



**County of Sacramento**

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September 11, 2018

The Honorable David F. De Alba, Presiding Judge  
Sacramento County Superior Court  
720 Ninth Street, Department 47  
Sacramento, CA 95814

Re: Sacramento County Grand Jury 2017-18 Final Report

Dear Judge De Alba:

Enclosed is a copy of the Sacramento County response to the 2018 recommendations contained in the 2017-18, Grand Jury Final Report. The Board of Supervisors, at their meeting on September 11, 2018, approved this report.

If you have any questions, please contact me at (916) 874-8150.

Respectfully,

A handwritten signature in cursive script that reads "Florence Evans".

Florence Evans, Clerk  
Board of Supervisors

FE :js

cc: Becky Castaneda, Grand Jury Coordinator

Enclosures: Executed Board Material

SEP 11 2018

*Amyne Evans*  
CLERK OF THE BOARD

For the Agenda of:  
September 11, 2018

To: Board of Supervisors  
From: County Executive  
Subject: Response To The 2017-18 Grand Jury Final Report  
Supervisorial  
Districts: All  
Contact: Justin Honea, CEO Management Analyst, (916) 874-5579

**RECOMMENDED ACTION**

1. Adopt the attached reports as Sacramento County's response (to the findings and recommendations) contained in the 2017-18 Grand Jury Final Report.
2. Direct the Clerk of the Board to forward a copy of the Board Letter to the Presiding Judge of the Superior Court no later than September 29, 2018.

**BACKGROUND**

Each year the Sacramento County Grand Jury concludes its work and releases its Final Report, typically the last week in June. The report, which can address a variety of activities, functions, and responsibilities of government, typically contains findings and recommendations with a response specifically directed to the Presiding Judge of the Superior Court.

The form of the County's responses as required by Penal Code section 933.05 is as follows:

*As to each Grand Jury finding, the responding person or entity shall indicate one of the following:*

1. *The respondent agrees with the finding.*
2. *The respondent disagrees wholly or partially with the finding in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons.*

*As to each Grand Jury recommendation, the responding person or entity shall report one of the following actions:*

1. The recommendation has been implemented, with a summary regarding the implemented action.
2. The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.
3. The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of the publication of the Grand Jury report.
4. The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation.

*If a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the board of supervisors shall respond if requested by the grand jury, but the response of the board of supervisors shall address only those budgetary or personnel matters over which it has some decision making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.*

The 2017-18 Grand Jury Final Report contained four (4) reports on issues pertaining directly to the County that requires a response. The reports, (1) *Is There A Home for Every Foster Child?*, (2) *Strengthening the Internal Audit Functions of Sacramento County*, and (3) *A Tarnished Jewel: The Status of Illegal Camping on the American River Parkway*, required county responses from the County Executive, and the Board of Supervisors. The County of Sacramento has 90 days to respond to the Grand Jury.

The report (4) *Middle of the Night Releases: Balancing Safety and Jail Processing Concerns* requires a response from the Sacramento County Sheriff. The Sheriff's Response is attached, and has been submitted to the Grand Jury (Attachment 4 and 5).

The web link to the full Grand Jury report is <http://www.sacgrandjury.org/reports/reports.asp>.

### **FINANCIAL ANALYSIS**

Staff from the Sacramento County Regional Parks, the Department of Finance, Child Protective Services, and the County Executive Office

contributed to this report. Departments contributing to this report absorbed incurred costs within their respective budgets.

Respectfully submitted,

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NAVDEEP S. GILL  
County Executive

Attachments:

- ATT-1 Child Protective Services
- ATT-2 Internal Audits
- ATT-3 American River Parkway
- ATT-4 Sheriff Response to the Grand Jury
- ATT-5 Sheriff Attachment A

## **Response To Grand Jury Final Report 2017-18 – Is There A Home For Every Foster Child?**

***Finding 1: CPSU has experienced, compassionate and dedicated staff whose priority is the welfare of the children they serve.***

### **County Executive Response:**

The County Executive agrees with this finding.

### **Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 1: Acknowledge the social workers and supervisors of the CPSU for their outstanding service and dedication.***

### **County Executive Response:**

This recommendation has been implemented. Child Protective Services (CPS) is a division of the Department of Child, Family and Adult Services (DCFAS). The department supports CPS in its acknowledgement and appreciation of the important, difficult, and sometimes dangerous work CPS staff members perform on a daily basis. Acknowledgement and appreciation of staff is a regular part of CPS Management's communication to all staff, including Centralized Placement Support Unit (CPSU) staff. CPS Management makes it a part of its core practice to regularly thank staff for their hard work and dedication. There have been several appreciation celebrations for CPSU staff ranging from acknowledgement of their difficult work to holiday parties in appreciation of their work and dedication. Five of the last six all-staff emails from the Deputy Director or other members of the CPS leadership team included a message thanking staff for their dedication to the children of Sacramento County.

### **Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 2: The current location of the CPSU is in a high crime neighborhood that places CPSU staff and traumatized youths in undue danger.***

**County Executive Response:**

The County Executive disagrees wholly with this finding.

Recognizing the issues faced in the neighborhood, CPS does everything possible to keep children and staff safe. This is done regardless of where children are placed or where CPS staff conduct their work. The Children's Receiving Home of Sacramento (CRH) serves as the Emergency Shelter Care facility for Sacramento County. The CPSU is co-located on the CRH campus to ease the transition for children who may need to be placed at the shelter facility. The department employs two security guards who monitor the CPSU site at all times. The number of security guards can be and is, augmented when needed. Additionally, the Children's Receiving Home has security guards on campus and is partnering with neighboring businesses to strengthen services in that area. In May 2017, CPS partnered with the Sacramento Police Department to install a Police Observation Device (POD) in a strategic location in the area around CRH to provide monitoring services.

CPS eliminated shelter utilization for children under age 6 at the CRH shelter. It worked with CRH to repurpose the dormitory previously used to house children under 6 to create more capacity for older foster youth. To find alternative placement for children 6 and under, CPSU increased its efforts to place young children into foster homes. Part of this effort included calling every approved resource/foster family in Sacramento County in August 2017, more than 400 in all, to gather accurate information on each family's placement preferences and to discuss the need for emergency placements. As a result of this outreach, there are now more than 60 resource/foster homes with a total of 104 beds willing to take younger children as well as older youth which reduces the flow of children through CPSU.

The long-range goal for CPS is to eliminate the use of shelter placements in Sacramento County. In order to achieve this goal, the county needs to find more adults who are willing to provide a loving and stable home for children who are unable to remain with their families. Sacramento County and its Foster Family Agency partners have been working diligently to increase capacity of Resource Homes (formerly called Foster Homes) but there are fewer families than in the past willing to serve in this capacity (The diminished capacity of Resource Homes is an issue across the state and country).

CPS is also focusing on increasing placements with relatives as research shows that outcomes are better when children removed from their families are placed with relatives or with non-related extended family members – someone outside the family who has a relationship with the child. CPS is piloting a new strategy to increase relative placements. It created three social worker positions to serve as Relative Engagement Specialists. The Relative Engagement Specialists attend Child and Family Team meetings to identify as many relatives and non-related extended family members who might be able to provide care for the child if a removal from the home cannot be avoided. The social workers then conduct immediate assessments and background checks to determine if the relative/s are able to provide care for the child.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 2: Relocate the CPSU to a safer environment.***

**County Executive Response:**

This recommendation requires further analysis.

