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Mental Health Crisis

Seeking An Integrated Response

Summary

In two separate incidents in October and November of 2016, a person experiencing a behavioral crisis was shot and killed in a confrontation with law enforcement. These incidents led the Grand Jury to examine how people in a mental health crisis in our community are handled.

Why is law enforcement the primary responder to a person in crisis when the issue is one of mental health? The Behavioral Health Division of the County Health Services Agency (Behavioral Health) has field-based personnel who respond on an emergency basis, but who are not accessible through 9-1-1. Can our system of initial response be modified to more fully integrate law enforcement and mental health? And once the initial contact is over, are people in crisis receiving appropriate and quality care when delivered to the County's Behavioral Health Unit (BHU) for evaluation?

National funding priorities have resulted in law enforcement becoming the primary responder to mental health calls. While our local law enforcement agencies have done some collaboration with Behavioral Health in improving the initial contact with people in crisis, more can be done. This report recommends changes that would expand the role of Behavioral Health personnel and reduce the burden on law enforcement when responding to 9-1-1 calls concerning people in crisis.

Background

A 2010 joint report by the national non-profit Treatment Advocacy Center and the National Sheriffs' Association describes the changes that shifted responsibility for dealing with mental illness from psychiatric hospitals to the criminal justice system.[1] This shift put law enforcement, by default, on the front line in dealing with people in crisis.

The report estimates that in 1840, 20 percent of jail and prison inmates in this country suffered from serious mental illness. For the next 40 years our nation underwent a shift from criminalization to institutionalization, with states building psychiatric hospitals for the seriously mentally ill. By 1880, the percentage of jail and prison inmates with mental illness dropped below five percent and remained there until the mid-1950s.

At this point a shift from institutionalization back to criminalization began. The creation of Medicaid in the 1965 Social Security Act shifted the financial responsibility from the Federal government to the states in funding Institutions for Mental Diseases (IMDs).[2] An IMD is "a hospital, nursing facility, or other institution of more than 16 beds, that is primarily engaged in providing diagnosis, treatment, or care of persons with mental diseases, including medical attention, nursing care, and related services."[3] These rules under Medicaid excluded Federal Financial Participation (FFP) to IMDs not operated in conjunction with an acute care facility. The loss of this FFP, which covers about 50 percent of the cost of treatment, resulted in the states closing their mental hospitals as they no longer qualified. As a result, even though the need for inpatient treatment beds continued, the availability of beds has decreased.[4]

Predictably, this resulted in more people with mental illness among us, more contact between them and law enforcement, and more people with mental illness in our penal system.[5] In the late 1990s the percentage of mentally ill correctional inmates dramatically rose and continued to rise. Today, we are almost at the same levels we were in 1840. The difference is that now, with the proliferation of weapons and substance abuse, confrontations with law enforcement have resulted in deaths and serious injuries to both people in crisis and law enforcement personnel. In 2017, County correctional personnel estimated that Behavioral Health was treating 17 percent of inmates for mental illness, with additional inmates declining treatment.[6]

In Santa Cruz County, law enforcement is the primary responder to all 9-1-1 calls involving an emotionally distressed person (EDP). Other agencies, such as fire and emergency medical services, support law enforcement as the circumstances dictate.

In two separate 2016 Santa Cruz County incidents, after non-lethal means proved ineffective, law enforcement shot and killed a person experiencing a behavioral crisis. These incidents, each involving a different law enforcement agency, sparked much public interest and debate. The District Attorney investigated both cases and determined each shooting was justified because the personnel involved appropriately followed policies and procedures.[7]

These occurrences were not unique to Santa Cruz County. A 2012 article estimated that

of all police shooting deaths nationally, one half were of people suffering from mental illness.[8] An article from 2017 estimated the national percentage to be lower, but still an area of concern.[9] California recognized the problem and in October of 2015, passed SB 11 and SB 29 requiring mandatory crisis intervention training for law enforcement.[10]

Scope

The Grand Jury investigated the County's system of crisis intervention from contact to treatment by ascertaining what resources are available, how they are accessed, and what circumstances dictate which resources are sent. We examined whether modifications could be made to our system that would prioritize de-escalation and reduce the likelihood of a crisis ending in death by force.

The Grand Jury made site visits to the County's detention facilities and the County Regional 9-1-1 center. We also interviewed prominent people in the mental health field, key administrative personnel in County law enforcement and Behavioral Health, and first responders from each department. We obtained related policies, procedures, budgets, and contracts. We researched facilities, past and present, and their staffing levels. We also looked at the level of training for law enforcement in general and specifically in crisis intervention and the use of force prior to and after the 2016 incidents.

Investigation

Law Enforcement

The County's crisis intervention training (CIT) curriculum, developed jointly by mental health and law enforcement professionals in Santa Cruz County, was fashioned after a 2007 CIT model published by the University of Memphis.[11] The goal of the CIT program is to train law enforcement that people in crisis need to be approached differently, with an emphasis on de-escalation.

The first 24-hour CIT course was held in Santa Cruz County in the Spring of 2016. Instruction was provided by Behavioral Health and law enforcement trainers. Attendance was offered to the five County law enforcement agencies, all of which sent some of their personnel. The County continues to offer this curriculum and the intent is to train all deputies and officers.[12] As of this writing there have been three such training seminars hosted by three different law enforcement agencies, and attendance has included personnel from dispatch, parks, and corrections.

Attendees complete the CIT course with a deeper understanding of mental illness and its resultant behaviors. One example from the training is a role playing exercise that gives some insight into the behavior of a person in crisis in response to commands by officers. Attendees learn that behavior that appears to be blatant defiance of an officer's authority could be the result of a person responding to internal voices or an inability to understand the officer's commands.[13]

Attendees also learn techniques for finding a connection with the person in crisis, engaging them in dialog, and taking the time to allow the person to calm down.

Providing the calming-time increases the chance that the person will comply with instructions and decreases the need for law enforcement to use force.[14]

Mental Health Liaisons

In 2013 Behavioral Health embarked on a program of providing mental health liaisons to accompany law enforcement on 9-1-1 EDP calls. Funding for these liaisons is 50 percent from the Health Services Agency (HSA) and 50 percent from the law enforcement agency to which the liaison is assigned.

This program, in conjunction with CIT, has had a dramatic and positive effect on the way our officers and deputies interact with people in crisis. The downside to this approach is the additional time that many of these calls take. From initial contact to delivery of the person to the BHU, an officer or deputy can be occupied and otherwise unavailable for three to four hours.[15]

As of March 2018 there are five liaisons responding with three of the County's five law enforcement agencies (Table 1). Participants in this program from both groups deem it a success.[16]

Table 1: Mental Health Liaisons and Agencies Served

	Liaison 1	Liaison 2	Liaison 3	Liaison 4	Liaison 5[1]
Date of hire	10/2013	11/2014	1/2016	4/2017	9/2017
Agency served	Santa Cruz Police	County Sheriff	Watsonville Police	County Sheriff	Santa Cruz Police
Scheduled days and hours	Mon - Fri 8:30AM - 4:30PM	Mon - Fri 8:30AM - 5:00PM	Mon - Fri 8:30AM - 4:30PM	Sun, Mon, Tue, Thurs 8:00AM - 7:00PM	Thurs - Sun 8:00AM - 6:30PM
How utilized	Assigned to city beat officer(s)	Available to all deputies	Paired with a specific senior officer	Available to all deputies	Assigned to city beat officer(s)

[1]HSA portion funded by a grant

Although the number of 9-1-1 EDP calls drops off markedly in the late night hours, the two 2016 incidents that resulted in the use of deadly force happened during that time, when no liaison was available.

Behavioral Health

Mobile Emergency Response Team

Since January 2016 Behavioral Health has operated a field-based mobile emergency response team (MERT) skilled in crisis intervention. Unfortunately, MERT is not a resource that can be accessed through 9-1-1. Instead, MERT is summoned by physicians' offices, clinics, urgent care facilities, and schools that are dealing with a person in crisis who does not pose a threat. Mental health and law enforcement personnel estimate that of all 9-1-1 EDP calls, about 70 percent of the subjects do not pose a threat to others.

We found that the MERT program is a valuable and appropriate asset for responding to people in crisis and should be expanded. If the relevant agencies develop criteria to enable our 9-1-1 center to identify subjects who do not pose a threat to others, MERT could respond as the primary agency to those 9-1-1 EDP calls, reducing the burden on law enforcement resources. This would create a three level EDP response:

1. MERT responds alone to EDP calls not routed through 9-1-1, as they currently do.
2. MERT responds as the primary agency with a deputy or an officer (as a liaison for scene safety) to 9-1-1 EDP calls that the new criteria classify as non-threatening. Once contact is made and the law liaison determines the scene is safe, the liaison can leave and be available to respond to other incidents.
3. Law enforcement responds as the primary agency with a mental health liaison to 9-1-1 EDP calls that the new criteria classify as threatening.

Crisis Stabilization

Crisis stabilization is the last step in the crisis intervention process. When a person is acting erratically or their behavior cannot be explained, they may be perceived as being in emotional distress. If their behavior generates an emergency response from a County agency, the responders will do an initial evaluation at the scene. If the responders determine that the person is a danger to themselves or to others or is gravely disabled, they will place the person on an involuntary hold of up to 72 hours.[17] The person will then be brought to the County BHU for a more thorough evaluation. If, after this evaluation, the staff determines the person is stable and does not need to be held, the person will be given resource information for appropriate County programs and be released.

Until its closure in December 2013 the Dominican Santa Cruz Hospital BHU was the receiving facility for all people placed on involuntary holds. The County then built its own BHU, which opened in 2014. Rather than operate the BHU with Behavioral Health staff, the County contracted with Telecare Corporation, a private, for-profit provider.

Telecare's facility is now where individuals placed on involuntary holds are brought. They first are taken into the crisis stabilization program (CSP). Here those placed on hold can spend up to 24 hours while undergoing evaluation.[18] After evaluation, the

person will either be:

- referred to an inpatient treatment facility (possibly one of the beds at the BHU) if they cannot be stabilized
- sent to a detention facility if a crime is involved
- released

The County's contract requires Telecare's CSP staff to be able to evaluate two juveniles and eight adults at any given time. They are also required to maintain separation between the juveniles and adults at all times. The Grand Jury was given a floor plan of the CSP that shows the ability to maintain a separation between the two age groups, but the floor plan has no detail as to the accommodations for either. We were told in interviews that the adult area has a large room with eight recliner chairs. It remains unclear what the accommodations are for the juveniles. We attempted to view the CSP but were unable to gain access.

In October of 2017 the National Alliance on Mental Health (NAMI) of Santa Cruz issued a task force report that was critical of Telecare's practices.[19] The contract between the County and Telecare provides for periodic oversight meetings and the right to review services performed. There is no publicly available record of any County audit or inspection of the Telecare facility.

Grand juries do not have the authority to investigate the performance of private, for-profit contractors to government agencies, so we were not able to evaluate the accommodations in the CSP or the allegations of the NAMI Santa Cruz task force report.

Findings

F1. The 24-hour Crisis Intervention Training course has given law enforcement responders additional tools for dealing with people in crisis, resulting in less use of force.

F2. Adding more mental health liaisons and increasing their hours of availability would increase the benefit of this program to law enforcement and people in crisis.

F3. Having law enforcement be the primary responder to non-threatening 9-1-1 EDP calls reduces the overall availability of law enforcement to the community.

F4. The Mobile Emergency Response Team (MERT) is not accessible through 9-1-1, resulting in overuse of law enforcement.

F5. Current dispatch procedures do not distinguish between threatening and non-threatening EDP calls. Making this distinction would create an opportunity for MERT to respond to the 70 percent of 9-1-1 EDP calls that do not involve a threat.

F6. Having a private, for-profit contractor operate the County BHU reduces transparency between the Behavioral Health Department and the people they serve.

Recommendations

R1. The County Health Services Agency and the County's five law enforcement agencies should create a plan to make mental health liaisons available to respond to 9-1-1 EDP calls at all hours in all jurisdictions. (F2)

R2. The County Health Services Agency and the County's five law enforcement agencies should create a plan to make MERT available to respond to 9-1-1 EDP calls at all hours in all jurisdictions. (F3-F5)

R3. The County Health Services Agency, the County's five law enforcement agencies, and Santa Cruz Regional 9-1-1 should develop a dispatch plan that classifies 9-1-1 EDP calls as threatening (the subject presents a danger to others) or nonthreatening (the subject does not present a danger to others). (F5)

R4. Santa Cruz Regional 9-1-1 should dispatch MERT with a law enforcement liaison in response to non-threatening 9-1-1 EDP calls. (F5)

R5. The County should conduct a compliance audit of the Telecare facility to investigate the allegations in the NAMI Santa Cruz task force report, post the results of the investigation on the Health Services Agency website, and recommend appropriate changes to performance specifications in any future contract. (F6)

Commendation

C1. The Grand Jury commends our County's law enforcement agencies for incorporating the new methodologies set forth in the CIT course and adapting their procedures to those methodologies.

Required Responses

Respondent	***Findings***	***Recommendations***	***Respond Within/ Respond By***
Santa Cruz County Board of Supervisors	F2–F6	R1–R5	90 Days August 15, 2018
Santa Cruz County Sheriff	F1–F4	R1–R4	60 Days July 16, 2018

Requested Responses

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
City of Capitola Chief of Police	F1–F4	R1–R4	60 Days July 16, 2018
City of Santa Cruz Chief of Police	F1–F4	R1–R4	60 Days July 16, 2018
City of Scotts Valley Chief of Police	F1–F4	R1–R4	60 Days July 16, 2018
City of Watsonville Chief of Police	F1–F4	R1–R4	60 Days July 16, 2018
Santa Cruz Regional 9-1-1 General Manager	F2–F4	R3, R4	60 Days July 16, 2018
Director, Santa Cruz County Health Services Agency	F1, F2, F4, F6	R1–R3, R5	60 Days July 16, 2018

Definitions

Acute care facility: a term used but not specifically defined in Medicaid; generally understood to mean a place where a patient receives active but short-term treatment for a severe injury or episode of illness

Behavioral health unit: a place designated for mental health care

Crisis intervention training: a law enforcement-based training course for assisting those individuals with a mental illness and improving the safety of patrol officers, consumers, family members, and citizens within the community[20]

Crisis stabilization program: a segregated area in which a behavioral health unit initially evaluates patients placed on involuntary hold

Emotionally distressed person: terminology Santa Cruz County dispatch uses in lieu of referring to a person who may need to be detained involuntarily under Penal Code section 5150

Federal Financial Participation: a federal program that reimburses local health agencies for Medicaid funded services

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Site Visits

Regional 9-1-1 Center

Santa Cruz County main jail

San Lorenzo Valley Water District

Encouraging the Flow of Information to the Public

Summary

Since mid-2016 the San Lorenzo Valley Water District (SLVWD or District) has struggled to address public concerns about a number of controversial issues. The administration of the Lompico surcharge and capital projects, use of glyphosate in the watershed, and a lawsuit involving a former Board member, were among the issues that drew sharp criticism from citizen groups and the press. The criticisms tested the capacity of the District's representatives to maintain productive and civil interactions with the community and, at times, with one another.

Although the Lompico surcharge has now been eliminated, other disputes and communication challenges remain. Issues such as the District's handling of legal matters, management of the Lompico Assessment District and capital projects, and support for the Lompico citizen oversight committee continue to be divisive. In addition, District changes to meeting practices in 2017 have reduced public access to the debate and decision-making process and compromised the community's understanding of the issues.

Better communication on difficult matters, an informed and effective Assessment District oversight committee, and an unwavering commitment to public access, will enable greater transparency and may restore trust and foster better relationships within the SLVWD community.

Role of the Grand Jury

A special note: The Grand Jury conducts all investigations in a confidential manner. Witnesses are admonished not to disclose their contacts with the Grand Jury. In the course of this investigation, however, several interested parties made public statements asserting that an investigation was underway, including speculation about the likely focus and outcome. Thus, it is appropriate to clarify the proper role of the Grand Jury, including its statutory limitations.

The primary function of a civil grand jury is to investigate the function of local government agencies, publish its findings, and recommend ways to improve governmental operations.[1]

The Grand Jury has no power to remedy individual situations. It cannot vindicate the positions of aggrieved parties nor right past wrongs. The strength of a grand jury investigative report comes from informing the public about the practices of local governmental bodies, with the expectation that an informed public will ensure effective government.

Background

The Santa Cruz County Civil Grand Jury issued a report in 2014 regarding the San Lorenzo Valley Water District's lack of transparency in dealing with the public.[2] In the wake of that report, the District made a number of positive changes to expand access to the workings of the District, including providing better information in its annual reports and arranging for Community Television of Santa Cruz County (CTV) to record video of all regular Board of Directors meetings. It also made notable organizational and administrative changes. It brought in new senior staff in 2015; it completed its annexation of the Lompico County Water District in 2016; and in the Fall of 2017, it obtained a significant increase in water rates, paving the way for a 10-year capital improvement program to upgrade infrastructure throughout the District.

Since 2016 the District has come under fire again for its lack of transparency. The key issues concern the administration of the conditions of the Lompico merger, as well as the District's handling of several controversial matters. The Grand Jury sought to understand public concerns and to investigate the District's current standards for accountability and transparency.

LCWD-SLVWD Merger

Financial problems, an aging infrastructure, and the threat of state intervention obliged the Lompico County Water District (LCWD) to look to SLVWD for help in 2013. After two years of complex negotiations, SLVWD agreed to annex LCWD if Lompico ratepayers would pass a bond issue to fund infrastructure improvements, and agree to pay a surcharge to cover extra costs related to integrating Lompico operations into SLVWD. The conditions were laid out formally in Resolution 953-A, which all parties refer to as the "merger agreement." Similarly, while the transaction is more correctly termed an annexation, all parties refer to it as the "merger."

A bond issue to provide SLVWD with immediate funding for the Lompico infrastructure projects failed by a narrow margin in 2015. The parties then agreed to the formation of an assessment district as a "similar revenue instrument" which would collect the required funds over a 10-year period. In addition, the parties retained the requirement that SLVWD would create a "Lompico oversight committee."[3] The assessment district passed in a new ballot measure in March 2016, clearing the way for the merger on June 1, 2016.

