visitation/articles/283087187-Understanding-the-pros-and-cons-of-video-visitation-systems-in-corrections/>.

"Blessed Be the Social Tie That Binds: The Effects of Prison Visitation on Offender Recidivism." Grant Duwe and Valerie Clark. First Published Dec. 6, 2011. *Criminal Justice Policy Review*.

"Inmate Social Ties and the Transition to Society. Does Visitation Reduce Recidivism?" William D. Bales and Daniel P. Mears. First Published June 4, 2008. *Journal of Research in Crime and Delinquency*.

"Visiting Women in Prison: Who Visits and Who Cares?" Karen Casey-Acevedo and Tim Bakken. Published online Oct. 12, 2008. *Journal of Offender Rehabilitation*.

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

Links to the visitation policies and schedules of the Yolo County Monroe Detention Center and several county jails in adjacent and nearby California counties:

Yolo County Monroe Detention Center:

<http://www.yolocountysheriff.com/services/jail/visiting-hours/>

El Dorado County:

https://www.edcgov.us/Government/sheriff/Jail/Pages/jail_visiting_information.aspx

Napa County:

<http://www.countyofnapa.org/Pages/DepartmentContent.aspx?id=4294981524>

Placer County:

<https://www.placer.ca.gov/departments/sheriff/corrections/jailvisitation>

Sacramento County Main Jail:

https://www.sacsheriff.com/Pages/Organization/Main_Jail/InmateVisitation.aspx

San Joaquin County:

https://www.sjgov.org/sheriff/custody_visitinfo.html

Solano County:

https://www.solanocounty.com/depts/sheriff/custody_division/jail_visiting_information/justice_center_detention_facility.asp

Sutter County:

https://www.solanocounty.com/depts/sheriff/custody_division/jail_visiting_information/default.asp

Juvenile Detention Facility Investigation

SUMMARY

In response to a citizen complaint, the 2017-18 Yolo County Grand Jury (the Grand Jury) conducted a review of issues concerning the Juvenile Detention Facility (JDF) within the Yolo County Probation Department. The Grand Jury reviewed JDF policies, procedures, controls, employee training, human resource practices, and the reporting to the District Attorney of felonies committed by juvenile detainees while in the care of JDF. In addition, the Grand Jury assessed some of the benefits and risks to Yolo County of a program administered by the Probation Department under contract with the Federal Office of Refugee Resettlement (ORR).

The Grand Jury found that the JDF fails to consistently report potential felonies, committed by detainees, to the Yolo County District Attorney as required by law. There is a significant opportunity to improve the effectiveness of the JDF leadership by consistently reporting felonies to the District Attorney and also by addressing the following issues:

- Updating policy and procedures manual.
- Reviewing operational staffing levels to improve effectiveness and safety.
- Increasing effectiveness of employee training, especially for new employees, to reduce the risk of injury and lost time.
- Improving oversight and control of assets, including cash and property belonging to juvenile detainees.

The Grand Jury further recommends that the Yolo County Board of Supervisors weigh the benefits versus the risks of continuing the ORR program.

BACKGROUND

California Penal Code Section 925 states: “The grand jury shall investigate and report on the operations, accounts, and records of the officers, department, or functions of the county, including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex officio capacity as officers of the districts.”

The Grand Jury chose to investigate several aspects of the JDF, also commonly known as “Juvenile Hall.” According to its website (see Bibliography on page 17), “The Juvenile Detention Facility is a temporary detention and treatment facility for minors who have been charged with a violation of the law or who have violated conditions of probation.” “Mandates include that the detention facility shall not be operated as a jail, prison, or penal institution and shall be operated in all respects to model a homelike environment.”

Yolo County youths under the age of 18, and youths in the ORR program over the age of 14 and under the age of 18, may be housed at the JDF.

The facility shares with the adult detention facilities part of the county property near the intersection of County Road 102 and East Gibson Road in Woodland. However, it is operated separately from those facilities, which are defined as jails and are under the jurisdiction of the Yolo County Sheriff. Juvenile Detention is part of the Probation Department and, as such, reports to the Yolo County Board of Supervisors through the County Administrator. The facility is modern, completed in 2005, and has a capacity of 90 beds, divided into three units known as pods, each with 30 beds. Each pod has two classrooms, space for basic medical assessments, and an activity area.

APPROACH

The Grand Jury obtained information from the following sources:

- Interviews with multiple employees and administrators of the Yolo County Probation Department, including those of the JDF.
- Investigation reports from the Yolo County Sheriff's Department.
- Documents, records and Worker's Compensation reports from the Yolo County Human Resources Department.
- Financial documents and records pertaining to the JDF.
- Federal regulations and details pertaining to the ORR program from the administration of the Federal Office of Refugee Resettlement in Washington, D.C.
- Information and news articles involving the ORR program and Yolo County from the Yolo County website and other sources cited in the Bibliography on page 17.
- California legal codes and definitions, as well as requirements for reporting assaults and other possible felonies, from the Yolo County District Attorney's Office.
- Audit reports from the JDF and the Yolo County Department of Financial Services.
- Tour of the JDF.
- Reports from the Vacaville Police Department and JDF regarding an escape of Yolo County detainees during transport.

DISCUSSION

The Probation Department, which includes the JDF, has come under the scrutiny of the Grand Jury in the recent past. The 2011-2012 Yolo County Grand Jury (see Bibliography on page 17) investigated that department, focusing mainly on employee training. They

found that the Probation Department "...Policy manual has not been fully revised and distributed since 1995, which has contributed to inconsistent direction of supervisors and staff, lowering productivity and morale." They also found that "There is no training in place for employees entering [Probation Department], which defines routine requirements and procedures..." That Grand Jury made several recommendations including a complete revision of the Probation Department Policy Manual and the creation of a position to oversee the training program (see Policies and Procedures, and Training below).

In 2008, Yolo County entered into an agreement with the Federal Office of Refugee Resettlement to provide care for immigrant youths between 14 and 18 years of age. These youths are considered to need a secure facility and staff who can control violent behavior. They are considered to pose a risk to themselves or others, or have been charged with committing a crime. For the year February 1, 2017 through January 31, 2018, the amount of the ORR grant to Yolo County was approximately \$2.9 million to house and provide needed services for up to 24 ORR youths. The ORR grant benefits Yolo County financially, but it also creates serious risks.

Based on a recent citizen complaint, many alleged deficiencies of the JDF were brought to the attention of the Grand Jury. During the current investigation, the Grand Jury found the following to be true:

Reporting Felonies

The JDF has failed to report a number of potential felonies, such as assault (see Glossary on page 16) and escape, to the Yolo County District Attorney for consideration for prosecution, as required by law. Leadership at the JDF did not identify this deficiency or did not have policies and procedures in place to guarantee that all felonies were reported to the District Attorney. According to the California Welfare and Institutions Code section 653.5, if it appears to a probation officer that a minor who is at least 14 years of age has committed an offense that qualifies as a felony, the case shall be referred to the prosecuting attorney. The word "shall," as used here in the legal sense, is a command, meaning "must" or "is required to."

Inconsistent document flow, related to injuries caused by juvenile detainees, has resulted in potentially felonious assaults on detention officers not consistently being reported to the District Attorney's office for possible prosecution of the responsible juveniles. According to California Welfare and Institutions Code section 725(b) and section 602, if any person who is under 18 years of age (which includes most ORR youths) when a crime is committed violates any law of the country, this state, or any city or county within this state, "...the youth is within the jurisdiction of the juvenile court, which may adjudge such a person to be a ward of the court."

Some employees interviewed by the Grand Jury perceive that this is the reason why ORR youths are not consistently prosecuted for crimes committed while in the custody of JDF.

The ORR juveniles would become wards of the court, under the jurisdiction of Yolo County, and no longer under the jurisdiction of the ORR program. They could then become a financial burden on Yolo County, as well as a safety risk for the community.

Assault upon a correctional officer, under California law, is a wobbler offense (see Glossary on page 16). Thus, it can be prosecuted as either a misdemeanor (see Glossary) or a felony. Discretion is given to the prosecuting attorney and to the court.

During 2017, ORR youths were responsible for more assaults on JDF staff than were Yolo detainees. In that year, there were at least 10 assaults on staff and one escape, all of which could be prosecuted as felonies. For this Grand Jury analysis of assaults, youth-on-youth assault was not included. Some of the assaults resulted in injuries to staff. By the end of 2017, only one of these potential felonies had been reported to the District Attorney.

Policies and Procedures, and Training

The Probation Policy manual as it applies to the JDF is still inadequate. The updating of the Policy manual is not yet complete even though revisions were recommended by the 2011-2012 Grand Jury. Efforts have been made to complete the task, but disputes and interference from administrators have effectively thwarted the process.

Training of JDF staff is not adequate. According to testimony from multiple interviews, training of extra help, i.e. temporary employees hired to fill in during staff shortages and absences, is not adequate. Extra-help staff often undertake tasks, such as overseeing unruly detainees, in which the danger of bodily harm is very real, and where proper training is especially important.

Escape by ORR Detainees

According to witness testimony, internal Probation Department reports and a report provided by the Vacaville Police Department, there was an escape by two ORR youths on Jan. 9, 2017. This escape occurred during transport from Federal Court in San Francisco back to the JDF. The JDF leadership failed to communicate this escape as a felony to the District Attorney. Some of the deficiencies of the JDF are illustrated by that event.

While being driven through Vacaville, one of the five youths returning from a court appearance feigned or experienced an actual medical emergency. Contrary to policies and procedures, the driver of the transport van pulled off the highway and into a parking lot so that he or she could assist the ill youth. While the van door was open, two other youths jumped out of the van and ran away. They had apparently managed somehow to cut their “soft restraints.” So-called soft restraints, such as those made of plastic and/or fabric, are required under ORR regulations. Hard restraints, such as metal handcuffs or chains, may be used on Yolo County youths. If proper procedures had been followed, the van would

have been opened only in a secured area such as a police station or secure prisoner entrance to a courthouse.

The driver was a trained and experienced transportation officer. The second, and only other officer present, was assigned to that transport because of a shortage of personnel on that day. The second officer was not trained in proper procedures for transport of detainees. The second officer was ordered to pursue the escapees, leaving only one officer with the remaining three youths, another violation of policy. The escaped youths jumped a fence and hid in the backyard of a local residence while the resident was at home. Fortunately, the escaped youths were eventually detained by the Vacaville Police Department, preventing the incident from escalating into an event that could have endangered the wellbeing of the detainees, the involved officers, or residents of the surrounding area.

- According to California Penal Code section 4532, any person who escapes or attempts to escape from the custody of any officer or person in whose lawful custody he or she is maintained, is guilty of a felony.
- According to California Penal Code 4532, the escape mentioned above should have been reported to the District Attorney for possible prosecution as a felony. It never was.

Appearance of Favoritism

During the Grand Jury investigation, it was confirmed by several witnesses that a personal relationship existed between a Probation Department senior leader and another supervisory employee in the same department.

- The Yolo County Probation Department has a policy on “Nepotism and Conflicting Relationships” (Policy 750). It defines a “Personal Relationship” to include “marriage, cohabitation, dating or any other intimate relationship beyond friendship.” Its purpose is to “ensure equal opportunity and effective employment practices by avoiding actual or perceived favoritism...” It prohibits employees “...from directly supervising, occupying a position in the line of supervision or being directly supervised by any other employee...with whom they are involved in a personal or business relationship.”
- A potential violation of Policy 750 existed despite a change to the Organization Chart of the Probation Department to avoid the appearance of a supervisor and subordinate workplace relationship. This policy was violated and there was an inappropriate interactive environment.
- According to many witnesses interviewed by the Grand Jury, significant frustration and the perception of favoritism existed among many Probation Department employees, related to hiring and workplace behavior, because of this inappropriate workplace relationship.

- During this investigation, the Grand Jury learned that a significant reorganization of the management of the Probation Department would take place.

Theft and Asset Controls

According to Probation Department and other internal county reports as well as witness statements, during 2017 two thefts of ORR youths' money occurred at the JDF. The money, in the form of cash, was being held for them by the Probation Department during their incarceration at the JDF. After the first theft, it was assumed by the administration that the money had been misplaced. However, a short time later another ORR youth's money was found to be missing. After the second theft, the administration concluded that the money had been stolen each time by an unknown Probation Department employee. Because of the amounts that were stolen, \$1540 and \$1681, both thefts were felonies. Yolo County is liable for reimbursing both ORR youths.

- After the second theft, and only then, the Sheriff's Department was called in to investigate. The investigation is still in progress.
- Many deficiencies have since been found by Yolo County auditors, one of which was failure to use an available safe. According to the audit findings, "There does not appear to be any oversight over any expenditures in regard to any funds" at the Probation Department.

The ORR Program

According to the Federal Register, "The Unaccompanied Children Programs are directly responsible for providing services to unaccompanied children who are referred to ORR for care pending immigration status, or identified as victims of trafficking" (see Bibliography on page 17).

On April 25, 2017, the Yolo County Board of Supervisors received an update from the Probation Department, "ORR Grant Notice of Award and Program Update" (see Bibliography on page 17).

Yolo County applied for and accepted an award from the federal Department of Health and Human Services Administration for Children and Families Office of Refugee Resettlement to continue to provide "secure placement" for up to 24 unaccompanied alien children.

- The grant was not to exceed \$2,973,724 for a one-year period from February 1, 2017, through January 31, 2018, plus two one-year optional extension periods.
- Fewer than 2% of all unaccompanied alien children are placed in secure care. JDF is one of only two secure placements for ORR youths in the country. The other ORR facility is in Virginia.
- Factors used by ORR in considering placement in secure facilities include: history of committing or threatening violence to others, committing or threatening self-

harm, past adjudication as a delinquent or conviction of a crime as an adult, having been charged with a crime, or needing further assessment for admitted violent criminal history.

- Youth, including ORR youth in custody of JDF, receive education and access to literacy services; medical, dental, and mental health services; and various behavioral support programs.

Recently the ORR program has come to the attention of the citizens of Yolo County via the news media:

- Anita Chabria reported in the *Sacramento Bee* that the federal government has failed to provide evidence of gang-affiliation by undocumented ORR youths, leaving Yolo County without just cause to hold them in its high- security facility (see Bibliography on page 17).
- Hans Peter reported in the *Woodland Daily Democrat* that “The county’s Juvenile Detention Facility marks one of only two high-security centers in the U.S., often accepting children from all over the nation before more appropriate care is found...the secure facility may be taking in youth that have no business being shipped across the country in the first place” (see Bibliography on page 17.)
- The *Davis Enterprise* reported that “Yolo County named in lawsuit alleging minors illegally detained.” “The American Civil Liberties Union and ACLU of Northern California filed a lawsuit...accusing the federal government of using unsubstantiated claims of gang affiliation to illegally detain teenagers in ‘jail-like’ facilities in California – including Yolo County” (see Bibliography on page 17).

Benefits of the ORR Program to Yolo County

- The County of Yolo receives funding from a federal grant of approximately \$2.9 million annually to house up to 24 juveniles.
- The grant pays the salaries of many personnel at the JDF who would probably be laid off without continued funding of the grant.
- The grant is used in part to pay for JDF improvements, which potentially benefit Yolo County detainees.
- The grant contributes to JDF fixed expenses.
- There is a potential to share ORR-funded staff and programs with Yolo County detainees.

Risks of the ORR Program to Yolo County

- Based on analysis of injury reports, there is greater risk of injury to JDF staff from ORR violent detainees as contrasted to Yolo County youths.
- ORR youths, if prosecuted for felonies committed at the JDF, might become wards of Yolo County, increasing the financial burden to the county.

- There are potential risks to residents of Yolo County and surrounding areas from escapees if incidents of escape should reoccur.
- According to testimony, ORR youths pose a greater risk to JDF staff due to behavior problems. This may be related to the expectation of different treatment or lack of punishment compared to Yolo youths. For example, hard restraints may not be used on ORR youths and, based on multiple felony assaults on Detention Officers by ORR youths not being filed with the DA, there is a reluctance to have ORR youths become wards of Yolo County.

FINDINGS

- F1. Some administrators, supervisors, and staff do not have clear directions concerning what is required of them within the Probation Department, and specifically within the JDF. This is similar to the finding of the 2011-12 Grand Jury. The lack of an updated policy and procedure manual results in inconsistent direction from supervisors and reduced department effectiveness.
- F2. There is insufficient training for routine and safety-related requirements and procedures for new and extra-help JDF employees.
- F3. Assaults and other potential felonies are not consistently reported to the District Attorney in a timely manner.
- F4. Inadequate operational staffing increases the risk of injuries to JDF staff caused by detainees. Many of these injuries result in lost work time and productivity.
- F5. Oversight and accountability is lacking over any funds, including cash and property of detainees, due to lack of controls, policies and procedures, or failure to adhere to them.
- F6. The ORR program, which is administered in Yolo County by the JDF, presents benefits and risks to the county.

RECOMMENDATIONS

- R1. By December 31, 2018, the Probation Department should update and complete the policies and procedure manual pertaining to the JDF. Provisions should be put in place to guarantee continuing updates as needed.
- R2. By December 31, 2018, a strict and formal training curriculum for JDF personnel should be put in place, together with proper record keeping and review to assure that training is comprehensive and effective. Records should include subject, actual hours of in-person training, date of completion and signatures of trainee and trainer.
- R3. By December 31, 2018, audits of training records should be made annually by the Yolo County Human Resources Department. It should be assured that no staff member can be assigned to duties for which he or she is not trained.

- R4. By October 31, 2018, the JDF should convene an advisory committee of staff members, chosen by rank-and-file staff, who are experienced in interacting with juvenile detainees. This committee should work with management to resolve problems with training, staffing, injuries, and lost time.
- R5. Beginning in the first quarter of 2019, the Yolo County Department of Financial Services should audit, at least annually, the effectiveness of the updated procedures related to the control of assets, including money and other property of detainees.
- R6. Effective immediately, the JDF should report all potential felonies committed by juvenile detainees to the Yolo County District Attorney as required by California law and Probation Department policies and procedures.
- R7. By October 31, 2018, the Yolo County Board of Supervisors should review the ORR program, weighing the benefits and risks, and consider whether to continue the program in Yolo County or not.

REQUIRED RESPONSES

Pursuant to Penal Code section 933.05, the Grand Jury requests responses as follows:

From the following governing body:

- Yolo County Board of Supervisors – F1, F2, F3, F4, F5, F6; R1, R2, R3, R4, R5, R6, R7

From the following individual:

- District Attorney of Yolo County – F3; R6

INVITED RESPONSES

From the following individuals:

- County Administrator of Yolo County – F1, F2, F3, F4, F5, F6; R1, R2, R3, R4, R5, R6, R7.
- Chief Probation Officer of Yolo County – F1, F2, F3, F4, F5, F6; R1, R2, R3, R4, R5, R6, R7.

Note: The governing body indicated above should be aware that the comment or response of the governing body must be conducted subject to notice, agenda, and open meeting requirements of the Brown Act.

GLOSSARY

- **Assault** is defined by California law (California Penal Code 240) as an attempt to commit a violent injury on someone else. Simple assault is a misdemeanor under

California's criminal laws (California Penal Code 240). Assault on a peace officer is a wobbler (California Penal Code 241(c)). (See "Wobbler" below.)

- **Felony** is a crime that carries a sentence of death, or imprisonment in a state prison or a local county jail (California Penal Code 17(a)). Thus, it is defined by the severity of the sentence.
- **Misdemeanor** is a crime for which the maximum sentence is no more than six months in county jail (California Penal Code 19). Thus, as with a felony, it is defined by the severity of the sentence.
- **Wobbler** is a crime that can be charged as a misdemeanor or a felony, depending on the facts of the case and the criminal history of the defendant. Wobbler crimes are those for which punishment is either up to one year in county jail or imprisonment. Discretion lies with the prosecutor and the court. Assault with a deadly weapon or by means of force to inflict bodily injury is a wobbler in California.

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

Yolo County Grand Jury Report and Response Follow-up: Elections Office Indiscretions and Culpability

SUMMARY

The 2017-18 Yolo County Grand Jury (Grand Jury) reviewed the required responses to the findings and recommendations made by the 2016-17 Grand Jury in their report, “Yolo County Elections Office Indiscretions and Culpability.” The Elections Office is within the Assessor/Clerk-Recorder/Registrar of Voters Department. The original complaint cited a range of issues including misuse of public funds, noncompliance with county policies and procedures, conflicts of interest, poor management, nepotism, and cronyism. Additionally, the report found that inadequate training was provided to the county Elections Officer and Elections Office staff. The 2016-17 Grand Jury received the report from a special review of the Elections Office conducted by the Yolo County Department of Financial Services to identify areas for improvement. As a result of that review, the Assessor/Clerk-Recorder/Registrar of Voters Office developed a Corrective Action Plan to be implemented by the newly appointed Elections Officer. The current Grand Jury followed up on the implementation and effectiveness of that Corrective Action Plan.