CPS has moved several CPSU staff away from the CRH site and is researching plans to take children to other locations for assessment. One-third of the placement team is now housed at the CPS Bradshaw site. The goal is to reduce the number of children going to CRH for placement assessment and eventually, to eliminate the use of the shelter.

During the next six months, CPS will complete its analysis of the feasibility of relocating CPSU to a safer environment. The feasibility study will include:

- Location search
- Assessment of related costs
- Human resource evaluation to ensure adequate staffing levels
- Consultation with County Real Estate and Counsel
- Consultation with CDSS Community Care Licensing (as needed)
- Collaboration with and request for feedback from staff and labor organizations
- Consultation with community providers and stakeholders

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 3: Since the enactment of SB 855 in 2014, no measureable progress has been made to find suitable options that address the***

***unique treatment and placement needs of the expanded population of high risk children.***

**County Executive Response:**

The County Executive disagrees wholly with this finding.

Since the enactment of SB 855, significant progress has been made to find suitable options for sexually exploited and other high-risk children.

CPS developed a team of staff experts and providers that continue to focus on the unique treatment and placement needs of this population. CPS recruited and placed social workers with specialized training on child sexual exploitation in programs that focus on investigations and ongoing case management services. The specialized team works with CPS staff, Juvenile Probation and other partners to address the specific needs of children and youth who have been sexually exploited.

Sacramento County also established a community-wide, interagency memorandum of understanding that defines a response and engagement protocol when young people are identified at risk of or being sexually exploited. The list of agencies that signed the protocol include: Department of Health and Human Services, Behavioral Health, Public Health and CPS Divisions, Sacramento County Office of Education, Sacramento County Probation Department, Sacramento Sheriff's Department, Sacramento Police Department, the Offices of the District Attorney and Public Defender, UC Davis CAARE (Child and Adolescent Abuse Resource and Evaluation) Center, and other community-based providers.

With respect to the placement issue, as of June 1, 2018, there were 154 children identified as being at risk of or being sexually exploited in Sacramento County who had an open case with CPS. Of the group of 154 children:

- 61 were in a foster/resource family home or were placed with relatives, guardians, or non-related, extended family members
- 56 were in a group home or Short-Term Residential Therapeutic Program
- 18 were in an independent living placement
- 15 lived with a parent
- 4 were in Juvenile Hall

CPS works closely with Sacramento County Behavioral Health Services and community-based providers to address the mental health needs of sexually exploited minors. In an excellent demonstration of interagency commitment to the needs of this population, CPS contracts with the UC Davis CAARE Center to provide more than 600 hours per year of training and consultation

for social work staff, mental health providers, foster family agencies, resource parents and group home providers on the complex needs of sexually exploited children. UC Davis also provided a psychoeducational group for parents of children who have been exploited. The California Department of Social Services also recognizes the need to continue to develop placements and resources to meet the needs of minors who are sexually exploited. It embarked on an extensive information gathering process and is currently planning to issue a Request for Proposals to provide funding for foster family agencies to implement new placement and service strategies.

While the above efforts speak specifically to placement and services for sexually exploited minors, CPS has also increased efforts to better serve other youth with high levels of need. Sacramento County partners with two Foster Family Agencies that have trained Resource Parents to provide Intensive Services Foster Care for children and youth with high needs. Additionally, child welfare Continuum of Care Reform has enhanced requirements for Foster Family Agencies, county Resource Homes and group homes to ensure the provision of mental health services to address the needs of children and youth placed in their care. In order to prevent and/or address crisis situations, CPS has utilized Sacramento County's Crisis Support Team, Wraparound providers, Therapeutic Behavioral Services and other strategies to address the trauma responses of our youth.

CPS is also hoping that the use of Relative Engagement Specialist (RES) social workers can also address placement needs in Sacramento County. The RES pilot started in March 2018, and as noted above, RESs complete emergency home assessments and background checks on relatives and non-related extended family members who may be able to provide care and supervision for children. While CPS is still gathering data to determine if this strategy is working, CPS social workers are reporting an increased ability to focus on safety assessments and other mandates while the RESs work on the relative placement part. This has allowed many children to go directly to placement upon removal from the family, rather than going to CPSU for an assessment and/or to an emergency resource home.

Another strategy to increase placement capacity that CPS has employed in the past and plans to revisit in the fall is specific outreach to schools. Schools are a great place to find non-related extended family members, such as teachers, counselors, custodians, yard duty staff, etc., who have a meaningful relationship with a child and who might be willing to provide care for the child if they are unable to remain in the home with their parents. Additional strategies will be developed with a consultant provided by CDSS

as part of a statewide effort to increase capacity of Resource Homes across California.

While Sacramento still needs more placements that can provide appropriate care and supervision to meet the more acute needs of children and youth, the efforts above demonstrate substantial, positive, measureable progress in addressing the unique treatment and placement needs of the expanded population of children with higher levels of need.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 3: Develop a plan and accelerated timeline to increase placement options for all children with immediate needs and children requiring Short Term Residential Treatment Centers.***

**County Executive Response:**

This recommendation is being implemented.

The commercial sexual exploitation of children is a complex issue which will require a number of creative strategies. CPS continues to work with its foster family agency (FFA); group home; Short-Term Residential Therapeutic Program (STRTP); County resource home; relative caregiver; and non-related, extended family member providers to help develop solutions.

The following is a list of some, but not all, recruitment efforts CPS has implemented over the last two years to increase the number of Resource Homes for all children.

RECRUITMENT STRATEGY	DATE IMPLEMENTED
Informational insert on how to become a resource parent in the Sacramento News and Review	6/2016
Increased number Resource Family Approval Orientations	1/2017
Participated in Black Expo	2/25/17
Fairytale Town Resource Fair	3/18/17
Individual church presentations	3/2017
Kid's Day in the Park	3/29/17
RFA flyer delivery at individual businesses (North Area)	4/2017

Mental Health Fair (Living Well Expo)	5/13/17
Participated in PRIDE celebration with an informational booth	6/3/17
Updated County internet website to include information on becoming a Resource Parent	6/2017
Sponsored faith-based orientation event	8/20/17
Participated in Exceptional Women of Color event	10/7/17
Published Sac Cultural Hub Magazine article	1/2018
Participated in Sweet Potato Festival	2/10/18
Participated in Sacramento Black Expo	2/24/18
Individual church presentation	3/10/18
Individual church presentation	4/20/18
Participated in Healthy Kids Day Sacramento	4/28/18
Individual church presentation	4/30/18
Individual church presentation	5/5/18
Provided information at Soroptimist Group event	5/11/18
Participated in Oak Park Spring Festival	5/12/18
Participated in Sac Pride event	6/9/18
Provided information at Citrus Heights Kiwanis Club event	7/18/18
Participated in Caring For Kids Run/Walk 2018	8/25/18
Engaging with schools and PTA in high risk zip codes	Fall 2018
Orientation at Community Incubator Lead sites	Soon
Continued outreach to churches	Ongoing

This work plan will be further strengthened by the collaboration with Dr. Denise Goodman, a nationally recognized foster care recruitment expert, for training and technical assistance to help CPS develop a robust variety of placement options for Sacramento County's children.