By October 2016, Lompico ratepayers were already arguing that changed financial circumstances had reduced the need for the surcharge specified in Resolution 953-A. First, during the year between the failure of the bond initiative vote and the success of the assessment district vote, LCWD passed a significant rate hike, which put it in better financial shape than the merger agreement had contemplated.[4] Second, SLVWD decided to immediately install a temporary supervisory control and data acquisition (SCADA) system and replace water meters. Those actions substantially reduced the financial burden of integrating and operating the Lompico service area by eliminating the need for workers to monitor water storage tank levels and read the meters in Lompico manually.[5]

Lompico ratepayers requested a speedy review of the 5-year surcharge, with the goal of bringing the surcharge to an early end. For its part, the District asserted that it needed time to understand the Lompico audited financial statements and future demands. The surcharge review process began ten months later, in April 2017. Over the months of discussions about the surcharge, the public and the District traded accusations that the other was not listening. Civility declined.

While the surcharge involved several hundred thousand dollars over five years, an early controversy arose over a set of mapping charges for three Zayante parcels totalling just $20,847.[6] [7] [8] The charges were not part of the Lompico merger, but the District included them in the original computation of LCWD's transferred liabilities anyway.[9] [10] [11] Including these mapping charges meant that Lompico ratepayers would pay for them indirectly through the monthly surcharge. Later, in the course of forecasting whether the surcharge was still needed, the District removed the mapping charges, but did not publicize the change to concerned citizens. The surcharge issue eventually came to a resolution, but because of communication issues, like the Zayante mapping charges, mistrust and dialog problems remained.

Another condition of the merger, the 10-year Assessment District, provided $2.75 million to fund a set of capital improvement projects specified in the accompanying Engineer's Report.[12] It also provided for the collection of an additional $183,000 for interest payments on anticipated loans taken against future Assessment District collections. The Engineer's Report lists the Lompico capital improvement projects and the estimated cost of each project. It contains few other details about the projects or their implementation.

Since the merger, District representatives and members of the public have raised financial issues not addressed in either the merger agreement or the Engineer's Report. These concerns include questions about what adjustments are possible under the Assessment District (AD) if some projects come in substantially over or under budget, or if the District obtains grants to fund any of the listed projects.[13] [14] Other questions have focused on the disposition of the funds collected over the years for loan interest if no loans are obtained.[15] Still other financial concerns are centered on what would happen with the designated AD funds if a listed project is later determined to be unnecessary.[16]

The construction timeline has been another area of concern. Public discussions and presentations before the merger had laid out the District's plans to start the Lompico projects shortly after the merger, with funding coming from loans taken out against the AD.[17] [18] After the merger however, the District staff investigated loan funding and reported back that it found fewer acceptable loan opportunities than it had anticipated. Instead, the District opted for pay-as-you-go construction funding for most years, with a possible bridge loan in years four through seven.[19] [20]

In September 2017 the District was successful in obtaining substantial increases in water rates for the next five years to fund capital improvements. This success allowed the District to update its Capital Improvement Program (CIP) to go forward on several critical, long-delayed pre-merger projects.

The new CIP, introduced in November 2017, specifies all District projects for the next 10 years, including all of the Lompico projects identified in the Assessment District Engineer's Report.[21] The CIP assigns priority rankings to each project. Under this new plan, Lompico projects are still scheduled to be completed within 10 years, but have a lower priority for completion than a number of projects in other service areas.[22]

Lompico ratepayers have expressed their concerns that the lower priority ranking of the Assessment District projects might lead to delays and higher construction costs, with a possible consequence that some of the AD projects might not be done.

Lompico Assessment District Oversight Committee (LADOC)

The LCWD-SLVWD merger agreement required the formation of a "bond oversight committee." To address that requirement, the District created an oversight committee, later named the Lompico Assessment District Oversight Committee (LADOC), consisting of five citizens from the Lompico service area. The responsibilities and boundaries of LADOC's role were the subject of early debate.

SLVWD updated its policy manual to add the new oversight committee.[23] It then solicited applicants.[24] The policy manual described the committee's role in broad terms:

> *The Committee shall be responsible to review matters of stewardship, design, construction, replacement, and repair of the District facilities and property directly related to Assessment District 2016-1, the Lompico Service Area.*[25]

LADOC's opening meeting was August 23, 2016. At its second meeting, held on October 6, 2016, the committee decided to pursue several open questions and issues that appeared to fall under its purview. Less than two weeks later, at the October 16, 2016 Board of Directors meeting, the Board debated the reduction of LADOC's duties,[26] by changing the description of its role to one which it said more closely resembled the wording of the merger agreement.[27] At the next Board meeting, the SLVWD policy manual was amended to read:

> *The Committee shall be responsible to review matters of revenue and expenses directly related to Assessment District 2016-1 projects.*[28] [29]

District representatives refer to this one sentence description of the responsibilities of LADOC as the LADOC "charter."[30] The responsibilities of LADOC continue to be the subject of discussion and disagreement.[31]

Public Meetings and Other Communication Practices

SLVWD is responsible for setting the tone for communications with the public.[32] The communication environment includes the policies and procedures for Board meetings and other interactions with the public. The communication environment also encompasses the care the District takes to provide an atmosphere conducive to public engagement.

Communication problems came to the forefront in 2017. The District received public criticism not only for its handling of several controversial matters, but also for its handling of the resulting public fallout. During the same period, the District also instituted changes to its meeting practices that had the effect of reducing public participation and understanding. Among other changes, the District switched from holding mostly regular meetings of the Board to holding mostly special meetings of the Board, which were far less likely to be video recorded by Community TV.[33] [34] It also switched from detailed minutes to brief "action minutes."[35]

Scope of Grand Jury Investigation

From July 2017 through April 2018, the Grand Jury looked into SLVWD interactions with the public in three broad areas:

- Assessment District 2016-1, including:
  - the planning and execution of the capital improvement projects for the Lompico service area pursuant to the LCWD-SLVWD merger agreement
  - the ranking and integration of Assessment District projects into the District-wide CIP plan
- Lompico Assessment District Oversight Committee (LADOC):
  - the responsibilities of the committee established to oversee the Assessment District collections and project expenditures
  - District support of the oversight committee
- the communication environment, including:
  - District practices related to public access, transparency, financial oversight, civility and decorum, and
  - handling of controversial matters

Methodology and Approach

The Grand Jury:

- conducted a series of interviews with individuals affiliated with SLVWD as well as with District ratepayers and others with relevant knowledge
- reviewed internal SLVWD documents and communications among SLVWD Board and staff, as well as SLVWD communications with the public
- reviewed agendas, minutes, meeting notes, and where available, videos and audios of the meetings of the SLVWD Board of Directors and its five committees
- attended meetings of the SLVWD Board and its committees
- reviewed documents and other materials related to the merger of LCWD and SLVWD
- reviewed SLVWD policy and procedure manuals, as well as resolutions and proposals concerning changes to these documents
- reviewed audited financial statements, forecasts, interim financial reports, bill lists, studies (e.g. water rates), and similar financial materials
- reviewed strategic plans, capital improvement project plans, requests for proposals (RFPs), engineering reports, Gantt charts, and similar technical materials
- conducted online research about SLVWD, LCWD, and other local water districts, as well as research about assessment districts and oversight committees
- reviewed applicable California codes and regulations

Investigation

Assessment District 2016-1

In its investigation of the Assessment District (AD), the Grand Jury found notable differences in understanding among District representatives regarding the construction strategy for the AD's projects, including District plans in the event of project delays, cost differences, or possible changes in projects undertaken.

While the District recognizes that AD funds may be used only for the benefit of Lompico, understandings differ among decision makers on what flexibility exists under the AD as written. Varying interpretations of the Assessment District terms have, in several cases, led to conflicting assertions made to the Grand Jury or to the public, about:

- the process for changing or removing projects from the Engineer's Report list[36]
- the possibility of reducing Assessment District collections in later years[37]
- ending the Assessment District early[38] [39] [40]
- whether the AD is collecting interest on a future loan[41]
- whether obtaining a loan against the AD is required[42]
- using the $183,000 collected for loan interest for other AD expenses[43]
- returning unused funds to the ratepayers[44] [45]
- postponing the completion of Assessment District capital projects beyond ten years[46]

The Grand Jury has found that, nearly two years after the merger, District representatives still communicate differing views of the AD and its projects. The varying interpretations have caused public concern, and warrant serious and sustained discussion.

Capital Improvement Program (CIP)

The District-wide Capital Improvement Program introduced in November 2017 has presented another communication challenge. The District used a priority rating system to rank each capital project, which resulted in a timetable for the execution of each project on the list. The CIP assumes, however, that there are no differences between Lompico and non-Lompico projects except for the funding source; that is, that the projects for which Lompico ratepayers pay an extra assessment have no special status. In contrast, Lompico ratepayers contend that they gave their vote to accept the Assessment District in exchange for the District's promise to complete the specific projects listed in the Engineer's Report in an expeditious manner.[47]

The November 2017 Capital Improvement Program still meets expectations to do all AD projects and to do them within 10 years of the merger, but it also incorporates delays of five months to three years for several AD projects. (See Table A below.) The substantial increase in water rates, passed in September 2017, has allowed several pre-merger capital projects to go forward immediately. Now those projects and the AD projects must vie for the time and attention of the small professional staff who will manage the District strategy for permitting, planning, construction, and financing of multiple projects.

The following table, Table A, shows the original and changed estimated start dates for all of the Assessment District projects listed in the Engineer's Report.

Table A: Scheduled Start Dates for AD Projects in 2017 District Gantt Charts

Assessment District Projects[48]	Cost ($)	Project Timeline (Gantt) 2/01/17[49]	Project Timeline (Gantt-CIP) 11/16/17[50]	Approximate Months early / (delayed)
Service Line and Meter Replacements	862,500			
Meters & Private PRVs		7/1/16	7/1/16	0
Laterals		4/3/17	4/3/17	0
Tank Replacement	682,500			
Lewis		1/18/17	11/13/17	(10)
Madrone		7/20/20	12/7/20	(5)
Kaski		7/10/23	6/19/23	1
PRV Replacement	358,000	4/3/17	1/1/18	(8)
Refurbish Mill Creek WTP	105,000	7/19/21	7/15/24	(36)
Distribution System Interconnection	301,000	7/17/17	8/6/18	(13)
SCADA System	441,000*	7/22/19	7/22/19	0

*Includes $19,540 for a temporary SCADA, not addressed in the Engineer's Report, installed in 2016 [51]

Lompico Assessment District Oversight Committee (LADOC)

The parties to the merger of LCWD and SLVWD agreed to keep the original wording of the merger agreement, Resolution 953-A, to avoid renegotiations that would have delayed the merger.[52] [53] Instead, the stakeholders relied on one another to honor the intent of the merger agreement, even if the words did not fully match the actual elements of the merger.[54] [55]

A condition of the merger, Section 7(B) of Resolution 953-A, required the formation of a "bond oversight committee."[56] A bond oversight committee has clearly recognized duties and responsibilities. The California Taskforce on Bond Accountability identifies guidelines for local agencies to follow[57] regarding the establishment and maintenance of "internal control systems to account for and report on the expenditure of funds."[58]

By requiring the formation of a bond oversight committee, the merger agreement, in effect, required a formal control system to ensure fiduciary care of the funds collected. The parties agreed that the Assessment District was a "similar revenue instrument" to a bond. The Grand Jury found no evidence to suggest that the parties agreed to a lower standard of oversight and fiduciary care for the Assessment District than the accepted standards for oversight of the proceeds of a bond issue.

Guidelines, charters, and bylaws from a variety of organizations addressing both bonds[59] [60] [61] and assessment districts[62] [63] show oversight responsibilities and practices that reflect the same concerns for the fiduciary care of funds. The state Taskforce on Bond Accountability describes several responsibilities for bond oversight, including creating a transparent control environment; assessing, monitoring and mitigating risk; and maintaining internal controls to ensure that the agency is "properly receiving, managing, and disbursing bond funds."[64]

Creating the control environment is key to all of the oversight responsibilities. The control environment prescribes seating qualified people, providing them with appropriate policies and procedures to direct their efforts, and granting them the authority they need to perform the oversight role.

Experts on oversight committees advise that members of these committees receive training, along with others in their agency who will play a role in the administration of the funds.[65] [66] LADOC members have not received formal training in assessment districts, or in other key areas, such as special district governance and meeting management.[67] For the first 14 months of its existence, the committee also did not receive support from senior financial staff, who might have provided valuable guidance in the absence of relevant formal training.[68]

The District policy manual describes LADOC's responsibilities in one sentence, without supporting details. In contrast, expert groups provide detailed guidelines for oversight efforts.[69]

Oversight Committee Duties and Support [70] [71] [72] [73] [74]

At minimum, adequate guidance and support for LADOC would include:

- Comprehensive orientation prior to beginning work
- Members handbook of key documents, including items such as a LADOC charter (description of duties), the Engineer's Report, relevant resolutions,[75] [76] [77] [78] relevant District policies and procedures, project descriptions, budgets and schedules, financial reports, minutes of prior meetings, guides to Brown Act and parliamentary procedures
- Regular meeting schedule, at least quarterly

Expected duties of the oversight committee would include:

- Tracking expenditures of assessment proceeds back to the capital improvement plan
- Actively reviewing and reporting on the proper expenditure of assessment money for the Lompico construction and replacement projects listed in the Engineer's Report
- Maintaining a committee webpage with (1) detailed information about the progress of each project, (2) committee minutes, and (3) materials it has received
- Preparing and publishing an annual report for ratepayers

Expected duties of the District would include:

- Providing timely, comprehensive data to the oversight committee, including financial reports that display original budget, current budget, actual expenditures, budget balance, and approved commitments to projects to date across all fiscal years
- Providing technical and administrative assistance

As listed above, one of the expected duties of an oversight committee is the production of an annual report. LADOC did not produce such a report, nor did the Board request that LADOC produce one.

In April 2017 the Board received a staff memo indicating that it would be "appropriate for the full Board to periodically review progress" of LADOC and to "provide guidance regarding committee functions, goals and objectives."[79] Other communications indicated that senior staff declined to attend LADOC meetings beginning in April 2017.[80] LADOC meeting notes and internal emails from April 2017, and subsequent Grand Jury interviews, confirm that LADOC sought more support from the Board and staff, but the District did not have the resolve to provide effective support.[81] [82] [83] The Grand Jury also determined that opinions differ within the District concerning the utility of LADOC and its appropriate responsibilities as a standing committee.[84]

In October 2017, the Board considered a staff memo proposing to restrict LADOC meetings and responsibilities further -- that is, to a once-a-year, after-the-fact review of AD project expenditures.[85] While the Board did not accept the proposal, the ensuing debate made clear that the District has not granted LADOC the authority to perform the oversight role that Resolution 953-A required. The debate also illustrated the District's lack of recognition that it has an obligation to support a fully functioning oversight committee.[86]

In sum, the Grand Jury found that the lack of consensus about the role of LADOC, combined with insufficient training and lack of effective support, prevented LADOC from fulfilling its responsibilities in its first year of existence.

Public Meetings and Other Communications

Meeting practices are key communication elements. Policies and procedures that promote public understanding and participation in Board and committee meetings create a trust environment. Policies and procedures that tend to restrict public understanding and participation risk public complaints and a breakdown in civility and decorum in times of controversy.

The Grand Jury looked at meeting and communication practices of nearby water districts and compared them to SLVWD's practices in 2016 and 2017. It found that in 2016, the District excelled in practices such as publishing comprehensive minutes and arranging for Community TV filming of regular Board meetings. Unfortunately, in 2017, both the written and electronic recording of District meetings took a step backwards.

Recording Board Proceedings – Videos and Published Minutes

In 2016 the District held 24 Board of Directors meetings – 21 regular Board meetings and four special Board meetings with limited agendas. Of those 24 meetings, Community Television of Santa Cruz County (CTV) recorded 19. In contrast, in 2017 the District held 30 Board of Directors meetings – 10 regular Board meetings and 20 special Board meetings. CTV recorded just 13 of the 30 Board meetings, mostly the regular Board meetings.

As Table B shows, CTV recorded only three of the 20 special Board meetings in 2017. Two of the unrecorded special meetings had multi-item agendas indistinguishable from regular meeting agendas. The relative lack of CTV coverage of special meetings reduced access to ratepayers who could not attend those meetings.

Table B: Regular and Special Board of Directors Meetings, 2016 and 2017

	2016	2017
Regular Board of Directors Meetings	21	10
-- Minutes Posted on SLVWD website	21	10
-- CTV Videos Posted on SLVWD website	18	9
-- CTV Videos Available at CTV	18	10
Special Board of Directors Meetings	4	20
-- Limited Agenda	4	15
-- Full (multi-item) Agenda	0	5
-- Minutes Posted on SLVWD website	3	19
-- CTV Videos Posted on SLVWD website	0	2
-- CTV Videos Available at CTV	1	3
Total Board of Directors Meetings	24	30
CTV Videos Available at CTV	19	13
% of Meeting Videos	79%	43%

In 2016 the District produced detailed minutes of the Board of Directors meetings. With the January 17, 2017 Board of Directors meeting, the District switched to “action minutes,” which do not provide any insight into the decisions because they omit the Board discussions and details of public input.

The 2017 elimination of detailed minutes, combined with the relative lack of CTV coverage of the numerous special meetings, reduced publicly available sources of information about District issues for all ratepayers not in attendance at the meetings.

Recording Board Proceedings -- Audio recordings

In late 2017, the District began recording audios of all Board and committee meetings. While the District currently has no written retention policy for audios, it informed the Grand Jury that it destroys all audios after 30 days pursuant to Government Code section 54953.5, subdivision (b). That section provides for a minimum retention period of 30 days; it does not *require* destruction of the media after 30 days or at any particular time in the future.[87]

The Board of Directors meeting of November 9, 2017 illustrates the communication problems that the stated destruction practice creates.[88] CTV did not record that meeting. The meeting included a discussion of proposed changes to rates and charges for the Bear Creek Wastewater Enterprise. In the absence of either a recording of the proceedings or detailed meeting minutes, ratepayers not in attendance are unable to access the important discussions that took place.