During the investigation, the current Grand Jury found that improvements have been made to operational practices related to controls, policies, and procedures. In addition, stronger and more consistent leadership is now present within the Elections Office. The Grand Jury confirmed that additional training programs for the Elections Office have been developed and are in place to ensure adherence to federal and state laws as well as county policies and procedures. However, the Grand Jury recommends that all training be documented to show subject matter and attendance in order to achieve a higher level of accountability. The Grand Jury also recommends that an *annual* Department of Financial Services internal audit be conducted, because at present the Elections Officer is being held accountable by the voters only once every four years.

BACKGROUND

The original complaint in 2016 raised a broad range of issues. The current (2017-18) Grand Jury selected the following significant topics from the original Grand Jury Report, as well as the relevant county responses, for further investigation and corrective implementation:

- Misuse of public funds
- Non-compliance with county policies and procedures
- Poor management
- Lack of consistent formalized training for personnel, related to federal and state laws and county policies and procedures

The above concerns, identified in the original report, involved misuse of public funds and possible negative impacts on implementing guidelines for appropriate and sound elections. The Grand Jury chose to investigate the complaint further as it relates to the California Penal Code, Section 925:

The grand jury shall investigate and report on the operations, accounts, and records of the officers, departments, or functions of the county including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving in their ex-officio capacity as officers of the districts.

APPROACH

The current Grand Jury first reviewed the original 2016-17 Grand Jury Report (published in June 2017), along with related responses dated August 2017 (see Bibliography on page 24). The current Grand Jury gathered additional evidence of implementation and improvement related to the Corrective Action Plan and related controls, policies, procedures and department training, as explained below.

Between April 6, 2017, and March 20, 2018, information was obtained as follows:

- Interview of the senior executive accountable for corrective follow-up and improvement on topics included in the Corrective Action Plan.
- Letter from Elections Officer to the Yolo County Financial Oversight Committee (see Bibliography on page 24) and Internal Audit Department.
- Documented communication from the Department of Financial Services (Internal Audit Department) to the Yolo County Financial Oversight Committee.
- Letter from the Yolo County Counsel’s office providing guidance regarding “Contracting Authority of the Elections Department” that falls within Elections Code 13001 and 14100 (see Bibliography on page 24).
- Elections Office Corrective Action Plan updated documents reflecting “action item” progress.
- Email from Elections Officer providing requested documents from the November interview.
- Email from the Elections Officer providing updated information indicating that the department training tracking roster is not always used to document completed training of Elections Office staff.
- Documented communication from the Financial Services Department (Internal Audit Department) to the Yolo County Financial Oversight Committee.
- Elections Officer provided a new Corrective Action Plan with updated documents reflecting “action item” progress.

- Documented communication from Internal Audit Manager advising of Internal Audit procedure for reviewing the Corrective Action Plan.
- Email from Yolo County Chief Financial Officer advising that there exist no separate special accounts that track purchases made outside normal county procurement policies and procedures under Elections Code 14100.
- Email from Internal Audit Manager confirming receipt of final Elections Office Corrective Action Plan from Elections Office along with “142 pages of evidence that includes contracts, policies... etc.”
- Meeting with Yolo County Department of Human Resources.

DISCUSSION

The current (2017-18) Grand Jury investigated several areas of concern from the 2016-17 Grand Jury Election Office report to validate that corrective action had taken place.

The 2016-17 Grand Jury identified several areas of concern with the Election Officer’s mismanagement activities and practices, which did not follow state law or the Yolo County Codes of Governance. The California State Government Code, section 25303, states in part:

The Board of Supervisors shall supervise the official conduct of all county officers, and officers of all districts and other subdivisions of the county, and particularly insofar as the functions and duties of such county officers and officers of all districts and subdivisions of the county relate to the assessing, collection, safekeeping, management or disbursement of public funds. It [Board of Supervisors] shall see that they faithfully perform their duties, direct prosecutions for delinquencies, and when necessary, requires them to renew their official bond, make reports and present their books and account for inspection.

The Grand Jury followed up on the Corrective Action Plan that was developed by the Elections Office in response to the Department of Financial Services special review of the Elections Office for the period of July 1, 2005, to December 31, 2015. The purpose of this review was to help management identify areas that should be reviewed and changes that should be implemented. The current Grand Jury confirmed that deficiencies mentioned in the Corrective Action Plan included the following:

- Adhering to the county’s contract and procurement policies along with appropriate review and approvals by the Board of Supervisors or County Counsel.
- Establishing and implementing appropriate policy and procedure controls related to issuing and use of Yolo County purchase cards, procurement contracts, and vendor agreements. Existing purchase cards, procurement contracts, and vendor

agreements were also identified and reviewed with respect to adherence to Yolo County policies and procedures.

- Training of staff and management related to appropriate use of Yolo County property and equipment, and following policies and procedures covering procurement, accounts payable, accounts receivable, department contracts, and corresponding management approval levels.
- Training and cross training of staff and management related to appropriate job descriptions, duties, and classifications. New job classifications were approved by the county Board of Supervisors on April 4, 2017, and confirmed as implemented by the county Department of Human Resources.
- Following Department of Human Resources practices covering hiring, payment of vendors and non-employees other than through Yolo County payroll system, and adherence to Yolo County policies and procedures.
- Completing an inventory of all Elections Office equipment and property controls, recapturing and tracking all electronic equipment, and cancelling inappropriate cell phone service.
- Consulting with the Yolo County Information Technology department for appropriate use and security of all electronic equipment, both current inventory and new acquisitions.
- Reviewing and correcting all improper procedures being used related to California Elections codes 13001 and 14100, which covers purchases and one-time payments, with the guidance of County Counsel and Department of Financial Services.
- Following up by the Department of Financial Services, every six months, to determine whether the Corrective Action Plan continues to be implemented effectively.

FINDINGS

- F1. The Corrective Action Plan has been implemented and is consistently reviewed and updated.
- F2. Management effectiveness, adherence to and creation of county and Elections Office policies, procedures, and controls were addressed.
- F3. Adherence to Department of Human Resources expectations in the areas of hiring, job classifications, job descriptions, separation of duties, and payments for temporary, provisional, or extra help has improved.
- F4. Staff training programs and consistency have increased. However, the training is not regularly tracked and documented.
- F5. Increased oversight of and interaction with the Elections Office senior leadership and operations by the Chief Administrative Officer, Department of Financial Services, Department of Human Resources, and County Counsel have occurred.

However, there is no ongoing independent performance review of the Elections Office.

RECOMMENDATIONS

Given the appointment of the new Elections Officer in 2016 and the confirmed improvement of Elections Office operational practices, the Grand Jury has only two further recommendations to make:

- R1. Because of the critical need for ongoing training in all areas, the Elections Office should maintain documentation of all training classes and individual instruction that includes, at minimum: signatures of individuals attending with date and topic covered.
- R2. Elected officials are not subject to 360-degree performance review (i.e., feedback from an employee's subordinates, peers, and supervisors). Given that elected officials are accountable only to the voters every four years, the Department of Financial Services should conduct a full audit of the Elections Office annually. Operational and human resource practices should be included in order to ensure compliance with all federal, state, and county laws, codes, and policies and procedures.

REQUIRED RESPONSES

Pursuant to Penal code section 933.05, the grand jury requests responses as follows:

From the following elected officials:

- Assessor/Clerk-Recorder/Registrar of Voters – F4, F5; R1, R2

From the following governing bodies:

- Yolo County Board of Supervisors – F4, F5; R1, R2

INVITED RESPONSES

From the following individuals:

- County Administrator – F4, F5; R1, R2
- Chief Financial Officer – F4, F5; R1, R2

Note: The governing bodies indicated above should be aware that the comment or response of the governing body must be conducted subject to the notice, agenda, and open meeting requirements of the Brown Act.

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Improving the Yolo County Libraries and Archives

SUMMARY

In an era when digital media are rapidly expanding and traditional functions of libraries are changing, the Yolo County Grand Jury (hereafter Grand Jury) decided to examine how public libraries in Yolo County are adapting. Are they addressing the new challenges of the digital age while continuing to address their primary goals of supporting literacy and helping citizens access needed and desired information?

The Grand Jury interviewed county librarians, the librarian of the Woodland Public Library, and a member of the Yolo County Board of Supervisors. The Grand Jury also visited all eight branches of the Yolo County Library and the city-supported Woodland Public Library. And it examined the *Yolo County Library Facilities Master Plan 2018-2035* and other documents. Overall, the Grand Jury found that the libraries and their staffs are meeting the needs of their communities impressively well, but identified five issues that should be addressed:

- Libraries are frequently unable to provide adequate help to a subset of library patrons who need additional services because of mental health problems or homelessness.
- The county Library Code of Behavior for patrons is not generally displayed prominently and is not easy for library staff to enforce effectively.
- The Mary L. Stephens Library in Davis has a serious shortage of parking for library staff and patrons.
- In West Sacramento, residents of the Southport area do not have easy access to the West Sacramento Library.
- The Yolo County Archives has inadequate facilities and staff to preserve and ensure wide use of the county's historical records.

The Grand Jury recommends that the libraries work with county social service departments to address the non-library needs of residents who have special psychological or economic problems; post the Code of Behavior more prominently in multiple languages and train staff on enforcement methods; increase parking for the Davis library; and speed up construction of a planned Southport library branch. In addition, the Grand Jury recommends that the Yolo County Archives increase its staff, increase hours of service to the public, and acquire a large-document digital scanner and a digital asset management system.

APPROACH

The Grand Jury used a variety of methods to evaluate the condition and performance of the libraries and archives:

- Interviews with seven county librarians, the Woodland city librarian, and a member of the Yolo County Board of Supervisors

- Repeated site visits to county libraries and the Yolo County Archives and Records Center
- Study of County library brochures
- Examination of the Yolo County Library organizational chart, the county budget for libraries, and the long-term plan for county libraries, the *Library Masterplan* (see bibliography)

BACKGROUND

Yolo County and City Branch Libraries

Starting with two Carnegie libraries early in the 20th century, one in Woodland and one in the town of Yolo, the Yolo County Library system has grown in tandem with the population growth of Yolo County. Today, there are eight county-supported libraries and one city-supported library, including:

- Arthur F. Turner Community Library, West Sacramento
- Clarksburg Branch Library, Clarksburg
- Esparto Regional Library, Esparto
- Knights Landing Branch Library, Knights Landing
- Mary L. Stephens Branch Library, Davis
- South Davis Montgomery Library, Davis
- Winters Community Library, Winters
- Woodland Public Library, Woodland
- Yolo Branch Library, Yolo

The county library system is funded for approximately 40 full-time equivalents, supplemented by scores of volunteers at each location. (Some of the employees serve multiple roles.) In the current fiscal year (2017-2018), Yolo County libraries had a budget of \$8,840,335, and the Archives and Records Center had a budget of \$177,238. The separately funded Woodland Public Library is funded for 10 full-time equivalents and has an annual budget of \$2,047,178.

Yolo County Archives and Records Center

In addition to the county and city branch libraries, the Yolo County Archives and Records Center (henceforth “the Archives”), located in Woodland, houses historical documents. According to the *Yolo County Facilities Master Plan 2018-2035*, “the Yolo County Archives is the official repository for the historical records of Yolo County that have permanent legal, fiscal, administrative, or historical value. The Archives is the preservation arm of the county and provides guidance and direction for the preservation and retention of county records, and expert research assistance to county departments.”

The Archives, located at 226 Buckeye Street in Woodland (see archives@yolocounty.org), is a primary source for anyone wishing to explore the history of Yolo County. It contains thousands of historical government documents: official records of the Board of Supervisors, the County Clerk/Recorder, Superior Court, and the Board of Education, as well as tax rolls, naturalization and immigration records, and property deeds. It also contains diverse subject collections concerning schools, towns, churches, businesses, and cemeteries as well as maps, photographs, yearbooks, community and family collections, and newspapers. The Archives gives patrons free access to ancestry.com and over 5,000 digital newspapers through newspapers.com. It is an ideal place to learn about the history, people, places, and cultures of Yolo County. Besides providing up to 30 minutes of free research for patrons of the Archives, additional time is available for a fee. Staff-approved digital or physical copies of non-fragile materials can be purchased.

Currently, the cost of staffing the Archives and Records Center is covered by a combination of three funding sources: (1) reimbursement from county departments whose records are stored in the Records Center portion of the Archives, (2) the Yolo County Library fund balance, and (3) donations from the Friends of the Yolo County Archives. Costs for the half-time library assistant and 40-50% of the full-time librarian's salary are reimbursed by county departments who use the Records Center. The remaining costs for the full-time librarian are covered by the Yolo County Library's fund balance. The Friends of the Yolo County Archives are covering the cost of the extra-help library assistant in 2017-2018.

DISCUSSION

Branch Libraries

Interviews with the eight librarians revealed that they view their main roles as helping citizens evaluate the validity of various information sources, helping them meet their needs for information and reading-related enjoyment, providing a place where they can meet for lectures and discussions, and helping patrons, especially children, learn to read well. They emphasize that in a period of history rife with misinformation and conflicting information sources, it is important for citizens to understand how to separate fact from fiction. All of the librarians mentioned that physical book circulation has been declining somewhat in recent years, whereas foot traffic and the use of digital information sources have been increasing. There is also increasing demand for space in libraries for study, research, and community meetings and events.

When asked what is needed to improve their services, the librarians mentioned needs for more funding, more space, more hours, more technology, and additional staff, although they were aware of county budget limitations and the legitimate competing needs of other county agencies. The Grand Jury therefore decided to focus on only a few specific issues:

- Dealing with mentally ill, disruptive, and/or homeless individuals and families

- Assuring that all libraries have a visible code of behavior for patrons, presented in multiple local languages, and ways to deal with individuals who violate the code
- Parking congestion at the Mary L. Stephens (Davis) Library
- The need for a second library in the Southport area of West Sacramento

Dealing with Homeless, Indigent, and Mentally Ill Individuals

By their nature, libraries are open and available to all members of the public. The Grand Jury found Yolo County librarians to be admirably sympathetic to and supportive of their diverse patrons' needs. Problems may arise, however, when homeless or psychologically troubled individuals view the libraries as havens from cold or hot weather, use the public restrooms for bathing, or use the floor or a comfortable reading chair for extended naps. Occasionally, indigent families, including small children, find their way into the libraries and are in obvious need of social services, but there is no established, ready connection between the libraries and the county's social service workers. (See bibliography: "The unexpected role librarians are playing in dealing with capital homeless situation," which applies to Yolo County as well as to Sacramento – the focus of this particular article in the *Sacramento Bee*.) Special-needs patrons place a burden on library staffs. These busy professionals already carry a heavy workload, and most are not explicitly trained to provide social services. Some of the larger libraries have homeless people living, eating, sleeping, and stashing belongings outside the buildings, and staff members must walk around inside and outside the buildings several times a day to make sure there are no serious problems.

Approximately once a month, a patron becomes noisy or antagonistic in one of the larger libraries, and staff members are forced to call the police. To ameliorate this problem, the Woodland Public Library (operated by the city), has hired a full-time uniformed security guard to greet people at the front door and be available to deal with difficult patrons. At present, none of the county libraries has a security guard.

Interviewees suggested that the county find a way for a social worker to visit the libraries on a regular basis and/or have such a professional on call, to address problems created by troubling individuals using the libraries for purposes other than reading and research. This social worker could discuss social-service needs with staff members, help them identify people who need public assistance, inform these people about available services, and check on them later to see whether their situation has improved.

Codes of Behavior

The Yolo County Library system has established an official code of behavior for patrons (see Appendix B on page 34). When a patron violates the code, some librarians show the patron a copy and ask him or her to read and sign it. The Grand Jury found that the code is not posted or readily available at some of the libraries, and is not highly visible in others. Moreover, the code is not presented in multiple languages, even though many

library patrons speak and read a primary language other than English (e.g., Spanish or Russian).

The Davis Library Parking Problem

The Davis (Mary L. Stephens) library was enlarged and remodeled in 2010, and it was provided with a modest but attractive parking lot. Unfortunately, the lot is often full because it is used by library staff, library patrons, parents dropping off and collecting children who attend nearby schools, people accessing the adjacent park and athletic fields, and homeless people who use library facilities and, in a few cases, sleep overnight outside the library or in their cars in the library parking lot. It is sometimes difficult for even the library staff to find parking spaces, and it is especially difficult for library patrons at certain times of day. Grand Jury members noted that students attending the nearby high school often park at the library early in the morning before the library opens, because the high school lot is full, or its entry is obstructed by a long line of late-arriving cars. On-street parking in the area is almost impossible to find; most of the streets are marked by signs saying, “No parking at any time.” Interviewees suggested either enlarging the parking lot or, at the least, arranging for additional staff parking at nearby facilities, such as churches.

Fast-Tracking the Construction of a Second Library in West Sacramento

West Sacramento, particularly its Southport area, has grown dramatically over the past two decades. The high school has been relocated to Southport, and new elementary schools have been built there. These students must travel a minimum of two miles to reach a public library. According to the *Yolo County Library Facilities Masterplan 2018-2035* (see bibliography) a new library is scheduled to be built for the Southport community during the 2025-2030 period, with a “Library on Wheels” being provided during the 2018-2025 period. The Grand Jury concluded that the new Southport library should be built sooner than planned, possibly making purchase of the proposed Library on Wheels unnecessary.

Archives and Records Center

Interviews with the Archives Coordinator and a review of the *Yolo County Library Facilities Master Plan 2018-2035* revealed significant problems that should be addressed.

Facilities

The Archives building, according to the Master Plan, suffers from “extensive environmental and space deficiencies, inadequate environmental conditions for archival storage, and high risk for damage and/or destruction to archives and records in the event of fire or flood.” To mitigate these issues, the plan lists several recommendations for the Archives, to be accomplished in two phases: 2018-2025 and 2030-2035. In the first phase, the recommendations include repairs of the building and an HVAC upgrade “to

provide appropriate environmental conditions for storage of archives and records.” The recommendations also include installing “compact shelving to alleviate overcrowding in the Archives and Records area” to provide “20-30% expansion,” “installing solar panels,” and “renovating staff areas throughout to correct environmental deficiencies and provide adequate space for staff, meetings, and materials processing.” In the second phase, the main recommendation is “to relocate the Archives/Records Center to provide permanent housing for county archives” – in other words, to provide a new and better building to house the archives and county records.

Staffing

The Archives is open to the public only on Tuesdays from 9 a.m. to 1 p.m. and Thursdays from noon to 4 p.m., due to limited staffing. It is staffed primarily by a full-time Librarian/Coordinator and a half-time Library Assistant, augmented by one extra-help Library Assistant and unpaid volunteers who help with research, transcribing documents using Excel and/or Word programs, processing collections, search guides for individual patrons, and creating exhibits and displays. The unpaid Friends of the Yolo County Archives, a nonprofit organization that provides financial and other assistance, was created to “preserve, protect, and ensure the widest possible use of the county’s historical records” (undated pamphlet, *Yolo County Archives*).

Disintegration of County Documents

Because the current Archives building is not adequately temperature- and humidity-controlled, many of the large bound volumes of county documents, as well as old newspapers, are decaying and disintegrating. In order to capture the information contained in these documents, as well as their physical appearance, for future generations of Archives users, the materials need to be copied in digitized form. Besides preserving important information, digitization would allow the Archives to make more of its contents available online, which would allow many more citizens of Yolo County to take advantage of it. Discussion of this need with the Archives Coordinator resulted in the Grand Jury becoming familiar with large overhead scanners, capable of dealing with large leather-bound volumes that have thick and brittle bindings, and with oversized blueprints, maps, and drawings. One example of this kind of scanner is the Zeutschel OS 14000 scanner, which (according to the manufacturer) “is perfect for scanning delicate, rare, and valuable books and documents that need to be handled with extra care in libraries and archives. . . . [S]canned pages are automatically separated, and the center book-fold is automatically smoothed out to avoid distortions.”

After archival materials are copied in digitized form, the resulting files need to be stored in a form that allows them to be preserved and accessed for decades to come. Digital asset management systems (DAMS) are available that can store, preserve, catalog, and make available, through an internet site, digitized content. The Archives will need a DAMS, in conjunction with a large format scanner, to ensure access to, and preservation

of, all the materials that are digitized. The DAMS can help with the preservation of materials in two ways. First, digital copies can be viewed by patrons without their having to touch the original materials. Second, as preferred digital file types change (as has happened with floppy disks, CDs, DVDs, pdfs, etc.), the data stored by the DAMS can be translated into the new forms. Finally, the DAMS includes an accessible indexing procedure that helps end-users locate pertinent items and collections.