In another effort to increase placement options for all children in Sacramento County, CPS is working with group homes that are interested in creating more capacity for high risk youth in Sacramento.

Dialogue has also been initiated with some local group home providers to explore methods of collaboration with the County, wherein those providers engage with the County in the evaluation of best fit placements for youth requiring STRTP level of care. The desired outcome is for local providers to

participate in the assessment process, rather than the current model where those agencies do not become involved until the County contacts them about the placement needs of a youth. The potential is for more expeditious and thoughtful placement in homes that can provide optimal support for the unique needs of youth.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 4: There is a lack of communication on spending priorities between senior management and the needs of the service providers.***

**County Executive Response:**

The County Executive disagrees wholly with this finding.

CPS has worked in close concert with its foster family agency partners and other service providers and stakeholders in the community for years and continues to do so as it strives to provide the most effective services and supports possible for the children and families it serves. For example, in October 2014, Sacramento County entered the federal Title IV-E Waiver. Title IV-E of the Social Security Act is one of the largest federal funding streams for child welfare, but utilization of the funding is restrictive. The Title IV-E Waiver allows Sacramento County more flexibility in how the funding is utilized to test to use of innovative approaches to child welfare service delivery. When Sacramento County entered the federal Title IV-E Waiver, CPS and Probation held a joint community meeting, which included service providers, to identify needs and priorities for utilization of the funding. Similarly, when Sacramento County received SB855 funding to address child commercial sexual exploitation, CPS elicited feedback from community members and stakeholders to identify needs and priorities.

When Sacramento County initially learned of the Foster Parent Recruitment, Retention and Support (FPRRS) opportunity to apply for recruitment and retention funding, it initiated conversations with service providers and placing partners, with which it had contracts or MOUs for specialized placement, about any needs they had to be able to expand the contractual work and increase the number of placement options. The agencies involved in the FPRRS work submitted proposals wherein they selected their own internal strategies based on the individual needs and dynamics of their agency. At the end of each fiscal year since then, the agencies have been asked to submit updated proposals, building on the lessons learned throughout the project. In doing so, CPS has provided ample communication on spending priorities with service providers and has allowed and supported flexibility in meeting the needs of those placement service providers.

In addition, since December 2016, CPS has facilitated a monthly meeting with its foster family agency and group home partners during which they are able bring forward any concerns, questions or issues. Since the launch of the Resource Family Approval process, CPS has facilitated monthly director level meetings for both its FFA and group home partners during which higher level needs and concerns are discussed.

CPS has worked diligently to create an atmosphere of transparency, open communication and partnership with its partners for years and continues to do so in the wake of Continuum of Care Reform.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 4: Senior management needs to improve transparency and open communication between county policy makers and service providers so that budget allocations better match the needs of Sacramento County foster children.***

**County Executive Response:**

This recommendation has been implemented. Please refer to CPS activities related to the Title IV-E Waiver, FPRRS funding opportunity and ongoing monthly meetings with service providers referenced in response to Finding 4 above.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 5: CPS and DHHS are still focused on ineffective recruitment strategies rather than considering innovative approaches to gain more placement models for the expanded population it serves.***

**County Executive Response:**

The County Executive disagrees wholly with this finding.

CPS has been innovative in its development of strategies to find additional placement models for the expanded population it serves.

One such innovative strategy is the introduction of Relative Engagement Specialist (RES) social workers in March 2018. RES social workers provide support to the Emergency Response and Informal Supervision social workers by completing emergency home assessments on relatives and non-related extended family members, to prevent children from entering out-of-home foster (stranger) care. Additionally, the RES social workers provide family finding with the goal of developing a safe, lifetime support network for the child. They also assist with arranging and participating in Prevention Child and Family Team meetings in an effort to provide support to each child and family to address safety concerns and ensure positive outcomes and stability. The RES social workers have been very effective and have identified nearly 500 relatives representing more than 100 families of foster children from March through June, 2018, and were able to place 55 of those children with relatives or non-related extended family members. Based on an initial analysis of the effectiveness of the RES social workers, CPS is considering adding more RES social workers.

Sacramento County has taken the lead on the Resource Family Approval (RFA) mandate created as a part of Continuum of Care Reform. With RFA, all families caring for children through CPS or Probation go through the same assessment and training process, whether they choose to foster a child, provide guardianship or adopt. Prior to January 2017, people wanting to turn their home into a licensed foster home received training to become licensed to care for foster children, however, relatives and non-related extended family members who took in foster children did not receive the same training. If either population went on to adopt or pursue guardianship, they had to go through another assessment, which took additional time and sometimes resulted in a foster family not being able to qualify for adoption or guardianship.

Sacramento County's new approach to Resource Family Approval is a significant change and demonstrates a sharp focus on innovative, effective recruitment and retention strategies. RFA families are now assessed more thoroughly and quickly, and are approved to provide permanency for a child as a guardian or adoptive parent from the initial placement. In Sacramento

County, RFA orientation is offered weekly and provides an overview of needs and expectations of resource families. Pre-approval classes are completed in two weeks so as not to delay the approval process. Sacramento County's Resource Family Approval timelines are, on average, below the 90-day timeframe mandated by the State of California.

In another strategically innovative move, Sacramento County applied for and entered into a two-year State-funded project to receive face-to-face foster care recruitment and retention training and additional hours of technical assistance from nationally known recruitment expert Dr. Denise Goodman and her team. Sacramento County was one of only six counties selected to participate in this foster care recruitment project.

In an effort to increase the number of foster children successfully placed in home-based, family care settings, Sacramento County also applied and received funding for the Emergency Childcare Bridge Program for Foster Children. The Bridge Program is intended to increase the pool of resource parents by helping them pay for childcare for their foster children.

Utilization of funding available through the Mental Health Services Act – Prevention and Early Intervention program is another innovative strategy CPS is considering. A Request for Proposals was recently released by the Sacramento County Department of Health Services, Behavioral Health Division to locate an agency which will implement the Foster Family Urgent Response System. The program will include a 24-hour telephone support line, a mobile response team, youth advocate and former foster parent/advocate to provide supports to both foster youth and caregivers.

Other innovative recruitment and retention strategies CPS has employed include: Intensive Family Finding; recruitment of Intensive Services Foster Care Homes; outreach, awareness and recruitment campaigns for African-American and LGBTQ affirming homes; Wraparound services; respite care; childcare; participation in the Nurtured Heart program; and the addition of recruitment/training positions.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 5: Create an analytical model that compares cost effectiveness, resulting in the ability to pro-actively develop and implement alternative models.***

**County Executive Response:**

This recommendation will be implemented in the future, however, not enough time has passed since the passage of CCR legislation to develop an analytical model that compares the cost effectiveness of alternative models.

CDSS made changes to the provisions of CCR as recently as May 2018. Several CPS staff serve on statewide committees in order to stay abreast of the changes implemented by CDSS. Additionally, Sacramento County CPS cannot develop service models independent of the regulations set forth by the State of California. It must work within CDSS design and regulatory limits.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 6: CPS personnel hired to recruit placement opportunities for children are unable to focus their efforts due to other job activities.***

**County Executive Response:**

The County Executive disagrees wholly with this finding.

