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Development (GED) certificate or a High School Diploma that carries the school district's name, not that of the prison.

Vocational Programs include Mill and Cabinet Making; Foundations/Flooring Masonry; Building Maintenance; Electronics Technician; Janitorial Services; Welding; Graphic Arts for Publishing; Landscape and Nursery Operations; Auto Mechanics; and Engine Service and Repair.

Behavioral and educational skills programs include Healthful Living; Re-Entry; Child Development and Parenting; Substance Abuse; Conflict/Anger Lifelong Management (CALM); Bridging Education; and Recreation and Physical Education.

A limited number of inmates is enrolled in specialized programs that include Braille Translation, Books on Tape, Closed Captioning, and Dental Prostheses Programs. Acceptance in these programs requires specific testing, qualifications, dedication and skill. Those who acquire these skills do well while incarcerated, and there are good jobs available upon release.

Observations

- Some programs cover job skills in high demand, providing inmates with opportunities to succeed after release, as well as demonstrating to them the value of education.
- The Grand Jury observed a high level of dedication among the teaching staff who work in such an atypical environment.
- Vocational, behavioral, and educational programs are under scrutiny due to financial and facility limitations.

California State Prison Sacramento Tour

Background

California State Prison Sacramento (CSP) is located on 1,200 acres within the City of Folsom, adjacent to Folsom State Prison ("Old Folsom"). When CSP opened in October, 1986, it was administered by the Folsom State Prison warden and was referred to as "New Folsom." In October, 1992, the name was changed to California State Prison Sacramento. At that time CSP became a separate prison with its own warden.

California classifies state prisoners by the level of security each inmate requires. Level I inmates require the lowest level and Level IV the highest. CSP houses minimum security Level I and Level II inmates as well as maximum security Level IV inmates who are serving long sentences or have proved to be problems at other institutions.

In September, 2007, the inmate population was 3,286 in a facility with a design capacity of 2,031. Overcrowding has resulted in housing inmates two to a cell and creating a dormitory in the gymnasium, where Level I and II inmates are housed in double or triple bunks.

CSP employs a staff of 1,755 with an annual budget in excess of \$185 million. Inmate health (medical, dental, mental) services account for 26% of the budget and 22% of the staff.

CSP serves as a medical hub for Northern California prisons. It has a Psychiatric Services Unit (PSU), Enhanced Outpatient¹ (EOP), and EOP Administrative Segregation levels of healthcare. More than one-third of the CSP inmates are medical/psychiatric patients.

CSP offers several educational opportunities to inmates. Academic education includes: Adult Basic Education; High School Diploma; General Education Development Certificate; English Language Development; Literacy Program and other specialized classes. Vocational education includes: Janitorial Services; Office Services, and Landscaping.

Two carpentry programs are offered: Career Technical Education Carpentry Program and Prison Industry Authority Carpentry Pre-Apprenticeship Program. Both of these programs allow inmates to develop marketable skills. A full set of tools is provided to the inmate upon completion of the program at the time of parole.

Observations

- Using the gymnasium for housing is unhealthy, a security risk, and results in a loss of recreation space.
- Educational programs are limited by space. In order to get more classroom space something else must be restricted.
- The large number of life sentences and life without possibility of parole prisoners housed at CSP makes it difficult to justify increases in vocational programs. Yet, a job helps to keep inmates out of trouble and occupied while imprisoned.

¹ Outpatient refers to inmates who are receiving medical care but are not confined to the prison hospital.

Sacramento County Boys Ranch Tour

Background

Known as Carson Creek, Sacramento County Boys Ranch has a 125-bed capacity for repeat juvenile offenders with a history of serious or extensive behavior problems. The facility is centered on 140 rural acres, of which 8.3 acres are fenced.

As wards of the court, their ages range from 14 to 18 years. The ethnic composition is approximately 35% African-American, 35% Hispanic, and the remainder mostly Caucasian. Wards are sentenced to Boys Ranch for up to one year. Good behavior can promote one to the honor barracks and a shorter sentence. Conversely, suspension from school or other behavioral infractions can add up to four weeks to a sentence.

The Probation Department operates Boys Ranch on an annual budget of \$7.3 million. The facility is manned by a staff of 99, of whom 62 are sworn officers. The Grand Jury toured Boys Ranch first in October, 2007, and again in March, 2008.

The Sacramento County Office of Education provides both junior and senior high school curriculum with a staff of 21. A teacher and a teacher's aide are assigned to each classroom. Online university classes are available, and three wards were enrolled. Efforts of the faculty to ensure that Carson Creek scholastic achievements are compiled and available for each ward at time of release are commendable.

Vocational education in woodworking and welding is provided for a maximum of 17 students. Student capacity in welding had increased by the time of the Grand Jury's second visit. After release, apprenticeship in welding is possible for those with a General Educational Development certificate or High School diploma, and a driver's license.

Each ward is scheduled to participate in one hour of exercise every day. A competitive sports program permits some to compete against other similar schools in Sacramento and other counties. One staff member said, "A tired teenager is a better teenager."

Routine physical and mental health care is provided between 9:00 a.m. and 11:00 p.m. by a health care staff of eight RNs and LVNs. A physician is available, and backup support is provided by local hospitals and Juvenile Hall, which is 20 minutes away.

Observations

- In October, 2007, dormitories were rundown and badly in need of paint and repair. By March, 2008, dormitory remodeling was nearly complete and appearance was greatly improved.
- The Sacramento County Boys Ranch had no security cameras during the Grand Jury's first visit. Six months later, a few security cameras had been installed, but were limited to the entry gate and its surrounding area. The Grand Jury strongly believes that installation of additional surveillance cameras throughout the facility would improve safety of staff and the wards.

Sacramento County Main Jail Tour

Background

The Sacramento County Main Jail has grown from its original capacity of 1,258 in 1989 to today's capacity of 2,432. The number of inmates housed at the Main Jail is approximately 2,400. There are about 54,000 bookings per year. Most inmates are awaiting trial. Four hundred beds are designated for Federal prisoners and 50 to 60 beds are for holds placed on inmates by the Bureau of Citizenship and Immigration Services (formerly the Immigration and Naturalization Service). There are 400 employees with an annual budget of \$59 million.

The Grand Jury had three specific interests touring the main jail: safety and security of the inmates and staff, medical care (including dental and psychiatric), and education.

Safety/Security: Every person booked into the jail is questioned regarding gang affiliation, sexual orientation, or anything that would be cause for separation from the general jail population.

There are three arraignment courts located in the Mail Jail. The advantage of this location is that the arrestees do not need to be transported to the main courthouse for arraignment. Persons will appear in their first-assigned court until a trial date is set or until released by bail or dismissal from the Main Jail.

Several appearances may be necessary in this "home court". The various activities of arraignment court include:

- Plead and respond to charges (guilty, not guilty, no contest, not enter a plea);
- Postpone arraignment;
- Assignment of an attorney if the defendant cannot afford one;
- Set an amount for bail;
- Waive right to a speedy trial; and/or
- Accept offer to go to Drug Diversion.

There is a history of suicides at the Main Jail. After seven suicides in 2002, steps were taken to prevent future suicides. Although there are no known design defects in the Jail, modifications have been made to cells and bunks. Easily torn sheets have been replaced with heavy blankets. Specialized clothing is given to inmates on "suicide watch".

At the time of the Grand Jury tour, there had been no suicides for a period of 18 months. As of this writing there have been three suicides in 2008.

Medical: Nurses are on duty at the Jail 24/7. Doctors are on duty daily for two of the three shifts and on call the third shift. During booking, every person receives a medical evaluation from a nurse to determine if there is a condition that requires immediate attention. Seven mental health screening questions listed on the intake sheet help alert the nurse to signs of psychiatric needs or suicidal tendencies. After booking and being assigned to a cell, the inmate can request nurse call at any time and will be seen within 24 hours of the request.

Any person in jail taking prescribed medication will continue to receive medication at the Jail after the prescription is verified by the inmate's physician or pharmacy. Some medications may be changed to an equivalent that is covered in the existing formulary. Psychotropic medications are taken by 16% to 17 % of inmates booked. A new computerized pharmacy program will change the disbursement of medications to eliminate waste of unused medications that cannot be restocked, thereby saving \$2 million annually. It will also provide updated electronic medical records.

The Jail provides a variety of hospital services including X-rays, casts, podiatry, gynecology (up to the date of delivery), and kidney dialysis. Any inmate with a medical condition that cannot be treated at the Jail is sent to a local hospital or specialist. During an arrest, an officer on scene must take an injured arrestee to one of the contracted medical facilities for treatment before being booked into jail. There are contracts in place with hospitals in Sacramento County, with per day costs for inpatient care ranging from \$2,070 to \$18,767; emergency treatment costs range from \$400 to \$2,500 per visit. Adding to the cost is the requirement for deputies to be in attendance at all times. The County also provides transportation for inmates to these medical facilities.

Education: Elk Grove Unified School District's (EGUSD) Adult and Community Education program assigns three staff persons to the Main Jail under a Sacramento County Board of Supervisors Resolution. Inmates are given an opportunity to earn a high school diploma or their General Education Development (GED) certificate. One instructor and a clerical assistant are funded through EGUSD, while a second instructor is paid for by the Inmate Welfare Fund (revenue from commissary and telephone use). The Inmate Welfare Fund also funds school supplies and equipment when requested by EGUSD. The County provides classroom and office space at no cost to EGUSD.