In the same November 9, 2017 meeting, an exchange among Board members arose over a procedural point addressed in the policy manual. The issue was whether an individual Board member could direct the District Manager to perform an administrative task, or if the task request required Board authorization. Two Board members asserted that Board authorization was not required; the remaining Board members did not challenge the assertion.[89] The Grand Jury could verify this exchange on its copy of the audio. In the January 18, 2018 Board of Directors meeting, the procedural issue surfaced again. In this instance however, two other directors made the opposite assertion about policy; that is, that an individual Board member could *not* task the District Manager without Board authorization.[90] Without a publicly-available recording of the November 9, 2017 meeting, interested parties cannot verify, or challenge with confidence, possible contradictory assertions or misstatements.

The District's stated destruction practice for audios implies that community members not only need to make a Public Records Request (PRR) for a recording, but need to make it within 30 days. Having to make a PRR creates an impediment to accessing the discussions and information from the meetings.

In February 2018, the Grand Jury observed that the District began a new project to embed the District's official audios in the pdf files of the action minutes which are posted on the SLVWD website. Unfortunately, the embedded recordings do not function consistently across browsers and devices. The current system leaves out the many users of unsupported devices. If the new system can be made more universally accessible, then it could make a positive contribution to public engagement.

Communication Environment

The approved policy manual for 2017 urges District representatives to "Establish and maintain an environment that encourages the open exchange of ideas and information between Board members, staff and the public that is positive, honest, concise, understandable, responsive and cost-efficient."[91]

The November 2017 draft revised policy manual proposes similar language to encourage District representatives "(i) to use the Golden Rule (treating others as one would wish to be treated) as a guide in interactions with the media, the SLV community, District management and employees and other Board members and (ii) to speak candidly and forthrightly about the issues in front of the Board of Directors."[92]

Both the current and proposed policy manuals clearly encourage civility. In routine meeting settings, District representatives do interact civilly with one another and with the public. In the past two years, however, the District has had to address a number of

difficult and controversial matters. Criticism from the public, at times harsh and personal, and disagreements among the District representatives, created lapses in decorum and civility in a number of public meetings as well as on social media.[93] [94] [95] [96] These lapses have led, in turn, to public frustration, and the unwelcome prospect of continuing friction on issues of long-term concern to all parties.

Contentious matters that dominated 2017 and will be of ongoing concern include the following items:

Lompico Merger. After the June 2016 merger, the Lompico surcharge became a divisive issue for more than a year. Although the surcharge has ended, the administration of the Assessment District will be an ongoing activity for eight more years. The issues surrounding the administration and oversight of the Assessment District, especially the decisions necessary for successful completion of the required capital projects, are complex. While the District has the responsibility to create and execute the AD project strategy, transparency dictates regular and substantive communications about that strategy, including changes in timing, funding priorities, and regulatory hurdles.

Legal Fees. In each of the previous three fiscal years, legal fees were under $100,000. In contrast, in the first four months of the 2017-2018 fiscal year, the District had already spent $108,000 of its $140,000 budget on legal fees, much of it related to a long-running set of legal actions involving a former Board member. In anticipation of additional litigation, the District raised its budget for legal fees by $204,500, to a total of $344,500.[97] [98] Legal fees now represent a material portion of the District's annual budget for administrative professional services. The confidential nature of legal work means that the District has a continuing challenge to explain and justify expensive and controversial legal strategies to an inquiring public.[99] [100]

Relationship with Citizen Groups and the Press. The local newspaper, along with other media outlets and citizen groups on social media, were critical of the comportment of District representatives at public meetings throughout 2017. The surcharge, the use of glyphosate in the watershed, and District spending on legal matters were especially controversial issues. While some critics may leave the scene, the District would be right to anticipate that the press, citizen groups, and new critics will continue to focus on difficult matters that have become contentious.[101] [102]

Disagreements among District Representatives. The work of the District cannot proceed effectively without robust discussion. When District representatives fail to maintain civil interactions, however, the public may fear that its interests are at risk. Ratepayers expect discussions at public meetings to focus solely on outcomes, not on personal differences.[103] [104]

Personal Expressions. District representatives have the right to put forth their personal views about SLVWD matters in public forums. The policy manual requires only that such expressions be clearly designated as an individual's opinions and not declarations of the District's official views. Regardless of whether that policy is followed, criticism of colleagues in social media may have a negative long-term impact on public perception of, and respect for, all representatives of the District.[105]

Findings

F1. The lack of effective communication between the District and the community regarding the administration of the Assessment District has caused public concern regarding the timing and implementation of Assessment District projects.

F2. The District has not provided adequate authority, guidance, training, or support to the Lompico Assessment District Oversight Committee (LADOC) to ensure that the committee can fulfill its assessment district oversight responsibilities, thus reducing transparency and accountability to the public.

F3. Lack of effective District communication practices has reduced public access to the decision-making process, and contributed to acrimony and on-going relationship challenges with the community, causing stress on elected officials and staff, as well as frustration among ratepayers.

Recommendations

R1. LADOC should produce an annual report detailing the status of Assessment District revenues and expenditures.(F1, F2)

R2. The District should schedule annual public study sessions or workshops to review the LADOC annual report and discuss the administration of the Assessment District (AD), in order to provide in depth information to the public about the timing, funding, and execution of AD projects. (F1, F3)

R3. The Board and LADOC should work in concert to create a charter for LADOC that describes in detail the committee's responsibilities and its authority to fulfill its oversight role. (F1, F2)

R4. The Board should ensure that LADOC receives adequate professional, technical, and administrative support from the District, as well as the authority to carry out its oversight responsibilities. (F2)

R5. The District should provide formal training for all LADOC citizen committee members in governance, meeting management, and the Brown Act. (F2)

R6. The District should provide formal training about assessment districts to LADOC members and all others involved in the administration of the Assessment District. (F2)

R7. The District should record all Board and committee meetings, and post the recordings online for public access. (F3)

R8. The District should provide formal training to all Board and committee members and senior staff on how to communicate with the public on contentious issues. (F1, F3)

Required Response

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
San Lorenzo Valley Water District Board of Directors	F1 – F3	R1 – R8	90 Days August 29, 2018

Abbreviations and Definitions

- **CIP**: Capital Improvement Program (also called Capital Improvement Plan)
- **CTV:** Community Television of Santa Cruz County
- **Gantt Chart**: "A Gantt chart is a visual view of tasks scheduled over time."[105]
- **Glyphosate**: "Glyphosate is an herbicide. It is applied to the leaves of plants to kill both broadleaf plants and grasses."[106]
- **LADOC**: Lompico Assessment District Oversight Committee
- **LAFCO**: Local Agency Formation Commission for Santa Cruz County
- **LCWD**: Lompico County Water District
- **Resolution 953-A:** LAFCO resolution (also called the "merger agreement") approving SLVWD's annexation of LCWD (also called the "merger")
- **SCADA**: Supervisory control and data acquisition system
- **SLVWD:** San Lorenzo Valley Water District, also referred to in this report as "the District"

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Data-Driven Budgeting

New Ways To Get Better Results

Summary

Good judgment and good data are integral for leaders to make good decisions. The Santa Cruz County Civil Grand Jury evaluated the County's current budget process for transparency, accountability, and results. The incremental process the County is currently using provides minimal program information. Moving to a data-driven performance-based budgeting process will enable the County to better communicate and the public to better understand how and why budgetary decisions are made.

Background

Historically, Santa Cruz County has used an incremental budgeting process, which utilizes previous budget amounts as a foundation for creating new budget amounts.[1] However, since the 1990s, performance budgeting has been explored by many agencies in the attempt to better inform decision makers.[2] [3]

A budget is a reflection of an organization's values and priorities. In an incremental or line item budget neither of those are clear. Line item budgeting can indicate actual spending history and express the new funding level, but it does not reflect the intersection of budget priorities, service levels, and results of the spending.[4] For example, in 2017-2018 the County's District Attorney's training budget line item for ammunition was reduced by $10,000 from the two previous years' average – with no publicly available discussion of why.[5] This simple example demonstrates the limited information available in line item budgeting.

Data-driven budgeting, also known as performance budgeting or results oriented budgeting, is more than a mere accounting of resources; rather, it drives decisions predicated on outcomes resulting from the use of resources. Line item and performance budgets may look similar in their style of reporting revenues and expenditures. The difference is in the process. A performance budgeting process examines program goals and objectives, measures program results, and uses this information to modify resource allocations over time.[6] According to the Government Finance Officers Association (GFOA), performance budgeting is an alternative to line item budgeting, which is no longer up to the challenge of today's flat or declining revenues.[7]

Another process, evidence-based budgeting, ensures that a rigorous study is completed on program outcomes to determine the efficiency and efficacy of a program or service. While evidence-based budgeting is the ultimate goal, it is unattainable without first creating performance measures and collecting data completed through performance budgeting.

Examples of a performance budget process can be found in Marin County's 2014-16 and 2016-2018 *Performance Measures* shown in Table 1 and Appendix A.[8]

Table 1: Budget segment of performance measures from a performance-based budget.[9]

Performance Measures	2012-13 Actual	2013-14 Actual	2014-15 Actual	2015-16 Target	2016-17 Target	2017-18 Target
Fire Suppression						
Percentage of wildfires contained at ten acres or less	N/A	N/A	N/A	N/A	90%	90%
Dispatch Response Time						
Reflex Time (seconds)	N/A	N/A	136	120	120	120
Percentage of reflex times at 2 minutes	N/A	N/A	N/A	N/A	90%	90%
Emergency Medical Services						
Number of Emergency Incidents[1]	4,691	4,690	4,409	4,500	4,500	4,500
Number of Emergency Medical Incidents[1]	N/A	2,987	2,794	2,472	2,800	2,800
Average total time with patient (on scene) - medical (minutes)[2]	N/A	21	19	20	19	18
Average total time with patient (on scene) - trauma (minutes)[2]	N/A	12	15	12	12	12

Story Behind Performance	
Fire Suppression	This benchmark is established under our contract with CAL-Fire. It should be noted that we have regularly exceeded this goal. Fires greater than 10 acres are exponentially more destructive and costly to fight.
Dispatch Response Time	Reflex Time, also known as "Turnout Time", is the time from notification by dispatch to the first emergency response unit going en route. Improving reflex times through facility planning, training and technology can improve overall incident outcomes. The current average is 2.16 minutes.
Emergency Medical Services	1. The number of emergency incidents is an overall workload indicator. The severity and complexity of incidents can vary dramatically. Targets are based on recent data trends. 2. Reduced time spent with patients while on scene of incidents can help expedite definitive care in cases such as stroke, heart attack or trauma, ultimately improving patient outcome. The industry standard is 20 and 10 minutes respectively. Rural conditions, multiple patient incidents and other factors can effect on scene times.

In order to improve accountability and transparency, many state and local governments have shifted to a performance budgeting process to better communicate services offered, the price residents pay for those services, and the consequences and value that accrue to the community from those services.[10] [11] [12]

Additionally, over the years, the State of California realigned certain health, mental health, and criminal justice programs to counties, increasing their funding streams, responsibilities, complexity of services, and reporting requirements.[13] [14] [15] [16] Despite these significant program and performance requirements, Santa Cruz County has continued to utilize line item budgeting.

Performance budgets provide information about the use of resources and the outcomes achieved. They begin with an accounting of all programs to establish baseline data for all County services and follow with measures of efficiency and effectiveness. Data equips policymakers to make strategic and responsible decisions with limited resources. They are, after all, directly accountable for those decisions. “Without data, it is budgeting by anecdote.”[17] Along with accountability, effective use of performance data may result in innovation: finding new ways to get better results.

When performance is measured, performance improves. When performance is measured and reported back, the rate of improvement accelerates.[18]

Scope

The Grand Jury investigated the County of Santa Cruz budgeting process and strategic planning initiative for transparency, accountability, and program results from the public’s perspective. The methodology included attendance at community forums, interviews of key officials, and document reviews including comparisons of like counties, State agencies, and associated organizations. The investigation included review of Vision Santa Cruz media coverage, the County’s budget documents, and the Comprehensive Annual Financial Report from the previous two fiscal years.

Investigation

The County Budget

The Santa Cruz County budget is a highly detailed document that reflects the precision of County accounting and anticipated spending.[19] However, aside from a brief overview containing a few illustrations, it does not inform the reader as to the functional impact of the allocations. Furthermore, the budget fails to communicate what process, if any, departments use to establish their line item changes from year to year. There is also a lack of consistency across the County, with different departments using a variety of techniques for arriving at their proposed budget.[20]

The current County budget is available online as an indexed and hyperlinked HTML document, as a single PDF document, and in a comparative interactive budget tool.[21] However, in none of its forms does the current County budget provide details of the budgeting process, individual departmental goals, or performance measures. This line

item budget is not transparent. It does not enable policy makers to make immediate or long-term strategic decisions, and does not give the public access to information needed to provide informed feedback on priorities.

The County's Strategic Planning Process

In September 2017, the County Administrative Officer (CAO) recommended, and the Santa Cruz County Board of Supervisors approved, a strategic planning initiative.[22] This effort includes:

- civic engagement visioning process to set broad goals
- performance measure management
- continuous service delivery process improvement[23]
- establishment of a leadership academy[24]

The visioning process, held in the Fall of 2017, included community forums that resulted in five key strategic plan elements: vision, mission, values, focus areas, and goals. The CAO has indicated that one outcome of a County Strategic Plan is the *possibility* of initiating a performance measurement effort in the future to support performance decision-making and inform the budget process.[25]

The County's strategic planning process is now developing goals for the following six focus areas:

- Comprehensive health and safety
- Fair housing
- Reliable transportation
- Dynamic economy
- Sustainable environment
- County operational excellence

Performance budgeting is consistent with the County's goal of achieving operational excellence. Moreover, performance budgeting supports the mission of providing quality, results-driven services and being fiscally responsible, as well as the principles of accountability, innovation and transparency.

In fact, some Santa Cruz County departments are already practicing elements of the performance budgeting process and collecting data points that are reported to state, federal, and other funding agencies to determine results.[26] For example, County criminal justice departments are required to use performance data to justify their state realignment funding.[27] They are required to report data points monthly, such as the number of state offenders serving time in County facilities and the number of parolees being supervised by County probation. The State receives performance data from the counties to evaluate the effectiveness of community corrections efforts.[28]

The Board of Supervisors is leading the way by conditioning performance measures as part of the contracting process, requiring contractors to meet and report results.[29]

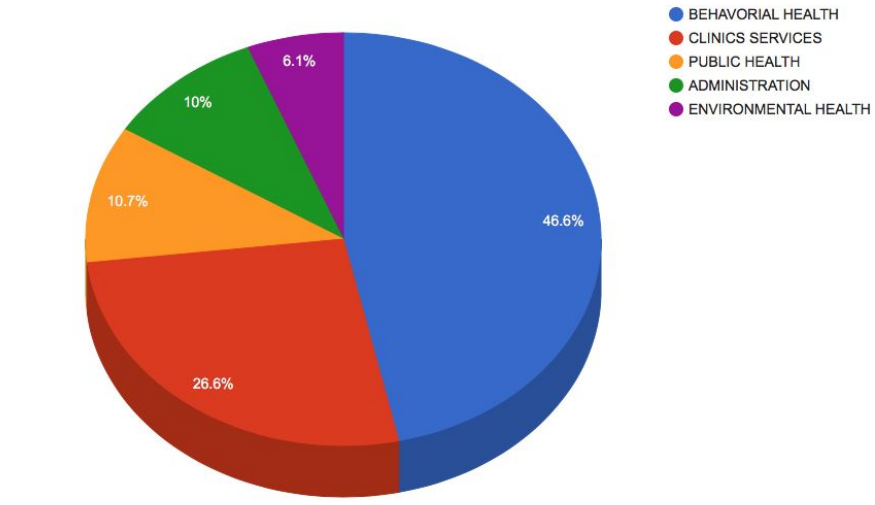
Data Reporting Options

A budget document is more meaningful to the general public when it correlates spending priorities to the public value of services. The County's comparative interactive budget tool (illustrated below), while publicly accessible, does not include performance measures or provide a broader performance data dashboard tool that County departments can leverage. In this day and age of media and technology savvy public, the use of a data dashboard would provide a communication tool that presents computed performance indicators to the user, enabling policy makers, departments and the public alike to observe performance measurement progress.