CPS hired three RFA Recruiters/Trainers with Foster Parent Recruitment, Retention and Support (FPRRS) funding. In addition to their recruitment and training functions, they were assigned other job activities for the following reasons:

1. In order that they would have insight into what CPS families will need to go through the Resource Family Approval process so they could answer questions while recruiting and training,
2. To alleviate a high workload when there were vacancies and staff on leaves of absence toward the end of 2017, and
3. To assist when CPS received an increase of emergency assessments.

The assignment of other job activities hasn't affected the RFA Recruiters/Trainers ability to recruit or to train as the additional functions often take place on weekends, while trainings are in the evenings. CPS is working to relieve the Recruiters/Trainers of the cases for which they have completed assessments so they can prepare to approach schools in the coming school year.

It is important to note that recruitment of resource families is a responsibility that is shared by all CPS staff, not just those with Recruiter in their job title. CPS staff and management make efforts to recruit resource families through a variety of events. Some recent efforts include hosting tables at River Cats games, Kiwanis and Soroptimist club meetings, and recruiting at golf tournaments, PRIDE celebrations, various church congregations and anywhere they spot a potential resource family.

CPS also provides outreach through the placement of informational inserts it developed in both English and Spanish in the Sacramento News and Review, Sacramento Bee, Sacramento Business Journal, Sacramento Observer, Elk Grove Citizen and Laguna Citizen newspapers. Additional copies of the publication have been distributed at RFA recruitment events and are shared

with partner agencies. DCFAS has a contract with the Sac Cultural Hub to provide education, outreach and recruitment targeting African American communities. As a part of this contract, CPS is able to have a two-page spread in the Sac Cultural Hub's quarterly magazine, a banner ad on its website, sponsored social media posts, and is included in their weekly email blast.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 6: Determine the necessary hiring or utilization of existing staff to allow recruiters to focus exclusively on placement opportunities for children.***

**County Executive Response:**

This recommendation has been implemented. CPS has begun transitioning the Recruiters/Trainers away from non-recruitment activities as well as utilizing staff throughout the department to help with recruitment.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

## **Grand Jury Responses: *Strengthening the Internal Audit Functions of Sacramento County***

***Finding 1:*** The Sacramento County Internal Audit Unit lacks the necessary independence to perform operational audits and report their findings directly to the Board of Supervisors. Currently, there are five separate levels of supervision between the unit and the Board. As stated earlier, the grand jury believes that these multiple layers of reporting can diminish accuracy, effectiveness and accountability.

### **County Executive Response:**

The County Executive disagrees wholly with the finding. The County Executive disagrees with the statement that the Sacramento County Internal Audit Unit (IAU) lacks the necessary independence to perform operational audits and report their findings directly to the Board of Supervisors (Board). California Government Code Section 1236 states, "All city, county, and district employees that conduct audits or that conduct audit activities of those respective agencies shall conduct their work under the general and specified standards prescribed by the Institute of Internal Auditors or the Government Auditing Standards issued by the Comptroller General of the United States, as appropriate."

The Director of Finance is the County Auditor and relies on the Government Auditing Standards, also referred to as Generally Accepted Government Auditing Standards (GAGAS), and commonly referred to as the "Yellow Book" regarding independence per section 3.29 (c), which states:

*"Safeguards other than those described above may mitigate threats resulting from governmental structures. For external auditors or auditors who report both externally and internally, structural threats may be mitigated if the head of an audit organization meets any of the following criteria in accordance with constitutional or statutory requirements: ... c. Appointed by someone other than a legislative body, so long as the appointment is confirmed by a legislative body and removal from the position is subject to oversight or approval by a legislative*

*body, and reports the result of audits to and is accountable to a legislative body."*

The Director of Finance is appointed by the County Executive and confirmed by the Board of Supervisors. Historically, audits have been filed with the Board of Supervisors; therefore, the Director of Finance (County Auditor) is independent according to the Government Auditing Standards.

The County Executive also disagrees with the statement that multiple layers of reporting can diminish accuracy, effectiveness and accountability. Audit reports go through a quality assurance review process, with reviews by the Assistant Auditor-Controller and the Director of Finance (County Auditor), to ensure accurate and complete reports. As audit reports are completed, they are presented to the Sacramento County Audit Committee (Committee). This Committee provides the County Executive leadership in audits, financial practices, reporting, further demonstrate good stewardship of public resources, and oversight responsibilities and fiscal accountability. The completed audit reports are filed with the Board of Supervisors. These various levels of supervision and review enhance the accuracy, effectiveness, and accountability.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 1:*** Create an elected position of County Auditor. Remove the Internal Audit unit from the Department of Finance, eliminating unnecessary levels of supervision.

**County Executive Response:**

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

Sacramento County Code Section 44 states, "The Auditor shall have and exercise all the powers and shall perform all the duties; vested in and required of a county auditor to be performed by the Constitution and general laws and he shall have such additional powers and perform such additional duties as may be vested in him or by him required to be performed by this Charter or by ordinance of the Board of Supervisors."

Additionally, Sacramento County Code Section 2.61.013, Auditor's Responsibilities states, "The County Auditor-Controller may conduct an annual periodic audit of the method and manner that each Agency or Department has used and administered the contract authority granted in this chapter. This report shall include information to ensure compliance with the provisions of this chapter and other delegated contracting authority. The Auditor-Controller shall report the findings of its audit to the Board of Supervisors. (SCC 1188 § 2, 2001.)"

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 2:*** Sacramento County lacks a process for independent outside operational audits. The current practice is for departments to perform operational audits from within, using an operational audit team composed of members of that department. This approach reinforces long standing practices, and does not lend itself to innovation, efficiency and streamlining.

**County Executive Response:**

The County Executive disagrees wholly with this finding. The County Executive disagrees with the statement that the current practice is for departments to perform operational audit from within, using an operational audit team composed of members of department which is being audited. The Department of Finance and the IAU do not use personnel from other departments to prepare any audit field work or to prepare audit reports.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

**Recommendation 2:** Emphasize independent operation audits to review processes and procedures. Emphasize Risk Assessment Modeling to develop operational audits and scheduling.

**County Executive Response:**

The recommendation has been implemented. On August 28, 2017 the Department of Finance issued a Request for Proposal to conduct a Risk Assessment Study and develop a Risk-based Model and Audit Plan to be used to identify and prioritize audits over multiple fiscal years. The Risk Assessment Study is used to develop a systematic approach for evaluation and improving the effectiveness and efficiency of Countywide operations in the areas of risk management, governance and internal control processes. The contract was awarded on December 22, 2017 to the independent accounting firm of Macias Gini & O'Connell, LLP. On July 18, 2018, the Risk Assessment Study and Audit Plan was presented to the Committee. The risk based operational tool is used as a guide for the Department of Finance Management (Director of Finance, Assistant Auditor-Controller and IAU managers) to prepare the annual Audit Plan. The Department of Finance Management developed the Fiscal Year 2018-19 Audit Plan which includes compliance, internal control and operational audits.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

**Finding 3:** There is a lack of public transparency in the current audit process. Websites are disorganized and confusing. It is not easy to find a current schedule of audits or past audits. There are no clear mission statements or objectives shown for the Department of Finance or its sections.