Drug and alcohol programs, batterer intervention programs, fatherhood programs, and relapse prevention programs are provided at the Main Jail. These programs are facilitated through contracts with service providers from the community. Currently, nine people staff these programs.

Observations

- Medical care at the Main Jail has been improving.
- Continued improvement is being pursued by those responsible for inmate medical care.
- Non-English speaking inmates are at a disadvantage understanding written and verbal instructions. Learning basic English skills would be a positive step toward understanding appropriate conduct in a detention facility. These skills would also aid in the ability to assimilate into society.
- At the time of the Grand Jury tour (August, 2007) the “Inmate Rule Book”, printed in English and Spanish, was being revised and was not being used.

Sacramento County Sheriff’s Work Release Division Tour

Background

Members of the Grand Jury toured the Work Release Division of the Sheriff’s Department in October, 2007.

Division Administration

The staff of the Division consists of approximately 100 employees and 24 annuitants (retired law enforcement employees). The Division is under the charge of a Commander and an Assistant Commander. The Division is divided into five units – Administration, the Work Project Program, Home Detention, Revenue Recovery, and Revenue Collection. The Division also administers a Toy Project and a Power Program.

Programs and Projects

Work Project Program

The Sacramento County Sheriff’s Work Project was created in 1978 and has evolved into one of the largest alternative correctional programs in the nation. The current average number of inmates participating in the program ranges from 1,600 to 1,900. At the time of the Grand Jury’s tour, there were 1,775 inmates. Participants in the program perform public service work, such as landscape maintenance for various nonprofit and public organizations, and return to their homes at night.

Home Detention Program

Home Detention is an alternative type of confinement in lieu of incarceration. Participants in the Home Detention Program live at home and are monitored by electronic devices which keep track of their locations. The equipment is also capable of monitoring alcohol consumption. Participants must be employed and work a minimum of 32 hours per week.

Revenue Recovery

The goal of the Revenue Recovery Project is to reduce the number of outstanding misdemeanor warrants and to increase collection of fines. The unit is responsible for locating offenders and serving enforcement warrants.

Revenue Collection

Individuals enrolled in the Work Project and Home Detention programs are required to pay a portion of the administrative costs of the program. The Revenue Collection Unit considers the ability to pay when assigning a share of these costs to the offender. The Unit also manages the collection of funds.

Toy Project Program

The Toy Project is a charitable function of the Sheriff's Work Release Division. Inmates participate while serving sentence time by making and repairing items such as toys, furniture, and bicycles. The project participates in an annual holiday gift program. Last Christmas more than 1,500 families received gifts and food through the program. The program has Internal Revenue Code §501(c) (3) status, enabling it to receive tax-deductible donations to support its activities.

Power Program

In collaboration with local school and community college districts, the Power Program offers educational and employment skills to inmates in a noncustodial setting.

Observation

The 2006–2007 Grand Jury Report included an Investigative Report, which resulted in two Findings and Recommendations. See comments elsewhere in this report on the Responses to those Findings and Recommendations (p.108).

Sacramento County Sheriff's Department Rio Cosumnes Correctional Center Tour

Background

Rio Cosumnes Correctional Center (RCCC) is the primary custodial facility for the County of Sacramento, but accepts new arrests from Elk Grove, the CHP, California Department of Fish and Game, State Parole Office, State Park Rangers and the Sheriff's Department 24 hours a day. Six hundred forty-acre RCCC has a central guard tower that observes the entire 104-acre campus. The majority of the inmates (a population of 2,259) are serving one year, or less, as sentenced by the Court.

The Grand Jury toured RCCC two times and toured the One-Stop Career Center located in Elk Grove.

Positive changes have been made over the past year in facility organization and appearance. The Grand Jury observed an increase in staff pride and morale with freely exhibited positive attitudes by the staff.

The following programs and services were observed and/or discussed:

Medical Services

The assignment of a lead physician has improved inmate access to medical care over last year's Grand Jury visit. Approximately 25% of the inmate population requires mental health services.

Residential Substance Abuse Treatment

This facility offers a rehabilitation program with assistance for substance abusers. Classes in parenting and family relations are sometimes directed by the Court, but also offered to other inmates. This program is State funded and claims a 65% reduction in recidivism rates.

Vocational Training

- General Office Training is an 8-week curriculum. Students in this program average 50 hours of training.
- Cook Training is a 12-week program. Students in this program average 198 hours of training. This program is available only to male inmates.
- Landscaping is an 8-week course. Students in this program average 196 hours of training.
- The Culinary Arts Program provides instruction in professional cooking and rudimentary restaurant management. It is available only to female inmates and is a much sought after class. This unique program is taught by an award-winning chef.
- Sign making and engraving, also open only to female inmates, provide a small stream of income that maintains the program.

Education Programs

The Elk Grove Unified School District (EGUSD) receives Average Daily Attendance funding for the courses taught at RCCC. Courses include remedial reading, English as a Second Language (ESL), general office skills, bookkeeping, and computer skills, all with an emphasis on General Education Development (GED) preparation. Last year 97 inmates earned GED certificates, up from 57 the year before.

Read-Out Program

Inmate re-entry preparation begins at RCCC with the Read-Out Program, which is available to everyone. Early release is earned by literally “reading out” of your Court sentence. For instance:

- Satisfactory class attendance reduces a sentence by up to two days per month.
- Completion of vocational training reduces a sentence by 10 days.
- Completing GED requirements reduces a sentence by 10 days.
- A significant gain in math or reading skills, GED requirements, or ESL proficiency, reduces sentences through benchmarks.

English as a Second Language

The ESL program is presented in English, with focus on phonics, word recognition, and beginning reading skills with frequent visuals and acting out of words. The EGUSD staff are convinced that “English Only” immersion is the most effective method of teaching ESL.

Over the past year, the average age of the ESL student was 35, with 72% being between 18 and 39. Native language breakdown of the RCCC population entering ESL programs in the past year is 61% Spanish, 13.5% Russian, 9% Vietnamese, and 16.5% other languages. In 2007, ESL students averaged 76 classroom hours in 1.8 months.

Hire Hope

Sacramento County has 12 One-Stop Career Centers located throughout the County, which are funded by the Federal Workforce Investment Act through the Sacramento Employment Training Agency (SETA). SETA is a leading state workforce investment agency interested in exploring programs that successfully return ex-offenders to communities.

Hire Hope is a joint program of Elk Grove Adult and Community Education (EGACE), with the One-Stop Career Center located in Elk Grove. Inmates volunteering for the program participate in life skills series combined with vocational training and are shown the path to gainful employment with hands-on assistance from the Hire Hope staff. Participants enroll in 45 hours of job readiness instruction. They start the program while at RCCC, then transition with their case management team to the Career Center. Approximately 20 females and 20 males are

enrolled in job readiness classes at RCCC every six weeks, the duration of the program. In 2006-2007, 411 ex-offenders were provided One-Stop services.

The Hire Hope project has created a trusting relationship and a bond that links the student from RCCC to the SETA/One-Stop Career Center through and after release.

Several County agencies, as well as some private organizations, furnish transportation and obtain temporary housing, jobs, and scholarships for Hire Hope participants. Training for job interviews, résumés, and computer skills is also provided.

Hire Hope was fully funded from mid-2003 to mid-2006. Funding for half of case management and most of support services ended in June, 2006. In 2007, a study of Employment Development Department (EDD) wage earners validated the success of Hire Hope. Of the 269 ex-offenders provided One-Stop Center Services in 2005, 83% reported wages in EDD base wage files one year later. In August, 2007, EGACE and SETA provided six months of fiscal support to continue this Hire Hope program.

Observations

The Grand Jury, in its discussions and tours, made the following observations:

- Occasionally work assignments take priority over classroom scheduling.
- RCCC funding is currently insufficient for additional classrooms to support basic education and re-entry programs.
- Upon release from custody, job prospects are bleak for those lacking rudimentary English language skills. Affected inmates would benefit from a continuous 12-month program with priority on full-time immersion in ESL.
- Hire Hope successfully integrated re-entry services by offering job service activities, job placement services, and community resource referrals. Eighty-three percent of Hire Hope candidates have reported taxable income one year after release, which is remarkable.
- Hire Hope has earned considerable support from the RCCC population, yet there remains a much larger inmate population being released ill prepared to return to society. This is detrimental to the community but does not diminish the success of the Hire Hope model.
- The Hire Hope model is a successful program which would benefit from further support and publicity.

Warren E. Thornton Youth Center Tour

Background

Residents are juveniles who have committed a crime and are sent to the Center per court order. The residents range in age from 12 to 18 years. The facility is coeducational and has a capacity of 110 beds, of which 30 are designated for females and 80 for males. The residents are

committed to the Center for one year. The minimum length of stay is 84 days with the average length of stay less than 100 days. The remainder of the commitment is completed on furlough. The majority of the residents will leave the program and go home. Upon release of the residents, as juveniles, 60%-66% do not re-offend.