Illustration of Santa Cruz County's Interactive Budget Tool[30]

× **Budget Department : HEALTH SERVICES AGENCY**

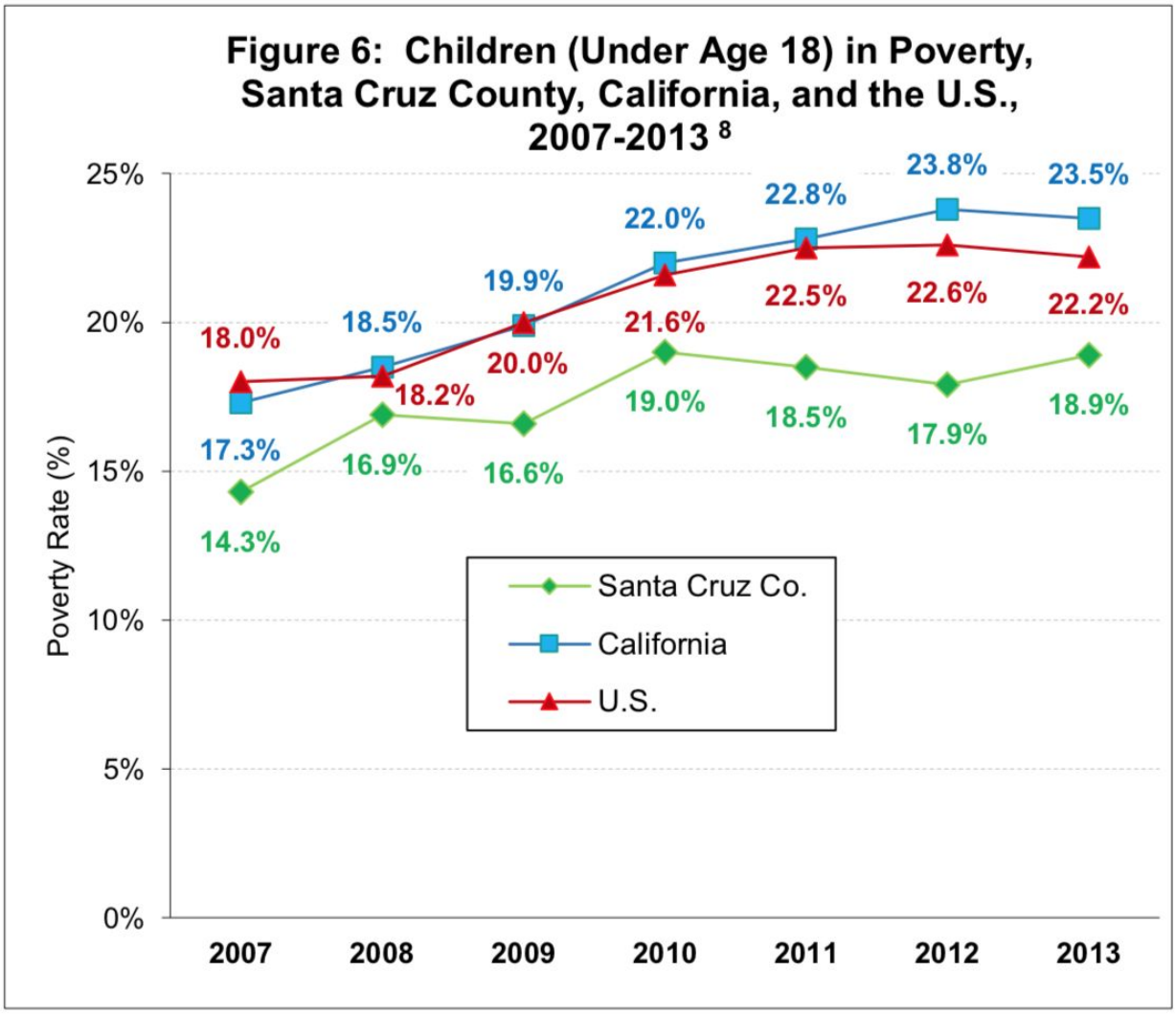
2017-18 Recommended Expenditures Data Group Columns



* Other includes all segments less than 1% of the total. Negative segments are not shown.

By Budget Division	2017-18 Recommended	2016-17 Adopted	Variance from 2016-17 Adopted
ADMINISTRATION	$14,578,347 10%	$18,907,095 13%	$4,328,748 22.9% ↓
CLINICS SERVICES	$38,767,341 27%	$35,797,377 24%	$2,969,964 8.3% ↑
PUBLIC HEALTH	$15,638,144 11%	$15,339,123 10%	$299,021 1.9% ↑
BEHAVORIAL HEALTH	$67,802,957 47%	$68,232,766 46%	$429,809 0.6% ↓
ENVIRONMENTAL HEALTH	$8,859,877 6%	$9,446,331 6%	$586,454 6.2% ↓
Total	$145,646,666 100%	$147,722,692 100%	$2,076,026 1.4% ↓

An example of performance data that could be included in a data dashboard is in the 2015 Santa Cruz County Health Report (shown below), published by the Santa Cruz County Health Services Agency, which provides data regarding children in poverty across many years.[31]



Another example is the data dashboard used by the County's Human Services Department to report on its call center performance data. Additionally the Department already uses performance budgeting and continuous process improvements. In some instances they also utilize evidence-based budgeting.[32]

The County has not standardized performance measures across all departments nor provided analytic tools for departments to develop data-driven reports.[33]

Initiating performance management, utilizing online tools, and moving to performance budgeting over the next two fiscal years as part of the strategic planning process is both reasonable and critical for policy makers to make more reliable decisions across all departments.

All of these changes will present challenges and hard work, not unlike the positive efforts already begun by the County through its strategic vision process. Committing to these changes will support the County's goals of operational excellence, accountability, and transparency. This results-oriented process will strengthen our community through more effective use of resources, while enabling the public to better understand the budgetary decisions our County is making.

Findings

F1. The County of Santa Cruz incremental budgeting document does not illustrate changes in the County's understanding of the needs of its population.

F2. The County of Santa Cruz incremental budgeting process fails to integrate data from all departments to enable policy makers to make strategic and responsive decisions for the community.

F3. The County of Santa Cruz incremental budgeting process lacks sufficient data to inform residents about projected efficiency or effectiveness of spending in the County.

F4. Few County departments collect and utilize performance data to develop budgets, resulting in the loss of historical program performance insights and an inability to participate in performance budgeting.

F5. The County has not established standardized analytic online tools for departments to develop data-driven reports, which results in the County's inability to compare and contrast with internal and external agencies.

Recommendations

R1. The Board of Supervisors should direct the County Administration Officer to implement performance budgeting over the next two-year budget cycle. (F1-F4)

R2. The County Administration Officer should pilot a performance data template in the next budgeting process using those departments that already report data to the State of California, federal government, and/or granting agencies. (F1-F4)

R3. The County Administration Officer should enhance the comparative interactive budget tool over the next budgeting cycle to include existing performance data to inform policy makers, departments, and most importantly, County residents, of program and service results. (F2-F5)

R4. The Board of Supervisors should publish a community report of performance results addressing strategic goals by department. (F1-F5)

Commendation

C1. The Board of Supervisors and the County Administrative Officer initiated, for the first time in Santa Cruz County history, a strategic planning process and performance improvement effort.

Required Responses

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
Santa Cruz County Board of Supervisors	F1 – F5	R1, R4	90 Days September 5, 2018

Requested Responses

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
Santa Cruz County Administrative Officer	F1 – F5	R2, R3	90 Days September 5, 2018

Definitions

- **CAO**: County Administrative Officer
- **Civic engagement:** residents are given an opportunity to express their priorities through public or online forums
- **Data dashboard:** communication tool that visually tracks and analyzes key performance indicators.
- **GFOA**: Government Finance Officers Association
- **Realignmen**t: state shifts responsibility for program or service to counties with defined funding
- **Visioning:** type of strategic plan developed through a civic engagement process

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25. County of Santa Cruz. Strategic Plan Workshop. September 19, 2017. YouTube video recording, at 7:45. Accessed April 17, 2018. https://www.youtube.com/watch?v=7Jy-FlptXu4&feature=youtu.be
26. Grand Jury interviews.
27. Board of State and Community Corrections(BSCC). “Performance Metrics for Community Corrections, BSCC Data and Research” webpage. Accessed April 6, 2018. http://www.bscc.ca.gov/m_data&research.php
28. Board of State and Community Corrections (BSCC). “BSCC Data Dashboards” webpage. Accessed April 6, 2018. http://www.bscc.ca.gov/s_datadashboard.php
29. Community Action Board of Santa Cruz County, Inc. (CAB). September 26, 2017. “Exhibit A: Scope of Work, Contract No. W4010-2,” Board of Supervisors Agenda, item 028.r, p 12-32. http://santacruzcountyca.iqm2.com/Citizens/SplitView.aspx?Mode=Video&MinutesItemID=13014
30. County of Santa Cruz. “Budget Search” (See 21.)
31. County of Santa Cruz, Health Services Agency, Public Health Division. 2015. *HEALTH, Santa Cruz County, 2015,* p 4. September 2015. http://www.santacruzhealth.org/Portals/7/Pdfs/2015SCRZHealthReport.pdf#page=15
32. Grand Jury Interview.
33. Grand Jury interviews.

Site Visits

Vision Santa Cruz Public Workshops:

- Live Oak, CA, November 28, 2017
- Davenport, CA, November 30, 2017.

Selected Websites

Board of State Community Corrections: www.bscc.ca.gov

California Contracts: https://caleprocure.ca.gov/

California Department of Corrections and Rehabilitation: https://www.cdcr.ca.gov/realignment/

California Legislative Information website: http://leginfo.legislature.ca.gov/

California Public Salaries: http://publicpay.ca.gov

California State Association of Counties: www.counties.org

California Tax Data www.Californiataxdata.com

Little Hoover Commission - State of California: www.lhc.ca.gov

Santa Cruz County Budget Search Page's "Drill Down" FAC: http://Countyofsantacruzbudget.public.simplersystems.net/info#_Toc471891598

Santa Cruz County Comprehensive Annual Financial Report 2017 http://www.co.santa-cruz.ca.us/Portals/0/County/auditor/cafr17/CAFR_2017.pdf

Santa Cruz County Solicitations (Contracts): http://www.co.santa-cruz.ca.us/Departments/GeneralServices/Purchasing/Solicitations.aspx

The Texas Politics Project – The science of 'muddling through' http://texaspolitics.utexas.edu/archive/html/bur/features/0303_02/muddling.html

Washington State Institute for Public Policy: www.wsipp.wa.gov

Whitehouse Social Innovation Fund: www.whitehouse.gov/administration/eop/sicp/initiaitves/social-innovation-fund

Whitehouse Taxpayer Receipt: www.whitehouse.gov/blog/2011/04/15/your-taxpayer-receipt

Appendix A

Performance Measures

Performance Measures

Performance Plans are the cornerstone of the County's Managing for Results (MFR) program. The plans identify and communicate the department's most important goals and objectives over the next two fiscal years. Performance plans are a strategic management tool that can inform decision making, improve communication, and enhance operations.

Each plan includes goals, initiatives, objectives, and performance measures.

Department Goal: Each department selects five goals (seven for larger departments) that inform its initiatives and objectives. Department goals are broad policy statements that outline a department's priorities over the next two to five years.

Key Initiatives: Initiatives are the actions or activities a department plans to implement to achieve its goals and objectives over the next fiscal year or two.

Program: Program is the department team, program or service area responsible for meeting the objective or gathering the data for the measures.

Program Objectives: Objectives are statements of specific and measurable outcomes that support a department's goal and provide direction to its programs.

Performance Measures: Performance Measures involve different types of data and can inform decision-making, including strategic (mission and goals), operational (specific initiatives and activities), and financial (resources). Performance measures help to assess the quality of programs and progress towards department objectives. The County uses three types of measures:

- Workload: Output - How much or how many units produced?
- Efficiency: Relates program outputs to resources consumed - How Efficient?
- Effectiveness: Outcomes - How well did we do?

A Target/Estimate is a short-term (year-on-year) objective where the expectation is that it can be met given appropriate programmatic effort and resource allocation - meeting a target/estimate (success) or making meaningful progress toward it (good performance).

Key Measures (🔑): In addition to the traditional performance measures, departments also identifying three to five key measures (🔑) that communicate information that is most important to county residents, departments, and the County to achieve specific countywide goals.

The following pages consist of department performance plans for FY 2014-15 and 2015-16, including goals, initiatives, objectives, performance measures. Additional information about programs, performance, and outcomes is also included in the Story Behind Performance area. The performance measures are organized by the County's five service areas: (I) Health and Human Services, (II) Public Safety, (III) Administration and Finance, (IV) Community Development Agency and Department of Public Works, and (V) Community Services. Department names are included in the header and footer throughout this section.

🔑 Indicates a Key Measure

These Are Our Children

Responding to Youth Homelessness in Santa Cruz County

Summary

The vision statement in *Vision Santa Cruz,* the draft 2018 Santa Cruz County strategic plan, imagines "a healthy, safe and affordable community that is economically and environmentally vibrant for all."[1] And yet, the *2017 Santa Cruz County Homeless Census and Survey* found that there were 588 homeless unaccompanied minor children and young adults in our community.[2] If Santa Cruz County hopes to become the community imagined in its vision statement, a comprehensive network of services will need to be available to the unaccompanied minor children and young adults who are living unsheltered and uncared for in our community.

The Grand Jury investigated the assistance and support Santa Cruz County provides to our homeless young adults and unaccompanied children, compared to the services available to foster youth aged 18 to 21 who remain in the foster care system as they transition into independence. Based on our investigation, the Grand Jury recommends that the County implement a system of proactive outreach to homeless unaccompanied children and youth as an urgent priority of its program intended to end youth homelessness by 2020.

Background

While most young people have access to financial and emotional support systems throughout their early adult years, others lack assistance in developing independent living skills to ease the transition to adulthood.[3] Over the past twenty years there have been legislative efforts to remedy that missing support for former foster youth. More recently this concern has broadened to include all of the young persons whose lack of independent living skills has resulted in their becoming homeless.

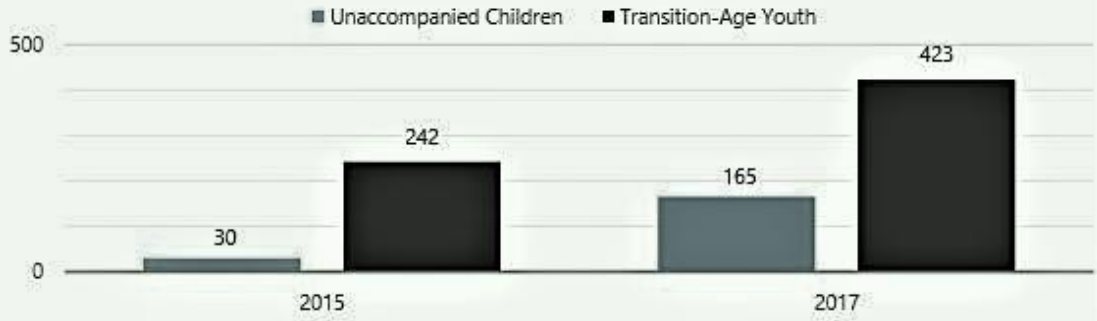
The 1999 *Foster Care Independence Act* increased grants to individual states for independent living programs providing education, training, employment services, and financial support for youths between ages 16 and 18 who were emancipated from foster care.[4] However, the Little Hoover Commission, an independent state oversight agency, reported in 2003 that California unemployment rates for emancipated youth were still estimated at fifty percent and that an estimated 2,000 youths had been emancipated from or aged out of the foster care system only to become homeless.[5] In May of 2017 the National Foster Youth Institute, a non-profit organization dedicated to transforming the child welfare system, reported that after reaching the age of 18, twenty percent of the children who were in foster care will become instantly homeless.[6]

Some former foster youth still suffer severe trauma from their experiences before and while in foster care, which can inhibit their efforts to transition successfully into a productive adulthood. In 2017, from July 1 through December 31, the Creative Community Committee of the Santa Cruz Museum of Art and History (MAH) displayed an exhibition created in conjunction with the Museum of Foster Youth. Entitled *Lost Childhoods: Voices of Santa Cruz County Foster Youth and the Foster Youth Museum,*[7] the exhibit was a poignant outpouring of the experiences of children while in the foster care system in Santa Cruz County and elsewhere and of the trauma and desperation that awaited them when they left the system.

> *In foster homes, a lot of stuff is kind of done for you. So when you turn 18, you're not too sure what to do for yourself because you've been crippled by the system. You're just pushed out there.* – a former foster youth quoted in "Lost Childhoods".

The disturbing increase in the numbers of homeless unaccompanied minor children (under the age of 18) and young adults (18 to 24) in Santa Cruz County since the previous homeless census in 2015 (Figure 19 below)[8] underscores the importance of developing an effective response to the County's heart-wrenching problem of youth homelessness.

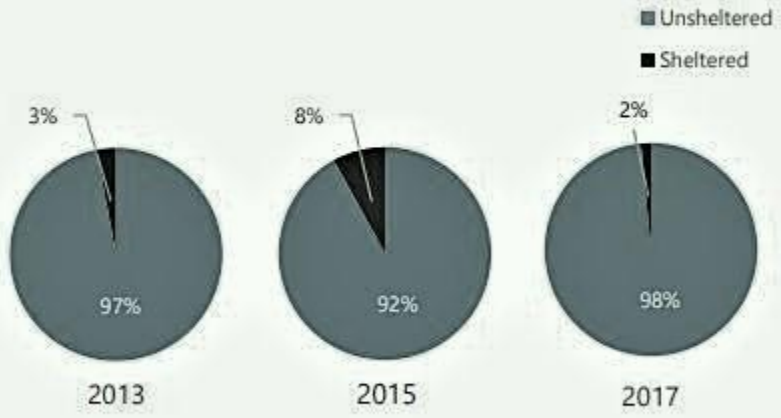
FIGURE 19. TOTAL NUMBER OF UNACCOMPANIED HOMELESS CHILDREN AND TRANSITION-AGE-YOUTH ENUMERATED DURING THE POINT-IN-TIME HOMELESS CENSUS WITH TREND



Source: Applied Survey Research. (2015-2017). Santa Cruz County Homeless Census.

As Figure 21[9] from the 2017 County Homeless Census and Survey illustrates, ninety-eight percent of the 588 unaccompanied minor children and young adults identified in the homeless census are living without shelter. This means that they lack a fixed, regular, adequate nighttime residence.

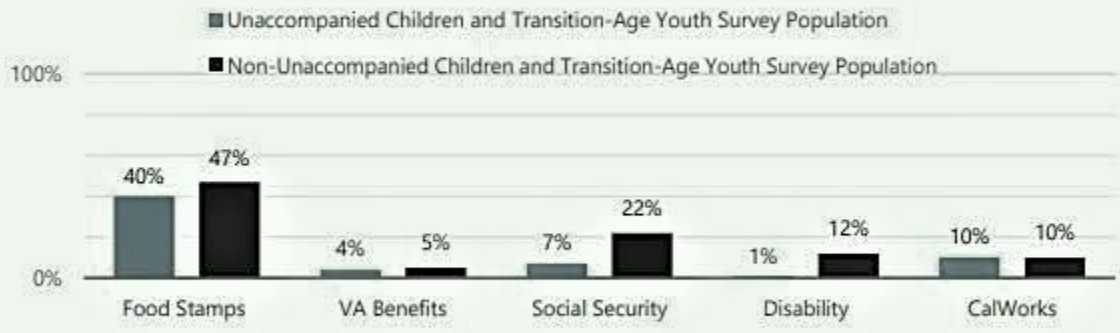
FIGURE 21. UNACCOMPANIED HOMELESS CHILDREN AND TRANSITION-AGE-YOUTH CENSUS POPULATION BY SHELTER STATUS



Source: Applied Survey Research. (2013-2017). Santa Cruz County Homeless Census.
Note: Multiple response question. Percentages may not add up to 100 due to rounding.