**County Executive Response:**

The County Executive disagrees partially with this finding. The County Executive disagrees with the statement that there are no clear mission statements or objectives shown for the Department of Finance or its sections. The Department of Finance website has a long standing vision, mission and value statement which is posted on the website at:

<http://www.finance.saccounty.net/Pages/VisionMissionValues.aspx>.

The Department of Finance vision statement is:

*We shall provide exemplary service to our customers while maintaining the highest degree of respect, fairness, public trust and integrity. These services shall be balanced and reflect our compliance with regulatory requirements and the needs of our customers.*

The Department of Finance mission statement is:

Our department's primary mission is to:

- *Provide responsive, efficient and quality service to customers*
- *Manage the County's treasury effectively and efficiently*
- *Provide for the collection and investment of County, school district and special district funds*
- *Provide fiscal services and independently report valid financial information to the general public, county departments and other government entities*
- *Provide accurate and timely financial information to the County*
- *Provide core-level support services to general taxpayers, County departments and other government agencies*
- *Process vendor payments for all County departments and special districts*
- *Prepare the Comprehensive Annual Financial Report (CAFR)*
- *Maintain the Comprehensive Online Management Personnel and Accounting System for Sacramento County (COMPASS) that is the countywide financial system, automated general ledger*
- *Prepare the countywide indirect cost allocation plan and departmental cost rate proposals*
- *Provide for the billing, collection and enforcement of secured and personal property taxes and business licenses*
- *Issue and monitor fictitious business name statements*
- *Manage the County's Pooled Investment Fund in compliance with the California Government Code, the Pooled Investment Policy and Investment Guidelines*

The Department of Finance values are:

To accomplish our vision and mission, we share the following values:

- *Trust*
- *Integrity*
- *Dignity, fairness and respect for the individual*
- *Commitment to outstanding customer service*
- *Partnership and teamwork*
- *Empowerment*
- *Continuous service review and improvement*
- *Recognizing our accomplishments and sharing our successes*
- *Safe working environments*
- *Personal and professional growth*
- *Respect for cultural diversity*

Also, the IAU recently created a mission statement and posted it on the IAU website at:

<http://www.finance.saccounty.net/AuditorController/Pages/InternalAudits.aspx>.

The IAU mission statement is:

*The mission of the Internal Audit Unit (IAU) is to provide independent, objective assurance and accounting advisory services to assist the Board of Supervisors and County Management; and to add value and improve the County's operations by promoting integrity, accountability, compliance and innovation.*

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 3:*** Establish a strong mission statement and objectives for the Internal Audit Unit. In order to ensure increased transparency, the County should work to improve its website and to support it, using a dedicated individual, either from the Department of Finance or from the County's Information Technology support staff.

**County Executive Response:**

The recommendation has been implemented. As stated in Finding Three above, the Department of Finance website has long standing statements pertaining to vision, mission and value

statements. In addition, the IAU recently created a mission statement which is posted on the IAU website. The Department of Finance and the Department of Technology are working to increase transparency for the public by adding navigational tools and searching capabilities of all completed audits through the Sacramento County Open Data portal, which can be found at: [www.data.saccounty.net/](http://www.data.saccounty.net/).

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 4:*** Current staffing levels are not at maximum strength and are not sufficient to undertake an increased role in performing internal operational audits.

**County Executive Response:**

The County Executive agrees with this finding and recognizes there are currently 3 vacant auditor positions in the IAU.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 4:*** Staffing increases are necessary to also undertake operational audit workloads.

**County Executive Response:**

The recommendation requires further analysis that will be completed within the next six months. The Department of Finance is currently recruiting for one Auditor and two Senior Auditor level positions. The IAU started the operational audits identified in the recent Countywide Risk Assessment Report. The Department of Finance will examine workloads, timeline and requirements to determine appropriate staffing levels. The County does have the ability to bring on additional audit staff with the use of audit contractors if necessary.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 5:*** Sacramento County currently lacks staff in the audit section with the breadth of experience or broader education to also process operational audits, in addition to financial audits.

**County Executive Response:**

The County Executive disagrees partially with this finding. The County Executive disagrees with the statement that audit staff lacks the necessary education to prepare operational audits. The IAU staff has the necessary education, training and experience with financial statements, compliance audits and experience with operational audits.

According to the Department of Finance, the experience and ability to prepare operational audits requires many of the same skills as other types of auditing, including but not limited to: risk assessment, internal controls, project planning, financial analysis, critical thinking, communicating skills, data mining and analytics, and information technology processes. Also in any audit the auditor creates an audit program, determines scope, follows standards, sets objectives, uses risk assessment models, reports conclusions or findings and makes recommendations. If additional requirements are necessary to perform operational audits, the IAU will obtain the appropriate training and development in order to successfully complete operational audits.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 5:*** Hire and retain staff with a wide breadth of education and experience that they can bring to operational and process audits.

**County Executive Response:**

The recommendation has been implemented. As stated in Finding Five, current audit staff have the necessary education, training and experience to complete audits including operational audits. Each staff member has a bachelor's degree or higher and, there are four staff members that are Certified Public Accountants. In addition, each of the IAU staff completes eighty (80) hours of continuing education courses every two years as required by Generally Accepted Government Auditing Standards. Examples of continuing professional education taken include the following areas of study: audit standards, fraud, operational audits, accounting, risk analysis, informational technology auditing, and other governmental auditing and accounting topics.

The majority of audit staff members in other governmental jurisdictions have similar education and experience.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 6:*** Audit Reports that are available to the public are often written to address specific accounting and legal needs and are not readily understandable to the public. Reports conform to financial standards, requiring some degree of experience on behalf of the reader.

**County Executive Response:**

The County Executive agrees with this finding. The reports that are prepared by the IAU staff follow required professional auditing standards. The reports are written to address the specific accounting and legal needs and at times the information may not be easy for an uninformed reader to comprehend or understand.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 6:*** Make all reports more transparent to the public, particularly the readability and accessibility of completed operational and performance audits.

**County Executive Response:**

This recommendation has not yet been implemented, but is in the process of being implemented. Currently, the Department of Finance is working to improve their website for the reporting of all audits. In addition, all audit reports are available on the County's Open Data Portal which allows for improved search and sort functionality.

The IAU is reviewing available audit software for improved reporting. Additionally, the IAU will add a cover page and summary information to each report to provide clarity with a common understanding of the work performed and reported to the public. This will provide a summary of the audit objective, background, scope and methodology along with a summary of audit results and findings.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 7:*** The Audit Committee is comprised of department heads. Other governments that have established audit committees have included decision-makers (elected officials) and members of the public to assist the Board and the Auditor in fulfilling oversight responsibilities.

**County Executive Response:**

The County Executive disagrees wholly with the finding. The Committee is currently comprised of the following (which none are department heads):

- Assistant County Executive
- Deputy County Executive Administrative Services
- Deputy County Executive Municipal Services
- Deputy County Executive Public Works & Infrastructure
- Deputy County Executive Social Services

Additional members on the Committee include the Director of Finance and the Assistant Auditor-Controller.