Staff at the center does not carry weapons, but does carry pepper spray. Each staff person has an alarm, which when pressed, tells central control to send help immediately. The device is also triggered if a staff member is stationary for seven minutes. Room checks are taken during the night about every 15 minutes.

Upon admission residents are given a substance abuse inventory assessment by the mental health team to establish a level of treatment, if necessary.

At the time of the Grand Jury's tour, the Youth Center's "phase system" was based on accountability, responsibility and respect. The three phases are Apprentice (learner), Journeyman (teaches an Apprentice), and Foreman (oversees apprentices and journeymen).

Residents are allowed parents/guardians as visitors but not siblings over 11 years of age or friends. When they are home on furlough or a weekend pass, they sign a contract to stay home and are given a urinalysis upon return. If they violate their contract, they are dropped back to the last phase completed and have to start that phase over again.

The residents are enrolled in "Evidence Based Programs", including a Drug and Alcohol Intervention class and a Life Styles class (personal behavior and its consequences). There is one vocational program, a physical fitness type class.

Residents' parents/guardians are offered a parenting class during this period. It is a program of eight 45 minute videos with an ensuing discussion. This is a good, but voluntary, parenting skills class. Few parents or guardians take advantage of it.

Residents belonging to gangs are not separated. They are intermingled to force them to confront life style issues. Residents have work assignments which include vacuuming, bathroom cleaning, and yard care. They go to school at the facility five days a week with a permanent teaching staff.

For discipline all residents are sent to their rooms for room confinement. The center is not locked down and children can and do run away. Run-aways usually do not have any plan made, so are picked up within a short period of time.

Observations

- The Youth Center is very well maintained. It is clean and appears well organized.
- Residents are kept busy with a schedule that allows for many rewards for work well done.
- Staff appreciates the importance of giving praise where praise is due and have monthly graduation and award ceremonies.
- The fact that up to 66% do not return attests to the awards approach.

Sacramento County Juvenile Hall Tour

Background

The Sacramento County Probation Department administers the Sacramento County Juvenile Detention Center. This center, commonly known as Juvenile Hall, is a short-term facility. It houses youths awaiting appearances in Adult or Juvenile Court, pending placement in other programs, or serving a court ordered period of detention. Education, recreation, medical care, and counseling, including behavior modification, are provided.

Juvenile Hall was designed to house 261 residents. A planned expansion of 120 beds is scheduled for completion in October, 2008. The new units will be composed of four 30-bed housing pods consisting of single and double occupancy rooms. Renovation of the nine existing units will be completed in 2010.

The facility had a total staff of 351 in September, 2007. Sworn staff consisted of 44 Supervising and Deputy Probation Officers, 172 Deputy Probation Assistants, and 17 Intake and Classification Probation Officers. The balance is non-sworn staff. This total excludes teaching, medical and maintenance staff.

Visiting hours for parents and guardians are available seven days a week from 4:00 p.m. to 9:00 p.m. Walk-up visits are permitted, but most visits are pre-arranged online or by phone. The attractive and immaculate Visitor's Center main room has 27 permanently mounted tables with four attached stools at each table. The nearly new Visitor's Center also has contact and no-contact rooms for special needs.

Observations

- On September 9, 2007, the resident population was 289 (234 boys and 55 girls), 11% over capacity.
 - In addition, 38 juvenile offenders were housed in Yolo County at a cost to Sacramento County of \$200 per person per day.
 - Sixty-six percent of the population was awaiting Juvenile Court appearances, while 17% was awaiting Adult Court appearances. The most serious offenses included 13 murder charges, 13 assault with a deadly weapon violations, and 15 sexual assaults.
 - The Probation Department was monitoring 62 youths under home supervision.
- All of the residents are screened at intake for alcohol and drug dependency and are instructed in health education.
- Health and dental care, including prenatal care, are provided by three full-time physicians and a staff of 50 permanently assigned medical personnel.
- Mental health services are provided by one psychiatrist, 14 clinicians and six recreational therapists. A mental health clinician screens all residents within 24 hours of intake.
- Emergency care, urgent care, and crisis intervention are provided.

- Two closely monitored “Quiet Rooms” provide full views of residents who cannot control their behavior. Suicide gestures occur on a daily basis and are always taken very seriously. There has never been a successful suicide.
- The facility staff uses behavior modification therapy. Every resident starts the day with a set number of points. Inappropriate behavior or infraction of the rules results in subtraction of points, and at a certain level privileges are taken away.
- El Centro Junior and Senior High School provides educational services to the residents. Classes in math, reading, writing, physical education, and computer lab are conducted five days a week throughout the year.
- To accommodate the residents, whose average stay is four weeks, classes are taught in short modules. Class size is 15 students using nine classrooms, four of which are high security units. Additional classrooms are needed. Each class is staffed by one teacher and one teacher’s aide.
- Attendance in class is required by the second day following intake assessment. Emphasis is on improving English and reading skills by one grade level in 30 days and by two grade levels for those incarcerated 90 days.
- A unique coeducational unit deserves mention. During daytime hours, young male offenders (eight to ten years of age) share a unit with older girls (14 to 18 years of age). It appears the young boys behave better when mentored by teen girls, while the girls learn nurturing behaviors. The girls and boys have separate bedrooms and bathrooms. Rules prohibit contact after “lights out.”
- Group dynamics often arise which can make the dormitories difficult to manage. By 2010, Juvenile Hall is expected to fully transition from dormitories to single or double occupancy rooms.

Sacramento Crime Laboratory Tour

Background

The Crime Laboratory is part of the Forensic Services Department of Sacramento County, located on Broadway near the Old State Fair Grounds. The current building was completed in 1996. The Laboratory provides services to over 50 agencies. There is no fee for service to law enforcement agencies (including State agencies) located in Sacramento County. Fees for service apply only to agencies outside Sacramento County.

Funding for the Crime Laboratory comes from the Sacramento County General Fund and Federal/State grants. The current Director, hired in 1991, has been successful in obtaining a number of these grants.

The Crime Laboratory has 53 employees, including three administrative staff members.

Observation

- The expected growth of the County's population is highly predictive of the need for more facility space. Because of the increasing volume of DNA analyses, specific attention should be paid to the need for a stand-alone building for a DNA laboratory. A separate facility to house new, evolving technologies is also likely to be needed in the near future.

EDUCATION COMMITTEE

The role of the Education Committee is to monitor the activities of school districts within Sacramento County, including the Los Rios Community College District. The committee examines citizen complaints alleging school district irregularities and initiates investigations into various education issues. During the current term, as part of its role to monitor school districts, members of the 2007-2008 Grand Jury met with the County Superintendent of Schools and discussed a variety of issues which included the adequacy of the vocational programs provided in County high schools.

High School Tours

Background

Members of the Grand Jury visited three high schools in three different school districts in Sacramento County primarily to assess the adequacy of the vocational programs offered. Each Principal was asked about the school's history, attendance, and Academic Performance Index (API) score.² They were then asked about vocational programs as compared to academic programs. The Grand Jury requested copies of any printed materials available and toured vocational classrooms and laboratories.

Elk Grove Unified School District Valley High School

Meeting Participants: The Principal, Health Tech Academy Instructor, Director of Alternative Education, and members of the Grand Jury.

Statistics: Valley High School is 30 years old, with a population of 1,718 students: 30% African American, 30% Asian, 30% Latino, and 10% other. The API scores are 697 out of a possible 900. The high school has 85 teachers, all of whom are certificated. The Principal stated that, of the 340 seniors, 98% indicated they would like to attend college; however, usually 70% actually will attend. Of this 70%, up to 41% will attend college in the state college/university system.

This high school is affiliated with California State University, Sacramento (CSUS) in a program called "Sac State for All". One hundred eighty students have applied for this program and 79 have been accepted. Students take classes through CSUS while in high school and are admitted directly to CSUS upon graduation.

² The API scores were established as a means of determining where federal funds should go for education. The upper limit of the API scores is 900 with 700 being the acceptable standard. California wants all schools to achieve a score of 800 or better.

Valley High School has a small number of students who “disappear” (drop out) each year. They don’t show up for school, and the school is unable to locate them. The Principal believes the transient nature of the neighborhood in which the school is located is a contributing factor.

School Structure: The school is divided into “academies”. There are 30 offerings through Regional Occupational Programs (ROP), which include auto mechanics, retail sales, hospital/community health, medical assistant, animation, digital photography, computer-aided graphics, and courses on working with children (teachers’ aides, preschool, nurseries). The curriculum consists of classroom studies at the high school and on-the-job training at partnered businesses. Students can graduate from high school with a diploma and a certificate from an academy and go to work in their chosen fields. The academy/ROP programs are governed by the National Career Academy Standards.

Academic Requirements: The “No Child Left Behind” mandate requires all students to take what is known as “A-G Coursework”. These are the basic core courses needed to attend college (English, Math, Science, etc.).

ROTC: The Air Force ROTC program on campus teaches life skills and leadership and is attended by 120 students. After graduation, only a few enlist in the military.

Sacramento City Unified School District Luther Burbank High School

Meeting Participants: The Principal and members of the Grand Jury.