FINDINGS

- F1. Patrons use libraries for many different purposes. For some, the library is one of the few open, air-conditioned, and safe places to sleep and use bathrooms. This fact attracts some people with intense needs for social services, causing library staff to deal with situations for which they could use outside social service support.
- F2. There is an established Code of Behavior for the Yolo County libraries, but it is not always posted in prominent locations, or in multiple languages, and it is not always used concretely to deal with patrons who violate it.
- F3. The Davis library's parking lot is often full and congested, and there are few alternative parking spots in the neighborhood during most library hours. This makes it difficult for patrons to use the library conveniently and efficiently and for library employees to park nearby.
- F4. Given the dramatic growth of the Southport community, there is a need for a second library in West Sacramento, but its construction is not scheduled to occur until 2025-2030.
- F5. The Archives and Records Center is performing essential services for county administrators and providing important services to citizens of Yolo County who want to know about particular aspects of the county's rich history. But the staff is small, and the hours that the Archives is open to members of the community are few.
- F6. As stated in the latest long-term plan for the Archives, its facilities have extensive environmental and space deficiencies and a high risk of damage and/or destruction to archived materials in the event of fire or flood.
- F7. The Archives does not have a large-scale modern scanner suitable for copying archival materials and digitizing the copies. Digitization of archival materials would allow patrons of the Archives to examine high-quality images of the materials without damaging them.
- F8. If the Archives had such a scanner, it would also need a digital asset management system to store, preserve, and catalog the copied materials, and make the digitized content available online. This material would then be available online to anyone who wanted to use it, and its formatting could be updated whenever new data and imaging formats became available and widely used.

RECOMMENDATIONS

- R1. By December 31, 2018, the Yolo County Librarian, the Yolo County Department of Social Services, and the Yolo County Board of Supervisors should provide for a social worker, either full- or part-time, to assist library staff in dealing with homeless, substance-abusing, and mentally ill individuals and families who appear at libraries. This professional would speak appropriately with such people, establish connections for them with appropriate county services, and advise library staff about ways to deal with such people if and when they present problems for library patrons.
- R2. By October 1, 2018, all Yolo County libraries should post a code of appropriate behavior for library patrons. This code should appear in large print and in the most frequently used local languages. It should be visible in several places within the library. When a library staff person speaks with a patron about misbehaving in the library, the patron should be asked to read a copy (in the person's primary language) and sign and date it to indicate that it was read.
- R3. By December 31, 2018, the Yolo County Board of Supervisors should work with the Davis City Council to ease the parking shortage at the Davis library.
- R4. By December 31, 2018, the Yolo County Board of Supervisors should evaluate the possibility of speeding up the process of creating a library in the Southport area of West Sacramento. (This could be in lieu of purchasing a mobile library.)
- R5. By December 1, 2018, the Archives Coordinator should work with the County Librarian and the members of the Board of Supervisors to establish a plan to increase the staffing and open hours of the Archives.
- R6. By December 31, 2018, the Archives Coordinator should work with the County Librarian and the members of the Board of Supervisors to ensure that the proposals in the Facilities Master Plan to mitigate the environmental damage at the existing Archives building by 2025, and to replace the facility by 2035, remain on track to be implemented.
- R7. By October 1, 2018, the Archives Coordinator and the Board of Supervisors should fund the acquisition of a scanner and a digital asset management system by July 1, 2019 (the new fiscal year).

REQUIRED RESPONSES

Pursuant to Penal Code section 933.05, the Grand Jury requests responses as follows.

From the following elected officials:

- Yolo County Board of Supervisors: F1, F3, F4, F6, F7, F8; R1, R2, R3, R4, R5, R6, R7
- Davis City Council: F3; R3

INVITED RESPONSES

From the following individuals:

- Yolo County Librarians: F2 and R2
- Head County Librarian: F1, F2, F3, F4, F5, F6, F7; R1, R2, R3, R4, R5, R6, R7
- Yolo County Archivist: F5, F6, F7; R5, R6, R7
- Woodland Public Librarian: F1, F2; R1, R2

Note: The governing body indicated above should be aware that the comment or response of the governing body must be conducted subject to notice, agenda, and open meeting requirements of the Brown Act.

BIBLIOGRAPHY

Yolo County Library Facilities Master Plan 2018-2035 (prepared for the Yolo County Library by Jennifer Sweeney and Janice Flug in 2017).

“The unexpected role librarians are playing in dealing with capital homeless situation” by Cynthia Hubert. *Sacramento Bee*, January 3, 2018 (see *Sacramento Bee* eEdition).

Yolo County Archives: Research, History, Volunteers and Community. (undated pamphlet)

RELEVANT PENAL CODES

Any person who intentionally interferes with the business of the library by obstructing or intimidating those attempting to carry on business in the library or who refuses to leave the library after being requested to do so by the library management is guilty of a misdemeanor crime under California Penal Code section 602.1.

Any person who defaces, damages, destroys, or steals library property is guilty of a misdemeanor crime under California Penal Code section 490.5 or section 19910 of the California Education Code.

All other laws pertaining to behavior in a public place apply, including California Penal Code sections 314, 415, 647, and 653b.

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

APPENDIX B: LIBRARY CODE OF BEHAVIOR

Yolo County Library provides access for all to ideas that inform, entertain, and inspire. In order to maintain a clean, efficient, pleasant, and safe environment for everyone using the library, the Yolo County Library has adopted the following code of behavior:

LIBRARY CODE OF BEHAVIOR

1. Treat people, material, and furniture with respect.
2. Speak and act in a manner that doesn't disturb others.
3. Leave pets, bicycles, and any large objects outside the building.
4. Young children must be closely supervised by a responsible adult.
5. Honor all library rules and procedures.
6. Immediately report suspicious, unsafe, or discourteous behavior to a staff member.
7. Consume food and drink outside the library or in designated areas.

The Looming Crisis of Yolo County City Pension and Retirement Medical Costs

SUMMARY

California cities are experiencing an alarming fiscal burden due to increasing expenses and liabilities related to retiree pensions and health insurance. Yolo County’s four cities (Davis, West Sacramento, Winters, and Woodland) are no exception to this retiree cost crisis. However, information about this looming fiscal crisis is not commonly known to many city residents, nor easily discovered. The 2017-2018 Yolo County Grand Jury (Grand Jury) investigated potential impacts on cities with primary focus on:

- Unfunded retiree cost liabilities
- Annual retiree expense management
- Best practices collaboration
- Transparency to city residents

The Grand Jury found that current and future retiree benefits are putting extreme pressure on other city service priorities (road maintenance and improvements, public works, parks and recreation, public safety, etc.) and revenue sources. The retirement benefit costs (pensions and health insurance) are consuming increasing portions of local city budgets.

The California Public Employee Retirement System (CalPERS), which manages all city plans within Yolo County, is in the midst of a planned multi-year escalation in employer contribution rates. This is due to changes CalPERS has made in calculating payments in order to build assets to pay for future pension payments. CalPERS has been gradually ramping up its requirements for “unfunded accrued liability” payments (see Glossary on page 47) statewide, which total \$8.9 billion more than anticipated out of governmental entity coffers in only three years (FY2017-18 through FY2019-20).

Yolo County’s four cities are contributing varying portions of their fair share of these “catch-up” costs (see Glossary on page 47) to ensure their retirement programs can cover future liabilities (payments to retirees). Some cities in the county are projecting that their “catch-up” payments will double for all pension funds over the next six years. Retiree medical insurance payments by cities add to this financial challenge. All of these increases are large relative to available budgets and are growing faster than projected current revenue sources.

When looking at total (“normal” and “catch-up”) pension costs over the next seven years (Fiscal Year 2017-18 through Fiscal Year 2024-25), CalPERS anticipates staggering increases for Yolo County cities:

- | | | |
|-------------------|---------------|--------------|
| ▪ Davis | \$8.7 million | 87% increase |
| ▪ West Sacramento | \$6.9 million | 90% increase |

- Winters \$0.4 million 67% increase
- Woodland \$6.3 million 78% increase

The Grand Jury recommends that Yolo County city councils become more transparent to taxpayers concerning growth of retirement costs and the negative impact of this growth on city priorities and fiscal health. Cities should consider creating a simple statistical template, such as that created by the Grand Jury for city managers (see Appendix C on page 49), showing historic and projected budget impact of retirement costs. The Grand Jury also recommends that cities consider more sustainable alternatives to the existing retiree benefit programs managed by CalPERS. Finally, collaboration should increase among cities, where allowed by law, to share best practices for managing these cost increases.

BACKGROUND

Public pensions and retiree medical insurance have always been important benefits for city and county government employees. However, when considering pension and medical benefit burdens on California cities and counties, two perennial questions are: (1) How much are the costs going to increase? (2) What degree of stress are those increases going to place on other services expected to be provided by city governments? CalPERS, the nation's biggest pension system, and individual cities have completed studies (see Bibliography, page 46, items 1, 2, 6) that address these questions. Yet this growing fiscal crisis is unknown to, or misunderstood by many taxpayers in Yolo County cities.

The Grand Jury chose to investigate several aspects of the growing budgetary crisis caused by pensions and retiree medical insurance costs in each of Yolo County's cities. The investigation focused on the impact of current levels of payments for these benefits on other city service priorities (such as public safety, parks and recreation, public works, street maintenance and improvements), the unfunded liabilities for future retiree payments, and the lack of transparency about these issues with citizens of each city.

APPROACH

During the investigation, the Grand Jury interviewed the city managers in Yolo County and obtained information from some of the city finance departments. In addition to the interviews and follow-up conversations with the city managers, the Grand Jury reviewed numerous documents and sources:

- Yolo County Cities Finance Department-provided pension and Other Post Employment Benefit statistics (OPEB)
- Yolo County Cities Comprehensive Annual Financial Reports
- Yolo County Cities Annual Fiscal Adopted Budgets
- CalPERS Annual Valuation Reports for Police, Fire, and Miscellaneous Employee Programs

- California Public Employees’ Pension Reform Act of 2013 (PEPRA)
- California Public Employees’ Pension Reform Act of 2018 proposal – Senate Bill 32
- CalPensions State Bulletins (CalPERS, CalSTRS and other government pensions)
- “How Much More Will Cities and Counties Pay CalPERS?” California Policy Center Study
- City of Monrovia pension case study related to balancing increasing CalPERS payments with payments for other city services.
- City of Vallejo, California pension case study related to bankruptcy
- Information and news concerning city and general retiree pension and medical insurance costs from multiple sources cited in the bibliography on page 46
- California legal codes and definitions cited in the bibliography and glossary on pages 46-47

DISCUSSION

The Grand Jury identified and investigated several areas of concern in Yolo County’s four cities related to the growing pension and retiree medical insurance payments and liabilities. Although this report only focuses on the four cities, the same factors and concerns exist in Yolo County itself and other government entities within this county. The alarming increase in the rate of projected expenses and unfunded liabilities is neither easily found nor understood by many Yolo County city residents, which means that city governments can do more to be transparent.

Lack of Transparency

City officials are accountable for being transparent and forthcoming with the public about local government finances.

- Council members have a fiduciary role that includes financial oversight, sound policies and awareness of the fiscal and service impacts of the decisions they make, according to training curriculum provided to them by the League of California Cities (see Bibliography, page 46, item 13).
- In California, the people’s right to know what their government is doing has been enshrined as a fundamental right in the state Constitution. “The people have the right of access to information concerning the conduct of the people’s business, and, therefore the meetings of public bodies and the writings of public officials and agencies shall be open to public scrutiny” (California Constitution article I, section 3, subdivision (b)).
- “Without a duty of accountability [by government officials], the public’s ability to monitor the behavior of public fiduciaries would be severely limited. From the duty of accountability flow the duty of transparency and the concepts of

disclosure, open meetings, and accessibility of public records” (see Bibliography, page 46, item 10).

However, communication with the public about the growing burden on city finances of retiree costs has not been very transparent.

- The most common sources of publicly available pension and retiree medical insurance statistical information can be found only in city Comprehensive Annual Financial Reports, city Annual Fiscal Adopted Budgets, and CalPERS Annual Valuation Reports. Once found, the information can be difficult for city residents to understand, especially with respect to its effects on other city service priorities.
- The city of Davis provided a recent example of a missed opportunity to educate its taxpayers in a spring 2018 utility bill insert, “Expenditures – Where does the money go?” This summary did not mention anything about pensions or retiree benefits (see Bibliography, page 46, item 12).

Pension and Retiree Annual Costs: “Normal” and “Catch-up” Costs

- The *employer* contribution to the pension programs is a combination of “normal cost” (see Glossary on page 47), calculated as a percentage of employee payroll, and “catch-up” (see Glossary) dollar payments required to cover “unfunded accrued liabilities” (see Glossary). These liabilities have been increasing at an alarming rate when considered in relation to CalPERS investment returns, which have not been meeting projections, according to CalPERS Annual Valuation Reports and city financial documents. The “normal” employer cost as a percentage of payroll has been more stable and predictable. The employer pension contribution includes “catch-up” costs that fluctuate based on CalPERS investment returns and the amount of unfunded pension accrued liabilities. This is a subject of growing concern for most cities.
- The *employer* contribution shown in CalPERS required annual payment calculations, seen in its Annual Valuation statements, does not explain that the “normal cost” will decline over time as new employees are hired into pension plans under the Public Employee Pension Reform Act (PEPRA) pension contribution cost sharing criteria.
- The *employee* pension contribution varies among Yolo County cities and is typically determined through collective bargaining with various employee unions that represent police, fire, and other miscellaneous employee groups. This contribution remains constant from year-to-year as evidenced in CalPERS Annual Valuation Reports and PEPRA limitations (see Bibliography, page 46, item 3). The percentage of payroll contributed by employees in Yolo County cities range from 6.9% to 9.0%.
- According to CalPERS projections and Grand Jury interviews, the four Yolo County cities’ payments to CalPERS for pensions rise sharply from current levels

in the next seven years, ranging from approximately 67% for Winters to a 90% for West Sacramento. In dollars, these increases are projected to range from \$0.4 million for Winters to \$8.7 million for Davis. The following Figures 1 and 2 provide additional four-city facts.

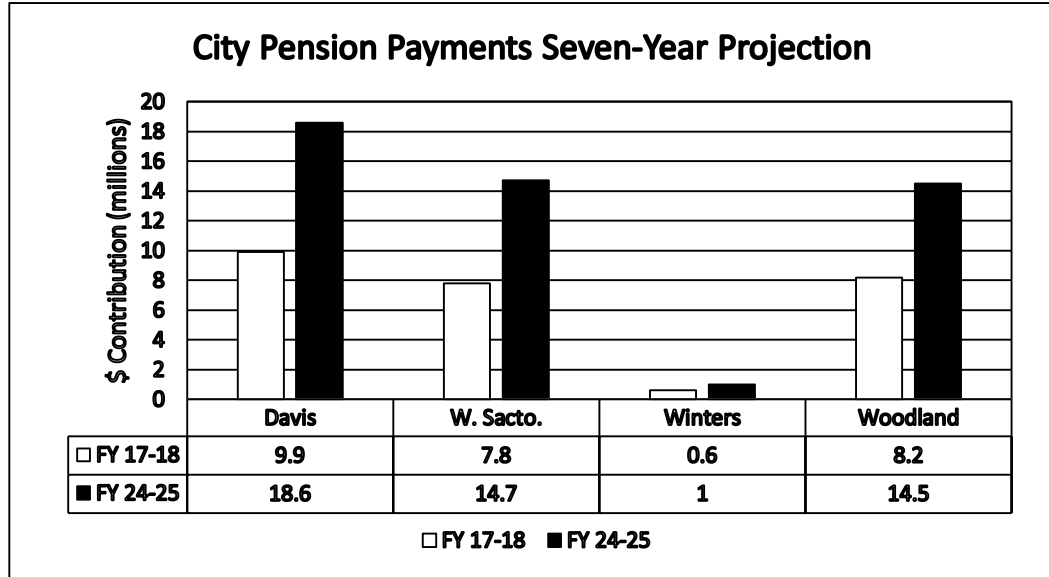


Figure 1. City Pension Liability Currently and in Seven Years

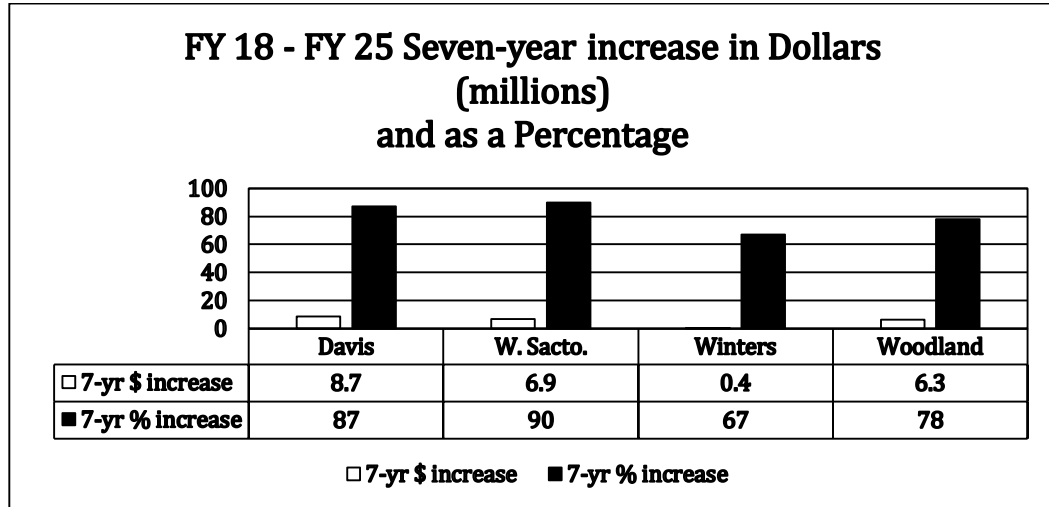


Figure 2. Pension increase over the next seven years shown in dollars and percent.

- According to a February 13, 2018, Sacramento Bee editorial (see Bibliography, page 46, item 14), the League of California Cities has determined that statewide pension payments are about 11% of General Fund budgets, on average. These are expected to become about 16% of General Fund budgets in the next seven years. Showing retirement expenses as a percentage of the General Fund is an effective

way of educating the public about the importance of retirement costs competing with other city service priorities.

- According to information obtained from city financial reports and forecast statistics, Davis is contributing about 19% of the city's general fund budget to pensions and retiree health benefits, a share that will rise to approximately 26% by 2025. West Sacramento can expect its pension and retiree benefits to increase from 16% of its general fund budget this year to approximately 17% by 2025. Winters will see that share jump from 12% to 16% and in Woodland, it will climb from 14% to 18%.
- City Adopted Budgets and Annual Financial Reports, and accompanying notes, show that city councils have found it very difficult to absorb the rising retirement payments to CalPERS without compromising other city services. The result, at times, has been unpopular new taxes and fees, and voters are often not told that more of their money is needed for retirement costs (see Bibliography, page 46, item 11).

Pension Unfunded Liabilities

- According to the Annual Financial Reports dated June 1, 2017, Unfunded Accrued Liabilities for the four Yolo County cities are alarming relative to city balance sheets. Davis, for example, has \$110.1 million of unfunded obligations. On the low end, the liability for Winters is \$4.4 million. These liability levels have grown significantly in the last two years as shown in Figure 3 below.
- CalPERS is significantly escalating city-required "catch-up" payments due to changes it has made in rate smoothing calculations, amortization of unfunded liability dollars, accelerated retirements of baby boomers, and new mortality estimates for beneficiaries. These "catch-up" payments are scheduled to extend through at least FY 2022-23. These ramped up calculations will double some cities' total Unfunded Accrued Liability payments for all pension funds over the next six years. These "catch-up" payments are based on projections, so if investment returns are better or worse than predicted, the level of payments will vary.
- When a "normal" contribution is insufficient, and the pension plan becomes underfunded, the level of underfunding is compounded every year because there isn't enough money in the fund earning interest and providing investment returns. According to CalPERS actuarial tables, the longer that "catch-up" payments are deferred into the future (amortized over longer time periods), the worse the underfunding becomes, depending on the investment rate of return.