The County Organizational Chart is found at:

<http://www.saccounty.net/CountyDepartments/OrganizationChart/Pages/default.aspx>

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 7:*** Maintain and expand the Audit Committee to include one or two members of the Board of Supervisors. The Board of Supervisors should also consider appointing members of the Public to the Audit Committee.

**County Executive Response:**

The recommendation requires further analysis that will be completed in the next six months. As stated in Grand Jury Report, Sacramento County is making its first steps to transform the internal audit function, and is working to improve the audit reporting structure and processes. The Committee has evolved

over the last few years to include better reporting and follow up with County departments.

The Audit Committee Charter was approved by the County Executive on January 1, 2018. Currently, the Committee is comprised of the Assistant County Executive, the Deputy County Executives (4), the Director of Finance and the Assistant Auditor-Controller. The Committee Charter is reviewed annually and allows for changes as needed in composition or structure of the Committee.

The Committee meets regularly to review reports prepared by the IAU, provides oversight responsibilities, and fiscal accountability. The Committee acts in a collective capacity. The Committee serves as an important communication link between external auditors, internal auditors and operating management. In order to meet the demand of changes, the Committee will continue to evolve to meet the organization demands and any new or changing reporting requirements.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 8:*** The Internal Audit Unit, as well as the Department of Finance as a whole, is understaffed in IT Support. Maintaining transparency of operations to the public is difficult, if not impossible, without adequate IT support.

**County Executive Response:**

The County Executive disagrees wholly with this finding. As stated above in Finding Three, the Department of Finance and the Department of Technology are working together to increase transparency for the public, and adding navigational tools and searching capabilities through the Sacramento County Open Data portal, which can be found at: <http://data.saccounty.net/>.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 8:*** Improve Information Technology support for the Internal Audit Unit and for the Department of Finance.

**County Executive Response:**

The recommendation has been implemented. The IAU is a unit within the Department of Finance (DOF) and has access to the Department of Technology (DTECH) through service requests and various user groups. The DOF regularly enlists the support and assistance of DTECH team to resolve various issues including reports to the public. As stated above in Finding Three and Finding Eight, DOF will continue to work closely with DTECH to find opportunities to enhance public websites, public documents and various reporting.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Finding 9:*** The Internal Auditor has infrequent, irregular input to the COMPASS Steering Committee.

**County Executive Response:**

The County Executive disagrees wholly with the finding. The Director of Finance (County Auditor) is a permanent member and has frequent and regular input into the COMPASS Steering Committee.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

***Recommendation 9:*** The Auditor should be a permanent member of the COMPASS Steering Committee.

**County Executive Response:**

The recommendation has been implemented. The Director of Finance (County Auditor) has historically been and is a member of the COMPASS Steering Committee.

**Board of Supervisors Response:**

Sacramento County Board of Supervisors agrees with the County Executive.

## **Grand Jury Response - A Tarnished Jewel: The Status of Illegal Camping on the American River Parkway**

**Finding 1:** *An inordinate amount of the money and effort spent on the parkway is a result of the approximate 200 illegal campers on the parkway.*

### **County Executive Response**

The County Executive disagrees partially with the finding. In the Fiscal Year 2018-19 Approved Budget, \$5,092,921 is budgeted for general maintenance and patrols of the American River Parkway. \$3,291,992 is budgeted for illegal camping patrol and clean up, which includes American River Parkway, Dry Creek Parkway and other regional park sites. Furthermore, the quantification of 200 illegal campers associated with the American River Parkway seems to be from anecdotal reports, and therefore it is difficult to conclude how much of the funding associated with illegal camping can be tied back to illegal campers specific to the American River parkway.

### **Board of Supervisors Response**

Sacramento County Board of Supervisors agrees with the County Executive.

**Recommendation 1:** *The focus should be on the removal of the estimated 100 "service resistant" campers on the parkway.*

### **County Executive Response**

The recommendation is being implemented. As part of the Parkway Initiatives funded last year, Park Rangers are working in tandem with the County's Department of Human Assistance staff and the nonprofit Sacramento Self Help Housing to place illegal campers in rental homes which serve as shelters until permanent housing can be arranged. Participants receive services such as health care, obtaining official documents including identification cards, driver's licenses, birth certificates or social security cards.

**Board of Supervisors Response**

Sacramento County Board of Supervisors agrees with the County Executive.

**Finding 2:** *Current ordinances do not act as an effective deterrent to illegal camping in the Parkway.*

**County Executive Response**

The County Executive disagrees wholly with the finding. The judicial system is multi-faceted, with law enforcement at the very beginning of the cycle, followed by prosecution, either by the City Attorney's office or Sacramento County District Attorney. If found guilty, the punishment phase of the cycles through the Court. The deterrent to crimes being committed comes from prosecution, the verdict, and the subsequent penalty. Citation by officers is a tool to change people's unlawful behavior, and the current ordinances are sufficient.

**Board of Supervisors Response**

Sacramento County Board of Supervisors agrees with the County Executive.

**Recommendation 2:** *A carefully crafted "stay-away" ordinance should be considered by both the City and County.*

**County Executive Response**

This recommendation will not be implemented. The City currently has a "stay away" ordinance, which is not being utilized to the extent it has been in the past. The County believes it would impulsive and counterproductive to pursue a similar "stay-away" ordinance at this time. Adequate time must be given for the Parkway and Homeless Assistance Initiatives to address the most vulnerable and service resistant illegal campers on the Parkway, as per Recommendation 1 cited above.

**Board of Supervisors Response**

Sacramento County Board of Supervisors agrees with the County Executive.

SACRAMENTO COUNTY



SHERIFF'S DEPARTMENT

**Scott R. Jones**  
*Sheriff*

September 4, 2018

Honorable David De Alba, Presiding Judge  
Sacramento Superior Court  
720 Ninth Street, Department 47  
Sacramento, CA 95814

Re: Sacramento County Grand Jury Report: Middle of the Night Jail Releases:  
Balancing Safety and Jail Processing Concerns

Dear Judge De Alba:

Pursuant to Penal Code sections 933 and 933.05, the following specific responses are respectfully submitted to you regarding the 2017-2018 Grand Jury's Findings and Recommendations on Middle of the Night Jail Releases: Balancing Safety and Jail Processing Concerns. Sheriff's Department personnel compiled the information included in this document. Should you have any questions related to its content, please contact me, and I will provide you with the most appropriate staff to answer your question.

**Finding 1. The new jail management system (ATIMS) being implemented in the Jail will modernize and make more efficient all jail operations from intake to release.**

**Response to Finding 1: Concur**

**Recommendation 1. Implementation of the new ATIMS system should be expedited and specifically be aimed at minimizing late night releases.**

**Response to Recommendation 1: Non-concurrence**

The Sheriff's Department respectfully disagrees with the Grand Jury's recommendation. Although expediting the development of the new ATIMS system is also appealing to the Sheriff's Department, ATIMS, scheduled to replace the three-decade-old system, JIMS, will also incorporate several additional programs to create one, comprehensive jail management system.