Statistics: Luther Burbank High School is 47 years old. There are approximately 2,000 students enrolled: 37% Southeast Asian, 26% Latino, 19% African American, and 18% other. API scores for this school are 619. There are 118 teachers of whom 82 are certificated. In any given year, over 1,000 students (about half) transfer in and out, with some being on the “disappearance list.” The school is in the process of having some remodeling done (paint, flooring, etc.).

Vocational Program: Luther Burbank has a core program called “Small Learning Communities”. Each student is placed in one of seven categories: Arts and Communication, Construction and Design, Criminal and Social Justice, Information Technology, International and Environmental Studies, Medical and Health Sciences, and Public Services Academy. The school follows the “No Child Left Behind” mandate.

Tour: The Grand Jury was given a tour of a Construction and Design classroom. There were three students with an instructor working on a construction project. The students were building a stage in the quad for school events.

ROTC: The Navy ROTC program on campus has approximately 100 cadets. There were no data provided as to the number that enlist.

**San Juan Unified School District
San Juan High School**

Meeting participants: The Principal and members of the Grand Jury.

Statistics: San Juan High School, at 95 years old, is the second oldest high school in Sacramento. The school recently received substantial funding for extensive remodeling.

In recent years, many students living in the area have taken advantage of the open enrollment option to enroll elsewhere. As a result, enrollment at San Juan High School has declined dramatically. In the last 10 years, the student population has dropped from 1,800 to its current level of 800 students. The student population is 50% Caucasian, 25% Hispanic, 15% African American, 10% other. Of those listed as Caucasian, a significant number are native Russian speakers. A high percentage of students are enrolled in Special Education and English as Second Language (ESL) classes.

The API scores range from 550 to 650. The high school has 45 certificated teachers. San Juan High School follows the “No Student Left Behind” mandate. The school’s educational philosophy is based on these 3R’s: “rigor, relevance, and relationship.”

Vocational Program: San Juan has five career technical education pathways: Culinary Arts and Bakery, Transportation (automotive/aeronautics), Construction Trades, Engineering Design (architectural design), and Media Arts (digital graphic arts, theater production). The school has a broadcast media studio that is operational.

There is a 9th grade “exploratory wheel” which allows students to rotate among the various pathways. The students are not locked into a pathway and may switch to another if they so desire. San Juan High School offers summer camps for 6th to 8th graders so they can sample the classes available.

Other Programs: San Juan High School has Special Education classes, some of which are for autistic students.

The culinary classroom was built in the early 1900’s. A new one is being planned with a fully-functioning kitchen and restaurant. It will allow meals to be made and served by students to paying customers.

American River College offers concurrent course work at San Juan High School for seniors planning to attend college.

Observations

- All three schools adhere to the “No Child Left Behind” mandate.
- The philosophies of Valley and San Juan High Schools emphasize vocational preparation and the importance of students being able to earn a living while attending college.
- Valley High School uses off-site facilities for its job training programs due to a lack of available classrooms on campus.
- Staff members at Valley and San Juan High Schools appear enthusiastic about the future and are excited about the plans to expand the vocational programs at their schools.
- The API scores at all three of the high schools visited were below the acceptable 700 level.

ENVIRONMENT, PUBLIC WORKS AND SPECIAL DISTRICTS COMMITTEE

The Environment, Public Works and Special Districts Committee oversees city and government services in addition to all special government districts in Sacramento County. These districts include all water, sewer, and garbage districts, as well local and regional park and recreation districts. State districts, such as the local Air Quality Management Districts, are not within the jurisdiction of this Committee of the Grand Jury.

This committee reviews and investigates all accepted complaints on government activities as well as overseeing complaints relating to the subject matter of these operations, such as the environmental impacts of water, sewer, and other special use district operations.

Rancho Seco Nuclear Power Plant Tour

Background

Rancho Seco Nuclear Power Plant, a SMUD-owned enterprise, has been closed since the late 1980's. Decommissioning and disassembly has been underway since then and is nearly complete. Currently, Rancho Seco is in the final stage of the decontamination of small isolated radioactive spots. Even though they pose no threat to human health and the environment, these spots are nonetheless being removed.

The principal reason for the visit of this Grand Jury was to view the spent fuel dry storage area and to inquire into the fiscal soundness of the security plan. Prospects for Federal repayment of costs associated with storage to-date and future storage were discussed.

The cost for secure storage at the site is approximately \$3.5 million per year, 90% of which is labor. Extensive technological security systems provide around-the-clock monitoring and rapid response capability throughout the area. SMUD has a contingency plan for funding continued secure dry storage of the spent fuel rods and contaminated metal, absent the Federal funding which is being sought.

SMUD is proactively seeking other business enterprises to capitalize on Rancho Seco's remaining infrastructure and commercial/industrial capacity. A gas-fired energy plant has been constructed nearby on land leased from SMUD. It ties into the electricity power grid at that point. Even after taking into account the costs and logistics of such a remote location, there are some other businesses which are considering locating to the vacant buildings at Rancho Seco.

Rancho Seco's mission statement is a valuable insight to its objectives and accomplishments. It reads:

"Safely decommission Rancho Seco such that adverse impacts to the environment and public health and safety are precluded, costs and risks to the District are minimized, and options for site re-use are preserved."

From the perspective of the Grand Jury, SMUD's accomplishments and actions are successfully implementing this mission.

Observations

- The Rancho Seco facility is not operating and is fully decommissioned. SMUD has substantially completed the disassembly process and is now involved in numerous small clean-up activities.
- Secure dry storage for the spent fuel rods and other contaminated metal structures is sufficient to meet the needs of storage of this material, absent a long-term Federal repository elsewhere.
- The spent fuel rods are safely encased in protective containers which, when a long-term site is approved and opened, can be safely moved via rail.
- On-site leadership is competent, professional, and well versed in all aspects of the operation. Management's experience level reaches back to the days when the plant was operational. Corporate knowledge is cited as an international example of "how to do it right". Rancho Seco often hosts international visitors who come to view how the closure, decontamination, and disassembly has progressed. As other countries begin to face the prospect of managing spent fuel assemblies over the long term, Rancho Seco serves as a model.
- SMUD's budget provides for long-term dry storage, if Federal funds are not forthcoming. These provisions will not adversely impact ongoing operations and maintenance activities for other SMUD projects.

Sacramento International Airport Tour

Background

The Sacramento Grand Jury visited Sacramento International Airport and received a full briefing on airport operations as well as a tour of the physical plant.

In addition to Sacramento International Airport, Sacramento County has two other major airstrips within its borders: Mather Field and McClellan Business Park, both former U.S. Air Force bases. The County also operates Executive Airport, a general aviation facility.

Sacramento International Airport has benefited from a long-term commitment by local leaders to develop a regional international airport to service primarily passenger and business air travel. Two runways exist now, but a third is planned for future development as the need arises.

Observations

- The overall mission of the airports within the county is to operate in a safe, convenient, and economical manner. The Grand Jury was impressed with the professionalism, competence, and commitment of the leadership at Sacramento International Airport. The budget and fiscal picture showed a commitment to fiscally sound operations now and in the future.
- In discussing cost containment efforts, the administrative staff offered no compelling reasons for not privatizing some functions outside the secure areas of the airport, such as lawn maintenance, etc. It was stated that although contractors do exist throughout the airport, even in secure areas, county rules and policies prohibit the use of contractors when county employees are available to do a specific task.
- There are plans for major development at Sacramento International Airport and these plans include specific proposals for financing. Discussions are ongoing regarding public acceptance of cost and the impact on surrounding areas. A specific commitment to local sales of financial instruments (bonds) should be carefully considered when financing airport expansion, rather than giving all financing opportunities to institutional investors with few local ties. Local financing could reap rewards well beyond the financing itself, achieving community “buy-in” to airport activities. The recent first bond sale included one brokerage house with a commitment to local sales of these investment instruments. It is hoped the second issuance now scheduled for December, 2008, (as well as future offerings) will also include one or more brokerage houses committed to local sales.

HEALTH AND HUMAN SERVICES COMMITTEE

The role of the Health and Human Services Committee (H&HS) is to investigate and gather information on policies and procedures of health and human service agencies serving the residents of this county. The Sacramento County Department of Health and Human Services includes the Division of Public Health, Senior and Adult Services, Alcohol and Drug Services, Child Protective Services, Mental Health Services, and Primary Health Services.

Sacramento County Department of Health and Human Services Senior and Adult Services In-Home Supportive Services Program Tour

Background

The Department of Health and Human Services is a large, complex, county-wide agency composed of six divisions: Public Health, Alcohol and Drug, Mental Health, Primary Health, Child Protective Services, and Senior and Adult Services. In-Home Supportive Services (IHSS) is one of the programs operated by Senior and Adult Services.

IHSS serves approximately 20,000 clients. Elderly and frail, blind, and/or disabled people who meet the low income criteria are eligible for this service. Care consists of housework, meal preparation, escort, and personal care services. There are over 19,000 care providers, suggesting that most of them assist only one person. These services are designed to keep people in their homes and as independent as possible. The population served will expand as more people are successfully treated for injury or disease and live longer.

Caseworkers make an annual assessment visit, unless the condition of the client warrants more frequent attention. If a client, caregiver, or other interested person (e.g., a relative or neighbor) believes that a client's status has changed, a re-assessment visit can be made. Often the client is involved with another Sacramento health or social services agency, so coordination of services is required.