Moreover, as the following chart (Figure 59)[10] from the same Survey shows, fewer than 40 percent of this group receives any kind of government assistance.

FIGURE 59. GOVERNMENT ASSISTANCE RECEIVED, UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH AND NON- UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH COMPARISON

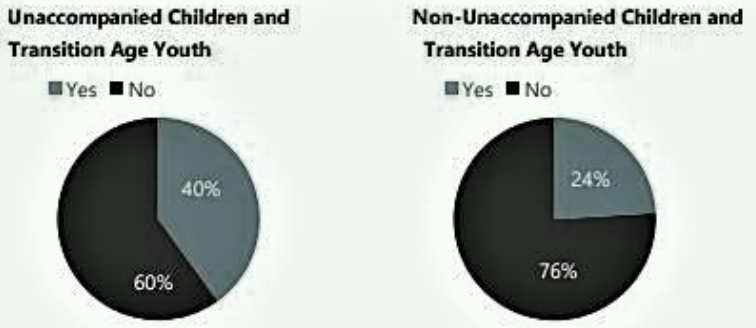


Unaccompanied Children and Transition-Age-Youth Survey Population n=77, Non- Unaccompanied Children and Transition-Age-Youth Survey Population n=366

The Grand Jury found it significant that forty percent of the homeless unaccompanied children and young adults counted in the County's Census had a history of foster care (Figure 61).[11] For whatever reason, the foster care system did not adequately prepare them for life after they exited the system.

FOSTER CARE AMONG UNACCOMPANIED HOMELESS CHILDREN AND TRANSITION-AGE-YOUTH

FIGURE 61. HISTORY OF FOSTER CARE, UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH AND NON-UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH COMPARISON



Unaccompanied Children and Transition-Age-Youth Survey Population n=78, Non- Unaccompanied Children and Transition-Age-Youth Survey Population n=369
Source: Applied Survey Research. (2017). Santa Cruz County Homeless Census.

Finally, and most importantly, 87 percent of the unaccompanied minor children and 77 percent of the young adults identified in the County's Survey were living in our community when they became homeless. The Santa Cruz County Youth Homeless Demonstration Program Coordinated Community Plan found that it is a false narrative that homeless minor children and young adults come to our community from elsewhere in order to benefit from services.[12] These are our children.

Scope

In response to the *2017 Santa Cruz County Homeless Census and Survey* data*,* as well as to the MAH *Lost Childhoods* exhibit, the Grand Jury investigated the efforts being made in Santa Cruz County to address some of the issues raised by the survey and the exhibit. We also reviewed the draft version of *Vision Santa Cruz County*, the County's strategic plan.

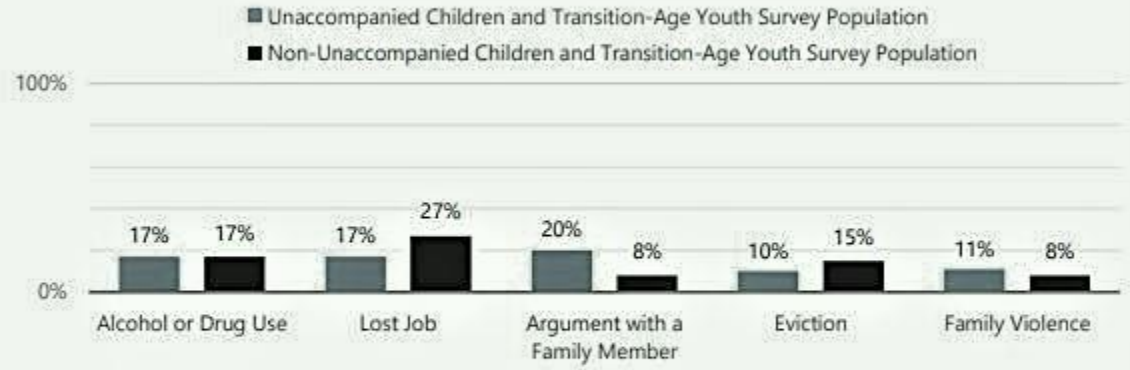
The Grand Jury referenced the various federal and State legislation enacted pursuant to the 1999 *Foster Care Independence Act* in particular California Assembly Bill 12: *Fostering Connections to Success*.[13] We also examined *Opening Doors*: *The Federal Framework to End Youth Homelessness*, the federal strategic plan for ending youth homelessness by 2020.[14] We reviewed the programs, and the budgets allocated to them, developed by Santa Cruz County in response to the increased funding provided by AB 12 and *Opening Doors*. We reviewed the December 2017 proposal submitted by the County to the federal Department of Housing and Urban Development (HUD) and the *Invitation for Innovative Proposals* that was issued in February 2018 after HUD approved and funded the County's proposal in January 2018. The Grand Jury also conducted internet research.

We interviewed administrators and staff in the Santa Cruz County Administrative Office, the Human Services Department, and in the County Office of Education (COE); personnel at Encompass Community Services (Encompass), the non-profit agency contracted to provide services to eligible emancipated foster youth; and staff at Court Appointed Special Advocates (CASA) of Santa Cruz County. We visited Crossroads (a group home recently reconfigured into a short-term therapeutic facility) and the Independent Living Resource Center (ILRC), a youth drop-in center run by Encompass. In the course of the latter visit the Grand Jury also interviewed youth who utilize the services and facilities of the drop-in center. Some of those interviewed were former foster children who were eligible to receive benefits under AB 12, and others who did not qualify to receive such benefits. Some of the young adults we interviewed had been, or currently are, homeless.

Investigation

We investigated youth homelessness and, in particular, homelessness of former foster youth. The precipitating causes of their becoming homeless are many and diverse, as illustrated in Figure 57 below.[15]

FIGURE 57. PRIMARY CAUSE OF HOMELESSNESS, UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH AND NON-UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH COMPARISON



Unaccompanied Children and Transition-Age-Youth Survey Population n=79, Non-Unaccompanied Children and Transition-Age-Youth Survey Population n=372
Source: Applied Survey Research. (2017). Santa Cruz County Homeless Census.
Note: Multiple response question. Percentages may not add up to 100.

Of the 2,249 persons identified as homeless in the County's survey, 588 are unaccompanied minor children and transition-age adults. Our goal was to discover how Santa Cruz County is responding to the crisis of child and young adult homelessness confronting our community.

Local Efforts in Response to Assembly Bill 12

AB 12, the California Fostering Connections to Success Act, was signed into law in 2010 and became effective January 1, 2012. The bill allows youth to remain in foster care and receive benefits until they are 21, as long as they meet one of the following criteria:[16]

1. They are completing a high school diploma or equivalent, or are enrolled in a post-secondary educational institution or vocational school.
2. They are participating in a program or activity that promotes or removes barriers to employment.
3. They are employed 80 hours a month or are incapable of such employment due to a medical condition.

The goal of the legislation was to enable foster youth who would otherwise age out of the system at 18 to maintain a safety net of support, permitting them to experience

independence in a supervised living environment. It also promotes their taking advantage of educational and employment opportunities to better prepare for adulthood and self-sufficiency.

Local cooperation and coordination among city, County, and non-profit agencies in response to AB 12 is an ongoing effort. The COE works with AB 12-eligible youths to increase their educational opportunities by helping them develop educational plans, in conjunction with their birth or foster families, Family and Children's Services (FCS) social workers, CASA advocates, school and college liaisons, and, as needed, therapists.[17] Santa Cruz County also contracted with Encompass to provide additional mandated services through the Transition Age Youth program (TAY), which offers four programs for various age groups:[18]

- **Independent Living Program** helps youth aged 15–21 develop independent living skills and achieve educational and vocational goals to successfully transition to self-sufficiency.
- **Independent Living Resource Center** helps current and former foster youth ages 15–24 build the skills, self-esteem, and support systems necessary to make a successful transition to independent living in the community.
- **Transitional Voucher Program** is a joint program of the Santa Cruz Community Counseling Center's Independent Living Program and the Santa Cruz Housing Authority that provides Section 8 Housing Choice Vouchers to a small number of participants, ages 18–20, in the Independent Living Program.
- **Transitional Housing Plus Program** is a supportive housing program serving former foster youth between the ages of 18–24 that helps secure independent housing in the community.

Continuing Problems for Foster Youth That Contribute to Homelessness

Despite positive efforts being made locally, former foster youth still experience homelessness at significant levels.

Social Worker Turnover

FCS social workers are the linchpins in the network of services for children in foster care. Several of the persons interviewed mentioned that frequent turnover of social workers who manage individual FCS cases disrupts the care of children in the foster care system. Heavy workloads and the attendant stress were identified as factors contributing to turnover among FCS social workers, making it difficult for them to be as available as they could be to the children and to other service providers.[19]

A change in social workers is particularly detrimental to children on the verge of leaving foster care. When such a change results in a failure to provide critical information, such as the opportunities offered by AB 12 to youths aging out of the system, the effects are especially damaging.

Youths must opt in to the AB 12 program six months before they age out of the system. At the six month hearing prior to youths turning age 18, the social worker must have a

plan to ensure that the youths meet at least one of the participation criteria: If youths do not opt in at age 17.5, they are ineligible to receive AB 12 benefits when they exit foster care, increasing the risk that they may become homeless.[20] It is imperative, therefore, that all foster children nearing that age be fully informed of their options and counseled about the best way to proceed. FCS social workers are the persons responsible for providing information and counseling about this life-changing choice to foster children and for developing a plan to ensure that they meet at least one of the criteria for AB 12 eligibility. The turnover rate among FCS social workers is, therefore, of grave concern in considering how to prevent homelessness among former foster youth.

Relocation

Children in foster care are sometimes removed from foster care placements for their own welfare. Regardless of the reason, removal can be disruptive, especially if it results in a change of school or school district. Social workers, as well as several of the former foster youths we interviewed, mentioned the problems foster children experience as the result of relocation. These difficulties include the loss of social connections and familiar surroundings, loss of school records, and loss of partial course credit if the relocation occurs in the middle of the school year. Such losses contribute to the child's losing interest in school altogether. Some of the young adults we interviewed were able to obtain high school diplomas despite relocation, but others failed to do so or ended up in continuation schools where, as one former foster youth stated:

> *I didn't get the knowledge I needed, just what the government wanted me to have. I didn't get the right tools. ... I never had a stable nothing.*
> - a former foster youth[21]

Children are also removed from foster or group homes by law enforcement because of alleged misbehavior. In some cases, they are moved outside the County.

> *I had two different social workers. For the most part, they were there. But I was moved around a lot, and sometimes they didn't even know where I was. I was moved out of county without notice. My foster mom would claim that I was disruptive, and the cops would remove me and didn't know where to take me. ...They'd move me out of county, and I would run away because I wanted to come home.* - a former foster youth[22]

In February 2018 a member of the California Assembly introduced a new bill relating to foster care facilities, Assembly Bill 2605 (AB 2605).[23] Passage of AB 2605 would require each residential facility's emergency intervention plan to provide specific guidance on when and when not to call law enforcement and to specify behavior-management interventions.

Group Home

In 2015 AB 403*,* often referred to as *Continuum of Care Reform,* called for the end of group homes and established short-term residential treatment centers (STRTC).[24] The goal was to end the "institutionalization" of youth. The transition of the County's group home into a STRTC has provided much needed mental health care for foster children in need of such services; however, the conversion means that there is no longer a group home in Santa Cruz County, resulting in some foster children, especially adolescents, being housed out of county.

Even prior to the elimination of the group home, youth were being moved out of county, sometimes out of state, because there were not sufficient group home beds in Santa Cruz County.[25] These relocations often resulted in reduced contact between children and their families as well as between the children and their social workers.

> *My social worker was hard to get ahold of. She was very, very busy. When I was in a group home in San Jose, I never saw my social worker.*
> - a former foster youth[26]

When the Dependency Court removed children from their homes, the group home served as a temporary emergency placement until more permanent foster homes could be found. The lack of a non-therapeutic group residence remains an unresolved issue adversely affecting the lives of children in foster care when that lack causes them to be sent out of county. Also, the group home sometimes functioned as an emergency shelter for homeless youths.[27] The lack of a group home or shelter dedicated to housing homeless youth is a serious problem requiring an immediate response.

Housing

Currently, there are only eight Section 8 vouchers allocated to the TAY Transitional Voucher Program. This fact, plus the overall lack of affordable housing in Santa Cruz County, can exacerbate youth homelessness. Some of the 18–24 year olds receiving AB 12 benefits have moved out of the County, sometimes to other states, in order to find housing. The FCS social workers responsible for overseeing their welfare, however, are required to see them at least once a month. This means that they have to travel to where their clients live, no matter where. The hours devoted to such travel significantly reduce the time they have available to respond to other clients.[28]

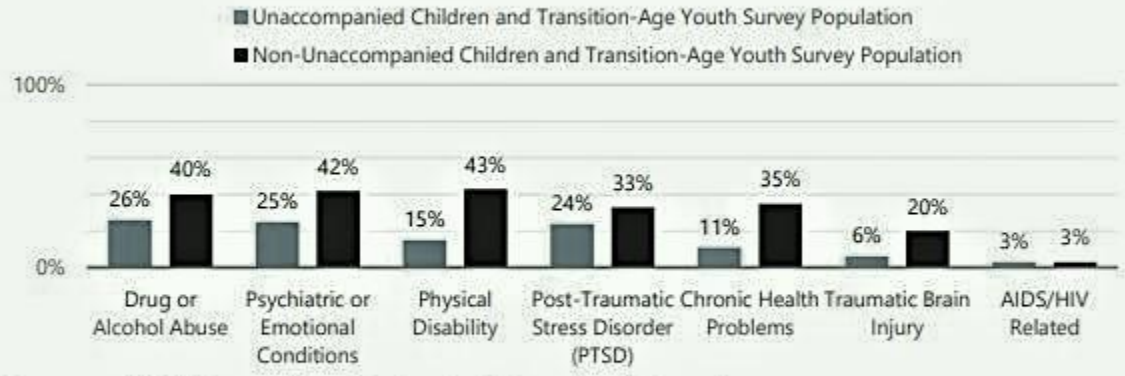
Additional Problems Facing Homeless Youth in Santa Cruz County

Encompass operates a small drop-in center, the Independent Living Resource Center (ILRC), accessible three days each week with limited hours, that welcomes young adults up to age 25. This is the only such center in the County, and it is located in the city of Santa Cruz. The center's clients typically are struggling with issues that impede their progress to a stable life, such as homelessness, lack of education, and unemployment or underemployment. The Center provides support for daily living, such

as hot showers and kitchen and laundry facilities. It also connects youths to health care, via a nurse on staff and a benefits analyst who can enroll them in State and County services for which they are eligible, including MediCal.

The following chart (Figure 58)[29] from the 2017 Survey gives an idea of the range of health care that some of the Center's clients might need:

FIGURE 58. HEALTH CONDITIONS, UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH AND NON-UNACCOMPANIED CHILDREN AND TRANSITION-AGE-YOUTH COMPARISON



Unaccompanied Children and Transition-Age-Youth Survey Population n=81
Non-Unaccompanied Children and Transition-Age-Youth Survey Population n=375
Source: Applied Survey Research. (2017). Santa Cruz County Homeless Census.
Note: Multiple response question. Percentages may not add up to 100.

At the present time, County services are almost nonexistent for homeless young adults who are not AB 12-eligible. There are no shelters in the County, emergency or longer term, dedicated to housing 18 to 24-year old homeless youths.[30] The shelters intended for adults can be dangerous for young adults, which may account for the County's homeless survey finding that so many of these youths are living unsheltered.[31] As for the 165 unaccompanied homeless minor children identified in the 2017 Survey, unless these children come into contact with law enforcement or other mandated reporters, they remain outside any system of care.[32]

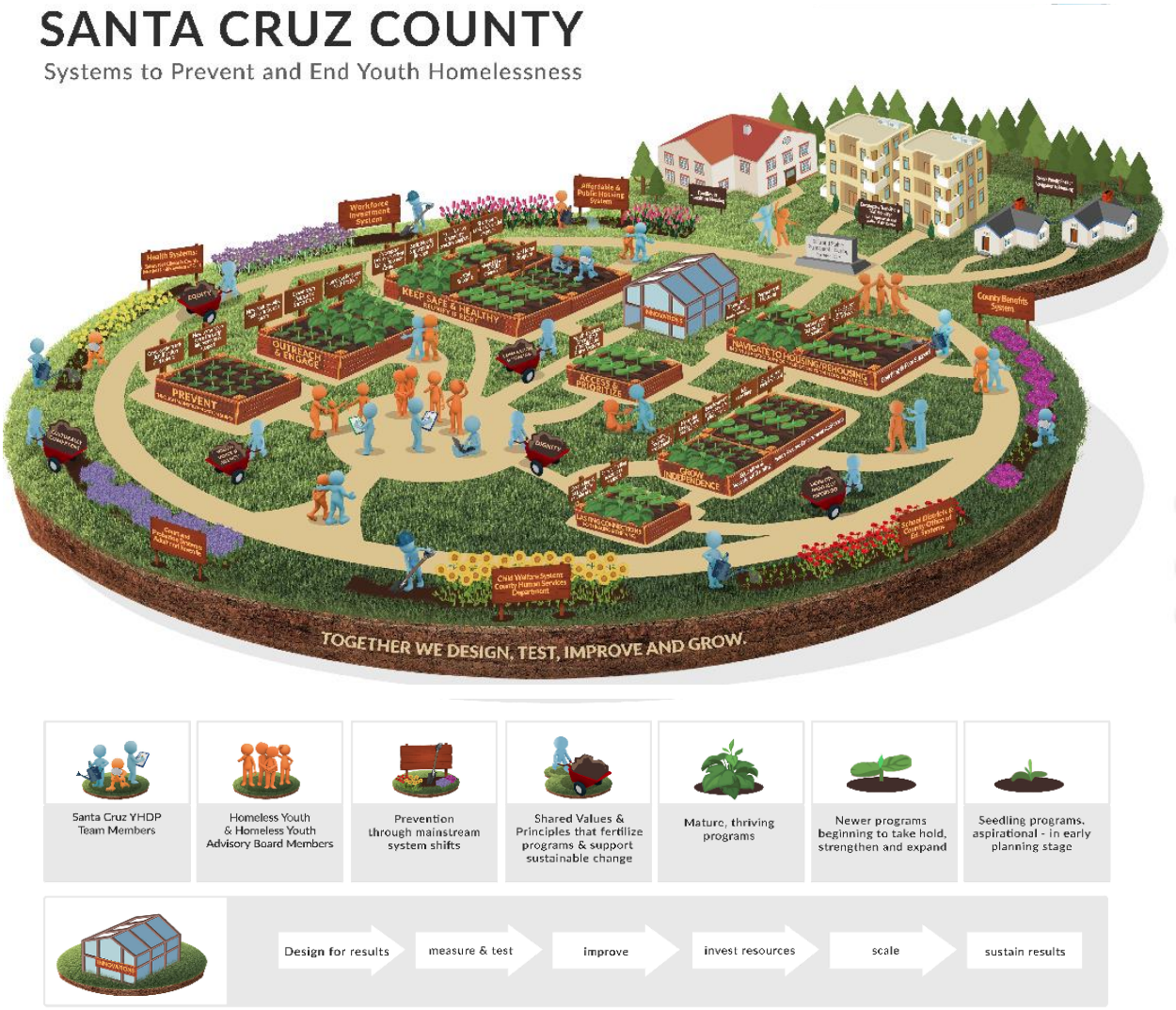
Local Impacts of Federal Attention to the Issue of Youth Homelessness

In June 2010 the Obama administration presented to Congress *Opening Doors*, a comprehensive strategic plan for preventing and ending homelessness.[33] In 2012 the plan was amended specifically to address youth homelessness. The *Federal Framework to End Youth Homelessness* was developed by the United States Interagency Council on Homelessness to identify the strategies that should be implemented to improve the educational outcomes for children and youth.[34] It identified the steps that need to be taken to advance the goal of ending youth homelessness by 2020.