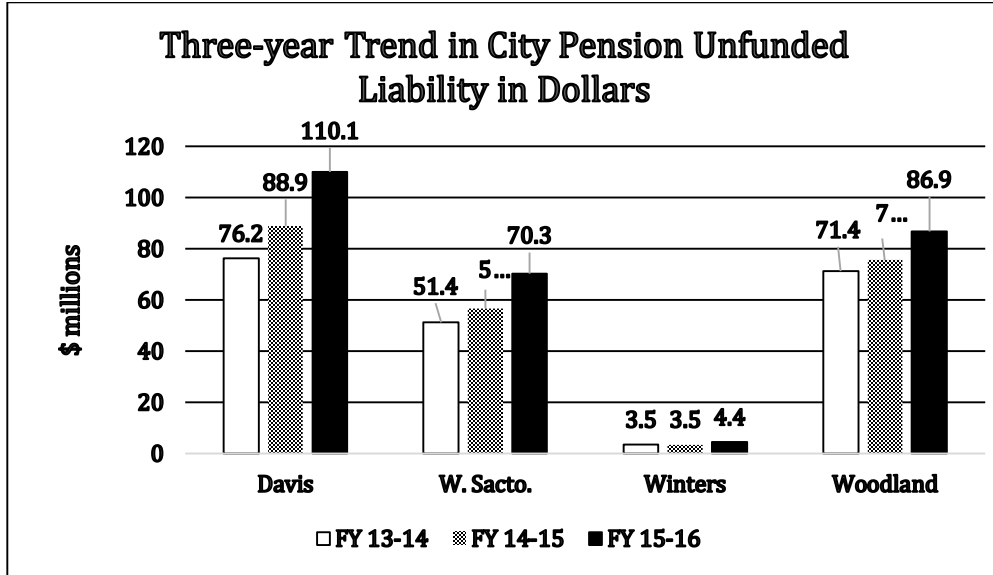


Figure 3. City Unfunded Liability Dollars over Three Years

- According to the California Policy Center, “Virtually every pension reform over the past decade or so has exempted the majority of active public employees from helping to pay down the unfunded liability” (see Bibliography, page 46, item 6) unless cost sharing is successfully negotiated into labor contracts such as done by the city of Woodland. Instead, most increased employee payments apply only to the “normal” employee contribution. Public employee unions, quite understandably, negotiate for the lowest possible employee contributions to pension funds. The “normal cost” has historically been calculated by CalPERS based on financially optimistic projections. Grand Jury interviews, past CalPERS actuarial reports, and city annual financial reports reveal that only minimal catch-up payments were made each year in exchange for bigger catch-up payments in the future.
- At present, the “future” is being dealt with by elected and appointed governmental officials who foresee pension and retiree benefit costs rising dramatically faster than revenues, according to city Annual Financial Reports and Annual Fiscal Adopted Budgets.
- Most pension plans remain underfunded even after a longer than usual bull stock market. When stocks and real estate have been running up in value for eight years, pension plans should not be underfunded. According to CalPERS Annual Valuation Reports’ statistics, CalPERS and the public employee unions that dominate CalPERS have done a disservice to taxpayers, public agencies, and ultimately to the individual participants who are counting on CalPERS to know what they are doing with respect to investment strategies.
- The Public Employees’ Pension Reform Act (PEPRA) of 2013 and the current proposed 2018 reform working its way through the state Legislature includes

strategies that address special “Golden Handshake” benefits negotiated in the past. These “Golden Handshake” benefits are partially responsible for compromising the sustainability of the CalPERS pension programs used by the four Yolo County cities (see Bibliography, page 46, items 3, 4, and 5).

- Based on the most recent three years shown in annual financial reports (FY13-14 through FY15-16), the “funded status” (see Glossary on page 47) of the four cities’ pension plans are showing signs of declining by 7-8% annually. “Funded status” reflects having sufficient current assets to pay future pension payments. The recent declines are a function of past contributions and less-than-projected fund investment returns. For example, the “funded status” of Davis’s three pension plans has dropped from an average of 72% to 64%, meaning that the city currently has only enough assets to pay two thirds of its future pension payments. CalPERS statewide liability funding in 2016 stood at 68%. Refer to the following Figure 4 for the four-city facts.

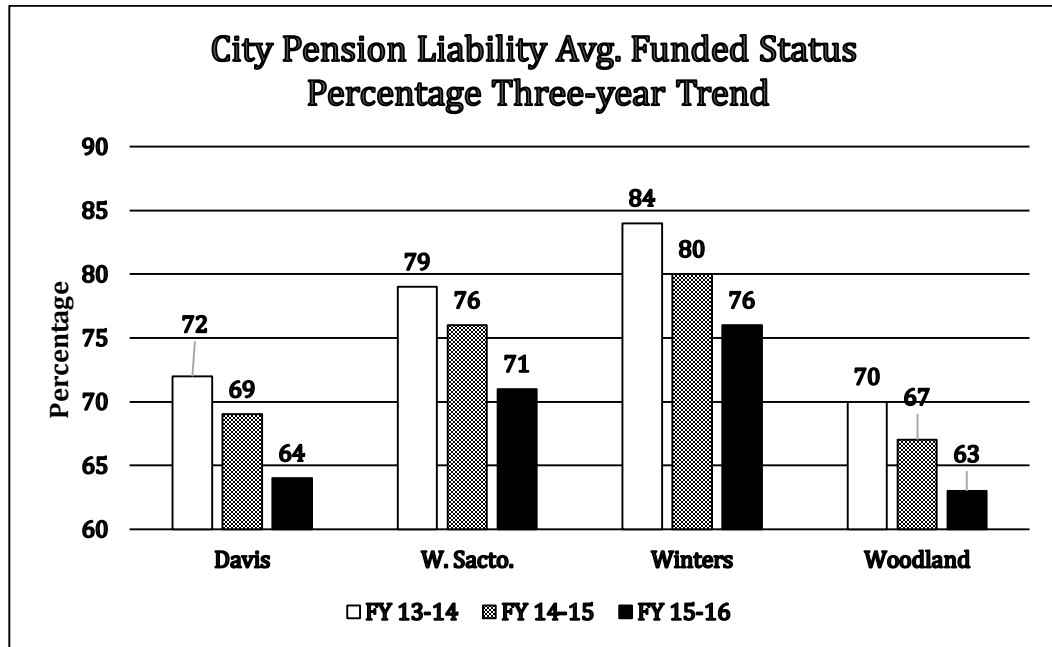


Figure 4. Percentage of City Pensions future liabilities that have been “funded” or invested.

- To create a more financially sustainable retirement system, the University of California and some California cities have offered a hybrid pension option, such as a 401(k) combined with a much smaller employer-paid pension (see Bibliography, page 46, item 7). This type of system is also included in the proposed Public Employees’ Pension Reform Act of 2018 (Senate Bill B-32[see Bibliography, page 46, item 5]).

Retiree Medical Insurance Unfunded Liabilities

- Retiree medical insurance subsidies fall into an expense category that cities call Other Post-Employment Benefits (OPEB [see Glossary on page 47]).
- Yolo County cities’ future obligations for retiree medical insurance are even more alarming than their pension liabilities. Currently, according to the most recent Annual Financial Reports, the four cities do not have sufficient current assets to pay future medical insurance liabilities. West Sacramento has the highest funded status at 48%, meaning the city has enough assets to pay half its future liability. Winters has the lowest, at 0%. Figure 5 below provides four-city information.

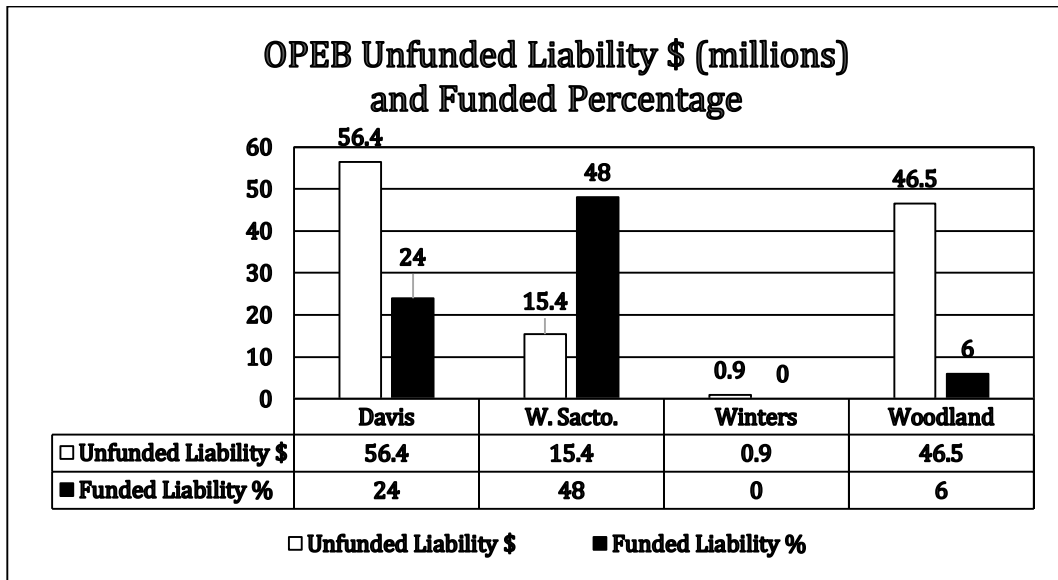


Figure 5. Other Post-Employment Benefits Unfunded Dollar Liability and “Funded” %.

- With respect to retiree medical insurance, most California cities were “pay as you go” until recently. In other words, cities budgeted and paid for each year’s required costs with little planning for the future. According to the FY2017-18 Adopted Budget, beginning in FY2013-14, the city of Woodland began funding OPEB contributions over and above historical pay-as-you-go levels. Each of Yolo County’s cities is approaching this issue with different strategies, according to their respective budget documents.

City Council Impact

- City councils have a fiduciary and fiscal responsibility regarding pension and retirement systems that is guided by the California Government Code. Under CA Government Code section 45342, “Any pension or retirement system adopted shall be on a sound actuarial basis and provide for contributions by both the city and the employee members of the system which shall be based on percentages of payroll to be changed only by adjustments on account of experience under the system.” Additionally, “Contributions shall be in the amounts which will accumulate at retirement a fund sufficient to carry out the promise to pay benefits to the individual on account of his service as a member of the system, without further contributions from any source” (CA Government Code section 45343).
- Historically, elected city councils have been pressured to agree to pension benefit enhancements based on overly optimistic, often inaccurate investment earnings projections. As a result, too many decision makers failed to realize that pension contributions would eventually become a significant burden on cities, counties and other governmental entities, and by extension, taxpayers. The “normal” contributions (see Bibliography, page 46, item 6) by employee and employer have been considered sufficient for pension plans to remain fully funded and fiscally solvent.
- In future years, most of the current local officials in each city will be gone due to normal voluntary or election turnover. Meanwhile, finding adequate monies to keep city pension and medical insurance plans solvent remains a critical and ongoing requirement and challenge for elected officials and their supporting city staff. The most common method of finding new revenue sources for retirement costs is through proposed new city taxes and fees, such as sales tax increases or parcel taxes. However, rarely are these tax or fee initiatives labeled as strategies to pay for employee retirement costs.
- According to Grand Jury interviews and city financial documents, developing and utilizing financial forecasting tools, such as those mentioned by the city of Davis in its Adopted Budget 2017-18, significantly improves continuity of knowledge across successive city councils. This financial forecasting tool shows the evolution of the city general fund’s share of total pension costs. Woodland also has a pension and OPEB forecasting analysis to educate its elected officials and staffs.

State vs. Local Decision Making

Making changes to city pension plans and Other Post-Employment Benefits is severely complicated by ever-changing state regulations. Regulations governing retirement benefit plans are spelled out in the California Public Employees’ Pension Reform Act of 2013 and the proposed California Public Employees’ Pension Reform Act 2018 (see Bibliography, page 46, items 4 and 5). CalPERS also has its own actuarial valuation (see

Glossary on page 47) and investment return criteria. In addition, local public employee labor contracts influence some benefit levels, employee contribution rates, and retirement ages.

FINDINGS

- F1. For many Yolo County residents, poor transparency and difficulties in accessing information make it hard to understand the consequences of mushrooming retirement benefit expenses and liabilities. This jeopardizes the citizens' ability to hold elected officials responsible for providing adequate funding to all high-priority services.
- F2. Several studies reveal that the retirement benefit system has been compromised by "golden handshakes" (e.g. special pension benefit deals or enhancements) and failure to consider the cost of lifetime benefits and likely investment earning levels. This happens every time a public agency negotiates a contract with its employees. Future fiscal solutions will depend, in part, on the public's willingness to hold state and local politicians accountable for their fiduciary responsibility as required by law and ethics (see Bibliography, page 46, item 10).
- F3. Many city councils seem to have found it politically unpalatable or fiscally difficult to find adequate funding resources to make high enough payments to reduce unfunded pension and other post-employment benefit liabilities beyond the required payments. Additionally, when revenue generation is increased (e.g., from bonds, parcel taxes, sales, or utility taxes or fees), the money collected that may be restricted for a specific purpose, makes available other unrestricted general funds to fund retirement cost increases. This is not always clearly communicated to the public.
- F4. Beyond CalPERS requirements, the four cities approach the transparency, analysis, management and containment of growing retiree costs in different ways. There is an opportunity for increased collaboration among the cities. For example, Davis has developed a financial forecasting tool that projects revenues and expenses many years into the future. Some cities show retirement costs' share of the "General" or "All" Funds.

RECOMMENDATIONS

- R1. By February 1, 2019, city councils and staff should conduct public education campaigns to increase transparency and awareness of the alarming burdensome impact on city service priorities that is being created by retirement pension and medical insurance costs. Examples of public education could be in the form of education forums, explanatory inserts in utility statements, multi-media articles and/or candid conversation at governmental meetings.
- R2. By February 1, 2019, city councils and staff should create a simple statistical template and/or graph that shows three-year past (actual) and projected (look back,

look forward) pension costs and liabilities and their impact (% of total) on the city budget General and All Fund base. This is necessary to assure transparency to the public (for an example developed by the Grand Jury, see the Appendix C on page 49).

- R3. By July 1, 2019, Yolo County city councils should investigate and consider alternatives to the existing CalPERS managed pension systems in order to achieve a more sustainable and less burdensome financial impact on city budgets. An alternative hybrid-defined pension option is included in the proposed Public Employees' Pension Reform Action of 2018 (Senate Bill B-32). Any alternative plans considered by city governments should be transparent to the public.
- R4. By September 1, 2018, collaboration among cities in Yolo County should be increased so that best practices in analysis and cost containment of pensions and other retiree benefits can be shared. The best practices and innovative ideas should be transparent to the public.

REQUIRED RESPONSES

Pursuant to Penal Code section 933.05, the grand jury requests responses as follows:

From the following governing bodies:

- City councils in Davis, West Sacramento, Winters, and Woodland – F1, F2, F3, F4; R1, R2, R3, R4.

INVITED RESPONSES

- City managers in Davis, West Sacramento, Winters and Woodland – F1, F2, F3, F4; R1, R2, R3, R4.

Note: The governing body indicated above should be aware that the comment or response of the governing body must be conducted subject to notice, agenda, and open meeting requirements of the Brown Act.

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GLOSSARY

- **Accrued Liability:** The total dollars needed as of the valuation date to fund all benefits earned in the past for current members.
- **Actuarial Valuation:** The determination, as of a valuation date of the Normal Cost, Accrued liability, and related actuarial present values of a pension or other benefit plan. These valuations are performed annually or when an employer is contemplating a change to its plan provisions.
- **Catch-up Costs:** This is explained under Unfunded Accrued Liability (UAL).

- **Funded Status:** A measure of how well funded, or how “on track” a plan or risk pool is with respect to assets versus accrued liabilities. A percentage greater than 100 means the plan or risk pool has more assets than liabilities and a percentage less than 100 means liabilities are greater than assets.
- **Normal Costs:** The annual payment (cost) for the upcoming fiscal year to pay for future retirement benefits for current employees. The normal cost should be viewed as the long-term contribution rate and is the amount that it will cost to pay for future benefits.
- **Other Post-Employment Benefits (OPEB):** Retiree benefits other than pensions, normally consisting on an employer’s contribution to medical insurance during retirement.
- **Public Employee Pension Reform Act (PEPRA):** California legislative reforms passed and implemented in 2003. There is a pending additional 2018 reform act currently moving through the legislature.
- **Unfunded Accrued Liability (UAL):** When a plan or pool’s value of assets is less than its Accrued Liability, the difference is the plan’s or pool’s Unfunded Accrued Liability (or unfunded liability). If the unfunded liability is positive, the plan or pool will have to make contributions exceeding the Normal Cost. This is commonly referred to as “catch-up” costs.

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

APPENDIX C

City Pension and OPEB Cost Trend Information Template

(created by the Grand Jury as an example for all cities to use as a simple tool to provide transparency for citizens to understand retirement benefits' impact on city budgets)

		2017-18 Grand Jury Budget Committee									
		City Pension and OPEB Analysis Information									
		5-year look back and 5-year look forward									
		FY12-13	FY13-14	FY14-15	FY15-16	FY16-17	FY17-18	FY18-19	FY19-20	FY20-21	FY21-22
General Fund											
PERS Misc. Employee*	\$										
PERS Safety*	\$										
Total	\$										
% of General Fund	%										
Other Post-Employ. Ben.**	\$										
% of General Fund	%										
Total Pension and OPEB	\$										
% of General Fund	%										
All Funds											
PERS Misc. Employee*	\$										
PERS Safety*	\$										
Total	\$										
% of All Funds	%										
Other Post-Employ. Ben.**	\$										
% of All Funds	%										
Total Pension and OPEB	\$										
% of All Funds	%										
Funded Liability Based on CALPERS and OPEB Actuarial Calculations											
PERS	\$										
	%										
OPEB***	\$										
	%										
*Actual Payments for Employer Costs from CalPERS Annual Valuation Report (Includes UAL + Actual Normal Costs)											
Employers Costs exclude:											
1. Statutory Employee Costs if not paid by City											
2. Negotiated Employees Share of Employers Costs											
**Annual OPEB Costs based on Retiree Healthcare Plan Actuarial Obligations											
***Based on Government Accounting Standard Board ruling 45 Actuarial Valuations and Projections											
Other post-employment benefits (OPEB) are the benefits that an employee will begin to receive at the start of retirement (not including pension benefits paid to the retired employee).											

Reporting and Analysis of Child Welfare Statistics by the Child, Youth and Family Branch of the Yolo County Health and Human Services Agency

SUMMARY

Since the highly publicized death of 19-day-old Justice Rees in 2015, Yolo County has made significant investments in child welfare services, from recruiting a new director for the Child, Youth and Family Branch to expanding social worker staff. Despite these efforts, however, six more Yolo County children have died at the hands of their parents in the past three years, while reports of severe child abuse, the number of children removed from their homes due to maltreatment, and the rate of reentry into foster care have increased dramatically. At the same time, the Branch has shifted more of its resources to responding quickly to reports of possible abuse, reducing the resources available for data recording and review.

The 2017-18 Yolo County Grand Jury concluded that without better data-analytic capabilities, the Child, Youth and Family Branch cannot assess the effectiveness of its interventions or identify emerging needs in a timely way. The Branch cannot efficiently determine which families require special attention based on risk factors for negative outcomes, or easily detect lapses in data entry. It cannot adequately monitor and determine if services provided to families are effective at reducing safety issues in the home. Moreover, the Branch cannot be as transparent with the public as it should be about the welfare of children who experience abuse or neglect in Yolo County.

Children who survive abuse or neglect suffer adverse outcomes throughout their lives, including impaired physical and mental health; poor school outcomes; and impaired performance as parents, with long-term effects on the next generation of children. The full range of effects of child abuse and neglect cost the county hundreds of thousands of dollars a year, not only for short-term social service interventions, but also for subsequent costs in terms of health care, school failure, drug abuse and treatment, and crime. To ensure that scarce resources are invested in ways that improve the lives of children and result in better long-term outcomes, the Child, Youth and Family Branch must have the ability to analyze thoroughly and learn from the data it collects. This requires skilled data-analytic professionals and should not fall on the shoulders of front-line social workers who are already overloaded with cases.

BACKGROUND

Several examples of extreme child abuse in Yolo County have been highly publicized:

- Case 1: Justice Rees, age 19 days, died in February 2015 after his mother, Samantha Green, under the influence of methamphetamine, spent the night outdoors with him in Ridge Cut Slough near Knights Landing.

- Case 2: Sophia, 12, and Sara, 9, were killed by their father, Hamdy Rouin, in a murder-suicide in West Sacramento on New Year's Eve in 2017.
- Case 3: Kelvin, 11, Julie, 9, and Lucas, 7, were strangled to death by their father, Robert Hodges, on September 13, 2017, in West Sacramento.
- Case 4: Aminatu-Amaya Abdul-Raafi, 4, died in Putah Creek in Winters on November 19, 2017. Her father, Markeese Leavell Carter, is in jail on charges that he drugged and sexually assaulted the child before drowning her.