IHSS is a state- and federally-funded program operating in all counties. The program is administered under state law and regulations. California's current budget for IHSS is \$4.5 billion, \$4.3 billion being for wages and benefits.

The IHSS recipient is an independent contractor or employer – hiring, firing, training, and supervising his/her own caregiver.³ In California, as opposed to some other states, the client can hire a friend or family member or choose a provider from the IHSS list. IHSS issues checks to the caregivers based upon the hours authorized and served, as verified by the IHSS recipient.

³ Welfare and Institutions Code §§ 12301.6 (c) (2) (B) and 12302.25 (a)

Recipients are given a variety of materials, in English or Spanish, detailing their rights and responsibilities. The County supports its IHSS recipients with an abundance of materials. Prepared in 2006 by the Institute of Social Research at California State University, Sacramento, the "Consumer Handbook" provides comprehensive information for recipients in all counties.

A specific sub-group of clients do not have the capacity to adequately hire, fire, train, and supervise their caregivers. While they may not possess the ability to understand payroll documents and other aspects of the employer/employee relationship, their condition does not warrant removal from their homes.

Sacramento County is unable to fiscally support contracting with a home care agency to hire and supervise caregivers (as is provided in some states). There are insufficient funds to pay the administrative costs of such a program. It cannot be supported by taking money from caregivers, who are already near the low end of the wage scale.

There have been bills introduced in the State Legislature to provide specifically for this group, but such efforts run contrary to the interests and desires of handicapped persons receiving IHSS, who are adamantly opposed to any provisions that might impinge on their ability to manage their own care.

Observations

- Providing services to keep people at home is more desirable than institutionalization. As the population ages, the number of people requiring IHSS will increase, with those over 85 years of age being the fastest growing segment of clients. One policy expert stated, "We are so unprepared for the aging of baby boomers that it's frightening."
- IHSS caseworkers have large caseloads, preventing them from devoting sufficient time to individual cases which may require more attention. Counties are funded for eight hours of case management per client, per year. It does not seem likely that in the near term there will be additional funds to hire more caseworkers. The Grand Jury takes note that the issues and dilemmas here presented are not unique to Sacramento County. Increased funding is the responsibility of federal, state, and local governments.
- Currently, there is uncertainty as to the size of the population that cannot easily or continuously be a successful "employer" of a home caregiver. Efforts should be made to identify the size of this population.
- There needs to be continuing effort at the state and local level to reconcile the competing interests of the various groups served by IHSS, so that the less mentally competent can be served properly by this program.

Sacramento County Public Health Laboratory Tour

Background

The Sacramento County Public Health Laboratory (PHL) was founded on the belief that the prevention of disease is vital to a community's well-being. The Laboratory is a key resource for information to community medical providers regarding communicable diseases and possible bioterrorism agents.

The Laboratory performs diagnostic tests for infectious diseases for the county's public health clinics, AIDS prevention programs, primary care clinics, jails, and environmental health units, as well as private and non-profit organizations. The PHL is mandated to confirm cases of emerging and well-known diseases, such as typhoid, salmonellosis, malaria, multi-drug resistant tuberculosis, rabies, anthrax, plague, brucellosis, cholera and diphtheria. It interfaces with the State Public Health Laboratory in Richmond and serves as a reference laboratory for flu and West Nile viruses.

The PHL includes a state-of-the-art bioterrorism section that is on-call day and night to test for potential bio-threat agents. The PHL also conducts HIV and bioterrorism tests for other counties in California.

The Sacramento County Public Health Laboratory is one of 17 laboratories in the state that share information with the national Centers for Disease Control and Prevention. There are 166 such contributing laboratories in the nation. The PHL also works with the Coroner's Office as requested.

The Laboratory places a high value on training, with emphasis on quality control and safety. The PHL provides internship experience required for certification as a public health microbiologist.

Observation

- The pay scale for microbiologists in Sacramento County lags behind other counties. Recruiting and retention of qualified professionals is difficult, due to a shortage of public health microbiologists in the state.

Sacramento County Department of Health and Human Services Primary Health Care Clinic and Pharmacy Tour

Background

Sacramento County's Department of Health and Human Services is a core provider of services to, and protector of, county residents. It is a large agency with many divisions. The Grand Jury visited two divisions – the clinic and the pharmacy – in March, 2008.

These two services occupy one modern building on Broadway. Each has several satellite locations in other parts of the county. Two that are reasonably near the main facility are due to relocate to the main building within the year. The Grand Jury briefly toured the waiting rooms and pharmacy and met with the director of each service.

Approximately 150,000 visits per year take place at the several clinic locations. The patient load does not include children, and the waiting areas are not equipped for them. The clinic and the pharmacy serve an indigent population, including General Assistance recipients, undocumented residents, and persons who lose their Medi-Cal coverage after they are arrested and booked. Interpreters for 26 languages are available in the clinic, with phone access for other languages. The pharmacy can draw upon interpreter services as needed.

The clinic's annual budget approaches \$36 million with the county providing over \$21 million of the total. Federal, state, and other funding sources constitute the balance.

The clinic is a much sought after 4th Year Residency placement at the University of California, Davis, Medical School. Instituting this program is one of the ways the clinic has tried to keep pace with increasing usage of its services without a corresponding increase in budget. In the face of cuts over the last few years the clinic has reduced administrative positions in order to retain medical personnel.

Utilizing appointments has significantly reduced waiting times to see doctors or nurses. It has the added benefit of having the clinic look and feel more like a doctor's office. In the waiting room set up for those with appointments, waiting time is about half an hour. For those without appointments, there is a triage nurse. Waiting time can be up to 6 hours, based on the urgency of need. Contractual agreements with several hospitals exist to provide care that is beyond the clinic's level of service.

The clinic has started setting up voluntary group meetings for persons with certain specified diseases (diabetes, asthma, hepatitis C, hypertension) and soon plans to start a group for those with congestive heart failure. On-going treatment information is well handled in groups facilitated by a medical professional. This system has been quite successful and is reported to be popular with participants, who share information and experiences. Physical examinations are still performed by physicians. This program has the additional benefit of removing patients from urgent care. The clinic has received a grant to increase this service.

The clinic does not yet have an automated medical records system, but there are plans for one in the future.

The pharmacy, though a separate organization, operates in close coordination with the clinic. The 2006-2007 Grand Jury reported that the pharmacy's pay scale made it non-competitive with similar private or hospital-based services. The 10% pay raise given pharmacists within the past year, in addition to stable hours (no evenings or weekends), has reduced vacancies from five to two. There are currently 16 full- and part-time pharmacists employed in the pharmacy.

The pharmacy fills 1,500 to 1,700 prescriptions daily, or well over 300,000 annually. This is a daily increase of 300 to 400, or an annual increase of 70,000 from a year ago. An even greater increase is expected if the current economic downturn continues.

Waiting time for a prescription varies between a few hours and a few days. Concern was expressed by the director that the average wait has gone from two to four hours; he and his staff are working to reduce this. Currently, patients coming from the clinic bring hand-written prescriptions with them due to the clinic's lack of a computerized medical records system. Such a system would provide automatic transfer of legible prescriptions.

The pharmacy serves as the central pharmacy for the County's correctional institutions. Pharmaceutical services are being developed by the Sheriff's Department and, when operational, will relieve the County pharmacy of this responsibility. It also has medication responsibility for County residents who are housed in out-of-county mental health institutions.

Last year's Grand Jury noted that the pharmacy's computer system was not fully operational. There is now a "call-in" system enabling patients to renew their prescriptions by telephone and receive a "time-certain" to pick up their medications. This is efficient and of benefit to pharmacists as well as patients.

Medications not picked up within a week are manually re-stocked. This system involves looking through thousands of prescriptions, but helps reduce medication costs.

Observations

- The Grand Jury was impressed with the strong, service-centered, and cooperative leadership of the clinic and pharmacy. Asked about possible cuts in their budgets, both directors agreed that administrative costs would be reduced and innovative ways of maintaining services attempted before cuts in service to their mostly indigent patients would take place. The maintenance of the clinic and pharmacy services helps prevent more expensive hospital visits.
- The Clinic Director noted that the demand for services increases about 10% a year. In times of recession, General Assistance can increase up to 30%. It could be that the clinic is facing a 40% to 45% increase in demand for services at a time when the budget for the County clinic system may be cut. A loss of medical services would adversely impact the area's emergency rooms and the health of many residents of the County.

Children's Receiving Home Tour

Background

The Children's Receiving Home (CRH) of Sacramento was established in 1944 for abused and neglected children. It has been at its present location on Auburn Boulevard since 1965.

While most such institutions throughout California and the country are now publicly funded, this is a private non-profit facility operating in conjunction with the Sacramento County Department of Health and Human Services and the Sacramento County Superior Court. CRH has a \$7 to \$8 million annual budget. Fifteen percent is from charitable contributions. Administrative costs are about 10%.

CRH is a temporary emergency shelter providing early intervention to stabilize children who have been removed from their homes. They may be returned to their parents or other relatives or placed in foster or residential care after a court hearing. The average stay is 25 to 30 days.

The children at CRH range in ages from 1 to 17 years old. Children under one year of age are placed immediately into foster care.