In 2017 the Department of Housing and Urban Development (HUD) chose Santa Cruz County as one of 10 communities nationwide to receive a demonstration grant to

prevent and end youth homelessness. The funding allowed the County to participate in the Youth Homelessness Demonstration Program, a multiyear effort to help communities address this issue.

During 2017 the County, Encompass, and other community organization partners, collaborating as members of the Homeless Action Partnership,[35] completed the process of designing and testing new service models. This effort was guided by a Youth Advisory Board, comprising youth and young adults who were homeless or who had recently experienced homelessness.[36] The collaborative effort focused on a number of specific, measurable areas, including prevention, outreach, safety and health, housing, independence, and healing. The result was the establishment of a continuum of care for homeless youth or youth who may become homeless. This structure is depicted in the Youth System Map shown below.[37]



In January 2018 HUD awarded the County a $2.2 million renewable grant, thus enabling the County to implement the proposed service models illustrated in the Youth System Map. As a result, the County and the Homeless Action Partnership, the coalition of community organizations and partners, issued an “Invitation for Innovative Proposals”.[38] The Youth Advisory Board and the Homeless Action Partnership serve as the collaboration in Santa Cruz County that funds successful proposals.

Proactive outreach to the homeless children and youth in our community is not part of the services offered by any County agency or agency contracted by the County at this time.[39] Because there is currently no outreach to the 588 homeless unaccompanied minor children and young adults in Santa Cruz County, until the projects to be funded by the HUD Continuum of Care grant are up and running, these children and young adults will remain unknown and unsheltered.

Conclusion

In September 2017 an article in the *Santa Cruz Sentinel* quoted a staff member in the County’s Human Services Department:

> *We should be housing every youth we see. We should not be walking and stepping over the youth that are lying down or standing around who are homeless. We should be interacting with them, we should be engaging them and thinking about, ‘How can I personally, in Santa Cruz County, contribute to this cause?’ ‘How can I end youth homelessness on an individual basis?’*[40]

More than one in four of Santa Cruz County’s homeless is a young adult or an unaccompanied minor child. They are, for the most part, invisible members of our community. Recognizing the urgency to solve youth homelessness, there have been many well-intentioned efforts at the local, State and federal levels, some of which have been very effective but limited in their scope. Implementation of the HUD Continuum of Care model is a significant step toward resolving the problems identified in this investigation, as well as the other difficulties facing the children and young adults who are homeless in Santa Cruz County; however, while the grants and other funding have addressed some systemic deficiencies, additional resources will be required to achieve the County’s goal of ending youth homelessness by 2020.

Findings

F1. The restrictive eligibility requirements of AB 12 exclude some former foster youth from obtaining services available through that legislation and can result in their becoming homeless.

F2. Turnover among Family and Children's Services social workers disrupts the care of children in foster care, to their detriment.

F3. The location and limited hours of the lone drop-in center in Santa Cruz County restricts the access of homeless young adults to necessary services and available resources.

F4. Santa Cruz County lacks an effective means of identifying and locating homeless youth and unaccompanied minor children in order to connect them to available resources.

F5. The County has no emergency or long term shelter available to house homeless youth and unaccompanied minor children, placing them at risk in adult shelters and on the streets.

Recommendations

R1. The Human Services Department should develop and distribute written procedures for ensuring that eligible foster youth are aware of the requirements and deadlines to opt in to AB 12. (F1)

R2. The Human Services Department should review the rate of turnover among social workers in the Family and Children Services unit and conduct a study to identify the underlying causes of FCS social worker departures, including exit interviews. (F2)

R3. The County Administrative Officer should expand the Continuum of Care Request for Proposals to include a mid-County drop-in center in addition to the ones proposed for North and South County. (F3)

R4. The Human Services Department should initiate a pilot outreach program to homeless unaccompanied minor children and young adults, to be implemented no later than the end of 2018. (F4, F5)

R5. The Human Services Department should identify a location for, and the Board of Supervisors should provide funds for, an emergency shelter for homeless young adults, with a separate section for homeless unaccompanied minor children. (F5)

Required Responses

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
Santa Cruz County Board of Supervisors	F1 – F5	R1 – R5	90 Days September 17, 2018

Requested Responses

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
Santa Cruz County Administrative Officer	F3	R3	90 Days September 17, 2018
Director, Santa Cruz County Human Services Department	F1, F2, F4, F5	R1, R2, R4, R5	90 Days September 17, 2018

Definitions

- **Dependency Court:** the part of the Superior Court that hears cases about children (minors) who are abused or neglected.[41]
- **Emancipation:** a legal procedure that frees children from the custody and control of their parents or guardians before they reach the age of majority.[42] [43]
- **Homeless unaccompanied minor children:** children as individuals who lack a fixed, regular, and adequate nighttime residence, and are not in the physical custody of a parent or guardian.[44]
- **Mandated reporters:** persons whose professions require them, by law, to report all known or suspected cases of child abuse or neglect.[45]
- **Section 8 Housing Choice Vouchers:** the housing choice voucher program provides assistance to very low-income families to afford decent, safe and sanitary housing. Housing can include single-family homes, townhouses and apartments and is not limited to units located in subsidized housing projects.[46]

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CASA of Santa Cruz County

Crossroads STRTC

Independent Living Resource Center (ILRC)

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Our Public Defender System

Anticipating Structural Change

Summary

Anticipating that Santa Cruz County's contract public defenders will not continue to practice law forever, the Board of Supervisors on June 12, 2018 approved amendments to the existing public defender contracts that include a plan to transition the public defender function to a new model beginning in the 2021-22 fiscal year (2018 Amendments). The new model will likely involve an in-house public defender's office. Establishing a public defender's office would raise a host of issues including, most significantly, budgeting and performance evaluation.

The County has never collected data to measure the quality of public defender performance. Its evaluation has always been subjective, based on the observations of the judiciary and other departments that interact with the public defenders. The 2018 Amendments give the County three fiscal years before the transition in which to begin to collect data on the contract public defender system's performance.

This report examines salient characteristics of the County's contract public defender system. It then recommends that the County determine what data the County requires to measure the performance of public defenders and start collecting that data beginning in the 2019-20 fiscal year. Measurements of contract public defender performance will then be available as benchmarks against which to evaluate future public defender performance.

Background

Existing Structure of the County's Public Defender System

The Job of a Public Defender

When the Santa Cruz County District Attorney brings criminal charges against a person who cannot afford an attorney, a judge of the County's Superior Court (Court) will appoint an attorney to represent the person at the County's expense.[1] The same is true when the County brings certain civil matters, such as involuntary commitment proceedings or establishing paternity, against a person who cannot afford an attorney.[2]

The Biggam Firm

In most cases, the Santa Cruz County Superior Court will appoint the law firm of Biggam, Christensen and Minsloff (Biggam Firm) as counsel for a person who cannot afford an attorney. The Biggam Firm's practice is to assign one or more of its attorneys to be present in each arraignment court.[3] [4] An arraignment court is any court in which a judge first informs a defendant of the charges against them and asks the defendant to enter a plea of guilty or not guilty.[5] If a defendant does not already have counsel, the defendant may complete Form SUPCR 1127 to establish financial eligibility and, if able to do so, pay a $50 fee.[6] [7] The Court then appoints the Biggam Firm as the defendant's counsel. The defendant may immediately confer with the Biggam Firm attorney who is present. That attorney may continue to represent the defendant or arrange for another Firm attorney to take over the representation. A slightly different procedure applies if the Biggam Firm has a conflict.

According to its website, the Biggam Firm is also available to advise before arraignment with respect to a police interrogation or line-up.[8]

What If a Conflict Arises?

A conflict arises when two or more defendants are charged in the same matter. An attorney who would represent more than one of them is said to have a conflict. The defendants might blame each other, face different consequences as a result of conviction, or choose different defense strategies. Their interests may therefore conflict with each other. Other conflicts can also arise. When a conflict exists, the Court will appoint a different law firm or independent attorney for each defendant.[9] [10]

The County has contracted with two law firms, Page & Dudley (formerly Page, Salisbury & Dudley) and Wallraff & Associates (each a Conflicts Counsel), as the first choice to represent those defendants with whom the Biggam Firm has a conflict.[11] The two Conflicts Counsel both have active civil and private criminal litigation practices in addition to their public defender assignments. Neither Conflicts Counsel routinely staffs the arraignment courts, but their attorneys are often present in the arraignment courts or elsewhere in the courthouse and can be available on short notice when a conflict with the Biggam Firm arises.[12]

When the Biggam Firm and both Conflicts Counsel all have a conflict, the Court contacts the County's Criminal Defense Conflict Program (CDCP). County Counsel administers the CDCP panel, which consists of approximately 26 independent attorneys and law firms. The CDCP administrator is often able to identify an attorney who is available to appear before the Court for appointment on the same day as requested.[13]

Attorney Autonomy

As used in this report, "public defender" refers to any attorney whom the Court has appointed to represent a defendant who cannot afford an attorney.

Santa Cruz County's public defenders are autonomous. No governmental or non-governmental body in Santa Cruz County dictates what actions the County's contract public defenders should take or not take on behalf of their clients.[14]

Although people sometimes refer to Lawrence P. Biggam, the founder of the Biggam Firm, as the Public Defender, Mr. Biggam is not a County officer and has no authority or power to establish policies that apply to all public defenders. He has no ability to regulate or supervise attorneys except with respect to subordinate attorneys in his own firm.[15]

Tenure of the Current Public Defenders

Mr. Biggam organized the Biggam Firm in 1975 to submit a proposal to provide public defender services to the County. The County has not since solicited proposals for public defender services.[16] Page & Dudley and Wallraff & Associates have provided public defender services to the County since 1979 and 1989, respectively.[17] The County last solicited competitive bids for conflicts services in 1999.[18]

Santa Cruz County Will Change Its Public Defender System By 2022

Under the 2018 Amendments, the County commits to transition to a new model as follows:[19]

> *In July 2019, the COUNTY will begin planning efforts to transition the Public Defender function to a new model as follows:*
>
> | *Fiscal Year* | *Deliverable* |
> |---|---|
> | *2019-20* | *Study models and costs* |
> | *2020-21* | *Develop transition plan* |
> | *2021-22* | *Implement transition plan* |

In the United States, public defender systems typically involve a combination of:

- a public defender's office
- an assigned counsel system in which the court schedules cases for participating private attorneys
- a contract system in which private attorneys contractually agree to take on a specified number of indigent defendants or indigent defense cases[20]

The existing model is a contract system supplemented with the CDCP, which is a form of assigned counsel system. A new model would therefore likely involve a public defender's office.

A system including an in-house public defender's office would still need something like a Conflicts Counsel. It would have the same potential conflicts as the Biggam Firm does. Santa Clara County addressed this issue by establishing an in-house Alternate Defender Office that is ethically separate from the public defender's office.[21] If Santa Cruz County were to adopt a similar model, the County would terminate (or not renew) the contracts with the Conflicts Counsel. The transition language quoted above appears in the amendments to the Conflicts Counsel contracts as well as in the amendment to the Biggam Firm's contract.

Scope

In the course of its investigation, the Grand Jury reviewed the following documents:

- Reports of the 1991-92, 1994-95, 2009-10, and 2013-14 Grand Juries and the County's responses to the 1994-95, 2009-10, and 2013-14 reports
- The Biggam Firm's quarterly caseload reports for the past two fiscal years and the first half of the current fiscal year
- Published reports, listed in Appendix A, of the American Bar Association, the California State Bar, the National Legal Aid & Defenders Association, the National Association for Public Defense, and various governmental and academic bodies

The Grand Jury interviewed representatives of the County Administrative Office, the County Auditor-Controller, the District Attorney's Office, County Counsel's Office, the Court, and the Biggam Firm. The Grand Jury also conducted internet research.

Investigation

Indicators of Public Defender System Performance

Caseload

Although caseload is the focus of most published public defender reports, it is only an indirect measure of public defender system performance. An attorney can have a manageable caseload and still provide poor service. High caseloads, however, make it difficult for public defenders to have enough time with their clients to build trust, explain the system and the charges, and make decisions with their clients regarding their defense.[22] Excessive caseloads result in insufficient time available to provide reasonably effective assistance of counsel to all clients.[23]

To evaluate the Biggam Firm's caseload, the Grand Jury turned to the 1973 *Report of the Task Force on the Courts*.[24] Standard 13.12 of that Report (NAC Standards) provides that the caseload of a public defender office should not exceed a specified number of cases per year.

In 2015, the National Association for Public Defense (NAPD) issued a statement in which it observed that the ever-increasing complexity in criminal practice, procedure, and sentencing laws, among other things, has "drastically increased" the time it takes to effectively represent a client. The NAPD concluded, however, that the NAC Standards remain "useful" as "absolute maximums" of acceptable public defense caseload standards.[25]

To compare the Biggam Firm's average annual caseload to the NAC Standards, the Grand Jury reviewed the Biggam Firm's quarterly caseload reports for the past two fiscal years and the first half of the current fiscal year. The Grand Jury calculated the Biggam Firm's annual caseload by adding the cases reported in the quarterly reports for the applicable fiscal year and annualizing the sum from the first two quarters of fiscal 2018. This methodology double counted (or triple or quadruple counted) cases that straddled quarters, and to that extent it overestimated the Biggam Firm's annual caseload. Table 1 divides the annual caseload by 20. The current contract requires the Biggam Firm to have 20 full-time equivalent (FTE) attorneys. The 2018 Amendments require the Biggam Firm to employ a minimum of 21 FTE attorneys.[26]

Table 1: NAC Standards vs. the Biggam Firm's Reported Caseload

	NAC Standards Annual Caseload per Attorney	Biggam Firm Annual Caseload per Attorney		
		Fiscal Year 2016	Fiscal Year 2017	Fiscal Year 2018 (annualized)
Felonies	150	109	111	109
Misde-meanors	400	317	339	305
Juvenile	200	39	19	18
Mental Health Act	200			
Appeals	25			
Other		34	33	34

Based on this analysis, the Biggam Firm's caseload is comfortably within the NAC Standards. Grand Jury interviews confirmed that current public defender caseloads are manageable. Thus, the Biggam Firm's caseload should not hinder the firm's ability to render effective assistance of counsel.

Defense Counsel Is Available At Arraignment

One available measure of public defender system performance is the speed with which defense attorneys are available to meet with their clients. The Biggam Firm assigns one

or more of its attorneys to be present in each arraignment court, so that every defendant who cannot afford an attorney has a chance to consult counsel before a plea is entered.

In the many jurisdictions nationwide where a public defender is not available at the time of arraignment, an innocent defendant may plead guilty to a minor offense simply to avoid having to wait in jail until an attorney is available.[27] Without immediate counsel, defendants might be unaware that a guilty plea could make them ineligible for educational or other benefits or subject to deportation or be something they have to disclose on future employment applications.[28] [29]

Unrepresented defendants who do not plead guilty are likely to be kept in jail before trial or disposition because they cannot afford bail. They often do not know what factors might influence the Court to reduce bail. When public defenders are available to advocate for affordable bail or dismissal of charges, employed defendants can continue to support themselves and their dependents and the County is spared the expense of pre-conviction incarceration.[30] [31] [32]

According to its website, the Biggam Firm also makes itself available to render advice before arraignment with respect to police interrogations and line-ups.

No contract, regulation, or rule of court requires the Biggam Firm to staff the arraignment courts or give advice before an arraignment. The Biggam Firm does so even though the practices do not directly increase the firm's compensation.

The Clean Slate Program

The Biggam Firm instituted the County's Clean Slate Program in 2014. Under this program, the Biggam Firm represents eligible persons who wish to take advantage of the exoneration provisions of Penal Code section 1203.4, reduce a felony conviction to a misdemeanor as permitted by Proposition 47, or have a marijuana case reduced or dismissed under Proposition 64.[33] The 2018 Amendments require the County to pay the Biggam Firm to provide these services, although the Board of Supervisors voluntarily provided grants to underwrite the program in fiscal years 2017 and 2018.