The Sheriff's Department is working diligently with ATIMS developers to implement the new jail management system in accordance with a set schedule that has been created by industry experts. This schedule takes into account numerous factors that are expected to result in a fully capable, state-of-the-art system when completed. For this

reason, it is our intent to allow the implementation schedule to continue as planned. ATIMS is currently on schedule for implementation the 4<sup>th</sup> quarter of 2019.

Currently, seventy-four agencies, including the Sheriff's Department, totaling 2,706 users have access to the current JIMS system, as it combines several law enforcement operating systems with multi-agency shared data.

As we agree the new system scheduled for implementation will modernize and provide efficiencies to jail operations, ATIMS will not change the requirements to release inmates from jail nor will it replace the need for more staffing to facilitate the necessary work that must be completed to accurately calculate and confirm each scheduled release.

Court ordered releases are typically released prior to 10:00 p.m., and releases after this time and up to 5:00 a.m., are persons legally afforded the right to leave jail. Examples of lawful releases during late night hours are bond outs, time served releases, or citation releases. By not adhering to legal release requirements, the Sheriff's Department opens the County to potential liability.

It is the Sheriff's Department's practice to offer any person being released during late night hours an opportunity to voluntarily remain in the release tank until the morning.

**Finding 2. Until the ATIMS system becomes operational, the jail continues to process releases without regard to the time of the release. This results in more than necessary late night releases occurring on a daily basis.**

**Response to Finding 2: Non-concurrence**

The Sheriff's Department respectfully disagrees with the Grand Jury's findings. The Sheriff's Department conducts releases in accordance with the law. The Sheriff's Department cannot hold any person beyond a reasonable amount of time necessary to process required documentation for release of the individual. When a bond is posted, or time is served by inmates, and other court mandates are due, the release is conducted in a timely manner. The majority of all sentenced releases are processed and released during the morning hours.

There are those unique cases when an inmate is required to be held for a specific period of time. If a person is required to serve a sentence of 24 hours and they begin their jail term at 11:00 p.m., as this may have been the hour they chose to arrive at the jail, then the inmate will subsequently be released at 11:00 p.m. the next evening in accordance with the law. If the hour is late in the evening, the Sheriff's Department will allow the person to remain in the release tank until the morning hour. This is strictly voluntary.

ATIMS will allow for a fully integrated jail management system that will better assist staff with the reception, processing, classification, housing, and release of inmates. However, ATIMS will not replace the need for greater staff assigned to the jail's booking

area to access ATIMS and process the release. Additionally, ATIMS will have no effect on requirements when it comes to releases from our correctional facilities.

**Recommendation 2. Until implementation of ATIMS, steps should be taken to minimize late night releases as recommended.**

**Response to Recommendation 2: Partially concur**

In 2017, the Sheriff's Department processed 39,687 releases, an average of 109.22 releases per day. Illustratively, for calendar year 2017, the number of releases were broken down by the hour. The numbers below have all foreign agency transfer releases removed, as these inmates are transferred by bus or van to another agency. Inmates may be released by recommendation of pre-trial services, bail or cash bond, or release under California Penal Code 849(b) – detention only.

Additionally, the Sheriff's Department must maintain compliance with a court-ordered consent decree and section 853.6 of the Penal Code. All arrestees booked with only misdemeanor warrants shall be issued a citation and released, unless judges' remarks indicate otherwise. This includes all out-of-county warrants. All misdemeanor, fresh arrests and non-sentenced misdemeanor court remands shall be cited and released, excluding crimes and arrest/bench warrants for domestic violence.

The Sheriff's Department is obligated to ensure an inmate's rights are not infringed upon when they are eligible for release.

The below chart reflects the number of releases, by the hour, for calendar year 2017:

EVENING RELEASES	
10:00 PM - 11:00 PM	4.2 releases per day
11:00 PM - 12:00 AM	6.4 releases per day
12:00 AM - 1:00 AM	3.7 releases per day
1:00 AM - 2:00 AM	2.3 releases per day
2:00 AM - 3:00 AM	2.0 releases per day
3:00 AM - 4:00 AM	2.2 releases per day
4:00 AM - 5:00 AM	2.8 releases per day

This chart shows an average of 23.6 people released from the Main Jail between the hours of 10:00 p.m. to 5:00 a.m. each day. This does not take into consideration people who have bonded, which legally necessitates an obligation to release regardless of the time of day. The average number of people who bond from jail each day reflects an average of 4.4 persons, dropping releases to an average of 19.2 people during the seven hour period reflected in the chart.

It is important to note releases during the above timeframe are classified as "Quicks," meaning they are brought into custody for a misdemeanor charge. A few examples of such misdemeanor charges may include Public Intoxication (PC 647(f)) or Health & Safety Code 11550, or Driving under the influence (CVC 23152). Most of the

individuals arrested for the above offenses and are brought to jail will remain in custody until they are deemed sober to be safely released back into the community. Many of these individuals have employment and would like to be released from custody before the following morning to ensure they arrive at their worksite. A late morning release could jeopardize an individual's employment.

Given the current staff allocation for the processing of releases throughout a twenty-four hour period, seven days a week, the Sheriff's Department attempts to minimize late night releases. As a means to ensure a person's safe release from the jail, it is the Sheriff's Department's practice to offer any person being released during late night hours an opportunity to remain in the release tank until the morning hour.

**Finding 3. There may be inconsistencies within the different shifts regarding how CORs are processed by Jail desk personnel and given to the release officers. The chain of command, including who is responsible, is not defined.**

**Response to Finding 3:** Partially concur

The Sheriff's Department partially concurs with the Grand Jury's findings.

The release process is very complicated and requires scrutiny at every workflow position. A diagram of the process has been included with this report. Please see Attachment A.

The current electronic system in place, JIMS, is antiquated, and it is used by both the Court and the Sheriff's Department to process releases. ATIMS, the system identified to replace JIMS in the fourth quarter of 2019 has been purchased and is in the development phase. Any inconsistencies in the current release process should be improved with the new management system.

The Sheriff's Department respectfully disagrees with the Grand Jury's findings as it relates to chain-of-command oversight of the shift jail desk personnel. All booking staff, including the Court Order Release Officer, has a supervisor, a Sheriff's Records Officer II, assigned to each of the four shifts at the Main Jail. Several shift supervisors, sergeants, and a watch commander, lieutenant, are assigned to the four shifts at the Main Jail. Each shift follows established policy and protocol to ensure proper processing of releases.

**Recommendation 3. Existing written instructions on processing CORs should be updated with a goal of processing such releases consistently and as quickly as possible.**

**Response to Recommendation 3:** Concur

The Sheriff's Department concurs with the Grand Jury's recommendations. The current electronic system, JIMS, is utilized by the Court to advise the Sheriff's Department's booking staff of each inmate's court outcome. Instructions given by the Court for an

inmate's release is often very detailed. Because the JIMS system is so antiquated, only a minimal amount of space is afforded the Courts to make these instructions. This issue results in the Courts utilizing a variety of acronyms and complicated phrasing to articulate release requirements. This only further complicates the process and reduces workflow efficiency for the Sheriff's Department's booking staff.