In addition to providing food, shelter, and clothing, the Children's Receiving Home offers counseling, medical and dental care, and psychological services. During their stay, each child is observed in all settings to facilitate a successful placement. The children have an opportunity, while interacting with other children, to realize that others have had similar experiences and that what has happened to them is not their fault.

Campus-like facilities can accommodate 98 children in cottages of 9 or 10 beds, each designated by age group. During the course of a year, CRH serves up to 1,800 children.

The staff of 160 includes intake staff, resident counselors, medical staff, kitchen staff, mental health workers, social workers, facility maintenance workers, and administrators. There are two adults at each cottage site at all times.

Heavy reliance is placed upon a dedicated volunteer staff of 120 who do much of the monitoring and comforting of children on the campus. Many of these volunteers have been donating time for years and are an essential part of the success of the institution.

Education is provided by Valley Oaks School, an on-site accredited facility operated by the San Juan Unified School District. There are four cluster-grade classrooms with teachers, assistants, and, at times, volunteers. An enrichment program for 2- and 3-year-olds provides preparation for preschool. Preschool is provided for 4- and 5-year-olds.

Observations

- The facility is open, clean, comforting and welcoming. Attractive cottages provide housing which avoids the appearance of institutional living. Children were participating in play, school, and volleyball in the gymnasium during the visit of the Grand Jury. This is not a sad place.
- Currently one doctor from the University of California (UCD) at Davis Medical Center is on duty one day a week. This is not enough. Additional medical and mental health specialists are needed. The Grand Jury believes that the CRH offers an exceptional learning opportunity for the UCD Medical School to provide real life experience to those who have chosen medicine as a profession, while fulfilling a dire need at the Children's Receiving Home.
- Volunteers play a major and critical role in making the children feel welcome while adjusting to the new environment. A number of organizations support the Children's Receiving Home, but there is ample opportunity for more volunteers.
- The Children's Receiving Home is now engaged in an effort to build its endowment. A larger endowment would enable the facility to continue to maintain the wide range of services available to the children in its charge.

Sacramento Children's Home Tour

Background

The Grand Jury toured the Sacramento Children's Home (SCH) in April, 2008. The motto over the archway in the entry hall reads: "Caring for Children and Families Since 1867". SCH was started over 140 years ago by volunteers who recognized that a place was needed for children orphaned by parents who perished in a cholera epidemic or were abandoned by them during the Gold Rush.

The facility on Sutterville Road houses 50 residents, from 6 to 18 years of age. Placement at SCH is reserved for those who are unable to be maintained at home, have no supportive extended family, or cannot adjust to foster care. Separate cottages for boys and girls are located behind the big brick building on Sutterville Road that has been a landmark for decades. Also in back is a building housing a gymnasium and music and art rooms. A small outdoor swimming pool, open during warm weather, is located on the campus.

After testing to determine their special needs, the 50 residents are transported to 24 different schools. SCH has in its care children who need intensive mental and emotional therapy. They are housed at the main facility or in one of its many levels of home and foster care. Commonly

are housed at the main facility or in one of its many levels of home and foster care. Commonly behind their peers in social and academic skills they create difficulties for themselves and others in a public school setting. “Acting bad is better than showing a lack of knowledge” in the minds of these young people, according to SCH administrators. “Mainstreaming” them in public schools continues, but is generally not successful. The staff noted that there are not enough specialized education opportunities (especially remedial classes) where children can build their educational confidence and basic academic skills.

SCH provides after-school programs and tutors to help its residents with school and life skills. The facility has instituted a program utilizing volunteers who stay with the children as they “age-out” of the system. Many of the children have never known anyone who cares for them who wasn’t paid to do so.

The Sacramento Children’s Home also runs a wide variety of community-based programs, helping 3,500 children and 1,800 families a year. A wide range of services is provided at three Family Resource Centers located in areas of highest need: North Sacramento, South Sacramento, and Meadowview. These are in addition to home-based services. The Centers’ programs run the gamut from pre-natal to parenting to healthy marriage classes. Mental health and public health nursing services are also provided. All programs, supported by County and grant funding, are free and are geared to support and maintain families and family life. Participation is open to the whole community. A major goal is to help children remain with their families (natural or foster), rather than having to reside at the Sutterville Road facility.

Additionally, SCH runs the Crisis Nursery in Carmichael for newborns to 5-year-olds. It offers respite care from 7:00 a.m. to 7:00 p.m. and overnight care. These are voluntarily placed children who are cared for while families seek help for problems. The goal is to keep the children out of the child protective system. Usually, children do not remain at the Crisis Nursery for more than 30 days.

Observations

- The Sacramento Children’s Home works to treat families and children with “wrap-around” programs that deliver a full range of services. These are delivered at home or in critically located centers. Beds in residential facilities, especially “orphanages”, are being replaced by foster care locations. Out-patient care is preferred and funding is following these favored modalities. However, there is a group of children, with severe emotional and behavioral problems, for whom residential care and treatment is the last – and only – alternative. Institutions which provide this kind of care are necessary in the continuum of care for troubled and abandoned children.
- A group of “graduates” provides evidence of success by their continued participation in SCH programs. The many volunteers involved in SCH programs demonstrate community support for this institution. For example, the Casa Garden restaurant, on the

grounds of SCH, is operated primarily by volunteers. It has been in existence for decades and is a testament to the commitment of volunteers to SCH programs.

- Beyond a loving and supportive home and therapeutic environment, education is a central component of a successful future for children. Educational opportunities for SCH children are limited. Some non-public schools accept these children. For example, two SCH residents are bussed daily to schools in El Dorado County. There is a need within the public education system for alternative education programs with small classes geared to children at varying stages of development.
- SCH does not have an endowment. It receives public funding, income from some commercial property located on its campus, and donations. Establishing an endowment is a priority for its C.E.O. and Board of Directors.

Sacramento County Grand Jury

**Comments and Updates on Responses to the
2007-2008 Isleton Report and to
Selected 2006-2007 Grand Jury Reports**

Isleton

Small City – Big Challenges

Issue

Can Isleton correct its long-standing governance, management, and fiscal problems?

Reason for Investigation

Upon receiving a number of complaints from several residents of Isleton – including city employees – the 2007-2008 Grand Jury launched an in-depth investigation into the workings of Isleton's city government. This report documents the facts and findings of the Grand Jury's investigation.

Response Requirements

As the Grand Jury stated in its cover letter to the Report, "This report is released now so the appropriate authorities and responsible parties will respond within 90 days as required by law and before this Jury's term of service ends on June 30, 2008. Only in that way will the citizens and leadership in Isleton understand that our recommendations are not hollow or unilateral since this Grand Jury will have the ability to comment upon the responses in our final report on June 30, 2008."

Responses were required from both the Sacramento County Board of Supervisors (Findings and Recommendations 12 and 13) and the Isleton City Council (all other Findings and Recommendations). Both entities responded in a timely manner.

Comments and Updates on Responses to Findings and Recommendations

The Grand Jury's Comments and Updates summarize and combine responses as the issues in the Report are interrelated.

Summary of Finding and Recommendation 12

Due to the many fiscal and organizational challenges Isleton faces, the Grand Jury recommended that the County identify a senior executive to assist the City.

Summary of Response by County Board of Supervisors

The County did not concur. It did agree, however, that as needs arise, on a “case-by-case basis, subject to staff availability and scope of the requested service,” the Isleton City Council could request the County’s assistance. Each such request would be set forth in a written agreement. Although the County did not concur with Recommendation 12, it did state its willingness to provide certain assistance (see Response to Recommendation 13).

Comment: The 2007-2008 Grand Jury, while regretting the non-concurrence, recognizes that the County Board of Supervisors has given this close attention. The Board has carved out a workable “middle-ground” in which the limitations, needs, and responsibilities of both the County and City are recognized.

Summary of Findings and Recommendations 2 and 13

That the City request, and the County agree, to the latter providing account management and (fiscal) record keeping services.

Summary of Responses

The City and County both concurred, and a proper system is being established. The City will pay the County the cost of these services. The Grand Jury takes notice that this is an example of, and a “blueprint” for, implementing Recommendation 12.

Summary of Finding and Recommendation 3

The City of Isleton must work to secure long-term financing to consolidate debts, and it must be serviceable within the City’s budget.

Summary of Response

The City of Isleton concurred and, as of this writing, anticipates it will accomplish this within the near future. The Grand Jury takes note that the County has been active in, and supportive of, the City in negotiating a debt consolidation loan.

Summary of Finding and Recommendation 4

The Grand Jury found that Isleton has “. . . an uncertain form of governance. . .” and recommended a full-time and “strong” City Manager form of government be established.

Summary of Response

The City of Isleton, through its elected City Council, concurred. On May 14, 2008, the City Council implemented these recommended government changes.

Summary of Findings and Recommendations 1 and 5

Finding 1 noted the need for “Training in proper procedures for the conduct of government business. . .” Finding 5 iterated this need, especially in regard to impact fees for new development. The Grand Jury recommended both generalized education in the conduct of government business and specifically that “. . . representatives . . . acquire expertise . . . to calculate impact fees.”