Even though some of these children died before their families came to the attention of child welfare authorities, each death represents a failure of the system, sometimes due to inadequate communication and coordination between social services and law enforcement.

The challenge is immense. In 2017, more than 2,304 children were referred to the Child, Youth and Family Branch for alleged abuse or neglect. Of these cases, 1,278 met criteria for an in-person investigation by social workers (818 more than in 2016), and of these, 295 were placed in foster care. At present, some 400 children are in foster care in Yolo County.

The Child, Youth and Family Branch is required by multiple state and federal laws to collect a broad array of facts about each case. The Branch enters this data into a 20-year-old system developed and mandated by the state, known as the Child Welfare System/Case Management System (CWS/CMS), supplemented by various ancillary databases that the county has added over the years. This antiquated system is a burden to Branch social workers and although it is being revised and replaced at the state level, the next iteration is not guaranteed to help Yolo County social workers perform their jobs more effectively, and certainly not in the short run.

Trend information is generated by the California Child Welfare Indicators Project (CCWIP) at UC Berkeley under a contract with the California Department of Social Services. The CCWIP gathers data from county CWS/CMS systems statewide and mines that data to generate reports that are posted on a public website (http://cssr.berkeley.edu/ucb_childwelfare/). The reports include county-to-county comparisons, statewide averages, and trends over time. But without a dedicated team of Branch analysts trained to drill down into CCWIP reports and their own more recent data for insights into local trends and concerns, the CCWIP data are more useful for state-level monitoring than for specific monitoring and improvement at the county level.

In recent years, Yolo County has made major efforts to understand and address the issues that contribute to poor child welfare outcomes. These include a series of workshops held by the Board of Supervisors in 2016, and development of a Child Welfare Action plan later that year emphasizing the importance of databased decision-making. In addition, since January 2017, the Branch has slightly increased staff assigned to data analysis and

quality assurance from 0 to 1.5 full-time-equivalents by assigning three individuals to devote part of their time to this work. However, county Health and Human Services Agency leaders believe that 3 full-time data-analytic staff are the minimum needed to permit data-driven decision-making and effective continuous quality improvement.

APPROACH

The Grand Jury conducted interviews with representatives of the Board of Supervisors, County Counsel's Office, Child Dependency Court, Yolo County Health and Human Services Agency, and the Child, Youth and Family Branch.

The Jury also reviewed:

- California Child Welfare Indicators Project reports for Yolo County
- Transcripts of Board of Supervisors' 2016 workshops on child welfare
- California – Child and Family Services Review System Improvement Plan (8/3/15 to 3/3/20)
- California – Child and Family Services Review Annual SIP [System Improvement Plan] Progress Report (8/1/16 to 8/3/17)
- Yolo County Child Welfare Services Action Plan (revised 2/24/2017)
- Local and national news media articles about foster care and child abuse
- Social science literature about data analytics and child dependency court

DISCUSSION

The Grand Jury found that reports on the UC Berkeley CCWIP site are often based on out-of-date information, and that relying on this information can hamper progress. For example, when the Yolo County Board of Supervisors held a series of hearings on child welfare in 2016, the county's foster care reentry rate had been rising rapidly, but this trend did not become evident to Branch staff until the following year. The reentry rate reflects cases in which a child who has been removed from the home and placed in foster care is returned to his or her family only to be removed again within one year because of repeated abuse or neglect. Such cases indicate that the families in question did not receive adequate services to address their problems, or are incapable of safely caring for a child.

In addition, the CCWIP trend data is only as good as the information entered at the county level – and Yolo County has experienced significant lapses in entering data. For example, for several years, required information about foster children's health and dental care was not consistently recorded because of turnover in the public health nurse position responsible for entering this information.

Even when data are entered correctly and in a timely manner, mining the data for information to guide practice is difficult. For example, Child, Youth and Family Branch staff recently completed a review of 30 foster care reentry cases in an effort to understand why the reentry rate had doubled. The case-by-case review required about 5 hours per case. Better data-analytic capabilities could shorten this to 30 minutes, according to estimates from Branch staff.

Currently, social workers do not receive automated alerts that could stave off crises. For example, group homes do not keep a foster child if the psychotropic medication prescribed for that child runs out and the order for the medication has expired. An automatic alert could help social workers ensure that medication orders remain current.

Outmoded data-analytic systems, data entry lapses, and a shortage of data-analytic capabilities also make it difficult for the Branch to provide the public with something the Grand Jury deems desirable: a website dashboard that keeps the public informed of challenges, successes and needs in child welfare in Yolo County. At present, until reports to the Board of Supervisors are presented at board meetings and reported in local newspapers, the public is unaware of how many children are being removed from their homes, for what reasons, and with what outcomes. The public does not know how many children are in foster care at any particular time, or how many children find foster homes within and outside the county. Crucially, without timely data, citizens are not sufficiently aware of the problems associated with child abuse and neglect, including the importance of recruiting new foster parents. When there are too few foster parents available in Yolo County, children removed from abusive or neglectful homes must be placed in foster homes outside the county, making it more difficult for those children to see their friends and family members, and more costly and time-intensive for Yolo County social workers to keep track of the far-flung cases.

Although the Grand Jury is aware of the burdens already placed on the Child, Youth and Family Branch, which has made important progress during the past two years in implementing action items spelled out in its Child Welfare Action Plan, the Grand Jury has concluded that the Branch needs a dedicated unit for data analysis and quality improvement. The goal of this unit would be to streamline data collection, storage, and analysis, and to summarize the data in ways that make it easier to answer quality-control questions. At present, such questions are time-consuming and onerous for staff to answer; for example: What risk factors predict negative outcomes, and how can families with those risk factors be identified and given additional attention to prevent tragedies? When services are provided to parents, how effective are the services? When services are not effective, why? What emerging trends (for example, changes in opioid abuse rates within the county, or impacts of marijuana legalization) deserve attention? When there are mistakes resulting in harm to children, how well are they understood and corrected in future cases?

None of this discussion is meant to question the sincerity or dedication of Yolo County social service workers. The Health and Human Services Agency staff members who were interviewed by the Grand Jury realize that the highly publicized deaths of children, mentioned above, have caused the Branch to put the vast majority of its efforts into responding quickly to new cases, and this has stretched the already inadequate resources available for data analysis and quality assessments. The interviewed staff members heartily agreed that creating a “continuous quality improvement unit” is essential to better protecting Yolo County children from harm and using existing and future resources wisely.

FINDINGS

- F1. The CWS/CMF database system used by the Child, Youth and Family Branch was introduced in 1997 and is awkward and outdated, requiring social workers to spend nearly half their time on data entry and making analyses difficult. The state is working on a new-generation data system, known as CWS CARES (California Automated Response and Engagement System). However, delivery of this new system, promised in 2017, may still be several years away.
- F2. Social workers in the Child, Youth and Family Branch of the Yolo County Health and Human Services Agency have extremely important and stressful jobs that affect many aspects of our community, from schools to unemployment rolls to prisons. When social workers are required to grapple with antiquated and cumbersome data systems, their morale suffers and the time they can devote to keeping Yolo County children safe is diminished.
- F3. Child welfare staff cannot efficiently and effectively monitor and identify trends in such variables as reentry into the foster care system, timely medical and dental interventions, or the role of parental drug abuse. Because of this, Child, Youth and Family Branch staff, along with county supervisors and the general public, can be blindsided by sudden spikes in negative outcomes that make headlines and generate reactive responses, to the detriment of efforts to systematically improve child welfare services and outcomes.
- F4. The county’s Child Welfare Action Plan calls for continuous, data-driven quality improvement, but the Child, Youth and Family Branch does not have sufficient data-analytic resources to fully engage in continuous quality improvement. The paucity of data-analytic resources means that the Branch cannot easily provide regular updates to the public concerning trends, challenges, and successes. Instead, the public tends to hear about the child welfare system only when there is a crisis (such as the death of a child), creating negative perceptions that may interfere with recruiting foster parents and other kinds of community support.

RECOMMENDATIONS

- R1. By October 31, 2018, the Child, Youth and Family Branch of the Yolo County Health and Human Services Agency should submit a proposal to the Board of Supervisors for a continuous quality improvement unit charged with streamlining data collection and introducing tools that will enable the Branch to use data to drive decisions and measure success.
- R2. By January 1, 2019, The Board of Supervisors should provide funding for a viable continuous quality improvement unit.
- R3. By July 1, 2019, the Child, Youth and Family Branch should create a website dashboard that keeps the public informed of child welfare challenges, successes, and needs, including information related to the need for more foster parents in the county.

REQUIRED RESPONSES

Pursuant to Penal Code section 933.05, the Grand Jury requests responses as follows:

From the following governing body:

- Yolo County Board of Supervisors – F2, F3, F4; R2

INVITED RESPONSE

From the following individual:

- Director, Child, Youth and Family Branch, Yolo County Health and Human Services Agency – F1, F2, F3, F4; R1, R3

Note: The governing body indicated above should be aware that the comment or response of the governing body must be conducted subject to the notice, agenda and open meeting requirements of the Brown Act.

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

Did the 2016-17 Grand Jury Improve Local Government? Responses to the 2016-17 Grand Jury Report

SUMMARY

The purpose of the Yolo County Grand Jury is to act as a citizen “watchdog,” to review and investigate citizen complaints about local government, and to report its findings and recommendations to Yolo County residents. The 2016-17 Grand Jury conducted and published six investigative reports, with a total of 43 findings and 30 recommendations. They included:

- Are Yolo County Schools in Compliance with School Safety Plans?
- California Connections to Success Act: A Better Bridge to Adulthood
- Yolo County Elections Office Indiscretions and Culpability
- Yolo Habitat Conservancy: Perseverance, Preservation and Possibilities
- Yolo County Adult and Youth Detention Facility Inspection
- Bicycle Safety

This report briefly describes each investigation, summarizes its findings and recommendations, and describes agency and individual responses to the findings and recommendations.

BACKGROUND

Although the Grand Jury reports to the Superior Court of California, County of Yolo, it is a wholly independent body with authority to investigate any function of city or county government or of tax-supported agencies or districts operating in Yolo County. The California Constitution of 1849-50 authorized grand juries, and they are governed by California Penal Code sections 888 through 939.91 and Government Code sections 3060 through 3075.

Each year, 19 Yolo County residents are selected by the court for one-year terms running from July 1 to June 30. At the end of the term, the Grand Jury publishes a report of its investigations and recommendations.¹ Elected officials or elected heads of agencies investigated by the Grand Jury are required to comment on the findings and recommendations within 60 days, and governing agencies such as boards and councils are required to comment within 90 days.

¹ These reports are available on the Grand Jury’s website at <http://www.yolocounty.org/business/community/grand-jury/yolo-county-grand-jury-reports>, and at all Yolo County libraries.

Penal Code section 933.05 details the responses to Grand Jury findings and recommendations. For findings, respondents must indicate whether there is full or partial agreement or disagreement with each finding and specify the portion of the finding that is disputed, with an explanation of the reasons for the dispute.

For recommendations, respondents must include one of the following:

- The recommendation has been implemented. This response must include a summary of the implemented action.
- The recommendation has not yet been implemented but will be in the future. This response must include a timeframe for implementation.
- The recommendation requires further analysis. This response must explain the scope and parameters of an analysis or study and include a timeframe for the review, not to exceed six months from the date of publication of the Grand Jury Report.
- The recommendation will not be implemented. The respondent must provide an explanation for the negative response.

There are a number of reasons for an agency not to implement an otherwise valid recommendation: (1) the agency has already implemented a program that addresses the recommendation's goal; (2) the recommendation duplicates a function or activity of another agency; (3) the agency is aware of information not available to or not considered by the Grand Jury, leading the agency to believe that the recommendation will not achieve its intended purpose.

RESPONSES TO THE 2016-17 GRAND JURY REPORT

Below we summarize the six investigations undertaken by the 2016-17 Grand Jury, along with the findings, recommendations, and responses for each report. All responses are included in the Appendix.

Are Yolo County Schools in Compliance with School Safety Plans?

In the wake of recent incidents of school violence, school safety has become a national concern. California law (California Education Code Sections 32280 to 32289) requires each school district to develop and annually update comprehensive school safety plans, and each school site to implement a safety plan. The Grand Jury surveyed and visited school sites in Yolo County's five school districts to determine if Yolo County schools were in compliance with California law and policies, specifically those focused on safe access to schools.

The Grand Jury found that all districts except Winters Joint Unified School District had been updating and reporting on their Comprehensive School Safety Plans annually. (Individual school sites in Winters appropriately maintained safety plans.) Subsequent to Grand Jury inquiries, Winters developed a Comprehensive School Safety Plan and

planned to send it to its governing board by October 2017. Jurors also found that all districts regularly conduct safety training. The Grand Jury noted that Washington Unified School District in West Sacramento has an exemplary school safety plan.

The Grand Jury found varying policies and practices among districts and specific schools in regard to perimeter fencing, access to offices and schoolrooms, visitor check-in procedures and signage, and student awareness of school safety. The Jury also found a lack of regular communication among the school districts regarding school safety plans.

Recommendations

Recommendations	Implemented (# of Districts)	Will Be Implemented (# of Districts)	Requires Further Analysis (# of Districts)	Will Not Be Implemented (# of Districts)
R.1: Feasibility Study of Perimeter fencing.	1	1	2	1
R.2: Locked gates.	2	0	2	1
R.3: Limited access/visitor check in.	3	2	0	0
R.4: Signs with instructions for visitors.	2	3	0	0
R.5: Adult monitors at open gates.	2	0	3	0
R.6 :Safety Training and awareness.	3	2	0	0
R.7: Compliance with Education Code safety provisions.	3	2	0	0
R.8: Regular networking on school safety.	3	2	0	0
R.9: Modify MOU between Winters JUSD and Yolo County Library.	0	1	0	0
R.10: Board of Supervisors establish procedures re Yolo Avenue safety for Esparto JUSD students.	NA	NA	NA	1 (County Board of Supervisors)

Specific recommendations and aggregated responses are listed in the chart above. Overall, school districts agreed that the issues raised by the Grand Jury were important and indicated that they had already implemented or were in the process of implementing most of the recommendations.

On two issues there was disagreement with the Grand Jury. The Grand Jury recommended that each district conduct a feasibility study regarding installation of perimeter fencing and locked access to school sites, but the Davis Joint Unified School District responded that it would not undertake this effort. After evaluating safety issues, the district concluded that it did not want to implement perimeter fencing and locked gates at most campuses except in areas serving very young children. The Davis district noted that its policy is consistent with the Civic Center Act (Education Code Section 38130 et seq.), which requires the districts to make school facilities and grounds available to citizens and community groups after school hours. The Davis district also reported that it had implemented adequate safety policies and was continuing to work closely with local law enforcement agencies to maintain security during school hours. Esparto Unified School District also partially disagreed with the overall fencing recommendation but is currently considering fencing around its junior high school.

There was also disagreement regarding the recommendation that the Yolo County Board of Supervisors establish procedures to address and correct traffic safety issues along Yolo Avenue in Esparto. The CAO, on behalf of the Board of Supervisors, responded that the recommendation would not be implemented, as Yolo Avenue in Esparto is a state highway (California State Route 16) not under the county's jurisdiction. However, the CAO said the district will continue to work collaboratively with the state to address road safety issues on state highways in Yolo County.

California Connections to Success Act: A Better Bridge to Adulthood

In 2012, Yolo County implemented the Extended Foster Care Program that permitted foster youth to remain in foster care to age 21 if they were in school, working or had a condition that precluded education or work. The 2016-17 Grand Jury evaluated the program at its 5-year mark, assessing its success at preparing youth for adulthood by looking at educational, employment, and other outcomes for youth leaving foster care. The review determined that almost all eligible foster youth in Yolo County opt to participate in the program; that Yolo County social workers and juvenile probation officers create innovative options to help young people prepare to live independently; and that the program has helped to increase rates of high school graduation and college enrollment among foster youth. The Grand Jury also found that high housing costs preclude most youth from finding housing within the county and that foster youth face serious transportation obstacles that impede finding and sustaining employment. Respondents fully or partially agreed with these findings.

Recommendations

Recommendations	Implemented	Will Be Implemented	Requires Further Analysis	Will Not Be Implemented
R.1 Promote and advocate participation in Extended Foster Care.	X			
R.2 Increase funding for financial assistance for participants' housing.				X
R.3 Initiate low-cost housing options for participants.				X
R.4 Collaborate to improve transportation options for participants.				X
R.5 Develop data systems to track outcomes for participants.	X Partial	X Partial		
R.6 Evaluate mental health services in child welfare.		X		

Key recommendations and responses from the county CAO, on behalf of Child Welfare Services and the Chief Probation Officer include:

- **Housing:** Jurors recommended increasing the budget for the Independent Living Skills Program to cover needed financial assistance to youth renting apartments, and initiating low-cost housing options for youth in Extended Foster Care. Respondents noted that The recommendations will not be implemented because they are unreasonable and beyond the purview of Yolo County Child Welfare Services. The respondents provided no explanation regarding why the recommendations are unreasonable or beyond the purview of the agency.
- **Transportation:** Jurors recommended that the county collaborate with local transportation agencies and nonprofit agencies to improve and fund transportation options for foster youth pursuing education and employment. Respondents replied that the recommendation will not be implemented because it is not warranted and not reasonable. Existing services (local transport options), as well as assistance with monthly bus passes, Amtrak, airfare, and gas cards are already utilized by the county to assist youth. While the Child, Youth, and Family Branch Independent Living Program will increase informal connections for youth to increase support services, such as transportation to education and employment, the county does not control transportation funding.

- **Program Evaluation and Data Tracking:** Jurors recommended that the county develop systems to analyze, track, aggregate, and report data on youth in the Extended Foster Care Program, and to evaluate new mental health services implemented within Child Welfare Services. Both recommendations are being implemented.

Yolo County Elections Office Indiscretions and Culpability

The 2016-17 Grand Jury investigated a complaint regarding operations of the Elections Office, part of the Assessor/Clerk-Recorder/Registrar of Voters Department, between July 1, 2005, and December 31, 2015. The complaint cited a range of issues including misuse of public funds, noncompliance with county policies and procedures, conflicts of interest, poor leadership, nepotism and cronyism. Jurors also received the report of a special review of the Elections Office conducted by the Yolo County Department of Financial Services to identify areas for improvement. As a result of that review the Assessor/Clerk-Recorder/Registrar of Voters Office developed a corrective action plan to be implemented by a new Executive Officer appointed to complete the term vacated by the previous elected official.

Based on its investigation, the Grand Jury established ten findings related to nepotism, favoritism, management by intimidation, lack of or ineffective staff and management training, poor morale, and accounting practices that varied from policy. The county Chief Administrative Officer, responding on behalf of his office and the Board of Supervisors, Human Resources Director, Chief Financial Officer, and General Services Director, disagreed wholly or partly with six of the ten findings, citing such reasons as lack of evidence, Grand Jury misunderstanding of law or county policy, and misinformation or lack of knowledge regarding the authority of the Elections Office to implement the recommendation.

Recommendations

Recommendations	Implemented	Will Be Implemented	Requires Further Analysis	Will Not Be Implemented
R.1 Elected officials follow county policies, procedures, and practices in the execution of their duties and responsibilities.	X			
R.2 Elected officials and all employees trained in appropriate use of county property and equipment,	X Partial	X		

Recommendations	Implemented	Will Be Implemented	Requires Further Analysis	Will Not Be Implemented
R.3 County-purchased equipment issued with inventory tag. Electronic equipment purchased through the General Services and inventoried annually.			Partial	Partial Some electronic equipment will not be purchased by General Services and inventoried annually.
R.4 Review and revise the county's mandated training requirements and compliance	X			
R.5 Standardized training on Policies and Procedures to for all administrators, supervisors, directors, and department heads; annual review of new policies and procedures for elected officials	X Partial	X Ongoing		
R.6 Training for accounting personnel related to accounts payable and receivable and all department contracts.	X Partial	X Ongoing		
R.7 Records to ensure compliance of the employees who are required to attend training in financial practices.		X		
R.8 Ensure job titles within the county Assessor/Clerk-Recorder/Registrar of Voters office have job descriptions and employees have titles complete with job descriptions and responsibilities. Review and revise the evaluation standards for job classifications to establish fair, objective guidelines.	X			
R.9 Annually review hiring practices to eliminate instances of nepotism				X
R.10 Review and update the Harassment and Ethics online training programs	X Partial	X		
R.11 Revise and extend the current 360-degree evaluation process to include all elected officials and department heads.	No Response			

Respondents agreed with and have already implemented or will implement most of the recommendations listed above to improve management practices, adherence to county policies and procedures, use of county property, employee training, accounting practices, personnel practices, and ethics training. Two recommendations were rejected. One that called for an annual review of hiring practices to eliminate nepotism was rejected as unwarranted, and one to purchase all electronic equipment through General Services and inventory equipment annually was rejected on grounds that it would create a work backlog and significantly delay procurement.