The following are a few examples of Court instructions:

REASON- FURTHPRO RTN C/W - POE RIVER CITY RECOVERY PROGRAM DLN 1801 C/S  
OUTCOME- SENT 120D EO PREV SUBS REL IMPOSED CTS 40 ACT \* 40 CTS  
# 007 PROB REINST CTS PROFD W/T 48H OF REL

REASON- JS SUPPLEMENT & SENTENCE  
OUTCOME- SENT PD RPT FILED SPECIFIC CONDO PREPARATION BY FORM CTOD BLDG  
CTS 30D 4500 1201 DNA PC EPA ADVCD/PROVIDED W/P FIREARM PORT

REASON- FP FURTHER PROCEEDINGS  
OUTCOME- SENT 3Y F/P, 30D CUCS, 1D CTS, NO OBJ SWP/WF + BTP, POE BTP  
040116 830AM D-60, CPO ISSUED, EXPIRE 020119

1 060216 NC CT1 4532 (A) (2) PC AS FEL  
3 J&S 5Y FORM PROB, 180D ST CJ C/S  
5 IN 15M09523 FROM 052316-062816

2 CRT DISM BAL IOJ/IVOP, CERT SUP CRT  
4 W/ZERO DAYS CTS, DEPT SERVING TIME  
6

Additionally, the workflow is complicated and depending upon daily caseload, court activities, releases to be processed, and multiple cases for the same defendant, the entire release process can ebb and flow throughout the Court's daily work between the hours of 8:00 a.m. to 6:00 p.m.

With ATIMS replacement of JIMS in the fourth quarter of 2019, the Sheriff's Department believes the release process will become more efficient.

**Finding 4. The Jail has no written checklist type system in place to inform inmates of their options upon release.**

**Response to Finding 4:** Concur

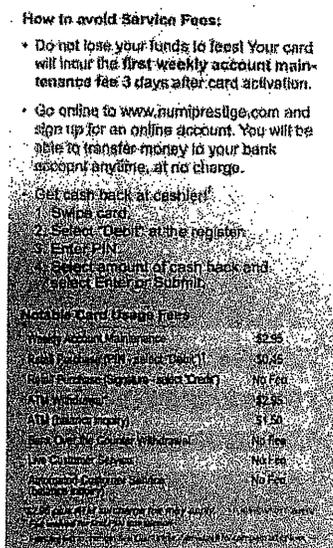
The Sheriff's Department does not provide a written checklist to each person released from custody. However, the Sheriff's Department does provide helpful signage to assist inmates upon release. For example, signage in the release tank is affixed to the wall above the telephone advising inmates they are provided free phone calls to arrange for rides upon their release.

In an effort to ensure a person's safe release from the jail, it is the Sheriff's Department's practice to offer any person being released during late night hours the opportunity to remain in the release tank until the morning. Currently, signage affixed to the wall in the release tank, in both English and Spanish, reads:

**IF YOU ARE SCHEDULED FOR RELEASE AT NIGHT BUT WOULD RATHER REMAIN IN CUSTODY UNTIL MORNING WHEN MORE SOCIAL SERVICE AND TRANSPORTATION OPTIONS MAY BE AVAILABLE TO YOU, PLEASE NOTIFY THE RELEASE DEPUTY.**

The front lobby is not designed to safely accommodate released inmates.

The Sheriff's Department will work to provide a list of nearby ATM locations should an inmate care to use their debit card upon release. This can also be included with the packet of information each released inmate currently receives. This packet includes the following piece of information:



Additionally, this information is printed on the back of the debit card.

The Sheriff's Department is confused by the Grand Jury's statement that a person leaving the facility with less than \$20 in their possession may not receive their full complement of money. Each packet of information provided to a released inmate who comes into the facility with money is provided instructions on how to reclaim their funds free from service fees. Without further information from the Grand Jury, the Sheriff's Department is unable to provide additional information about this finding.

In response to the "Navigators" assigned to the Main Jail. The County's Department of Health and Human Services opted to discontinue the services of the "Navigators" inside the jail. Upon release, inmates are provided with a phone number to contact a "Navigator," if they so choose. Correctional Health Services and Sheriff's Department staff may also forward a referral to the posted "Navigator" hotline.

**Recommendation 4. A written or electronic checklist-type release form should be developed and utilized to fully inform persons being released of their options during late night hours to incorporate all suggestions previously noted.**

**Response to Recommendation 4: Concur**

The Sheriff's Department will review this recommendation and work with the Department of Health and Human Services to seek ways to provide options to persons being released during late night hours.

The Sheriff's Department is working to develop signage for inmates in the release tank to access the County's 211 system. It is a valuable resource for soon-to-be released persons to use. The system, which is free and available 24/7, can also be accessed from any public pay phone. This system provides updated access to a variety of different services to include, but not limited to, housing, health care, food, mental health, financial help, and substance abuse.

**Finding 5. The Jail does not have a taxi service contract or taxi voucher system that would provide persons being released in the middle of the night with the free option of a taxi service.**

**Response to Finding 5: Concur**

**Recommendation 5. The county should contract or use a voucher system to provide a taxi service option for late night releases.**

**Response to Recommendation 5: Partially concur**

The Sheriff's Department believes this recommendation should involve a discussion with County leadership to contemplate the facilitation and financing of such a venture. This issue has the potential to affect all interested parties, and further exploration, analysis, and consideration is required.

**Finding 6. The present debit card system is not user friendly, does not offer a cash option, and may result in a service charge. Further, use of the system may result in the loss of amounts under \$20.**

**Response to Finding 6: Non-concurrence**

**Recommendation 6. The existing debit card system should be reviewed, with the aim of making it more user friendly. Persons being released should be given cash if their balances are less than \$20.**

**Response to Recommendation 6: Non-concurrence**

The Sheriff's Department does not keep cash-on-hand at the Main Jail or the Rio Cosumnes Correctional Center. To maintain cash on-site, the Sheriff's Department

would have to increase staffing to accurately staff and follow the County's policy on separation of duties with cash handling.

The Sheriff's Department believes the debit card system (NUMI) is user friendly. The debit card issued by the Sheriff's Department to released persons can be used as a MasterCard or debit card at numerous locations surrounding the Main Jail and elsewhere. There are 86 ATM locations within a 1 mile radius of the Main Jail where money can be withdrawn for a charge of \$2.95 a transaction.

Additionally, a person with a NUMI card can walk into a bank during banking hours and request withdrawals of any amount free-of-charge. Currently, three banks within 500 yards of the Main Jail offer this service. If a released person purchases an item in a retail establishment and chooses to use their NUMI card as credit, they will incur no charges. If a released person chooses to make a retail purchase and chooses the debit option utilizing their personalized pin number, they will be charged \$0.45.

Each inmate who comes into custody with money, or was given money by a donor during their incarceration, is released with a packet of information containing NUMI MasterCard information. One of the six pieces of information included in the packet is a card titled, "How to avoid service fees," and it provides the person with the numerous options on the use of the card.

The Sheriff's Department is exploring options of adding an ATM machine to the lobby of the Main Jail that could dispense cash, with little or no fees. We are unsure if this is possible with our current contracted vendor.

Very truly yours,

SCOTT R. JONES, SHERIFF



Erik Maness, Undersheriff

Copy: Sacramento County Clerk-Recorder's Office  
Sacramento County Grand Jury

# INMATE RELEASE PROCESS