A New Perspective on Public Defender Cost and Performance

When, on several occasions in the past 48 years, the County renegotiated the cost of contract public defender services, the relevant questions were whether the County was getting the best price available and whether the cost of contracting was less than the estimated cost of an in-house public defender's office. Four previous Grand Jury reports on the cost of the County's contract public defender services all focused on the County's decisions not to solicit competitive bids for public defender services and on the County's attempts to determine the cost of a public defender's office.[34] [35] [36] [37] Those questions will not be relevant if the new system involves a public defender's office. By then, the County should be measuring the performance and monitoring trends of the public defender's office as the basis for future budget decisions and performance evaluation.

A History of Evaluating Without Measuring

So far as the Grand Jury has been able to determine through interviews and document requests, the County has never collected data to measure the quality of public defender performance. Its evaluation has always been subjective, based on the observations of the judiciary and other departments that interact with the public defenders. In Grand Jury interviews and public statements, opinions of public defender performance have historically ranged from satisfactory to superior. All of the name partners of the Biggam Firm and the two Conflicts Counsel have been described as capable and most of them are described as role models. Evaluations of other attorneys vary, but all are positive. The County's public defenders are described as prompt, prepared, organized, collegial, and effective advocates for their clients. When a case has potentially grave consequences for the defendant, they are prepared to take the case to trial.[38] Despite the absence of performance data, the Biggam Firm's practice of voluntarily staffing the arraignment courts and its initiative in starting the Clean Slate Program at its own expense demonstrate the firm's commitment to its mission.

The Time is Now to Start Measuring Performance

Even though the County has no present concerns about the quality of public defender performance, now is the time to begin measuring that performance. Obtaining data on how the contract public defender system works now will provide a baseline for making future budget decisions. It will also be a good way to ensure that a future public defender system will continue to perform as effectively as the contract public defender system has performed. If the data show that the quality of the new system is not up to contract public defender system standards, the County can then consider whether to increase funding or take other actions to improve performance.

The window of opportunity for collecting data on contract public defender performance is likely to close quickly, however. The 2018 Amendments end the current public defender system in four years. Even a short delay in implementing a data collection program will significantly reduce the amount of data available to collect under that plan.

Collecting Better Data From the Public Defenders

Currently, the County's public defender contracts only require the public defenders to submit quarterly caseload reports. Raw caseload reports provide little if any information the County can use to evaluate the quality or efficiency of public defender services. However, the contracts also require the public defenders to provide other reports "as may be requested from time to time by the County Administrative Officer." If necessary, the County can use these provisions as the contractual basis for obtaining new data.

Possible Measurements

There are a number of variables the County can measure to track the performance of public defenders. As an example, Appendix B includes a set of goals, a statement of the objectives each goal is intended to satisfy, and examples of the kinds of statistics that

can indicate whether the goals are achieved. Similarly, Appendix C includes recommendations for measuring the amount of time a controllable defense task actually requires.

Public Participation in the Measurement Project

Because the County does not have any history of collecting data on public defender performance, it may need some help deciding what data to collect. For example, the input of existing public defenders can help ensure that the data collection process is workable. The input of private criminal defense counsel can help to ensure that the data measured are representative of the quality of the representation.[39] [40] The input of community organizations that serve the non-legal needs of defendants and their dependents can help ensure that the data measured are relevant to the needs of the population that the public defender serves.

Findings

F1. Santa Cruz County has not chosen to quantitatively measure contract public defender performance to ensure adequate representation for defendants who cannot afford an attorney, and therefore has no experience in doing so.

F2. Without measuring the performance of the current contract public defender system, Santa Cruz County will not be able to meaningfully compare the result of transitioning to a different public defender system.

Recommendations

R1. The Board of Supervisors should establish a commission that includes qualified stakeholders to identify performance measures the County should collect with respect to public defender performance. (F1, F2)

R2. The County should begin to collect performance data on contract public defender performance, ideally within one year, so that the County has a baseline on which to measure future public defender performance. (F2)

Required Response

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
Santa Cruz County Board of Supervisors	F1, F2	R1, R2	90 Days September 19, 2018

Requested Response

Respondent	*Findings*	*Recommendations*	*Respond Within/ Respond By*
Santa Cruz County Administrative Officer	F1, F2	R1, R2	90 Days September 19, 2018

Definitions

- **Conflicts Counsel**: one of two law firms that acts as the public defender when the Biggam Firm is unable to do so
- **Contract public defender**: an attorney or law firm that the County of Santa Cruz hires as an independent contractor to represent indigent defendants
- **Controllable defense task**: a case-related task over which an attorney has some control (as opposed to time in court, traveling, training, and administrative time)
- **Court:** the Superior Court of the State of California in and for the County of Santa Cruz or a judge of that court
- **Indigent**: a person who cannot afford an attorney; "indigent" does not necessarily mean unemployed, penniless, or homeless
- **Public defender's office**: attorneys whom the County employs as employees, and not as independent contractors, to represent indigent defendants

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Appendix B

Key Indigent Defense System Performance Indicators[41]

Goal	Objectives	Performance Measures/Indicators
A Defendant's Constitutional Right to an Attorney Is Preserved	Access to attorney is real	1. % of defendants who waive counsel the first time they appear before a judge (in court or by remote appearance) 2. % of defendants who waive counsel and plead guilty the first time they appear before a judge (in court or by remote appearance) 3. % of waivers made on the record
	Access to attorney is timely enough to preserve constitutional rights	1. # of days between arrest and appointment of counsel 2. # of days between arrest and first client interview with attorney by type of contact (in-person, video conference, telephone)
Best Possible Outcomes for Clients	The direct consequences of a criminal case are as beneficial to the client as possible	1. Case Outcomes: determination of guilt, sentence, sentence type (active, intermediate, community), sentence length, and financial costs (court fees, fines, and restitution) by type of case 2. % of convictions resulting in alternatives to incarceration
	Clients are not incarcerated before conviction (pretrial release) and bond amounts are justified	1. # of days defendant incarcerated pretrial 2. Average bond amounts by type of case 3. Breakdown of conditions of release, e.g., released on own recognizance, secured bond, unsecured bond, etc. 4. Failure to appear rates by type of case
	Cases are resolved in a timeframe least harmful to the client	1. # of days between arrest and resolution of the case 2. # of continuances per case by case type 3. % of cases resolved within X days by type of case

Goal	Objectives	Performance Measures/Indicators
Best Possible Outcomes for Clients (continued)	Procedural injustices are mitigated	1. # of days of lost work by type of case 2. # and % of clients who lost job pretrial by offense 3. # and % of defendants without active sentences who lost job, housing, driving privileges, scholarships, professional licenses, or were deported, or were required to register as sex offenders, etc
	Clients are aware of the collateral consequences of a criminal case and steps are taken to mitigate those consequences whenever possible	1. % of cases with collateral consequences attached to charged offenses by type of collateral consequence and type of case 2. % of cases with collateral consequences attached to convicted offense by type of collateral consequence and type of case
	Disentangle client from criminal justice system	1. Recidivism rates 2. Probation failure rates 3. # and % of clients referred for evaluation or treatment for underlying dysfunction
	Clients are satisfied with attorney	1. Client satisfaction survey scores
Indigent Defense System Is Accountable to Taxpayers	Use taxpayer money as efficiently as possible	1. Cost per case by type of case 2. % of cases ending in failure to appear
Defendant's Receive the Same Quality Representation Regardless of Race, Gender, Ethnicity, or Income	A system without racial, gender, ethnic, or economic disparities	1. Analyze all indicators by race, gender, ethnicity, and income

Appendix C
A Note on Public Defender System Requirements[42]

(from The Missouri Project, Appendix 13)

Time Entry System

The public defender system should have a time entry (or time log) system meeting the following minimum requirements:

- Ability to track:
  - Attorneys' case related time by Case Type and Case Task
  - Attorneys' non-case related time
  - Time in increments no greater than a quarter of an hour
- Case Type and Case Task classification consisting of:
  - 15 – 25 case-related (attorney controllable) tasks
  - Case-related (uncontrollable) tasks
  - Non-case related tasks
  - At least 10 unique Case Types
- Time entry system should be:
  - Mandatory system-wide
  - Consistent across public defender system's offices
  - Able to track all attorney time
  - Fully deployed for at least six-months prior to commencement of study
  - Consistent with the Case Management System

Case Management System

The public defender system's case management system should meet the following minimum requirements:

- Case Management System Case Types are identical to Time Log System Case Types
- Consist of at least twelve-months of system-wide case information
- Have a case identifier also used in Time Log System
- Consistent across public defender system's offices

In addition, it would be beneficial (but not part of the minimum requirements) if other factors such as language barriers, mental health issues, and other complexity factors can be captured in the case management system.

Commitment to Permanent Time Keeping

Permanent time keeping is a critical component to the implementation, ongoing study, and refinement of attorney workload standards. In addition, it can be an invaluable management and analysis tool for a public defender system independent of the need for workload standards. Therefore, we believe it is critical that the public defender system commits to continuous time keeping.

Honoring Commitments to the Public

Review of 2015-16 Grand Jury Report Responses

Summary

The 2017-18 Santa Cruz County Grand Jury investigated whether respondents to seven 2015-16 Grand Jury reports honored their commitments either to analyze report recommendations within six months or to implement those recommendations within a specified time in the future.

We found that two organizations consistently fulfilled the commitments they made to the public. While most of the other organizations addressed the Grand Jury's recommendations positively in some manner, two organizations could not confirm the steps they took to analyze a recommendation or explain clearly whether or how they implemented a recommendation.

We recommend that all organizations create a formal record of the actions they took to address Grand Jury recommendations, and to share those records with the public.

Background

Each year the Grand Jury investigates local government organizations, makes findings, and then recommends how those organizations can serve the community more effectively. The law requires the investigated organizations to respond to the findings and recommendations in writing.

The investigated organizations receive a response packet that includes the following instruction for each recommendation:[1]

> *For the Recommendations included in this Response Packet, select one of the following actions and provide the required additional information:*
>
> *a.* ***HAS BEEN IMPLEMENTED****, with a summary regarding the implemented action, or*
>
> *b.* ***HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IMPLEMENTED IN THE FUTURE****, with a timeframe or expected date for implementation, or*
>
> *c.* ***REQUIRES FURTHER ANALYSIS****, with an explanation and the scope and parameters of an analysis or study, and a timeframe for that analysis or study; this timeframe shall not exceed six months from the date of publication of the grand jury report, or*
>
> *d.* ***WILL NOT BE IMPLEMENTED*** *because it is not warranted or is not reasonable, with an explanation therefor.*

The elected county officer or governing body has 60 or 90 days respectively to respond to Grand Jury findings and recommendations.

California Penal Code section 933.05 requires each respondent to select one of the four alternatives described above and to explain the response. Respondents selecting either a. or d. need only explain their answers to the public, but have no further responsibilities.

Respondents selecting b. or c. commit to take further action. These respondents must provide additional details of their intended actions, such as the planned time frame for analyzing or implementing a recommendation.

The issuing Grand Jury or succeeding Grand Jury examines all responses for compliance with section 933.05; however, the Grand Jury has no power to hold respondents to their commitments. Its only course of action is to undertake a new investigation to determine whether government officials fulfilled their commitments to the public.

The current Grand Jury reviewed four years of Grand Jury reports from 2013-2017, noting all instances in which respondents committed to take further actions on the reports' recommendations. Over the four years, respondents committed 70 times to analyze a recommendation within six months and 48 times to implement a recommendation at a specified date in the future.

The current Grand Jury chose just one Grand Jury year, 2015-16, to investigate further what actions respondents ultimately took to fulfill their commitments. We chose 2015-16 because it was the most recent year in which the respondents would have had time to take the promised actions. In all, we examined five commitments to undertake further analysis within six months and 15 commitments to implement a recommendation in the future.

This implementation investigation serves as an opportunity to:

- ascertain formally whether respondents to previous investigations performed further analysis, or implemented the Grand Jury's recommendations, as they had committed to do;
- increase public awareness of the positive actions that local government organizations have taken to improve their services to the community; and
- provide future Grand Juries with useful information on whether a follow-up investigation is warranted.

Scope

The Grand Jury requested documents sufficient to determine whether respondents took the actions indicated in their replies to the 2015-16 Grand Jury report recommendations. Table A (next page) summarizes the original 2016 report responses by investigative report and category of response – either to undertake "further analysis within six months" or to implement the recommendation at a specified time "in the future." Each 2015-16 Grand Jury report title is followed by two or more citations, the first of which points to the Grand Jury report itself, and the second and subsequent citations point to the responses to that report. The table does not include "Has been implemented" or "Will not be implemented" responses.

Table A: Summary of Responses to 2015-16 Investigative Report Recommendations

2015-16 Grand Jury Report Title	Respondent	Response: "Further Analysis" Within 6 Months	Response: Recommendation "Will Be Implemented In The Future"
Reporting Santa Cruz County Retirement Costs and Obligations[2] [3]	Board of Supervisors	–	R1, R2
Santa Cruz County Mental Health Advisory Board[4] [5] [6]	Board of Supervisors	R2	–
	Mental Health Advisory Board	–	R2, R5, R8
Soquel Elementary School Board: Full Disclosure Not Optional[7] [8]	SUESD Board of Trustees	R4	–
Santa Cruz County Domestic Violence Commission: Missing In Action[9] [10]	Board of Supervisors	R1, R4	R2, R3, R5
Another Death in Our Jail[11] [12] [13]	Board of Supervisors	–	R6, R7
	Sheriff-Coroner	–	R5, R6, R7
Jails in Transition: 2015-2016 Jails Inspection Report[14] [15]	Sheriff-Coroner	R1	R7
Felton Fire Protection District's Surplus Land Sale[16] [17]	Felton Fire Protection District Board of Directors	–	R3

Investigation

In this section we summarize the findings, recommendations, and responses from each 2015-16 Grand Jury investigative report listed in Table A. We then analyze the documents submitted to the current Grand Jury to determine what actions, if any, recipients ultimately took with respect to the 2016 recommendations. Figure 1 and Figure 2 provide summary views of how respondents fulfilled their commitments to analyze or implement Grand Jury recommendations as of June 2018.

Report: "Reporting Santa Cruz County Retirement Costs and Obligations"

This 2015-16 report focused on the presentation of information on Santa Cruz County retirement costs and obligations, and made the following recommendations:

R1. The Board of Supervisors should direct the County Administrative Office to provide an annual summary of all retirement costs and obligations starting in FY 2016/17.

R2. The annual summary of the total retirement costs and obligations should be identified in the county budget in clear and understandable language.

The Board of Supervisors (BOS) committed to offer summary information about pension costs and obligations in the Comprehensive Annual Financial Report (CAFR) in the future. In 2017 the BOS fulfilled its commitment by providing summary information in the Management's Discussion and Analysis section of the 2016-17 CAFR.[18]

The BOS also committed to offer clear and understandable information about pension costs and obligations in the County budget. It fulfilled its commitment by offering both a visual representation and summary of proposed pension costs and obligations in the County's searchable online 2018-19 Budget.[19] [20]

Report: "Santa Cruz County Mental Health Advisory Board Revisited"

This 2015-16 report found that the Board of Supervisors (BOS) did not provide the Mental Health Advisory Board (MHAB) with adequate direction or training. It also found that MHAB members attributed some MHAB performance problems to difficulties in filling vacancies.

Recommendation 2 of the report addressed vacancies and training issues:

R2. The Board of Supervisors should make every effort to fill Mental Health Advisory Board vacancies immediately, provide training for new appointees, and provide annual professional training for all members on how to serve effectively on an advisory board.

The BOS responded that this recommendation would require further analysis within six months. The MHAB responded that it would "request input from the Board of Supervisors" to further the fulfillment of the training component of Recommendation 2.

The BOS confirmed that MHAB members received training in February 2017 and March 2018.[21] It also indicated that future new members would receive orientation and staff support. At the present time, there are no vacancies on the Board.

Recommendation 5 of the report focused on approaches to establishing and addressing strategic goals:

> *R5. The Mental Health Advisory Board should hold an annual meeting to establish and evaluate strategic goals, prioritize those goals by focusing on problem areas, and establish committees to develop plans for problem resolution.*

The MHAB responded that it would hold annual meetings to evaluate and prioritize strategic goals. The MHAB held a strategy meeting in February 2017. It provided the Grand Jury with materials demonstrating that it had created strategies and priorities for resolving problem areas. The MHAB held a similar meeting in June 2018.

The 2015-16 Grand Jury also found that the MHAB did not have an effective mechanism for sharing information on available programs and services with the community or local mental health professionals.

Recommendation 8 focused on community awareness:

> *R8. The Mental Health Advisory Board should increase efforts to raise community awareness of mental health issues through public announcements, publications, speaking engagements, and other forms of community outreach.*

The MHAB responded that this recommendation would be implemented in the future.

The MHAB engaged with the public, beginning in the summer of 2017, through a public town hall meeting in August 2017; a televised presentation of the MHAB's 2016-17 biennial report to the BOS in April 2018;[22] and online postings of monthly summaries from the Director of Behavioral Health.[23]

In sum the BOS and MHAB have fulfilled their commitments to address the 2015-16 Grand Jury's recommendations.

Report: "Soquel Union Elementary School Board – Full Disclosure Not Optional"

This 2015-16 report found that the Soquel Union Elementary School District (SUESD) did not provide guidance on how to file a complaint. The report made the following recommendation:

> *R4. Soquel Union Elementary School District should make available on their website an easily filed complaint form with guidelines.*

The SUESD Board of Trustees made a commitment to analyze the recommendation within six months of the receipt of the report. Since SUESD had no statutory duty to provide supplemental documentation about the actions it took to analyze the recommendation, the 2017-18 Grand Jury's new investigation allowed an assessment of SUESD's follow-through on its 2016 response.

The SUESD did not provide the current Grand Jury with documentation confirming that that it conducted an analysis of the 2016 recommendation within six months of the

receipt of the report, or at any later date.[24] [25] In May 2018 however, the District showed two recent alterations to its website home page – first to include information on California Uniform Complaint Procedures, and later, to state that the District does not require complaints to be submitted on a complaint form.[26] These recent steps addressed Recommendation 4.