Yolo Habitat Conservancy: Perseverance, Preservation and Possibilities

The 2016-17 Grand Jury re-opened its predecessor’s 2015-16 investigation of the Yolo Habitat Conservancy’s process to develop a county Conservancy Plan. The Jury reported lingering concerns that budget documents were not self-explanatory and appeared to suggest financial improprieties regarding salaries and payments for consultants. The Jury also remained concerned about the very long timeline (over 15 years) and high cost to prepare the plan, which had not been released by the start of the investigation.

By the close of the 2016-17 term, the Conservancy had released its plan for public comment, had adopted and was using acceptable accounting practices. The Jury also found that the Conservancy had an outstanding balance of \$1,767 from a loan from the Yolo County Treasury. Respondents to the 2016-17 Report agreed with the findings but noted that the current balance was zero.

Recommendation

Recommendation	Implemented	Will Be Implemented	Requires Further Analysis	Will Not Be Implemented
R.1: Repay Yolo Habitat Conservancy loan from the county	X			

The Grand Jury recommended that the loan be repaid. Respondents reported that the current balance of the loan was zero and that the Conservancy account maintained a positive balance.

Yolo County Adult and Youth Detention Facility Inspection

California Penal Code 919(b) requires that each county’s Grand Jury annually “inquire into the condition and management of the public prisons within the county.” The 2016-17 Yolo County Grand Jury inspected facilities and operations for adults operated by the Yolo County Sheriff’s Office at the Monroe Detention Center and the Walter J. Leinberger Memorial Center. In addition, the Grand Jury inspected the Juvenile Detention Facility operated by the Yolo County Probation Department. Staff were

interviewed at all facilities, and adult inmates were randomly selected to discuss housing, treatment, and programming opportunities. Juvenile inmates were not interviewed due to legal and privacy constraints.

The Grand Jury found that all three facilities were clean, orderly and in good repair. Areas of concern noted in the 2015-16 Grand Jury report had been addressed. No new areas of concern were found in the Juvenile Detention Facility.

Jurors found that although the Yolo County Sheriff's Office is ultimately responsible for the health and safety of all inmates in its custody, it does not adequately follow up with the medical provider's contract manager at the Yolo County Department of Health and Human Services to ensure that corrections to documented violations in the jail's medical facility and services have been made.

Recommendation

Recommendation	Implemented	Will Be Implemented	Requires Further Analysis	Will Not Be Implemented
R.1 Implement procedures to ensure accountability for the remediation of violations noticed by all contractors				X

The Grand Jury recommended that the Sheriff's Office implement policies and procedures to ensure accountability for the remediation of violations noticed by all contractors, including those managed by other departments within the county. They further recommended that the Sheriff's Office follow up, in writing, with external departments that administer contracts executed for Sheriff's Office facilities when these departments are notified of existing violations. Both the Sheriff and the County Administrator's Office, writing on behalf of the Director of Health and Human Services, Chief of Probation Officer, and Yolo County Board of Supervisors responded that the recommendation will not be implemented because it is not warranted. They noted that current procedures ensure accountability, including bi-weekly meetings to discuss any concerns or violations, quarterly meetings to discuss contractual issues and inmate medical and mental concerns, and maintenance of all inspection reports and grievances. Further, the Sheriff stated that current communications with the Department of Health and Human Services and the contracted health provider are excellent.

Bicycle Safety

The 2016-17 Grand Jury reviewed the 2013 County of Yolo Bicycle Transportation Plan and investigated whether adequate consideration is given to promoting bicycle safety and developing biking-related facilities throughout the county.

The Grand Jury found that the Bicycle Transportation Plan addresses safety needs, follows statewide standards, and provides a reasonable and systematic approach to upgrading and repairing streets and roads. The Jury also found that the 2008 economic collapse reduced overall funding available to implement the Bicycle Transportation Plan, and that unincorporated areas of the county faced a funding shortfall. Further, the Jury found that a lack of regular communication among entities had prevented input to pool Resources and ideas. While the Yolo County Transportation Advisory Committee agreed with the Grand Jury’s overall findings, respondents representing Yolo County cities offered varying viewpoints. West Sacramento and Woodland stated that they were not included in reviewing the Bicycle Transportation Plan, and Davis noted shortfalls in the plan. The cities also noted various issues with funding, and disputed the Grand Jury’s findings regarding how funds were allocated.

Recommendation

Recommendation	Implemented	Will Be Implemented	Requires Further Analysis	Will Not Be Implemented
R.1 Host regular meetings with all parties to share issues related to bicycle safety.				X

The Grand Jury recommended that the Yolo County Transportation Advisory Committee and Yolo County Transportation District host regular meetings of organizations and local governments to share implementation hurdles, ideas for funding, coordination of priorities and resources, and other issues related to bicycle safety. All respondents declined to implement the recommendation for regular meetings, considering it unreasonable and unwarranted because existing communication was adequate.

CONCLUSION

This summary of responses to the 2016-17 Grand Jury Final Report reflects comments received and measures taken by the investigated parties and governing bodies. Agency and individual comments were timely and generally cooperative with the Grand Jury. Of the thirty recommendations made in the 2016-17 report, seventeen were already or will be implemented by respondents, and eight were rejected. In addition, four recommendations were implemented by some respondents, rejected by others, and required additional analysis by still others, and one recommendation required no response. Almost all negative responses stated the underlying reason(s) for non-implementation. The potential benefits of the implemented recommendations are evidence that the Yolo County Grand Jury continues to serve as a useful agent for positive change.

All findings, recommendations, and responses appear in the Appendix.

BIBLIOGRAPHY

2016-17 Yolo County Grand Jury Final Report, June 30, 2017, at <http://www.yolocounty.org/business/community/grand-jury/yolo-county-grand-jury-reports>

APPENDIX D

REPORT TITLE: ARE YOLO COUNTY SCHOOLS IN COMPLIANCE WITH SCHOOL SAFETY PLANS?

	Findings	Responses	Date	Who's to Respond
F1	With the exception of Winters Joint Unified School District are in compliance with the yearly update and reporting per the Education code Requirements for Comprehensive School Plans	Esparto Unified School District agrees of finding.	8/28/2017	Esparto Entire School Board
		The Woodland Joint Unified School District, hereafter referred to as WJUSD, agrees that WJUSD are in compliance with the yearly update and reporting per the Education Code Requirements for comprehensive School Safety Plans.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		The Yolo County Office of Education (YCOE) engages in partnerships, support and technical assistance with, and on behalf of schools and school districts in Yolo County, including school safety plans. However, each district is responsible for developing and implementing its own process for ensuring compliance with California Education Code as it relates to school safety plans. It is outside of YCOE's jurisdiction to require any school district in the county to comply with Education Code requirements for comprehensive school safety plans.	8/2/2017	Jesse Ortiz, Ed.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Agree - Washington Unified School District (WUSD) is in compliance with the yearly update and reporting per the Education Code Requirements for Comprehensive School Safety Plans.	8/14/2017	Linda C. Luna, District Superintendent and the Board

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings	Responses	Date	Who's to Respond
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	<p>The County Board and the County Superintendent work hand in hand in co-governance over the Yolo County Office of Education. The County Board of Education concurs with the letter the Grand Jury received from Superintendent Ortiz and is in full support of Dr. Ortiz's response. The Board did, however, want to bring the Grand Jury's attention that the Yolo County Office of Education also functions in some ways like a school district and operates its own schools. These schools were not included in the Grand Jury's review, but serve some of our county's most needy students. We operate:</p> <p>Greengate - an extraordinary, self-contained educational setting for students with special needs; Dan Jacobs School - a WASC accredited school offering educational opportunities to students housed in the Yolo County Juvenile Detention Center; Cesar Chavez Community Schools - accredited, public high schools located in Woodland and West Sacramento that serve students on formal or informal probation or students who have been expelled from other schools in the county. The Yolo County Office of Education is extremely proud of these schools and the services they provide to students - including keeping these students safe and learning.</p>	9/26/2017	Matt Taylor, President Yolo County Board of Education
	The District agrees with this finding as it relates to the operations of the Davis Joint Unified School District.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F2	School Districts regularly conduct safety training for all school employees, usually at the beginning of the school year. Some Districts provide more comprehensive training throughout the school year.	8/28/2017	Esparto Entire School Board

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings		Responses	Date	Who's to Respond
		WJUSD agrees with this finding. WJUSD conducts regular safety training for all school employees.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, Ed.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Agree - WUSD regularly conducts safety training for all school employees, usually at the beginning of the school year and will provide additional training throughout the school year.	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
		The District agrees with this finding as it relates to the operations of the Davis Joint Unified School District.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F3	Washington Joint Unified School District does an exemplary job with its Comprehensive School safety Plan and execution on all campuses.	No Response Needed	8/28/2017	Esparto Entire School Board
		No Response Needed	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings		Responses	Date	Who's to Respond
		Agree - WUSD does an exemplary job with its Comprehensive School Safety Plan and execution on all campuses	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
		No Response		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F4	There is a lack of regular and on-going communications among the five Yolo County School Districts regarding School Safety Plan issues that would affect all Districts. Meeting regularly and discussing shared concerns would allow ideas and solutions to be presented.	Esparito Unified School District disagrees of finding. Superintendents of Yolo County School districts meet on a monthly basis at the Yolo Co Office of Education, at which time safety concerns may be raised and discussed collectively to determine effective resolutions.	8/28/2017	Esparito Entire School Board
		WJUSD agrees with this finding. Communication among the five Yolo County School Districts regarding School Safety Plans does occur on an individual basis. Ongoing and consistent communication regarding issues that would affect all Districts would allow for collaborative idea and solution development.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Agree - Meeting regularly among the five (5) Yolo County School Districts would allow ideas and solutions to be presented.	8/14/2017	Linda C. Luna, District Superintendent and the Board

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings		Responses	Date	Who's to Respond
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
		The District disagrees with this finding. The superintendents of the Yolo County School Districts meet on a monthly basis at the Yolo County Office of Education, at which time safety concerns may be raised and discussed collectively to determine effective resolutions.		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F5	Access to many campuses within some districts is not restricted by fencing. Public walkways/bike paths run directly through some of the campuses. Gates at some campuses are not secured during school hours.	Esparto Unified School District disagrees partially as it relates to the operations of the Esparto Unified School District. The lack of fencing around some District campuses is consistent with the purposes provided in the Civic Center Act, which requires the District to make school facilities and grounds available to citizens and community groups. While the District priorities school safety and takes seriously the rare tragedies of school violence, it must also balance such concerns with valid District's school site council considers that evaluation in drafting its comprehensive safety plan. Notwithstanding, the district is in the process of requesting quotes from local fencing contractors for fencing around the junior high school entrance as well as other fences within the District. The request will be finalized on 9-30-17.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this finding. Some campuses within WJUSD are not restricted by fencing.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings	Responses	Date	Who's to Respond
	Agree - Access to some campuses is not restricted by fencing. Gates at some campuses are not secured during school hours because not all gates have panic bars to exit from the inside without a key.	8/14/2017	Linda C. Luna, District Superintendent and the Board
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	The District disagrees partially with this finding as it relates to the operations of the Davis Joint Unified School District. Although the District acknowledges its campuses' proximity to public bike trails and city parks, it has implemented adequate policies and continues to work closely with local law enforcement agencies to maintain security during school hours. The public bike trails and parks are distinctive of the city of Davis and the District's school site councils considers this characteristic in drafting their comprehensive safety plans. The lack of perimeter fencing around some District campuses is consistent with the purposes provided in the Civic Center Act, which requires the District to make school facilities and grounds available to citizens and community groups after school hours. While the District prioritizes school safety and takes seriously the rare tragedies of school violence, it must also balance such concerns with valid community interests. The safety policies put in place reflect that assessment. Additionally, according to the District's 2015 comprehensive safety assessment conducted by expert consultants, the lack of perimeter fencing as found to be reasonable given the city's low crime rate and the District's initiative to implement property line demarcations and additional signage, discussed in more detail below. Lastly, rather than implement perimeter fencing around all campuses, the District has completed strategic fencing projects on several school sites by implementing higher fencing around playground areas occupied by kindergarten and other young children.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

	Findings	Responses	Date	Who's to Respond
F6	Visitors to campuses are not properly instructed to safety procedures to be followed. Check-in procedures for visitors are often not adequately clarified at some campuses.	The District disagrees wholly with this finding as it relates to the operations of the Esparto Unified School District. District Board Policy/Administrative Regulation 1250 delineates the check-in procedures for visitors at all school sites. A visitor shall, upon request, furnish the principal or designee with his/her name, address, and occupation, his/her age, if less than 21, his/her purpose for entering school grounds, proof of identity, if necessary, and other information consistent with the provisions of law. Additionally, safety procedures are posted visibly near the entrance of each campus and District office. Visitors are also typically accompanied by school personnel who are well-informed in the use of the emergency card and safety procedures.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this finding. Consistency in instructing safety procedures to visitors in an area of need. WJUSD will be providing training, reminders, and clear procedures for instruction and clarifying safety procedures to be followed	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Disagree - Visitors to campuses are properly instructed to safety procedures to be followed. Check-in procedures for visitors are clarified at all WUSD campuses.	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings	Responses	Date	Who's to Respond
	<p>The District disagrees partially with this finding as it relates to the operations of the Davis Joint Unified School District. The District Board Policy/Administrative Regulation 1250 clearly delineates the check-in procedures for visitors at all school sites. A visitor shall, upon request, furnish the principal or designee with his/her name, his/her purpose for entering school grounds, proof of identity, if necessary, and other information consistent with the provisions of law. Additionally, visitors are made aware of safety procedures. As discussed in F-10 below, the District displays a one page 11X17 card on the wall of every classroom and workspace, which details proper safety procedures. Visitors are also typically accompanied by school personnel who are well-informed in the use of the emergency card and safety procedures. Although not all sites currently have visible signage directing visitors to check in at the main office before entering campus, the District is currently rectifying this and expect to have proper signage implemented on all school sites within 18-24 months from September 1, 2017.</p>	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F7	<p>Students are not made aware of the importance of safety plan compliance and their role in assuring a safe school environment.</p> <p>The District disagrees wholly with this finding as it relates to the operations of the Esparto Unified School District. District students annually participate in lockdown/shelter and fire evacuations drills. Additionally, the District annually posts the school site emergency procedures on the District's website. Parents/guardians are informed of the procedures in their "Enrollment Packet," and students are informed of the procedures in their Student Handbooks. The foregoing practices inform students of the importance of safety plan compliance and their role in assuring a safe school environment.</p>	8/28/2017	Esparto Entire School Board

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings	Responses	Date	Who's to Respond
	<p>WJUSD agrees with this finding. While some students are aware of safety plan compliance and their roles in assuring safe school environments, WJUSD believes that more can be done in this area to support all students knowing safety plans and their roles in assuring a safe school environment. WJUSD will be supporting this effort with assemblies, trainings, and drills throughout the school year.</p>	8/7/2017	<p>Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District</p>
	<p>No Response</p>	8/2/2017	<p>Jesse Ortiz, ED.D., Yolo County Superintendent of Schools</p>
	<p>Agree with the Findings</p>	6/19/2017	<p>Todd Cutler, Ed.D., Winters Joint Unified School District</p>
	<p>Disagree - Students are made aware of the importance of safety plan compliance and their role in assuring a safe school environment.</p>	8/14/2017	<p>Linda C. Luna, District Superintendent and the Board</p>
	<p>No Response</p>	8/1/2017	<p>Pat Blacklock on behalf of Yolo County Board of Supervisors</p>
	<p>The District disagrees wholly with this finding as it relates to the operation of the Davis Joint Unified School District. At least twice a year, District students participate in lockdown/shelter and various evacuation drills. Additionally, the District distributes information about school site emergency procedures to students and parents/guardians annually. The foregoing practices inform students of the importance of safety plan compliance and their role in assuring a safe school environment.</p>	9/7/2017	<p>Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D Superintendent and Tom Adams, Vice President, Board of Education</p>

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

	Findings	Responses	Date	Who's to Respond
F8	Access allowed only to the office area of campuses with all other areas secured within fencing is not provided at many campuses within the Districts. Campus offices are not always located at the main entrance to campuses.	The District disagrees partially with this finding as it relates to the operations of the Esparto Unified School District. All campus offices are located at the main entrance to each school site. While the District acknowledges that there may be other potential access points, most campuses are secured by four- or six-foot high exterior fences. As noted above, the district is in the process of requesting quotes from local fencing contractors for fencing around the junior high school entrance as well as other fences within the District The request will be finalized on 9-30-17.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this finding. Some campuses are not fenced in and thus Administration offices are not always located in main entrance to campus.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Disagree Partially - Access is allowed only to the office area of campuses with all other areas secured within fencing at most school sites. Fencing exists at all school sites; however, gates at some campuses are not secured during school hours because not all gates have panic bars to exit from the inside without a key.	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings		Responses	Date	Who's to Respond
		The District disagrees partially with this finding as it relates to the operations of the Davis Joint Unified School district. As previously stated in F-5, the lack of perimeter fencing around some District campuses is not only consistent with the purposes provided in the Civic Center Act, but is also reasonable given the city's low crime rate and the District's initiative to implement strategic fencing, property line demarcations and additional signage. Although not surrounded by perimeter fencing, all campus offices are located at the main entrance to the District school sites.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F9	Appropriate signage directing visitors to the office areas is lacking at several district campuses.	The District disagrees wholly with this finding as it relates to the operations of the Esparto Unified School District. Pursuant to District Board Policy/Administrative Regulation 1250, signage is posted at every entrance to each District campus setting forth visitor registration requirements, hours during which registration is required, the registration location, the route to take to that location, and the penalties for violation of registration requirements.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this finding, WJUSD is investing in signage to support directing visitors to office areas	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Agree - Appropriate signage directing visitors to the office areas are at every school site in WUSD.	8/14/2017	Linda C. Luna, District Superintendent and the Board

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Findings	Responses	Date	Who's to Respond	
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors	
	The District agrees with this finding as it relates to the operations of the Davis Joint Unified School District. Most District school sites display proper signage to direct visitors to the main office prior to accessing the campuses. However, the District acknowledges that some sites are missing the proper signage while other campuses lack signs that are large enough for visitors to easily identify. The District is currently rectifying this and expects to have proper signage implemented on all school sites within 18-24 months from September 1, 2017.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education	
F10	Utilizing an organized emergency procedures flip chart with easy to follow directives and an easily modified format, as used in Washington School District, is highly recommended for use as a countywide model.	No response is called for. To highlight the practices of Esparto Unified School District, the District provides all its teachers with safety directives in its emergency plan on an annual basis. The District is, however, willing to consider establishing a District committee to discuss creating and using a similar flip chart system in the 2017-18 school year.	8/28/2017	Esparto Entire School Board
	WJUSD agrees with this finding. WJUSD is investing funds through the Local Control and Accountability Plan to develop flip charts for school sites that have easy-to-follow safety directives.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District	
	No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools	
	Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District	
	Agree - WUSD implemented emergency procedures through an organized flip chart through the collaboration of the District's Safety Committee and training.	8/14/2017	Linda C. Luna, District Superintendent and the Board	

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Findings		Responses	Date	Who's to Respond
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
		No response is required. To highlight the practices of Davis Joint Unified School District, the District displays a one page 11X17 card on the wall of every classroom and workspace on neon red paper, which is easier to follow in an emergency situation than the flip chart (which the district previously used). An emergency folder is also placed in every classroom of every school site, which consists of the same information as the card, as well as the class roster, emergency numbers, school map, and first aid procedures. Teachers are well versed in the use of these folders and know to bring them with them (along with the emergency backpack) in an evacuation situation.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F11	The use of the Winters Public Library by students and the public during school hours without established safety procedures at that facility is of concern to the Grand Jury.	No Response is Required	8/28/2017	Esparto Entire School Board
		No Response Needed	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		It is outside of YCOE's jurisdiction to require Winters Joint Unified School district to implement safety procedures. However, YCOE will support the school district in addressing any findings, including F11, at the district's request.	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		No Response	8/14/2017	Linda C. Luna, District Superintendent and the Board