Summary of Responses

The City concurs and has provided training in response to Finding 1/Recommendation 1. Specific training is not mentioned in the response to Recommendation 5, but the City is actively seeking to re-open the current, and only, impact fee agreement it has. It is the City’s intent to negotiate all future development agreements that may come before the City for approval with the intent of ensuring that the development impacts are properly addressed prior to any project approval.

Summary of Finding and Recommendation 6

The Grand Jury found that, despite advice of Isleton’s legal counsel, Redevelopment Funds were co-mingled with General Funds.

Summary of Response

Isleton concurs. Adherence to this Finding and Recommendation is part and parcel of Isleton’s agreement with the County (Recommendation 13) and in the City’s concurrence with Recommendations 1 through 5.

Summary of Findings and Recommendations 7, 8 and 9

These three Findings and Recommendations deal with the Isleton City Fire Department, and its relationship to nearby fire districts, as well as to its own firefighters.

Summary of Responses

Isleton concurs. It has hired a fire chief who is implementing and establishing mutual and automatic aid agreements. The City has severed official ties with the Firefighters Association. The Association continues solely as an independent social organization.

Summary of Remaining Findings and Recommendations 10, 11, and 14

The remaining three Findings and Recommendations deal with securing additional funds for the Police, operation of the Annual Crawdad Festival, and the need to investigate disincorporation, if necessary.

Summary of Responses

The City of Isleton concurred with these recommendations.

A Grand Jury Observation

This report has been received quite differently from previous Grand Jury reports. It is being taken seriously as a plan for the future of Isleton. The acceptance and initial implementation by City government are positive steps to meeting Isleton's challenges.

The 2006-2007 Grand Jury Final Report, quoted verbatim below, contained two reports on flood control and development issues in the Natomas area of Sacramento. The 2007-2008 Grand Jury's comments on the responses by the City and County of Sacramento to these two reports have been combined.

North Natomas: Development Gone Awry

Issue

Does the reality of the development in North Natomas today reflect the City of Sacramento's original planning goals?

Until minimum flood protection is certified in North Natomas, is public safety at risk by allowing continued development?

Reason for Investigation

Prior to issuing its Final Report, the 2006-2007 Grand Jury issued an early report entitled "The Kings and City and County of Sacramento: Betrayal in the Kingdom?" That report noted that the arrival of the Kings put pressure on Sacramento to allow development in North Natomas. That Grand Jury investigation led to an investigation concerning the development of North Natomas.

The Flood Risk in Sacramento County

Issue

Is the broad public interest being served by allowing development to continue in Sacramento's high flood risk areas before the flood risk is reduced?

The 2006-2007 Grand Jury reviewed the history of flooding in Sacramento County and focused on three items for discussion. Those items were the level of flood protection being sought, temporary cessation of development in the flood plain, and flood insurance in at-risk areas.

Reason for Investigation

Many agencies, local elected officers and other officials responsible for protecting life and property from flooding in Sacramento County have been trying to reduce the flood risk since settlement began in the area. After the Hurricane Katrina flood disaster in New Orleans in

October 2005, Sacramento was identified as among the nation's cities most vulnerable to flooding. There is continuing controversy over how to achieve better flood protection.

Summary of Findings

Both the City and County of Sacramento are continuing to allow building in areas in North Natomas which do not have 100-year flood protection.

The 2006-2007 Grand Jury found that the City and County have been put on notice of their failure to meet minimum flood protection levels in this area. This raises a question of responsibility and liability for flood-related damages and loss of life should levees in the newly permitted areas fail.

Summary of Recommendations

The prior Grand Jury recommended that the City and County should immediately stop issuing permits or allowing any further building in the North Natomas Flood Plain until the United States Army Corps of Engineers certifies that 100-year flood protection exists in that area. This cessation of development was deemed "imperative" by the prior Grand Jury in its Final Report. Extending the policy until 200-year protection is achieved was "highly recommended".

Summary of Responses by the City and County of Sacramento

In response, the City contended it already complies with the National Flood Insurance Program (NFIP), a portion of the Federal Emergency Management Agency (FEMA) plan. The City proposed that development could continue and that it will only approve development consistent with the current (*emphasis added*) FEMA flood zone maps and regulations.

Further, the City noted that FEMA has not yet determined which new flood zone designation to apply to the Natomas Basin. The City (and County) has requested an "A 99" zone designation, which would permit development within areas impacted by existing levee systems not meeting the 100-year standard, but which are funded for those improvements in the future. The City concluded by saying it would comply with the new FEMA designations once the levees were improved.

Sacramento County responded that it has only approved nominal development in the unincorporated areas of the Natomas Basin. FEMA has not yet determined the new flood zone designation for those areas and thus the County (and City) has asked for an "A 99" designation permitting current development to go forward pending improvements. The County has not issued any new permits since FEMA's temporary "A 99" designation was rescinded.

The County also contends the current County General Plan already restricts residential development in flood plains reclaimed by new (*emphasis added*) levee construction unless 200-year protection is in place. However, the County is issuing "ministerial permits" for new residential and commercial buildings on existing lots consistent with NFIP regulations.

Comments and Updates to Both Responses

In the opinion of the 2007-2008 Grand Jury both the City and the County did not answer the 2006-2007 Grand Jury's recommendations "to immediately stop allowing any further building in the North Natomas Flood Plain."

FEMA rescinded the "A 99" designation in September, 2007, thus effectively disallowing unrestricted development in North Natomas until a 100-year flood protection is achieved and certified. Federal regulations are consistent with the prior Grand Jury's recommendations, and should be fully complied with by the City and County of Sacramento until a 100-year certification is achieved.

The City's response ignores defects in its development policy without a finding by the Army Corps of Engineers (Corps) of sufficient current protection to enable some development to occur while levee improvements are being made. Simply stated, without an "A 99" designation in place, no further development should occur.

The artifice of issuing "ministerial permits" is designed solely to subvert the intent and protection of FEMA's levee requirements and the Corps' certification process. Lack of this level of protection puts citizens who live or work in this area at risk, creating possible liability for both the City and County.

Sacramento County Sheriff's Department Work Release Division

Issue

The 2006-2007 Grand Jury evaluated the Sheriff's Department Work Release Division to determine whether the department is efficient, properly staffed and sufficiently promoted in the community.

Reason for Investigation

California Penal Code § 919(b) requires the Grand Jury to inquire into the condition and management of county jails.

Finding #1 by the 2006-2007 Grand Jury: There is inadequate staffing in the Work Project Field Operations. The Work Release Division has requested an Additional Growth Request for a position in this operation five times since 2002, but the Sacramento County Board of Supervisors has denied its request due to budgetary restraints.

Response to Finding #1 by the Sheriff's Department: Concur. The Sheriff's Work Release Division has submitted Additional Growth Requests during the last four budget cycles for an additional Sheriff Sergeant position. Due to overall Sheriff's Department needs, and the limited resources of the Board to fund only the top priority requests, this request was not forwarded as one of the Department's most urgent requirements.

Recommendation #1 by the 2006-2007 Grand Jury: One additional Work Project Field Operations sergeant must be allocated to address this workload. This sergeant would share in the supervision of up to 36 deputies per week.

Response to Recommendation #1 by the Sheriff's Department: Concur. The Sheriff's Work Release Division requested a second Work Project Program Supervisor (Sheriff Sergeant) be funded this fiscal year. As in past years, due to overall Sheriff's Department needs and the limited resources of the Board, this request was not forwarded as one of the Department's most urgent requirements.

Comment by the 2007-2008 Grand Jury

The 2007-2008 Grand Jury is mindful of past requests for the additional Sergeant's position for the Sheriff's Work Release Program. The Sheriff's Department concurred with the need for an additional supervisor, but not to the extent that funding was requested. This Grand Jury believes this position warrants higher consideration and should be funded.

The Work Release Program assists the county in controlling jail overpopulation, saves the county from increasing financial pressures associated with incarceration, decreases dependency on county services, and allows the convicted individual to remain employed during the length of sentence.

This Grand Jury believes that the Department's characterization of this request as "not urgent" is shortsighted. This Grand Jury appreciates the other needs of the department; however, the importance of the Work Release Program should be recognized by providing the necessary personnel to support this worthy and effective program.

Rancho Seco Nuclear Power Plant: Maintenance/Disposal of Radioactive Waste and Used Nuclear Fuel

Issue

Are all reasonably necessary steps being taken regarding the storage and disposal of radioactive waste and used nuclear fuel produced at the Sacramento Municipal Utility District (SMUD) decommissioned Rancho Seco Nuclear Power Plant (Rancho Seco)?

Reason for Investigation

The 2006-2007 Grand Jury initiated this investigation to determine 1) the status of radioactive waste and used nuclear fuel storage/disposal at Rancho Seco, 2) if adequate steps are being taken to protect the public from release of radioactive materials, and 3) if all appropriate steps are being taken to ensure that used nuclear fuel is being removed and stored in a safe and timely manner.

Background: The 2006-2007 Grand Jury recommended, among other things, that SMUD seek federal compensation for the storage and security of spent nuclear fuel, if the fuel is not moved to a repository elsewhere.

Summary of Responses by SMUD: SMUD responded by stating that, in its opinion, it was unlikely the proposed central repository for spent nuclear fuel at Yucca Mountain, Nevada, would ever open. SMUD also responded that financing and funding for the storage and security of the spent nuclear fuel was the subject of litigation. SMUD prevailed in its claim that the federal government is responsible for these costs. That case has been appealed by the federal government.