Report: "Santa Cruz County Domestic Violence Commission: Missing In Action"

This 2015-16 report found that the dormant Domestic Violence Commission (DVC or Commission) would be unable to restart, or to fulfill its mandate, under the existing organizational structure. The report offered five recommendations to the BOS aimed at reviving the Commission.

Recommendations 1 and 4 addressed DVC meeting and report issues:

R1. Domestic Violence Commission meetings should be held monthly during the first six months with the commission determining the ongoing meeting times and schedule.

R4. The Domestic Violence Commission should report to the Board of Supervisors quarterly for the first year and annually thereafter.

The BOS committed to analyzing Recommendations 1 and 4 within six months. A working group of the DVC met three times between January and March 2017. It analyzed the two Grand Jury recommendations and drafted an ordinance that included requirements for regular meetings and periodic reporting to the BOS.[27]

Recommendations 2 and 3 addressed the composition of the Commission:

R2. The Board of Supervisors should reduce the Domestic Violence Commission membership from 28 to a workable number.

R3. The District Attorney (or their designee) should be the Domestic Violence Commission's chair for at least the first year.

The BOS committed to implementing these two recommendations in the future, although it did not provide a timeframe for implementation. During the three January - March 2017 meetings, the DVC working group considered these two recommendations. The ordinance drafted to address Recommendations 1 and 4 also addressed Recommendations 2 and 3 – it proposed to streamline the membership and make the District Attorney (or a designee) the first chair. The BOS has not adopted the draft ordinance as of June 2018, as it is still assessing Commission procedural issues.[28]

Recommendation 5 focused on the Domestic Violence Court:

R5. The Board of Supervisors should direct the Domestic Violence Commission to investigate the re-establishment of the Domestic Violence Court.

In April 2018 the District Attorney designee met with the presiding judge of the Superior Court to discuss the re-creation of the Domestic Violence Court as suggested in Recommendation 5. The matter is still under discussion.

In sum, the BOS fulfilled its commitments to analyze the meeting and report issues addressed in Recommendations 1, 4 and 5. It also took steps to address the Grand Jury's two other recommendations concerning the Domestic Violence Commission.

Report: "Another Death in Our Jail"

This 2015-16 report found two matters of concern with the third-party provider contract for medical services for the County's adult detention facilities.

First, the report found that a 2012-16 contract requirement regarding inmate hospital admissions may have been a deterrent to providing inmates with appropriate emergency medical care.

Recommendation 5 read as follows:

> *R5. The Sheriff--Coroner and Board of Supervisors should delete the contract requirement that the medical provider pay up to $15,000 per inmate for each inmate emergency or catastrophic transfer to hospital care.*

Second, the report found no documentary evidence that the Santa Cruz County detention facilities had been evaluated for compliance with key quality standards.

In Recommendation 7, the report recommended adding language to the medical services provider contract:

> *R7. The Sheriff-Coroner and Board of Supervisors should require in the contract that the medical services provider for detention facilities obtain and maintain accreditation from the California Medical Association-Institute for Medical Quality for adult detention facilities.*

In their responses to Recommendations 5 and 7, the Board of Supervisors and the Sheriff-Coroner committed to changes to the medical services provider contract scheduled to go into effect in September 2016. The September 2016 contract eliminated the clause requiring the service provider to pay up to $15,000 per inmate admitted to a hospital[29] and added language that required CMA-IMQ accreditation.[30] CFMG received accreditation for the period June 21, 2017 through June 21, 2019.[31]

The 2015-16 Grand Jury report also found that the Health Services Agency's 2015 inspection did not address whether the Main Jail was in compliance with the Detoxification Treatment requirements of Title 15 of the California Code of Regulations.

Recommendation 6 read as follows:

> *R6. The Health Services Agency should complete the annual 2016 Title 15 inspection and identify if the facility is in compliance with the Detoxification Treatment requirements (Title 15, Section 1213), as required by state law.*

In their responses, the Board of Supervisors and the Sheriff-Coroner committed to implementing Recommendation 6 in the future, indicating that the Health Services Agency would inspect the Main Jail by the end of 2016.

The Sheriff-Coroner's Office provided the 2017-18 Grand Jury with confirmation that a 2016 Title 15 inspection had taken place and that the Main Jail was in compliance with the Detoxification Treatment requirements (Section 1213) in 2016.[32]

Report: "Jails in Transition: 2015-2016 Jails Inspection Report"

This 2015-16 report found that the Crisis Intervention Team's Facility Risk Report lacked specific recommendations for inmates. The Facility Risk Report is a daily report for staff that provides alerts for inmates deemed "at-risk for suicide, escape, assault, medical issues, and other destabilizing behaviors."[33]

Recommendation 1 read as follows:

> *R1. The Grand Jury recommends the Crisis Intervention Team's Facility Risk Report include written concerns and recommendations for inmates identified as at-risk.*

The Sheriff-Coroner's Office committed to analyze Recommendation 1 within six months.

The Sheriff-Coroner's Office confirmed that it performed an analysis of Recommendation 1 within six months.[34] It also took steps to address Recommendation 1 by updating the Facility Task Report to include inmates who are considered to be "Incompetent to Stand Trial" and those who have requested a "Preference Accommodation" based on their expressed gender identity.[35]

The 2015-16 Grand Jury report also found that a door in the kitchen of the Main Jail, through which an inmate walked away in 2015, was open and led to an unrestricted and unfenced area. Although funding had been allocated to build a fence surrounding the door, construction had not begun as of the June 2016 report date.

Recommendation 7 read as follows:

> *R7. The Grand Jury recommends a fence be built within this year to enclose the unrestricted area outside the kitchen back door. Until it is completed, a temporary solution should be installed immediately and inmates should be personally escorted.*

The Sheriff-Coroner's Office responded that it would implement the Grand Jury's recommendation in the 2016-17 fiscal year to fully enclose not only the kitchen back door but the entire exterior of the Main Jail as well. The Sheriff-Coroner's Office also indicated that it had taken interim measures as Recommendation 7 suggested. These measures included cameras, an alarmed back door, new staff monitoring procedures, and the outfitting of all inmate kitchen workers with tracking ankle monitors.

In November 2016 the Sheriff-Coroner's Office fulfilled its commitment to install a fence, going beyond Recommendation 7 by enclosing the entire exterior of the Main Jail.[36]

Report: "Felton Fire Protection District's Surplus Land Sale"

This 2015-16 Grand Jury report identified irregularities in the 2014 Felton Fire Protection District (District) sale of surplus real property. It also established the fact that Felton Fire Protection District lacked written policies and procedures for the sale or disposal of real property.

The report recommended actions to improve transparency and accountability.

Recommendation 3 read as follows:

> *R3. The Board should comply with the law and adopt policies and procedures for acquiring, managing, and disposing of surplus property. All policies and procedures should be posted on their website.*

The District committed to implement this recommendation in the future but did not indicate the timeframe for implementation as California Penal Code section 933.05 required. Moreover, the District did not indicate in its 2016 response that it had any policies or procedures that addressed the 2015-16 Grand Jury's concerns.[37]

In response to the current Grand Jury's request for documents, however, the District asserted that relevant policies and procedures were already in force at the time of the 2015-16 Grand Jury investigation.[38]

The District provided copies of three policy and procedure documents for purchasing and for disposing of property. Of the two policy documents related to purchasing, one is undated,[39] and the other, entitled *Purchasing Policies and Procedures*,[40] is dated June 7, 2010. A third document, entitled *Policy for the Disposal of Fire District Property*, appears to be dated December 1, 1992.[41] In its submission to the current Grand Jury, the District did not explain why it failed to mention the existence of these documents in its response to Recommendation 3 of the 2015-16 Grand Jury report, nor why it agreed to implement the recommendation in the future if policies and procedures were already in place.

With respect to the 2015-16 Grand Jury's recommendation that the District post its policies and procedures on its website, the District has informed us that such a step has not been taken. It does, however, intend to add policies and procedures to its website in 2019, at the same time that it conforms to Brown Act changes mandating the online posting of Board agendas and minutes.[42]

Conclusion

Five local government bodies responded to a total of 20 recommendations in seven reports:

- Santa Cruz County Board of Supervisors (10 recommendations)
- Mental Health Advisory Board (3 recommendations)
- Soquel Union Elementary School District (1 recommendation)
- Sheriff-Coroner (5 recommendations)
- Felton Fire Protection District Board of Directors (1 recommendation)

As previously discussed, respondents to Grand Jury investigative reports do not have a statutory duty to provide verification that analyses or changes have been completed; therefore, the current Grand jury opened a new investigation to determine how government officials followed through on their 2016 commitments.

We summarize graphically our findings in Figures 1 and 2. Figure 1 shows the number of recommendations that each government entity committed to consider within 6 months and whether it followed through on those stated commitments. Figure 2 shows the number of recommendations that each government entity committed to implement at a specified time in the future and whether it it followed through on those stated commitments.

Figure 1 shows that four of the five submissions provided the current Grand Jury with documentation describing the actions taken to analyze a recommendation; the fifth submission showed that the organization addressed the issues identified in the 2015-16 Grand Jury's recommendations at some point in time.

Figure 1: Actions Taken to Analyze Recommendations Within 6 Months

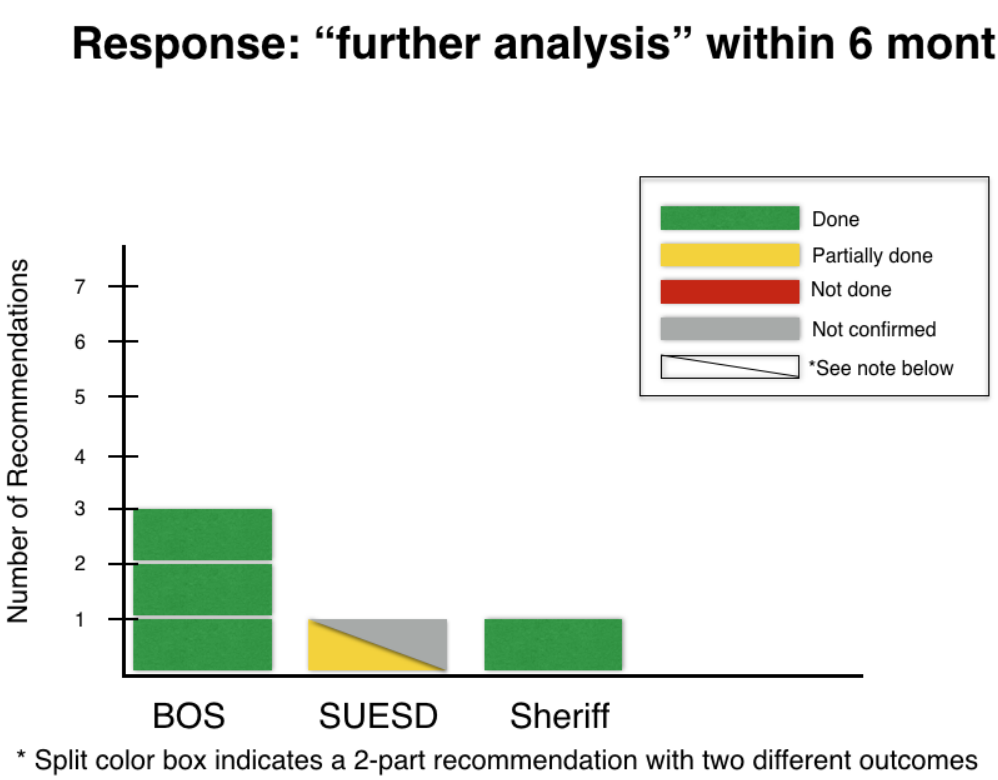
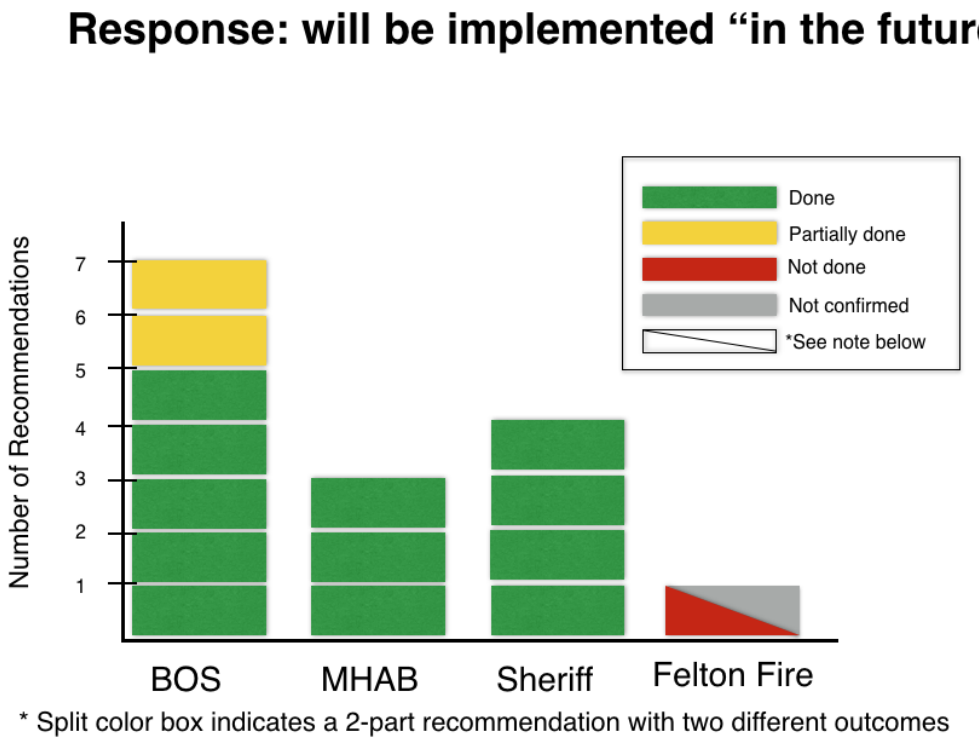


Figure 2 shows that 12 of 15 submissions confirmed to the current Grand Jury that a recommendation had been implemented. Two more submissions provided documentation confirming the positive actions taken to address the issues raised in the recommendations. The 15th submission did not provide documentation sufficient to confirm action on the first part of the 2015-16 Grand Jury's 2-part recommendation; moreover, it indicated that it had not yet implemented the second part of that recommendation.

Figure 2: Actions Taken to Implement Recommendations



Both the Sheriff-Coroner's Office and the Mental Health Board followed through on all the commitments they made to the public. The Board of Supervisors addressed all of the issues raised in the Grand Jury reports, fulfilling in whole or in part its commitments to the public to take action.

Findings

F1. Most respondents to the 2015-16 Grand Jury investigations fulfilled or partially fulfilled the commitments they made to analyze a recommendation within six months, or to implement a recommendation at a specified time in the future.

F2. The Board of Supervisors fulfilled its commitment to provide a summary of retirement costs and obligations in the Management Discussion and Analysis section of the CAFR.

F3. The Board of Supervisors fulfilled its commitment to provide estimated pension costs and obligations in clear and understandable language in the 2018-19 Proposed Budget through an online version.

F4. The Board of Supervisors and the Mental Health Advisory Board fulfilled their commitments to fill all MHAB Board vacancies and to train both incoming and continuing members.

F5. The Mental Health Advisory Board fulfilled its commitment to hold annual strategy meetings and address strategic plans and priorities.

F6. The Board of Supervisors and Mental Health Advisory Board fulfilled their commitments to make more meeting materials and services information available online.

F7. The Soquel Union Elementary School District did not provide documentation confirming that it had analyzed the Grand Jury's recommendation within six months; however, in 2018 it took steps to address the complaint form issue identified in the recommendation.

F8. The Board of Supervisors followed through on its commitments to analyze Grand Jury recommendations related to Domestic Violence Commission meeting times and reporting practices.

F9. A District Attorney designee met with the presiding judge of the Superior Court to explore the re-establishment of a Domestic Violence Court, thus fulfilling the Board of Supervisors' commitment to do so.

F10. The Sheriff-Coroner's Office analyzed the Grand Jury's Facility Risk Report recommendation within six months, thus fulfilling its commitment to the public.

F11. The Sheriff-Coroner's Office fulfilled its commitment to build a fence to enclose the entire Main Jail.

F12. The Board of Supervisors and the Sheriff-Coroner's Office honored their commitments to make changes to the September 2016 provider contract for medical services for County detention facilities.

F13. The Board of Supervisors and the Sheriff-Coroner's Office fulfilled their commitment to do a Title 15 inspection of the Main Jail in 2016.

F14. The Board of Supervisors and the Sheriff-Coroner's Office confirmed that the Main Jail was in compliance with Title 15 Detoxification Treatment requirements in 2016.

F15. The Felton Fire Protection District's submission to the current Grand Jury of written policy and procedures regarding the acquisition and sale of real property contradicts the facts established in the 2016 Grand Jury report that the District lacked such documents, and is inconsistent with the District's 2016 commitment to the public to adopt such policies and procedures in the future.

F16. The Felton Fire Protection District has not yet fulfilled its commitment to post policies and procedures on its website.

Recommendations

R1. Grand Jury report respondents that commit to analyze a recommendation within a 6-month timeframe should document for the public the actions they took to fulfill the analysis commitment. (F4, F7, F8, F10)

R2. Grand Jury report respondents that commit to implement a recommendation should document for the public the completion of that implementation. (F2–F6, F9, F11–F16)

Required Responses

Respondent	***Findings***	***Recommendations***	***Respond Within/ Respond By***
Santa Cruz County Board of Supervisors	F2–F4, F6, F8, F9, F12–14	R1, R2	90 Days September 25, 2018
SUESD Board of Trustees	F7	R1	90 Days September 25, 2018
Santa Cruz County Sheriff-Coroner	F10–14	R1, R2	60 Days August 27, 2018
Felton Fire Protection District Board of Directors	F15, F16	R2	90 Days September 25, 2018

Requested Responses

Respondent	***Findings***	***Recommendations***	***Respond Within/ Respond By***
Santa Cruz County Mental Health Advisory Board	F4–F6	R2	90 Days September 25, 2018

Definitions

- **BOS:** Board of Supervisors
- **DVC:** Domestic Violence Commission
- **MHAB:** Mental Health Advisory Board
- **SUESD:** Soquel Union Elementary School District

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