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Findings		Responses	Date	Who's to Respond
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
		No Response		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F12	Current use of alternate communication devices, for example walkie-talkies, for selected staff improves the safety of all campuses when other forms of communication such as phones, the internet, and intercoms are not functioning.	The District agrees with this finding as it relates to the operations of the Esparto Unified School District. All school principals, office staff, Physical Education Teachers, and Yard Duty Staff are equipped with alternate communication devices, such as walkie-talkies, in the event other forms of communication such as phones, the internet, and intercoms are not functioning.	8/28/2017	Esparto Entire School Board
		WJUSD agrees that the use of alternative communications devices is useful in communicating when other forms of communication are not available WJUSD has invested and will continue to invest in having alternative devices available when needed across all campuses.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, Ed.D, Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Agree - WUSD uses alternate communication devices, walkie-talkies for selected staff to improve the safety of all campuses.	8/14/2017	Linda C. Luna, District Superintendent and the Board

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Findings		Responses	Date	Who's to Respond
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
		The District agrees with this finding as it relates to the operations of the Davis Joint Unified School District. The District deploys walkie-talkies to every campus. The devices allow staff to communicate within the campus as well as within the entire District. All front office and administrative staff are trained on the emergency features of this system.	9/7/2017	Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
F13	The Yolo County Board of Supervisors needs to address and correct traffic safety issues along Yolo Avenue in Esparto for Esparto District students accessing all campuses.	No Response is Required	8/28/2017	Esparto Entire School Board
		No Response Needed	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		Agree with the Findings	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		No Response is Required	8/14/2017	Linda C. Luna, District Superintendent and the Board
		We disagree wholly with the findings, as Yolo Avenue in Esparto is a state highway (California State Route 16) not under our jurisdiction. However, we will continue to work collaboratively with the State to address road safety issues on state highways in Yolo County.	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

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Findings	Responses	Date	Who's to Respond
	No Response		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education

	Recommendations	Responses	Date	Who's to Respond
R1	By December 2018, all schools that do not have perimeter fencing will complete feasibility studies for the installation of appropriate fencing around school property to prevent access to the public. In compliance with California State Building Codes, gate hardware should have locked access from the entry side and unlockable (panic hardware) from the exit side.	This recommendation will be partially implemented. As noted above, the District is in the process of requesting quotes from local fencing contractors for fencing around the junior high school entrance as well as other fences within the District. The request will be finalized on 9-30-17. Any plans to install fencing will not be determined until after the District receives the contractors' responses and has an opportunity to weigh the feasibility of the project. With respect to installation of panic hardware, this recommendation will not be implemented because it is not warranted and requires unreasonable costs. The District has already implemented adequate safety policies and works closely with local law enforcement agencies to maintain security during school hours.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools

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Recommendations	Responses	Date	Who's to Respond
	<p>October 2017 - Completed/Planned activities for the District Safety/Emergency Plans: In response to the Yolo County Grand Jury report titled "Are Yolo County Schools in Compliance with School Safety Plans?" the Winters Joint Unified School District has developed the timeline/plan (see below) to address the finding and recommendations provided in the report. This timeline/plan (which includes actions already taken) is intended to address Grand Jury recommendations 1-9, but is not limited to these recommendations. District to conduct a feasibility study for installation of appropriate fencing around school property (Recommendation#1).</p>	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
	<p>Implemented - Perimeter fencing at all schools in the WUSD is in place in compliance with California State Building Codes.</p>	8/14/2017	Linda C. Luna, District Superintendent and the Board
	<p>No Response</p>	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	<p>This recommendation will not be implemented because it is not warranted and unreasonable. The District hired expert safety consultants in the fall of 2015 to conduct a comprehensive safety assessment. The report recognized the perimeter fencing around all school property does not fit with the overall character of the Davis community nor is it reasonable given the city's low crime rate. Instead, the District adopted the experts' alternative recommendations to implement property line demarcations and additional signage - projects that are currently in progress. The District has also completed strategic fencing projects on several school sites by implementing higher fencing around</p>		<p>Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education</p>

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Recommendations	Responses	Date	Who's to Respond
	<p>playground areas occupied by kindergarten and other young children. Additionally, consistent with the purposes provided in the Civic Center Act, the District balances its safety priorities with valid community interests by implementing industry-standard safety policies and working closely with local law enforcement agencies to maintain security during school hours. Lastly, in addition to its usual check-in procedures (detailed in R-3), the District implemented the RAPTOR visitor management system, which compares a visitor's license information against a database of known sex offenders. Based on the foregoing, feasibility studies and the installation of perimeter fencing and panic hardware would result in unreasonable costs to the District, which has already taken ample measures to ensure school safety.</p>		
R2	<p>By October 1, 2017, all schools will keep existing fencing and gates locked during school hours.</p>	<p>The District will discuss this recommendation with local law enforcement and fire safety officials to determine its reasonableness. The District will consider whether implementation of this recommendation poses an actual or potential risk that students and staff will be unable to evacuate in an emergency.</p>	<p>8/28/2017 Esparto Entire School Board</p>
		<p>WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.</p>	<p>8/7/2017 Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District</p>
		<p>No Response</p>	<p>8/2/2017 Jesse Ortiz, ED.D., Yolo County Superintendent of Schools</p>

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Recommendations	Responses	Date	Who's to Respond
	October 2017 - The plans to include mention of the following: the need to secure all existing fencing and gates locked during school hours (Recommendation #2).	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
	Implemented with additional time needed - All schools in the WUSD will keep existing fencing and gates locked during school hours from the outside with exception of the public entrance to the main office to sign in	8/14/2017	Linda C. Luna, District Superintendent and the Board
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	This recommendation will not be implemented because it is not warranted and unreasonable. In the event of an emergency, keeping existing gates locked would impede the function of the school and could put students and staff at risk because they cannot exit quickly. As discussed above, converting all existing gates into panic hardware would result in unreasonable costs to the District		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
R3	By October 1, 2017, all schools will limit access to the campus. All visitors will be required to check in at each school's main office; all other areas are to be secured.	8/28/2017	Esparto Entire School Board

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Recommendations	Responses	Date	Who's to Respond
	WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
	No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
	All visitors are required to in at the school office (Recommendation #3).	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
	Implemented - All schools in the WUSD will limit access to the campus. All visitors will be required to check in at each school's main office; all other areas will be secured.	8/14/2017	Linda C. Luna, District Superintendent and the Board
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	This recommendation has already been implemented. Pursuant to the District's Board Policy/Administrative Regulation 1250, a visitor shall, upon request, furnish the principal or designee with his/her name, his/her purpose for entering school grounds, proof of identity, if necessary, and other information consistent with the provisions of law. Additionally, the District implemented the RAPTOR visitor management system, which compares a visitor's license information against a database of known sex offenders.		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education

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	Recommendations	Responses	Date	Who's to Respond
R4	By October 1, 2017, all schools will display permanent signage and entry instructions at all schools that provides instruction to all visitors directing them to report to the main office to obtain a Visitor's Badge or ID prior to entry of the campus.	This recommendation has already been implemented. Pursuant to District Board Policy/Administrative Regulation 1250, notice is posted at each entrance to each school describing registration requirements, school hours or hours which registration is required, the registration location, the route to take to that location, and the penalties for violation of registration requirements. Visitors are required to wear a Visitor's badge while they remain on campus.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		October 2017 - Display of signage and entry instruction that provides direction to visitors to sign in at the office and the requirement for a visitor badge or ID (Recommendation #4).	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Implemented - Schools will display permanent signage and entry instruction at all schools that provides instruction to all visitors directing them to report to the main office to obtain a visitor's badge or ID prior to entry of the campus. In addition, all employees of the WUSD will be required to wear employee badges during the work hours and while on any campus of the WUSD.	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

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Recommendations	Responses	Date	Who's to Respond	
	<p>This recommendation has already been partially implemented. Pursuant to the District's Board Policy/Administrative Regulation 1250, the Superintendent or designee shall post at every entrance to each school and school grounds a notice describing registration requirements, school hours or hours which registration is required, the registration location, the route to take to that location, and the penalties for violation of registration requirements. Additionally, a visitor shall wear a visitor's badge after checking in at each school's main office. With respect to signage, the District is currently in the process of implementing proper signage on all school sites and expects completion within 18-24 months from September 1, 2017.</p>		<p>Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education</p>	
R5	<p>By October 1, 2017, when school is in session and children are present, all sites will use identifiable adult monitors where fencing and gates are open and unsecured.</p>	<p>This recommendation has already been implemented. An extensive number of campus supervisors, known as "Yard Duty Staff," are already present at District elementary and middle school sites during school hours. At the high school site, the school administrator regularly monitors the hallways while teachers provide rotating campus supervision during the morning break.</p>	8/28/2017	Esparto Entire School Board
		<p>WJUSD will implement this recommendation after further analysis. WJUSD will investigate and review current adult monitor practices at sites where fencing is unavailable or gates are open and unsecured to identify how best to implement recommendations. WJUSD will report back to the Grand Jury no later than December 31, 2017.</p>	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		<p>No Response</p>	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools

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Recommendations	Responses	Date	Who's to Respond
	October 2017 - Winters High School and Winters Middle School to include in their plan how areas that are not secured with fencing will be monitored (Recommendation #5).	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
	Require further analysis - By October 1, 2017, when school is in session and children are present all sites will use identifiable adult monitors where fencing and gates are open and unsecured. Further analysis is needed to determine financial and staffing impact to each school site. Further analysis will also include assessment of current employees assigned for supervision and campus security.	8/14/2017	Linda C. Luna, District Superintendent and the Board
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	This recommendation has already been implemented. An extensive number of adult monitors are already present at all District school sites before, during and immediately after school hours. Campus supervisors at the secondary sites are identifiable by wearing polo shirts of the school colors and jackets during the winter season that display the name of the school. Additionally, pursuant to Board Policy/Administrative Regulation 5142, supervision zones are clearly identified on playgrounds with adult supervisors placed in locations from which they can observe their entire zone of supervision.		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education

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	Recommendations	Responses	Date	Who's to Respond
R6	By October 1, 2017, provide training and increase safety awareness among District personnel and students.	This recommendation has already been implemented. All District personnel are provided training on safety and emergency procedures annually. The District intends to implement training surveys to receive feedback on the effectiveness of the training in order to continually improve its safety measures. The District will also continue to work with its administrators in providing comprehensive messages to its student to ensure safety awareness.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		September 2017 - All Departments/Sites will take employees through a review of District Safety Plan and plan for implementation of plan (Recommendation #6). District will provide training to staff and students to increase safety awareness (Recommendation #6).	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Implemented - Provide training and increase safety awareness among District personnel and students.	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

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Recommendations		Responses	Date	Who's to Respond
		This recommendation has already been implemented. All District personnel are provided training on safety and emergency procedures annually. The District will continue to work with its administrators in providing clear messages to its students to ensure safety awareness.		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
R7	By October 1, 2017, all Districts will comply with the California Education code concerning school safety.	This recommendation has already been implemented. The District updates its comprehensive safety plan yearly and complies with all parts of the plan.	8/28/2017	Esparto Entire School Board
		WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		No Response	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		September 2017 - Draft as information item to the Board. September 2017-Final District Emergency Plan to the Board for Approval. Plan to comply with the California Education Code concerning safety (Recommendation #7).	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
		Implemented - WUSD complies with the California Education Code concerning school safety.	8/14/2017	Linda C. Luna, District Superintendent and the Board
		No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

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Recommendations	Responses	Date	Who's to Respond
	<p>This recommendation has already been implemented. The District updates its safety plan yearly and complies with all parts of the plan.</p>		<p>Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education</p>
R8	<p>By October 1, 2017, Yolo County Districts should consider networking with each other on a regular basis to discuss and share ideas on the most effective ways to construct, initiate and utilize school safety plans.</p>	<p>This recommendation has already been implemented. As described above, monthly meetings are held among all Yolo County District Superintendents. These meetings serve as the appropriate time and place to discuss various concerns, including safety-related issues, which affect all districts in the county. However, Esparto Unified School District is willing to participate in additional networking measures to discuss safety plans in conjunction with the Yolo County Office of Education.</p>	<p>8/28/2017 Esparto Entire School Board</p>
		<p>WJUSD agrees with this recommendation and will be implementing. A memo outlining the expectation and timeline for this recommendation will be provided to schools upon return for the 2017-18 school year.</p>	<p>8/7/2017 Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District</p>

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Recommendations	Responses	Date	Who's to Respond
	<p>YCOE's staff meets five times per year with Directors of Student Services or their designee from each district. The person filling the role of Director of Students Services is responsible for school safety planning in most districts. The first meeting with Directors of Student Services for the 2017-18 school year is scheduled on Wednesday, September 20, 2017. The Grand Jury report, "<u><i>Are Yolo County schools in Compliance with School Safety Plans?</i></u>", will be an agenda item at the meeting and will include a request that each school district report on its progress implementing any recommendations identified in the Grand Jury report and sharing ideas on the most effective ways to construct initiate and utilize school safety plans. Going forward, school safety plans will be an annual agenda item at these meetings.</p>	8/2/2017	Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
	<p>August 2017 - The plan will be shared with the Yolo County Office of Education and all District superintendents to share and receive ideas/feedback (Recommendation #8).</p>	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
	<p>N/A - Determined by our Yolo County Superintendents' Council</p>	8/14/2017	Linda C. Luna, District Superintendent and the Board
	<p>No Response</p>	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors

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Recommendations	Responses	Date	Who's to Respond
	<p>This recommendation has already been implemented. As described above, monthly meeting is held among all Yolo County District Superintendents. These meetings serve as the appropriate time and place to discuss various concerns, including safety-related issues, which affect all districts in the county. However, Davis Joint Unified School District is willing to participate in additional networking measures to discuss safety plans in conjunction with the Yolo County Office of Education.</p>	9/7/2017	<p>Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education</p>
R9	<p>By October 1, 2017, modify, as necessary, the 2007 Memorandum of Understanding for Joint Use with Winters Joint Unified School District and the Yolo County Public Library to address the safety of students using the Winters Public Library during school hours.</p>	No Response	8/28/2017 Esparto Entire School Board
		No Response Needed	8/7/2017 Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
		<p>It is outside of YCOE's jurisdiction to require any school district in the county to comply with Education Code requirements for comprehensive school safety plans or to execute Memorandums of Understand with other agencies. However, YCOE will assist Winters Joint Unified School District in Implementing all recommendations, including R9, at the district's request.</p>	8/2/2017 Jesse Ortiz, ED.D., Yolo County Superintendent of Schools
		<p>August 2017 - The plan is to include a memorandum of understanding with the Yolo County Public Library to address the safety of students using the Winters Public Library during school hours (Recommendation #9)</p>	6/19/2017 Todd Cutler, Ed.D., Winters Joint Unified School District

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Recommendations	Responses	Date	Who's to Respond
	N/A	8/14/2017	Linda C. Luna, District Superintendent and the Board
	No Response	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	No Response		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education
R10	By January 1, 2018, the Yolo County Board of Supervisors will establish procedures to address the Yolo Avenue safety issues confronting Esparto Joint Unified District students.	No Response	8/28/2017 Esparto Entire School Board
	No Response Needed	8/7/2017	Giovanni Linaes, Executive Director, Educational Services, Woodland Joint Unified School District
	No Response	8/2/2017	Jesse Ortiz, Ed.D., Yolo County Superintendent of Schools
	See below	6/19/2017	Todd Cutler, Ed.D., Winters Joint Unified School District
	N/A	8/14/2017	Linda C. Luna, District Superintendent and the Board

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Recommendations	Responses	Date	Who's to Respond
	This recommendation will not be implemented as Yolo Avenue in Esparto is a state highway (California State Route 16) no under our jurisdiction. However, we will continue to work collaboratively with the State to address road safety issues on state highways in Yolo County.	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors
	No Response		Davis Unified School District, telephone call 10-20-17 from District, sent response 9-7-17, resending 10-20-17. John A Bowes, Ed.D., Superintendent and Tom Adams, Vice President, Board of Education

Winters Joint Unified School District Calendar:

Fall 2016 -Superintendent met with Director of Facilities to discuss updating of District Safety Plan.

March 2017-Yolo County Grand Jury met with District Principals and Director of Facilities to go over the districts emergency plans: Although the most current District wide emergency plan was dated 2002 all sites had current site plans that included annual drills.

April 2017-The 2002 district Emergency plan was updated to reflect current staff and current year.

May 2017-All Assistant Principals, Director of Facilities, CBO, and a representative from Keenan and Associates met as the new WJUSD Safety Committee to review the updated Emergency Plan and IIPP. Keenan and Associates asked that the current version of the district Emergency Plan be sent to them for review.

June 2017-The Districts Emergency Plan was sent to Keenan and Associates and is currently in review. We expect to receive recommended updates and/or modifications before the District Safety Committee convenes in August of 2017.

July 2017-Met with Keenan and Associates representatives to discuss safety assessments and continued assistance with our District Safety Plan. Keenan will continue to participate on our Safety Committee and provide assessments of facilities. Met with representative of the Winters Police Department. Winters PD will have a representative serve on our District Safety Committee.

August 2017-The District Safety Committee to meet to review recommendations from Keenan and Associates and determine changes/modifications/additions. The newly updated District Emergency Plan will be completed for final review by August 18th. Align Site Emergency Plans with the Districts Emergency Plan.

October 2017-All Site Emergency Plans to the Board for information then approval.

REPORT TITLE: CA CONNECTIONS TO SUCCESS ACT: A BETTER BRIDGE TO ADULTHOOD FOR YOLO COUNTY'S FOSTER YOUTH

	Findings	Responses	Date	Who's to Respond
F1	By providing an additional three-year transition period to adulthood and support for independent living, the Extended Foster Care program has improved the lives of foster youth in Yolo County.	The respondents agree with the finding.	8/1/2017	P Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F4	Almost all eligible young people who turn age 18 in Yolo County's child welfare system or in out-of-home placement in Juvenile Probation opt to participate in the Extended Foster Care program.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F5	Yolo County's Child Welfare Service's social workers and Juvenile Probation Officers who oversee and work with young people in the Extended Foster Care program are highly dedicated and committed.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F6	Yolo County Transition Age Youth Unit's social workers reach out to and involve foster care youth at age 14, an earlier age than many other California counties.	The respondents agree with the finding.	8/1/2017	P Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F7	The Extended Foster Care program has increased the rates of high school graduation and college enrollment among foster youth.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F8	The Child Welfare Services Division and the Juvenile Probation Unit have insufficient resources to track analyze, aggregate and report data on these youths. Inadequate data hinders data-based program and funding decision-making.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

	Findings	Responses	Date	Who's to Respond
F9	Many Extended Foster Care youth are unable to secure appropriate, safe, and affordable housing in Yolo County, limiting their ability to participate in Yolo County's Independent Living Skills Program classes.	The respondents partially agree with the finding as we have limited information about the barriers to participating in the Independent Living Skills classes. Health & Human Services will be seeking additional information through surveys with the youth to identify barriers.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F10	Current public transportation options make it difficult for foster youth to pursue education and gain employment.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F11	Although Independent Living Skills classes are described as valuable and relevant by both Child Welfare staff and extended foster youth interviewed for this report, few youths over 18 actually attend the classes.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
F12	Extended foster care youth gain valuable real-world experience in making and sticking to a budget when they are given the responsibility for managing their monthly foster care payment.	The respondents agree with the finding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer

	Recommendations	Responses	Date	Who's to Respond
R1	The Yolo County Health and Human Services Agency and the Juvenile Probation Unit should continue to proactively promote the Extended Foster Care program and advocate for the participation of all eligible foster youth.	This recommendation has been implemented.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

	Recommendations	Responses	Date	Who's to Respond
R2	The County should increase the budget for the Independent Living Skills Program to cover needed financial assistance to youth renting apartments.	This recommendation will not be implemented because it is not reasonable as it is beyond the purview of Yolo County Child Welfare Services.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
R3	Within two years, the Yolo County Health and Human Services Agency should initiate local low-cost housing options for the youth in the Extended Foster Care program.	This recommendation will not be implemented because it is not reasonable as it is beyond the purview of Yolo County Child Welfare Services.	8/1/2017	P Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
R4	Within one year, the County should establish sufficient systems to analyze, track, aggregate and report data to monitor progress and outcomes for Yolo County Extended Foster Care Program's youth, including those in the Child Welfare Services and in Juvenile Probation programs.	This recommendation is in the process of being implemented but may not be completed within a year. The Child, Youth & Family Branch will identify key measures to include in the Child Welfare Services Dashboard for extended foster care youth. The Probation Department has recently completed the first phase of converting to a new case management system and has just began the second phase of implementation.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
R5	Within one year, the Health and Human Services Agency should collaborate with local transportation agencies and non-profit organizations to improve and fund transportation for foster youth attending Independent Living Skills classes, seeking employment, and pursuing higher education.	This recommendation will not be implemented because it is not warranted and not reasonable. Existing services (local transport options), as well as assistance with monthly bus passes, Amtrak, airfare and gas cards are already utilized by the County to assist youth in the aforementioned categories While the Child, Youth & Family Branch Independent Living Program will increase informal connections for youth to increase support services, such as transportation to education and employment, the County does not have purview over transport funding.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer
R6	With 18 months, the Health and Human Services Agency should evaluate the new mental health services established within the Child Welfare Services Division to determine if utilization of mental health services has increased among the foster youth.	This recommendation will be implemented.	8/1/2017	Pat Blacklock on behalf of the Yolo County Board of Supervisors, Director of Health & Human Services, Chief Probation Officer