SMUD further responded that, even in the event of a reversal of the lower court decision to hold the federal government responsible, SMUD has budgeted sufficient funds to pay for the ongoing storage and security of the spent fuel if necessary. It further stated the impact on the operations and maintenance budget for this contingency is not significant.

Comments to SMUD's Responses: The 2007-2008 Grand Jury has reviewed SMUD's response to the Findings and Recommendations of the 2006-2007 Grand Jury regarding the costs for storage and security of the spent nuclear fuel at Rancho Seco. This Grand Jury concurs with SMUD's response which indicates first, that the federal government is responsible for the cost of storage and security for the spent nuclear fuel. Second, this Grand Jury also concurs with SMUD's observation that, should the decision of the lower court upholding SMUD's contention be reversed, SMUD has the capacity to provide safe storage and security within its operations and maintenance budget for as long as necessary. Finally, this Grand Jury is hopeful that a federal repository will be identified for the storage of spent nuclear fuel.

15 YEAR FINAL REPORT INDEX (1993 thru 2007)

SACRAMENTO COUNTY GRAND JURY

<u>AGENCY</u>	<u>DATE PUBLISHED</u>
Airport System:	
• Conflict of Interest, Sacramento International	1998
• Encroaching Land Use	2002
• Executive Airport	1994
Cities:	
Citrus Heights	
• Credit Card Usage	2001
• Oversight of Contract Services	2006
Elk Grove	
• Elk Grove City Council	2006
• Elk Grove City Council (Response)	2007
• Elk Grove USD Fails Fiduciary Responsibility	2002
• Elk Grove USD (Response)	2003
Fair Oaks	
• Cemetery District Management	1993
• Head Stone Damage	2006
Folsom	
• Credit Card Usage-City of Folsom	2001
• Folsom Sewage Spills Continue	2002
• Landscape and Lighting District Assessment	2005
Galt	
• Failure to Oversee Delivery of Services Contracted	2005
• Galt-Arno Cemetery District Operations	1997, 2001
• Lighting and Landscape Districts	2001
• Misuse of Appointive Power by City Council	2003
• Review of Galt-Arno District Operations	1998
Isleton	
• Administrative and Fiscal Problems	1995
• Complaints Against the Police	1998,1999,2001,2006
• Policies and Procedures	1995,1999
Sacramento City	
• Convention Center Operation	1997
• Financial Incentives for Targeted Business	1997
• Mayor's Office: Use of Time and Resources	1998
• North Natomas: Development Gone Awry	2007
• Regional Radio Communications Review	1999
• Sewer Discharge into the American River	2001
• Sacramento City Unified School District Retirement	2006

County of Sacramento

- Certificates of Participation 1994
- Complaint against Taxi Owners 2005,2006
- Communications and Information Technology 1999
- County Civil Service Commission 2005
- County Civil Service Commission (Response) 2006
- County Employee Evaluations 1993
- County Heat Emergency Response 2007
- County Primary Care Clinic 2007
- Directed Brokerage Program of the County Retirement System 2002
- Economic Incentive Policy 1997
- Failure of County to Oversee Contract Services/Galt 2005
- Firefighters, Our Local Heroes 1996
- Financing of Local Government 1994
- Flood Risk in Sacramento County 2007
- Homeland Security, Ready or Not 2005
- Homeland Security, Ready or Not (Response) 2006
- Letter Grades for Restaurants 2003
- Sacramento-Yolo Port District 1995

Coroner's Office

- Crime Laboratory 1993,2000
- Death Investigations 2003
- Fees for Transporting Bodies 2000
- Review of Vendor Contracts/RFP 1999

District Attorney's Office

- Bureau of Family Support 2002
- Child Abuse and Neglect 1998
- Child Support and Welfare Agencies 1998
- Child Support and Collection Enforcement 1997
- Communication and Internal Management 1993
- Multidisciplinary Interview Center 1993
- Political Activities in School Districts 1997
- American River Flood Control District 1997

Department of Health and Human Services

- Adult Protective Services 1996,1997,2002
- Aging Out Foster Children-Foster Parents 2001
- Child Abuse and Neglect 1998
- Child Abuse in Sacramento County 1996
- Child Support and Welfare Agencies 1994
- Child Protective Services at the Crossroads 2000
- Child Protective Services Intake Services 2006
- Changes Needed in Juvenile Mental Health Services 2002

• Children's Receiving Home	1999
• Development of New Programs for Foster Children	2005
• Family Maintenance and Reunification	1995
• Juvenile Hall Mental Health Services	1993
• Mental Health Services in Juvenile Justice System	2001
• Mental Health Treatment Center	1999
• Public Guardian and Conservatorship	1995
Environmental Services Department	
• Mismanagement of the Environmental Department	2000
• Review of Conflict of Interest Statement	1997
Medical Services	
• County Emergency Ambulance Provider	1993
• Flood Disaster Evacuation of Medically Infirm	2006
• Goals and Objectives of Mental Health Services	2006
• Mental Health Services in the Juvenile Justice System	2001
Probation Department	
• Boy's Ranch and Carson Creek High School	1995
• Domestic Violence Programs	2002
• Juvenile Hall Mental Health Services	1993
• Juvenile Justice Facilities and Staffing	2000
• Mental Health Services in the Juvenile Justice System	2001
• Unequal Treatment of Female Inmates	2002
Public Library	
• County Library Authority	2000
• Use of Alternate Sentencing Volunteers	1993
Sheriff's Department	
• Rio Cosumnes Correctional Center	2007
• Escape at Cosumnes	1998
• Women's Detention Facility	1994
Main Jail	
• Handling and Security of Inmate Correspondence	2005
• Jail health Inmate Psychiatric Services	2004
• Jail Training for Officers	1995
• Main Jail Health Care	2006
• Use of Prostraint Chair	1998
• Women's Holding Cells	1997
• Sheriff's Tactical Air Response Operation	1993
• Work Release Program	2007

Special Districts

- Retained Earnings-Sacramento County Special Districts 2001
- Certificates of Participation 1994
- Financing of Local Governments 1994
- Remuneration to Special District Board Members 1994
- American River Flood Control District 1997
- Cable TV Commission and the Brown Act 1994
- American River Fire District Management Review 1993
- Wilton Firefighters on Fire Board of Directors 2002
- Mosquito and Vector Control District Operations 1999
- Regional Sanitation District Economic Incentives 1997
- Sacramento Housing and Redevelopment Agency 1994
- SMUD, Economic Development Plan 1997
- SMUD, Rancho Seco Nuclear Power Plant 2007
- Carmichael District Operational Issues 1997
- Recommendations for Water District Accountability 2003

School Districts

- Center USD Violations of Brown Act 1998
- Community School Usage 1994
- Elk Grove USD Fails Fiduciary Responsibilities 2002
- Folsom/Cordova USD Inventory Practices 1993

Grant/ Union USD

- Inappropriate Use of Public Funds 2004
- Policies, Procedures and Administration 1994

Sacramento City USD

- Management, Fiscal Problems 1995
- School District Maintenance 1995
- Allegation of Dual Employment, Two Public Agencies 1998
- Board of Education Oversight of CASA 2004
- Lack of Response to Requests for Information 1997
- School Safety in Jeopardy 2003
- Students Walking to School 2005
- Volunteers Working on School Grounds 1993

Non-Profit Organizations

- Children's Receiving Home 1993
- Sacramento Handicapped Parking Patrol Inc. 1995

State Prison System

- Transport of Prisoners for Non-Emergency Medical Care 2002

GRAND JURY COMPLAINT FORM

PERSON OR AGENCY ABOUT WHICH COMPLAINT IS MADE

NAME: _____

ADDRESS: _____

TELEPHONE NUMBER: _____

GRAND JURY USE ONLY

DATE RECEIVED: _____

NUMBER: _____

SUBJECT: _____

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

WHAT PERSONS OR AGENCIES HAVE YOU CONTACTED ABOUT YOUR COMPLAINT?

Person or Agency	Address	Date of Contact	Result

WHO SHOULD THE GRAND JURY CONTACT ABOUT THIS MATTER?

Person or Agency	Address	Telephone No.

YOUR NAME: _____ DRIVER'S LICENSE NO.: _____

ADDRESS: _____ TELEPHONE NO.: _____

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

Complainant's Signature_____
Date



SACRAMENTO COUNTY GRAND JURY COMPLAINT FORM

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

The Grand Jury:

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

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

not investigate a matter that is currently being litigated in the court system.

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

COMPLAINT PROCESS

- Present your complaint as soon as possible. The Grand Jury's term of service begins July 1st and ends June 30th of the following year.
- Identify your specific concern and describe the circumstances as clearly and concisely as possible.
- Document your complaint with copies of pertinent information and evidence in your possession.

Mail or deliver your complaint in a sealed envelope to:

**Sacramento County Grand Jury
720 - 9th Street, Room 611
Sacramento, CA 95814-1302**

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

Grand Jury investigation reports are published in its Final Report, which is available to the residents of the county. Public entities and officers who are the subjects of the reports are required to respond.