REPORT TITLE: YOLO COUNTY ELECTION OFFICE INDISCRETIONS & CULPABILITY

	Findings	Responses	Date	Who's to Respond
F1	Favoritism, nepotism and preferential treatment of employees have adversely affected employee morale of the Elections Office, as cited in the County's Special Review and from interviews with Election Office staff. These practices by the EO involved hiring and promotion.	The respondents disagree wholly with this finding. Employee morale was not mentioned in the County's Special Review document released on April 28, 2016 nor the summary of the Grand Jury's investigation. To the County's knowledge, there is no evidence or examples cited to support this finding.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
F2	During the period reviewed, the EO created provisional or extra help positions to employ friends and relatives as cited in the County's Special Review and by interviews with Election Office staff.	The Human Resources Director disagrees wholly with this finding. Elected officials do not have the authority to create positions and the Human Resources Director is not aware of any instance in which the former elected official for this department hired a friend or relative into a provisional or extra help position.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
F3	The EO failed to observe County Code Section 2-6.44 (Nepotism Policy) by hiring immediate family members and determining salaries, promotions and assignments.	The respondents disagree wholly with this finding. County Code Section 2-6.44 (Nepotism Policy) does not prohibit the hiring of a relative. Rather, the Section articulates the County's policy not to discriminate in its employment against relatives of County employees and to ensure appropriate separation of supervisory responsibilities between the appointing authority or department head and related employee. Moreover, the term "relative", as defined in Section 2.6.44, does not include the "close relative" hired "to a senior management position in the election Office" as referenced in the Grand Jury's Report.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
F4	During the interview with the Manager of Internal Audit, it was noted that the County Board of Supervisors had failed to monitor and audit the Elections division compliance with Federal and State Laws and County Codes and Policies and Procedures.	The respondents disagree wholly with this finding. While there is no requirement under State or local law or policy that the Board of Supervisors audit the Election Division, the Board did initiate an audit, which results informed the Grand Jury's investigation.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services

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	Findings	Responses	Date	Who's to Respond
F5	Yolo County HR manages harassment and ethics online training courses for all employees to comply with Federal and State Laws. These outdated and repetitious trainings are found to be inadequate and ineffective.	The respondents disagree partially with this finding. The online Ethics training utilized by the County complies fully with the requirements of the laws and is the same training used by the State of California Office of the Attorney General and the Fair Political Practices Commission. Human Resources agrees the online Harassment Prevention training should be supplemented with an in-person classroom option which will be available starting in September 2017.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
F6	The CAO conducts a 360-degree evaluation for all appointed Department heads. This evaluation process currently excludes elected officials.	No Response.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
F7	The Yolo County Board of Supervisors has not provided supervision or monitoring of elected county officials as directed by the California State Government Code Section 25303.	The respondents disagree wholly with this finding. The Board of Supervisors has adopted countywide policies and procedures including the County of Yolo Administrative Policies & Procedures Manual, that apply to all county officials and which are responsive to California State Government Code Section 25303. Additionally, the Board of Supervisors directed completion of the County's Special Review (released on April 28, 2016) that is the basis of the Grand Jury's subsequent investigation and many of its findings and recommendations.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
F8	The Assessor/Clerk-Recorder/Registrar of Voters office has taken steps to implement a Corrective Action Plan in 2016 as directed by the County Auditor to the interim "appointed" Assessor/Clerk-Recorder/Registrar of Voters as of April 29, 2016.	Although the Election office now makes every effort to follow County policies and procedures in the execution of its duties and responsibilities, in the course of running an election it reserves the authority and purchasing flexibility given to it by Election Code sections 13001 and 14100.	8/1/2017	Assessor, County Administrative Officer, Chief Financial Officer
		The Assessor/Clerk-Recorder/Registrar of Voters agrees with this finding.	6/30/2017	Jesse Salinas, Assessor/Clerk-Recorder/Registrar of Voters

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	Findings	Responses	Date	Who's to Respond
F9	The Election office staff made purchases outside the County policies and procedures according to the Finance Procurement staff. It was noted that the purchases were made at the direction of the EO under a general rule of "if you need it, get it."	We agree with the finding.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
		The Assessor/Clerk-Recorder/Registrar of Voters agrees with the finding that prior to my appointment on May 2, 2016 there were purchases made outside of the County's policies and procedures. However, since I was not present at the time, I am unable to confirm if the statement "if you need it, get it" was ever used by my predecessor.	6/30/2017	Jesse Salinas, Assessor/Clerk-Recorder/Registrar of Voters
F10	Electronic equipment, purchased by the Election staff, was not included in the General Service Department's inventory. Tracking would have facilitated accountability, program updates, replacements and recyclability.	The County agrees with the findings.		Assessor, General Services Director
		The Assessor/Clerk-Recorder/Registrar of Voters agrees with the finding. Although some equipment tracking did take place internally within the department, it was not to the same standard as the rest of the County.	6/30/2017	Jesse Salinas, Assessor/Clerk-Recorder/Registrar of Voters
	Recommendations	Responses	Date	Who's to Respond
R1	Elected officials must follow County policies, procedures and practices in the execution of their duties and responsibilities.	The respondents agree with the finding, subject to the authority conferred by Election Code sections 13001 and 14100.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services

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Recommendations	Responses	Date	Who's to Respond	
	<p>Although the Election office now makes every effort to follow County policies and procedures in the execution of its duties and responsibilities, in the course of running an election it reserves the authority and purchasing flexibility given to it by Election Code ("EC") sections 13001 and 14100. Section 13001 and 14100 provide the county elections official with the authority to purchase supplies that are necessary for election-day activities without going through the County's purchasing processes.</p>	6/30/2017	Jesse Salinas, Assessor/Clerk-Recorder/Registrar of Voters	
R2	<p>Elected officials and all employees shall be trained in appropriate use of County property and equipment, not limited to purchase cards, cell phones, computers, etc.</p>	<p>This recommendation will be implemented. Financial Services staff have already trained employees in the Assessor/Clerk-Recorder/Elections Department on the proper methods of procurement and use of purchase cards. Other county employees will be trained by September 2017.</p>	8/1/2017	<p>Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services</p>
R3	<p>All authorized County purchased equipment shall be issued with an inventory tag. All electronic equipment shall be purchased through the General Services department and inventoried annually.</p>	<p>Parts of this recommendation require further analysis while other parts will not be implemented as they are not reasonable. The General Services Department currently tracks all computers on the County network. The Department agrees that the purchase of large electronic equipment (PCs, laptops, tablets) attached to the network should come through General Services to assure standardization, supportability and connectivity. The Department also supports exploring the use of the inventory management system. The recommendation that all electronic equipment be purchased through General Services Department and inventoried annually, however, will not be implemented because it would create a workload backlog and significantly delay procurement.</p>	8/1/2017	<p>Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services</p>

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	Recommendations	Responses	Date	Who's to Respond
R4	The CAO and HR Director shall review and revise the County's mandated training requirements and compliance with the State of California Public Services Entities as directed by the AB 1234 timeline.	This recommendation was implemented prior to AB1234 becoming effective on January 1, 2006.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
R5	The Departments of Administration and Financial Services along with the Department of Human Resources shall create and standardized training for County Policies and Procedures to ensure all administrators, supervisors, directors, and department heads, elected or appointed, are familiarized with current Federal and State laws and County government policies and procedures. An annual review of all new policies and procedures shall be conducted for elected officials and all employees, and records ensuring compliance shall be kept.	This recommendation is in the process of being implemented. Financial Services staff have been providing focused training to departmental finance staff on various aspects of accounts payable, accounts receivable and contracts. This effort will continue and will be standardized.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
		The Assessor/Clerk-Recorder/Elections office will not implement this recommendation since it is directed toward other departments to execute.	6/30/2017	Jesse Salinas, Assessor/Clerk-Recorder/Registrar of Voters
R6	The Department of Financial Services shall provide training to all accounting personnel in policies and procedures related to accounts payable and receivable and all department contracts.	This recommendation is in the process of being implemented. Financial Service staff have been providing focused training to departmental finance staff on various aspects of accounts payable, accounts receivable and contracts. This effort will continue and will be standardized.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
R7	The Department of Financial Services shall create records to ensure compliance of the employees who are required to attend training in financial practices.	This recommendation will be implemented. Financial Services will work with Human Resources to define the necessary finance competencies and a system to track training for all relevant County employees. We anticipate completion by June 2018.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services

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	Recommendations	Responses	Date	Who's to Respond
R8	The Department of Human Resources shall ensure that all job titles within the County Assessor/Clerk-Recorder/Registrar of Voters office have job descriptions and that all current and future employees have titles complete with job descriptions and responsibilities. The Elections Office, in collaboration with HR, shall review and revise the evaluation standards used for all current and future job classifications to establish a fair and objective set of guidelines.	This recommendation was already implemented. All positions within the Assessor/Clerk-Recorder/Elections office have written class specifications. There was only one position that did not have a finalized class specification, Clerk-Recorder-Assessor Program manager, however, that class specification was finalized in September 2016.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
		This recommendation has been implemented The Assessor/Clerk-Recorder/Elections department recently worked, collaboratively, with Human Resources (HR) to update the job classes for all support positions. The job classes now more accurately reflect the consolidated operations model of the Assessor/Clerk-Recorder/Election office and the office is committed to working with HR as it updates and creates new classes in the future.	6/30/2017	Jesse Salinas, Assessor/Clerk-Recorder/Registrar of Voters
R9	The Department of Human Resources shall annually review hiring practices to eliminate instances of nepotism within all departments to ensure that ethical standards are maintained and that a procedural firewall exists between familial related employees. This annual review shall be presented to the Board of Supervisors with findings and recommendations no later than December 1, 2018, and each following year.	This recommendation will not be implemented because it is not warranted. Human Resources reviews all new hires for compliance with County policy at the time it receives the request to hire from the department.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services
R10	By December 1, 2018, HR shall review and update the Harassment and Ethics online training programs and implement a training program that includes classroom (in-person) training.	This recommendation has partially been implemented already and will be fully implemented this fall. The existing online Ethics training for Elected Officials is in full compliance with AB1234. In addition, Human Resources began offering in-person Ethics and Workplace Civility training in February 2017. To supplement the online training, Human Resources will begin offering in-person Harassment Prevention training in September 2017.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services

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	Recommendations	Responses	Date	Who's to Respond
R11	Prior to the 2017 evaluations, the CAO shall revise and extend the current 360-degree evaluation process to include all elected officials and department heads.	No Response.	8/1/2017	Patrick Blacklock on behalf of Yolo County Board of Supervisors, Chief Financial Officer, Human Resources Director, County Administrative Officer, & General Services

REPORT TITLE: YOLO HABITAT CONSERVANCY PERSEVERANCE, PRESERVATION AND POSSIBILITIES

	Findings	Responses	Date	Who's to Respond
F1	Generally, the YHCP has adopted and uses acceptable accounting practices as cited in the audit.	We agree with the findings	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors & CFO
		The respondents agree with this finding.		Conservancy Joint Powers Authority Board
		No Response.		NCCP Executive Director
F2	The loan to the YHC from the Yolo County Treasury has an outstanding balance of \$1,767.00.	We agree partially with the finding. The Yolo Habitat Conservancy cash account within the County treasury on 6-30-15 had a negative balance of \$1767. This account, however, has maintained a positive balance since fiscal year 2015-16.	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors & CFO

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Findings		Responses	Date	Who's to Respond
		The respondents disagree with this finding. The Conservancy's cash account within the County Treasury had a negative balance of \$1767 on June 30, 2015. The Yolo Habitat Conservancy has a formal agreement with the Yolo County Department of Financial Services to borrow money on a short-term basis from the County Treasury because of cash flow issues associated with reimbursements of expenditures under grants. Such reimbursements take 2-4 months to receive from the state and federal government. The Conservancy always repays these short-term loans as soon as the Conservancy receives grant reimbursements and repaid this loan within 2 months of the end of the 2015-16 fiscal year. Since that time, the Conservancy has not borrowed any funds, even on a short-term basis, from the County Treasury.	8/2017	Conservancy Joint Powers Authority Board
		No Response.		NCCP Executive Director
F3	At the printing of this report, the Yolo Habitat Conservation Plan/Natural Community Conservation Plan has been released for public comment.	We agree with the finding	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors & CFO
		The respondents agree with this finding. We appreciate the Grand Jury's recognition of the public release of the HCP/NCCP in its report.		Conservancy Joint Powers Authority Board
		No Response.		NCCP Executive Director
Recommendations		Responses	Date	
R1	By September 1, 2017, the remaining balance of the loan from the Yolo County Treasury is to be repaid to Yolo County.	This recommendation has been implemented. This account has maintained a positive balance since fiscal year 2015-16. There is no balance due to Yolo County and the current cash balance is positive.	8/1/2017	Pat Blacklock on behalf of Yolo County Board of Supervisors & CFO

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As noted in response to Finding 2, above, the Conservancy's cash account in the County Treasury has maintained a positive balance since fiscal year 2015-16. There is no balance due to Yolo County.		Conservancy Joint Powers Authority Board
No Response.		NCCP Executive Director

REPORT TITLE: YOLO COUNTY ADULT AND YOUTH DETENTION FACILITY INSPECTION

	Findings	Responses	Date	Who's to Respond
F1	The Yolo County Sheriff's Office is ultimately responsible for the health and safety of all inmates in its custody; but does not follow up with the medical provider's contract manager at the Yolo County Department of Health and Human Services to ensure corrections to documented violations in the jail's medical facility and services are made.	The respondents disagree wholly with the finding. The Yolo County Sheriff's Office regularly and consistently follow up with the Yolo County Health & Human Services Agency contract manager to ensure corrections to documented violations in the jail's medical facility and services are made. The contract manager and Sheriff's Office staff meet every two weeks at the Inmate of Interest meeting, quarterly at the Jail Medical Quality Assurance meeting, and they communicate regularly via email and phone between scheduled meetings.	8/1/2017	Pat Blacklock on behalf of Dir of Health & Human Services, Chief Probation Officer and Yolo County Board of Supervisors
		I disagree wholly or partially with the findings.	6/14/2017	E.G Prieto, Sheriff-Coroner-Public Administrator

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	Recommendations	Responses	Date	Who's to Respond
R1	<p>By January 1, 2018, the Sheriff's Office will put policies and procedures in place and in practice to ensure accountability for the remediation of violations as noticed in any letters or inspection reports retaining to all contractors providing services within the Yolo County jail facilities, including those contractors managed by other departments within the county. The YCGJ recommends that (1) the Sheriff's Office follow up, in writing, with external departments that administer contracts executed for Sheriff's Office facilities when these departments are notified of existing violations pertaining to with the report/notice of file. This will demonstrate a good faith effort to ensure accountability for all issues concerning inmate health and safety.</p>	<p>This recommendation will not be implemented because they are not warranted and/or are not reasonable.</p>	8/1/2017	<p>Pat Blacklock on behalf of Dir of Health & Human Services, Chief of Probation Officer and Yolo County Board of Supervisors</p>
		<p>The current practice between the Sheriff's Office, our Health Care Provider (CFMG) and Yolo County Health and Human Services Agency (HHSA) contract manager is that we conduct bi-weekly meetings to discuss any concerns or violations. During the meeting, we discuss any medical grievances that have been submitted by any inmate, any inspections that have been conducted, to include the results of those inspections and any corrections that are needed. Additionally, the Sheriff's Office, HHSA, Juvenile Hall and CFMG meet quarterly to discuss any contractual issues that need to be addressed between all the involved parties and to discuss any inmate(s) with significant medical or mental health issues. The Sheriff's Office maintains copies of all inspection reports and grievances that are submitted to us. We also maintain copies of all corrective actions that have been taken. The Sheriff's Office does not believe that a new policy and procedure is necessary as the present level of communication with HHSA and the Health Care provider, CFMG, is outstanding. These recommendations will not be implemented as they are no warranted. New policies and procedures are not necessary as the present level of communication is more than sufficient.</p>	6/14/2017	<p>E.G Prieto, Sheriff-Coroner-Public Administrator</p>

REPORT TITLE: BICYCLE SAFETY

	Findings	Responses	Date	Who's to Respond
F1	<p>The 2013 Yolo County Bicycle Transportation Plan is well thought out, addresses adequate safety needs, follows statewide standards, and provides a reasonable and systematic approach to upgrading and repairing existing streets and roads.</p>	<p>We agree with the finding. Our committee has reviewed the County's Bicycle Transportation Plan multiple times over the years and we have provided input on Plan to County staff to make adjustments to the Plan. As part of our function we also regularly discuss bicycle safety issues at our committee meetings-whether brought up by our committee members, County staff or by the public who have attended our meetings. We too have been concerned about bicycle-car accidents within the County, and we agree that the surge in recent accidents seems to be more related to driver/bicyclist errors, than due to implementation or non-implementation of the Bicycle Plan. We have also been frustrated by the lack of funding available for bicycle related improvements within the County, though we believe the County has been very creative in using the limited funding it has to make bicycle related improvements, for example, by adding wider shoulders to roads when they are rehabilitated. A good example of this is the recently completed widening of CR 98 from Woodland to CR 29. We have been encouraged by the coordination that has been demonstrated between County staff and the Cities of Woodland and Davis to plan for a Woodland-Davis bike route, particularly as it relates to funding necessary studies therefor.</p>	8/25/2017	Hans Strandguard, P.Ed, Chair of Yolo County TAC
		<p>Neither I nor any other City of Woodland staff member were involved in the review of the 2013 County plan and do not have a comment on Finding F1.</p>	7/14/2017	Brent Meyer, City Engineer on behalf of Public Works Director Greg Meyer, Woodland

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings	Responses	Date	Who's to Respond
	<p>While I agree with the finding that the Yolo County Bicycle Transportation Plan (Plan) is well thought out and a follows statewide standards, I am unable to agree with the findings stating it addresses adequate safety needs and provides a reasonable and systematic approach to upgrading and repairing existing streets and roads. The plan mentions safety as a value to consider in its stated Goal and some Policies, it also states that the County recognizes the importance of bicycle safety education (page 15), but nowhere in the Plan does it discuss specifics about how the Plan adequately addresses the issue of safety in relation to the specific improvements proposed, or how education programs provided by other entities will be supported. The Plan even specifically states that the promotion of bicycle safety is not addressed in the Plan (page 27). Similarly, while the Plan states that it is essential to the Bikeway System that continued maintenance and repair for bike facilities occur (largely the road system), it specifically states that this issue is not shown in the Plan (page 7). Without specifics on these two topics clearly expressed and documented in the Plan, I feel the language used in Finding F1 is unsupported as the Plan appears to resume adequate safety and a systematic approach to road upgrades and repairs will be addressed without clearly explaining how it will be accomplished.</p>	6/30/2017	Robert A. Clarke, Davis Public Works Director

Appendix: Did the 2016-17 Grand Jury Improve Local Government?

Findings	Responses	Date	Who's to Respond
	<p>I concur with this finding. However, I disagree with the statement on the report that says, "Yolo County and the incorporated cities are to fund the designated projects identified in the Plan." City of West Sacramento did not agree to fund projects in the County's Plan. I am not aware of any other cities agreeing to fund projects in the County's Plan either. It should be noted that the County's Plan does not include any projects within the city limits of the City of West Sacramento. Active transportation Plans have proven to be successful tools to implement the goals listed above. In 2013, West Sacramento adopted its own Bicycle Pedestrian Trails Master Plan (BPTMP), which complements the County's Plan. Since the adoption of the 2013 BPTMP the City has built or funded 4 miles of new bicycle/walking trails (Class 1), 10.4 miles of new bike lanes (Class 2), and 2.25 miles of new bike routes (Class 3). This increase in bicycle facilities constitutes a 115% increase in Class 1 trails, a 35% increase in Class 2 bike lanes, and a 125% increase in Class 3 bike routes. The increase in bicycle facilities has earned the City of West Sacramento its first Bicycle Friendly Community designation of Bronze.</p>	7/26/2017	Denix Anbiah, Director of Public Works, City of West Sacramento
	No Response.		City of Winters Public Works

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